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Lluís Flaquer, Anna Escobedo, Fernando Antón
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Local welfare systems supporting female employment in Terrassa

**FLows: Impact of local welfare systems on
female labour force participation and social
cohesion**

FLOWS Working Paper

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Aalborg 2014

ISSN 2246-4840

About the FLOWS project:

The FLOWS project has been funded under the EU FP7 program, grant Agreement no: 266806.

The project started January 1 2011 and ended April 30 2014.

The FLOWS project analyses the causes and effects of women's labour market integration, which is an issue that represents a major challenge for the European Union and its member states, and is supposedly also a precondition for the sustainability of the European social model. The overall aim is to analyse (1) how local welfare systems support women's labour market participation, as well as (2) the extent to which (and under which conditions) female labour market integration has contributed to the strengthening social cohesion. The project focuses on how public and private welfare services such as care and lifelong learning intended to support women's labour market integration have been designed; on how women of different classes, qualifications, ethnicities, and geographical locations have grasped and made use of such policies, and on how the increase in women's labour market integration has affected structures of inequality and social cohesion.

The study is based on in-depth analysis of eleven cities, i.e. one city in eleven different countries. The cities/countries are: Brno/Czech Republic, Aalborg/Denmark, Tartu/Estonia, Jyväskylä/Finland, Nantes/France, Hamburg/Germany, Székesfehérvár/Hungary, Dublin/Ireland, Bologna/Italy, Terrassa/Spain, and Leeds/UK.

The FLOWS project is composed by 6 academic work packages:

WP 1: Degree and structures of women's labour market integration

WP 2: Local production systems

WP 3: The local welfare system

WP 4: Local policy formation/local political actors

WP 5: Survey questionnaire

WP 6: Women's decision making

WP 7: Social structures: cohesion or cleavages and segregation

This working paper series reports work conducted in the seven work packages.

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Local policies towards childcare and the welfare mix in relation to the provision of childcare

Local policies towards childcare in the city

Introduction: the national context as an approach to the local context

A general picture in 2006, 44% of children under 3 years old were cared for at home with exclusive parental care (mainly maternal care), 39% of children attended centre-based early education and care, and 26% had informal childcare arrangements (by grandparents, relatives or paid childminders) (EU-SILC Eurostat data). In the Spanish severe recession and unemployment context, more recent data indicate that exclusive parental care is growing up to 48% (in 2009, paternal unemployment had grown, but maternal employment was still stable and high). Families try also to save childcare costs either reducing the hours children are in centres, either resourcing as much as possible to grandparents. National SILC results still indicate that in 2010 47% of children under 3 were attending centre-based childcare 28 hours per week and 21% had informal childcare arrangements with relatives or paid childminders 24 hours per week on average (Spanish Ministry of Education, 2012).

In Spain working families try to manage paid maternity and paternity leave and holidays so that they provide their new born children exclusive parental care for about 6 months. After this period, to articulate work and family, working families with children under 3 combine formal and informal care, parental working time arrangements (including working time reductions or part time, shift/atypical work, homeworking or annual working time arrangements). More disadvantaged working families tend to rely more on informal childcare arrangements (either grand-parents when available, either unregulated cheaper childcare services). Children enter formal pre-school education in their third year, 25 hours per week, which is nearly universal and free of charge. Complementary and out-of-school services are widespread (meal and care at lunch time, complementary care and leisure activities) mostly paid by parents, even though with some variable public funding, such services are more orientated to fit parental working time.

As a rough picture one third of families follow a male breadwinner pattern, one third a universal breadwinner pattern (a cumulative work-family articulation pattern), and in the remaining third of families mothers follow a rather more successive articulation pattern (alternating employment, unemployment and inactivity, but aiming at returning to the labour market (Jurado, 2008; Escobedo, Navarro and Flaquer, 2009). Male breadwinning is still an important employment pattern among couples with children below age 3: 43% in Spain in 2007 (OECD Family Database, Wall and Escobedo, forthcoming).

Parental leave arrangements¹

Social security management and data in Spain are state centralised and local data are not available. The FLOWS Spanish team has asked in 2011 for specific data exploitation on leave arrangements for the inhabitants of Terrassa. Meanwhile we try to obtain local information on these social security parental benefits, we use the national data as an approach to the local situation.

Spain has been referred to as a “short leave policy model linked to traditional patterns of extended family care” (Wall and Escobedo, 2009 and forthcoming). Paid leave arrangements for working parents in Spain are available and in most of the cases used around four months (16-18 weeks) after birth by formally employed or contributory unemployed mothers (68% of mothers having given birth in 2009 used maternity leave) and two weeks by formally employed or contributory unemployed fathers (55% of fathers of 2009 new born used paternity leave). By formally unemployed we mean unemployed mothers or fathers receiving the contributory unemployment benefits. Public employees in Catalonia have had extra paid entitlements until 2011 included (two extra weeks for fathers, and the equivalent of one third of working time reduction that can be used in a compacted way, so to extent full time leave). Families try to manage holidays so that as a general picture they manage to have the child at home with exclusive parental care about 6 months. Parental leave until the child is 3 is unpaid so it is used in very low proportions (around 2% of cases and for few months), and unpaid working time reductions between 1/8 and 1/5 of previous working time are available until the child is 8, and they are more frequently used (even though data are not available, so we still cannot provide estimations). Some Autonomous Communities provide flat rate payments (subject to income ceilings) to stimulate the use of parental leave and working time reductions (e.g. Navarre or Basque Country) but this is not an issue in Catalonia (nor at regional, and less at local level). In Catalonia, only public employees have had extra leave benefits between 2002 and 2011 (mostly instrumented as paid working time reductions), however in the present recession context the Catalan Government announced at the end of 2011 that most of these measures could not be continued in 2012 (the detail is not yet known).

In Spain social security payments related to parental leave or child benefits are state-centralised (some regions/autonomous communities have extended child benefits or benefits related to parental leave, but not municipalities). The possibility that municipalities provide supplementary cash benefits as an alternative to municipal childcare has never been conceptualised nor foreseen in any political agenda.

The articulation between parental leave and early education and care services: the important role of the local level

There is no subjective entitlement to care for children under 3 years old, a low integration of leave and service systems and a general concept of formal early education focusing on children’s rather than working parents’ needs.

¹ A brief description of parental leave schemes has been presented in previous FLOWS reports (Spanish WP1 Report: Section 5, pp.8-9; D2-2 Report on the city of Terrassa, pp.19-20). For complete and updated descriptions of parental leave arrangements and available data on use at national level look at the Spanish section of the Expert Network of Leave Policies and Research at: <http://www.leavenetwork.org> (Escobedo, 2011).

In Spain the political priority has been to develop formal and centre-based early education for small children, with much responsibility relying for early education on regions (autonomous communities) and municipalities, which explains a high disparity amongst regions and municipalities in childcare coverage for children under 3.

Compulsory school age is 6 in Spain. Early education and care for children under 6 years old is mainly regulated under the scope of education (*educación infantil*) in two educational stages (0-2 and 3-5). There is a clear public commitment to guarantee universal coverage from 3 years old onwards.

The regional government of Catalonia made a step forward in 2009 including this public guarantee of coverage in the Catalan educational law. In practice nearly all Spanish children attend this pre-school stage from 3 years old onwards in publicly funded school centres, which means that parents pay no fees for education around five daily hours (98% according to educational official statistics in 2008/09, with very few children in purely private school, being most private schools integrated in the public network with public funding).

On the other hand there is a more ambiguous political will to meet demand for children under 3 years old, summing up resources from regions, municipalities and families. Furthermore educational regulation allows regions the possibility of developing complementary services outside educational regulation. Under the umbrella of state law, education is decentralized in 17 regional governments (Comunidades Autónomas). This explains much internal variation in relation to the first early education stage both in terms of coverage, funding and prices. The result is that 25% of children under 3 attend early education centres in 2008/09, half of them publicly funded, (43% of children aged 2; 25% of children aged 1, and 7% of children less than one), according to educational official statistics. But when families are surveyed (Spanish Survey on Income and Living Conditions, SILC), it appears that an additional 22% of children attend nurseries outside the educational regulation, this data is also published by the Spanish Ministry of Education, termed as “socio-educational assistance” (*asistencia socio-educativa a menores de 3 años*). There is some disparity on data interpretation, as the EU-SILC childcare indicator published by the European Commission informs that, between 2005 and 2008, around 40% of children under 3 attended childcare, with less than half of them more than 30 hours per week, and more than half (about 60%) less than 30 hours per week (EU Employment Strategy 2010 Compendium of Indicators). The difference in hours can be explained accounting if children stay or not at lunch time in nurseries, which severely impacts the fees families pay.

In summary, dual earner families articulate in different ways the first year of child (using paid leaves, protected working time reductions, and a diversity of services or extended family network arrangements). From age 2 early education facilities become prominent, in between there is a welfare mix with no public guarantees. Policies clearly favour the development of early education and care facilities, and have mobilised until 2011 public resources to support municipalities that are the main public provider, but with no public funding guarantee for all children, particularly not for the privately managed provision. From age 3, we can assume there is an entitlement to publicly funded early education in Spain.

There is a gap between the end of well-paid leave (around the 5th month) and the beginning of guaranteed access to publicly funded services in the third year. The gap is explained by the lack of sufficient public funding, as in fact there both “unpaid or partly paid full and part-time” leaves, and publicly regulated but no funded –or only partly funded- early education and care

service provision. Therefore, the two areas of policy (leave and ECEC services) are in process of development but not well implemented nor coordinated in Spain. The system could be better articulated as far as public funding would be extended both to leave policies, and to this complex first stage of early education and care. The role and scope for municipalities, is extending public funding and involvement in provision, managing or supervising the local provision of the first stage of early education and care. Municipalities can also decide if any priority is given to certain children/families to get publicly-funded childcare, beyond the regional criteria stated by the autonomous communities. In the present economic recession context, severe cutbacks in public financial support to families and to municipalities, makes ends meet a more difficult task.

Since 2009 the Catalan Government instrumented by law (Generalitat de Catalunya, 2009a) the universal coverage of pre-school education from 3 years old onwards (in fact for the 3-5 age group pre-school universal coverage exists since mid-90's), but for the under 3s there is a general more ambivalent commitment to tend to provide centre based good quality early education to meet demand (mostly related to dual earner or lone-parent earner households who demand it) summing up state-regional-local-household resources. From the FLOWS perspective, this gives a prominent role of local policies in the field of providing, regulating and supervising childcare services, and at present to find out strategies to cope with the financial crisis.

Childcare at the chore of Terrassa local policies since the democratic transition

Our selected city, Terrassa, has been historically and is at present more generous than the regional and national average in public involvement in the provision, supervision and innovation in the childcare field. It can be considered as a reasonably rather good example in this field in a Spanish context. Terrassa has no additional priority criteria to access publicly-funded childcare, being the main criteria household proximity, as their model is of a comprehensive good quality childcare system for the whole municipality, however with local public funded limited to municipal centres.

The „political atmosphere“ in the city towards the provision of childcare services is favourable: it belongs to the chore of the local policy and political culture. Starting since the democratic transition, the local childcare policy was set up at the end of the seventies, and the municipal involvement in the childcare field has continuously been improved and expanded since then. The model of local public provision is not questioned at present with three main components:

1. publicly managed and well subsidised good quality services in standard formats and hours;
2. few non profit not so well subsidised services;
3. private commercial (for-profit) non subsidised services with a broader diversity of hours and prices: on one hand good quality expensive early education and on the other hand unknown less formalised cheaper centre-based provision in non-supervised play centres.

However the local responsible is concerned about the need to innovate, particularly in relation to flexibility and responding to new family needs and atypical hours, in order to keep the high consensus and present support to public services, and avoid additional public funding cuts. Private good quality nurseries are facing difficulties in the economic crisis context, as fewer

families are able to pay the high fees since 2009-10. On the other hand there is a growing provision particularly since mid-2000's of private centres outside educational regulation (called play centres "*ludoteques*", Generalitat de Catalunya, 2009b) offering either lower quality either very flexible and shorter services at cheaper prices, according to experts in general terms more hours than they would be allowed to, for which the municipality have no supervision schemes.

Local public spending on childcare

The following table shows the public spending on childcare in the city of Terrassa between 2008 and 2011, in this period it grew 37.5% even though the public growth trend stopped in 2010 due the crisis context. In 2011 3.5% of the city budget (€157.6 million) went to the childcare services directly managed by the municipality, which corresponds to €25.6 per inhabitant and €618.4 per child under 3 in the city. The municipal budget provided 38.5% of the total costs of the municipal services, while 35.7% was provided by the regional and state level funding.

The Generalitat of Catalonia contributes to the regular public funding of municipal nursery school places. In 2010 the amount paid to municipalities was 1,800 annual euro per child in public nurseries. However since then, the amount has been reduced due to the public financial crisis. The amount was reduced to 1,600 in 2011; and for next school year 2012/13 present discussions point that this amount could be reduced even to 1,000 annual euro per child.

Central state launched a programme in 2008 to promote the extension of public early education (EDUCA3 2008-12 website information), based on extraordinary funding for the construction of new early education facilities (either in new centres or with the extension/adaption of old centres to new higher quality educational regulations since 2006). The programme provided €100 million per year between 2008 and 2010, and was orientated to a 50% co-funding with autonomous communities, promoting around 25,000 new places per year for the whole country. Terrassa has benefit from the assignment of two centres included in the 2009 convention between the central state and the Generalitat of Catalonia. This is not reflected in the following data that do cover only ordinary expenditure, but no investments. EDUCA3 also provided an extraordinary funding of 5 million of euro for the whole period to stimulate initial and vocational training orientated to improve the early education sector professional qualifications.

Table 1. Funding of childcare (nursery schools) in Terrassa, 2008-11.

	2008	2009	2010	2011
Budget for childcare under three years old	3.977.670	4.046.450	5.506.370	5.468.755
% Increase	100	1,7	38,4	37,5
Parents share	30,2	30,8	22,7	25,8
Revenues from other public administrations	41,8	41,9	30,7	35,7
Local share	28,1	27,3	46,7	38,5
Total	100	100	100	100
Inhabitants	206.245	210.941	212.724	213.687
Inhabitants under 3 years old	8.269	8.742	8.950	8.844
% Increase of inhabitants	100	2,3	3,1	3,6
% Increase of inhabitants under three years old	100	5,7	8,2	7,0
€/inhabitant	19,29	19,18	25,89	25,59
€/inhabitant under three years old	481,03	462,87	615,24	618,36

Source: Government report 2007-2011 of the Department of Education of Terrassa;
Municipal Register

The use of formal childcare services in Terrassa

Early education coverage for the under 3's in the Municipality of Terrassa is 33.5%, seven percentage points above the Spanish average 26.5% in 2010. It fits with the Barcelona's Childcare Targets, as one third of the under 3's attend early education publicly supervised services (18% of the children are in publicly funded facilities), plus those who attend non subsidised centres outside educational regulation (around 3%, own estimation based on qualitative informants).

From September of the third year of the child, pre-school provides free early education and care for all children 3 to 5 years old during school hours (5 hours per day, during the school term, i.e. approx. from second week of September to third week of June). Education is compulsory and free from 6 to 16. In the city of Terrassa 96% of children from 3 to 12 attend early education and primary school centres.

Additionally all early and primary school centres in Terrassa provide care and meals at lunch time (between 12-15h approx. "servei de menjador escolar") with additional fees and corresponding grants for families in need provided by the Generalitat de Catalunya. The local educational board council has a common policy and agreement to ensure the same price and quality for all public city school lunch services, with a unique provider (*Serunion*, since January 2011 and for 4 years). In 2010 there was the objective of inventorying lunch facilities and services (Consell Escolar de Terrassa, 2010). Current estimation of children 3-12 attending lunch service is 45%. With the economic crisis and increased unemployment, less children are attending lunch services, the trend is pointed out by experts, however we have no a quantitative series to illustrate this trend. At national level 42% of children in pre-school and primary school used lunch services in 2010 (37 in public centres and 51% in private centres). This coverage data is not available for public Catalan schools, but in private (publicly funded) Catalan schools

it was 56% (MEC, 2012), provisionally while we try to improve our data we will use 45% as estimation of users of lunch time care and meals in Terrassa and Catalonia.

Most early education and primary school centres also provide out-of-school care or leisure activities outside school hours, always with additional fees (before 9 in the morning, or after 16,30-17h in the afternoon) which are organised either by the parent's organisations or boards (*Associacions de Mares i Pares d'Alumnes*, AMPAs; *Consells Escolars*) either by the direction of the privately-managed school centres.

Terrassa has a good cultural tradition of parent's boards and organisations, supported by the Municipality and the local Education Council (*Consell Escolar Municipal*, a quadripartite council established by Catalan law since the 80's, gathering representation of parents and parents' organisations, of the Municipality, of the educational regional authorities, teachers and school directors). We could not find a estimation of the out-of-school service coverage in the 54 public (32) and private (22) primary schools (*Centres d'Educació Infantil i Primària*, CEIP, covering 3-11 year-olds), but we can estimate that it is above the Catalan and the Spanish average, as these types of out-of-school services are provided as a result of this welfare-mix, and depend on the service demands of dual-earner households (and particularly on the proportion of working mothers) which need them to fit child care and working hours, as school hours and holidays do not match the standard parental working hours and schedules.

We will use the estimation of lunch service coverage as an estimation of the out-of-school service coverage.

Informal family-based childcare

Informal care for children should be understood considering public funding gaps currently existing in the first stage of early education and the very low use of the unpaid parental leave Spanish scheme. The scarcity of affordable childcare services, especially for children under 3 years old (despite its good numbers in comparison with EU Barcelona targets), is an important constraint families and particularly mothers face with. Public nursery schools meet one third of the demand in the case of Terrassa. The private good quality nurseries complement the public ones but their prices almost double the price of public nurseries, which means that for many families who need this service it becomes non affordable, if they do not get a public place.

In short, all this puts Spanish and Terrassa's women in a difficult situation to participate in the labour market. Those who are fully determined to do it, or those who have no another option due to the scarcity of financial resources, have to rely on informal services. These services are mostly based on family support. The intergenerational solidarity plays a key role in this regard. At Spanish level in 2010, 30% of children under 3 years old with a working mother are informally cared for by a relative or paid childminder on average 26 hours a week (21% of all under 3's 24 hours a week at national level, INE SILC Statistics). In Terrassa, according to our informants (qualitative interviews and experts comments) paid childminders are rare and it is mostly relatives and grandmothers, who cover part of the lack of affordable nursery schools or supplement them. In addition, the unfavourable economic circumstances strongly marked by high unemployment rates around 23% (the rate of Catalonia, region where Terrassa is located, is 17.8%) and high levels of over indebtedness (including housing), are pushing many women to

look for a job that their partners have lost, as some male-dominated economic sectors have been particularly hit by the economic downturn, such as the building sector.

Lack of financial resources, therefore, has prompted many women to seek employment, which in other circumstances, probably had not occurred. This is the case of Moroccan immigrant women, who have a significant presence in Terrassa and represent the largest migrant group in the city.

In the present recession economic context, grandparents are increasing their contribution to childcare, which is not only conceived as a part-time care but often also as main childcare arrangement. The attention becomes full-time in many cases as a result of parents' long or atypical working hours. According to our main informant in this regard (*Head of Public Nursery Schools Service of Terrassa*), many grandparents are informally forced to attend grandchildren all day, which represents an obligation. This is also confirmed by recent researches on the role of grandparents on childcare in Spain (Megías and Ballesteros, 2011).

In connection with the aforementioned trend, it is important to note another social factor such as the increasing number of separations and divorces since 2005 (Flaquer and Garriga, 2009). This is driving some divorced families into intergenerational cohabitation among grandparents, parents and grandchildren. Cohabitation may be the result of a wide range of parents' circumstances: many parents who cannot afford housing or who have lost an eviction or those who have broken up and do not have the financial ability to live alone. These complex households imply usually that grandparents look after their grandchildren full-time as an alternative to childcare expenses. However we have not found quantitative indicators on the impact of these trends at local level.

Nevertheless, tasks of caring for grandchildren are also carried out part-time. Without knowing exactly what is the share of parents who decide to take their children to grandparents' house during the working day, our main informant (*Head of Public Nursery Schools Service of Terrassa*) talks about the combination of formal and informal settings. One of the ways parents' arrangement take shape is taking children to nursery school only part-time. The other part-time children are cared for a parent because she/he has a part-time job or are cared for the grandparents or a friend or neighbour until some of their parents arrive. Mixture of formal services and informal support is quite common in Spain and in Terrassa and has been increasing due to economic factors. On the one hand the remarkable presence of part-time instead of full-time contracts. According to Eurostat, the share of employed working part-time from the total employed rose 5 percentage points since 1999 to 2010, from 8% to 13%, increase that was lower in Catalonia, from 9 to 12.5%, but most of the part-time is done by women which means that female and maternal part-time is around one fourth of female employment at present.

On the other hand, the critical financial situation of families compels them to cut costs related to childcare. Parents save this way if they have an available family network to look after children. A number of families are reducing school nursery time from full-time to part-time, in order to avoid lunch and meal services expenses or out-of-school hours care services which cost additional more expensive fees. The forecast anticipated by the *Head of Public Nursery Schools Service of Terrassa* is clear: this trend will increase and last for long according to the negative economic outlooks and the increase of fees that families will have to pay in public facilities, due to the fact that the regional government of Catalonia is reducing its financial contribution to the ordinary annual cost per childcare place.

Part-time care is more common when children grow up. After 3 years, but particularly after the age of 6, care of children by grandparents is usually part-time, the lunch time or the time elapsed since the departure of children from school until a parent picks them up from grandparents' house. Such part-time care is also carry out by neighbours, although to a lesser extent. Neighbours' support increases according to the increase of the age of children.

The crucial role of grandparents and especially grandmothers have in caring for children, is assumed by them according to socially accepted roles and family obligations. This care is usually provided without receiving any compensation for, or in some cases an informal compensation, by paying the feeding of children, for example.

Local welfare mix in childcare

The role of private (for-profit/commercial), non-profit, and informal childcare provisions in the city in relation to public services

In Terrassa in 2010 there were 14 public nursery schools (0 to 2 years). Apart from these public services, there were 19 private nursery schools only addressed to children under-3. For the under 3's, it can be seen that the share of private initiative is larger than the public one and this may mean a risk of exclusion for an important part of the population, especially in times of economic crisis, which is having a major impact in Terrassa (with an unemployment rate estimated at 19.5%).

The development of nursery schools over the last decade has remained stable in the private sector; only one nursery centre more since school year 2001-02. In contrast, there has been an increase in the number of public centres. From 10 public centres in 2001-02 the number centres has risen to 14 of school in 2010-11.

In 2011 authorities expected a diminution in the number of places offered in public nurseries: from 1,206 children in 2009-10, to 1,165 in 2011-12 (a reduction of 3.4% in the number of places). The expected rate of public schooling was 16.7% (33.6% also including private centres).

Of the 19 private schools in Terrassa which care for children under-3, 17 schools are for-profit centres entirely privately funded, and only two are non-profit schools, which are subsidised by the regional government.

As far as the relationship between the Terrassa's City Council and private schools is concerned, should be necessary to differentiate between regulated private schools and private centres that have a different regulation, such as the play centres. The City Council has the competence on control and inspection of private schools and private centres. These responsibilities are shared with the regional administration. These competences were voluntarily assumed by the City Council accordingly to the possibility offered by the regional legislation on the subject. The powers are specified in the control of the qualifications of teachers, the organization of the spaces of centres and the material which is used there. The running of private schools depends on the approval of the City Council and the regional administration.

On the other hand, and as a more informal way, our key informant (*Head of Public Nursery Schools Service of Terrassa*) talked about how sometimes and before the shortage of public

places, some private schools asked them for the derivation of families who have no public place for their children. Nonetheless, that has had no continuity in time.

Childcare play or leisure centres

On the other hand, there are childcare centres outside educational regulation, with different names and forms. An example of such private services offered to families in Terrassa are play centres (“*ludoteques*” or “*espais educatius*”). These centres are regulated by a Catalanian Play Centres Decree (*Generalitat de Catalunya*, 2009) and can offer very flexible services mainly on a part-time basis or for some holiday periods, but in some cases (“*espais educatius*”) they may fulfil a full-time care rather equivalent to the schedule of a private nursery.

According to our informant (*Head of Public Nursery Schools Service of Terrassa*) and despite regulations, there is no municipal plan for supervision of the services provided by these companies, nor the conditions in which they are offered. There is a wide lack of information of this sort of companies that makes it difficult to gauge what is the coverage level of these centres both in Terrassa and Spain.

Play centres have attempted to initiate coordination in the last year, and according to one informant (the owner of one of these centres, which appears in the municipal web and information guides, with vocational training as nursery technician, and complies all regulation that affect her centre) an estimation is that between 10 and 15 play centres are offering regular care for children under 3 (15-25 on average), either part or an equivalent to full-time in atypical hours (from 7,30 to 19,30h, from Monday to Saturday, even on some holidays). Prices are very variable, and may operate on an hourly basis. They do not provide meals, but they do provide care at lunch time if the families bring their own lunch.

Regarding the relationship with companies outside education regulations, control and inspections are regulated by other areas of the City Council. Local responsibilities in this area are limited to the authorization and control of spaces and facilities.

Pre-school and primary school

As far as childcare of 3-5 children, place is free unlike nursery schools addressed to children under-3. The free nature of this second level of pre-school education implies a nearly coverage of 100% when children reach 3 years. Schools which educate and care for these children are often the same schools where they are taught in primary studies, up to 12 years. This does not happen with the public system, which clearly separates nursery schools of the first stage (under-3) from preschool and primary education (3-11).

The number of public pre-school and primary education (from 3 to 11 years) was 32 in 2010-2011, as long as the number of private schools was 22. As long as public schools educate and care for 12,124 students, private schools stood at 8,717. Should be noted here a reversal in the relationship between public and private care. While at the first stage of pre-school education private supply was well above public services, at the second stage of pre-school and at primary education public supply was over the private one.

In Terrassa private schools for children from 3 to 12 years are subsidised, with a significant share of centres managed by Roman Catholic organizations. The private schools are owned and managed privately, but funded by public administrations to ensure free compulsory education. The rest of services that private centres can offer, such as out-of-school activities, canteen lunch service, transport and other extra services, are voluntary and are paid directly by families.

Are for-profit and non-profit services purchased directly by families or via local authorities?

Notwithstanding the relationship between the local administration and private services offered in the city, such is weak. As mentioned above, this relationship is linked to the authorization and control of private schools functioning. Parents do not have the location of its residence as a determining factor to take their children to the school they consider. In such a case, parents freely choose which school to take their child. This is an essential difference between public and private schools. The shortage of public schools requires the administration to carry out selection processes based on some basic criteria. The main is family income. Another important aspect is the residential location. Access to different nursery school is limited by public education areas according to where parents' house is located. Thus, families have more chances to obtain a place for their children if they apply for the nursery schools assigned to their area.

The private nursery schools do not have such selection process. For these, the high cost of services works as an excluding factor. Private services may cost twice than the public ones. As long as public schools have prices that are around €200 (distinguish here between the local centres and the regional ones, which are the cheapest), the private cost may be of €500, in both cases without specifying any maximum prices for extra services.

Are there any public subsidies (e.g. vouchers, tax deductions) to support direct purchase of childcare services?

In Spain there are no subsidies (e.g. vouchers, tax deductions) to support direct purchase of childcare services. Parents with children under three years old have additional general income tax deductions, and since 2003 onwards working mothers have an additional tax deduction of €100 per month, but they are not subjected to the use and payment of childcare. Some companies, particularly in the public sector, provide some financial support to childcare as social benefit, but with the economic crises, most of these social benefits –e.g. in the public sector- are being removed.

As far as public subsidies intended to support the purchase of private services are concerned, our main informant (*Head of Public Nursery Schools Service of Terrassa*) pointed out an entire lack of any assistance. Regarding public services, all public funding is instrumented by means of fees reductions. With regard to privately-managed services only non-profit centres have lower subsidies per child at a much lower rate than publicly managed centres. The two non-profit centres located in the city are subsidized by regional administration. For-profit nurseries have no public funding.

As far as public funding of public services is concerned, there is a diverse range of rebates on monthly fees that families pay for. To enjoy these discounts are taken into consideration

different situations: family income (with 6 possible types of rebates), single parenting, large families (two types of discounts depending on the number of children in the family) and presence of a second brother in the school. The reductions (unless linked to the presence of a second brother in the school) are applied to general service and the specific supplementary canteen service.

The role of informal, paid childcare by childminders which are employed (formally and informally) by private households and what is the role of female migrants among these childminders

Knowledge of the reality of formal or informal services by childcare or family day-care is scarce. There is no statistical information available in this regard that show us the role of this arrangements in Terrassa. We only have information provided by our main informant (*Head of Public Nursery Schools Service of Terrassa*) and responds to its perception.

According to our main informant, the figure of the assistant for domestic tasks and childcare service has a small presence in Terrassa. Currently, family incomes in Terrassa do not afford to hire this sort of services in a formal or an informal way. Few families can afford it. What there might be, always under the perception of our informant, is the informal employment of women to fill certain gaps in parents' working time, and can be combined with other types of formal services. Instead of using intergenerational family solidarity, informal employment may be considered by hiring a woman, often migrants.

Generally, these women who offered services and care for children have no specific training related to childcare, but governments do not control it. Women who carry out these tasks are usually women from South American countries (Ecuador and Colombia, mainly) rather than women from other countries. Indeed, Moroccan women, who are most in the city, do not participate in this industry, even currently when the economic downturn has driven them to seek for a job. Against Moroccan women play a number of factors: lack of knowledge of the local languages, shortage of basic education levels (the Moroccan population living in Terrassa are from rural areas of Morocco), late entry into the labour market, specifically, into an industry heavily monopolized by one group that has a strong presence in time: South American women.

On the other hand, there are no public or private services in Terrassa related to family day-care. In fact, such experiences are somewhat rare in Spain. Notwithstanding some municipalities that do have family day-care services promoted by foundations or private initiative from parents' associations, their presence is merely symbolic. A relatively recent publication (*Fundació Pere Tarrés*, 2009) confirms the impression of our main informant. In Catalonia, there have been these sorts of experiences. The one from which it has reliable knowledge is managed by FIAS Foundation and is publicly funded. Under the name project Homecare Service in Children (SADAPI in Spanish) such foundation organizes care services to young children from 0 to 3 years. Care is carry out in a family home by a mother who as long as she look after her children care for another families' children. It is limited the maximum number of children can be cared for by each mother up to 4. The project began in 2000 running in 5 municipalities but currently only operates in one (in Sabadell, a neighbouring city of Terrassa).

The shortage of such services in the case of Terrassa is linked to a clear ideological orientation. Local officials do not take it into account as a viable option. Any project of the City Council is

working in this direction. In relation to care of younger children, the municipality opted to strengthen services they already have, and especially to complement them by extending opening hours in the evening until seven or half past seven p.m.

Table 2. Children 0-12 years in childcare in Terrassa (2010-11).

Terrassa (2010-11 school year figures)

	0 up to 3 years		3-mandatory school age (3 up to 6 years)		Mandatory school age (6 up to 12 years)	
Number of children in each age group (abs. and % of the population in the city)	Absoluts	% of the age group	Absoluts	% of the age group	Absoluts	% of the age group
Formal	2 350	33,5	7 703	96,0	13 138	99,7
Forms or formal care						
A collective crèche or day-care centre	2 350	33,5	7 703	96,0	13 138	99,7
Family day-care organised/controlled by a public or private structure	Non-existent	Non-existent	Non-existent	Non-existent	Non-existent	Non-existent
Pre-school or equivalent	2 350	33,5	7 703	96,0		
Centre-based services outside school hours	Not available	Not available	Not available	Not available	Not available	Not available
Other lease, secret	Not available	Not available	Not available	Not available	Not available	Not available
Full-time vs. Part-time formal care						
Full-time 30 hours or more a week	Not available	Not available	Not available	Not available	13 138	99,7
Part-time up to 29 hours a week	Not available	Not available	Not available	Not available	Not available	Not available
Average weekly attendance hours (if available)	Not available	Not available	Not available	25 hours	Not available	25 hours
Use of formal care services (Welfare mix)	2 350	33,5	7 703	96,0	13 138	56,8
Public services	1 165	16,6	4 635	57,8	7 489	56,8
For-profit services	1 116	15,9				
Non-profit services	69	1,0	3 068	38,2	5 649	42,9
Private services	1 185	16,9	3 068	38,2	5 649	42,9
Other forms of care						
Childcare by a professional minder at the child's home or at the childminders home	Not available	Not available	Not available	Not available	Not available	Not available
Informal care (by grandparents, other household members, relatives, friends, neighbours) (Paid or unpaid)	Not available	Not available	Not available	Not available	Not available	Not available
Full-time vs. Part-time formal care						
Full-time	Not available	Not available	Not available	Not available	Not available	Not available
Part-time	Not available	Not available	Not available	Not available	Not available	Not available
Average weekly hours (if available)	Not available	Not available	Not available	Not available	Not available	Not available
Children taken care by their parents						
Care mother	Not available	Not available	Not available	Not available	Not available	Not available
Care father	Not available	Not available	Not available	Not available	Not available	Not available
Care shared by both parents	Not available	Not available	Not available	Not available	Not available	Not available

If should be added an estimation of 45% of children 3-12 years attending after-school care

Sources: Local School Council and information from private nursery schools

Table 3. Children 0-12 years in childcare in Spain (2008-09).

Spain (2008-09 school year figures)

Number of children in each age group (abs. and % of the population in the city)	0 up to 2 years		3-mandatory school age (3 up to 6)		Mandatory school age (6 up to 12)	
	Absoluts	% of the age group	Absoluts	% of the age group	Absoluts	% of the age group
Formal	361.826	25,2	1.401.193	66,7	2.665.161	71
Forms or formal care						
A collective creche or day-care centre	361.826	25,2	1.401.193	66,7	2.665.161	71
Family day-care organised/controlled by a public or private structure	Non-existent	Non-existent	Non-existent	Non-existent	Non-existent	Non-existent
Pre-school or equivalent	361.826	25,2	1.401.193	66,7	2.665.161	71
Centre-based services outside school hours	Not available	Not available	Not available	Not available	Not available	Not available
Other (please, specify)	Not available	Not available	Not available	Not available	Not available	Not available
Full-time vs. Part-time formal care						
Full-time (30 hours or more a week)	Not available	18	Not available	44	Not available	53
Part-time (up to 29 hours a week)	Not available	18	Not available	50	Not available	43
Average weekly attendance hours (if available)	Not available	10,0 hours	Not available	27,6 hours	2.665.161	29,5 hours
Use of formal care services (welfare mix)						
Public services	171.774	12,0	954.684	66,7	1.790.685	67,2
For-profit services	190.052	13,2	-	-	104.634	3,9
Non-profit services	-	-	-	-	769.842	28,9
Private services	190.052	13,2	446.509	31,2	874.476	32,8
Other forms of care						
Childcare by a professional minder at the child's home or at the childminder's home	Not available	Not available	Not available	Not available	Not available	Not available
Informal care (by grandparents, other household members, relatives, friends, neighbours) (paid or unpaid)	Not available	Not available	Not available	Not available	Not available	Not available
Full-time vs. Part-time formal care						
Full-time	Not available	9	Not available	2	Not available	0
Part-time	Not available	12	Not available	9	Not available	6
Average weekly hours (if available)	Not available	5,6	Not available	1,6	Not available	0,8
Children taken care by their parents	Not available	48	Not available	6	Not available	Not available
Care by mother	Not available	Not available	Not available	Not available	Not available	Not available
Care by father	Not available	Not available	Not available	Not available	Not available	Not available
Care shared by both parents	Not available	Not available	Not available	Not available	Not available	Not available

* It should be added 42% of children 3-12 years attending canteen service.

Sources: Education figures in Spain, 2011 edition. Ministry of Education, Culture and Sports. Eurostat

Quality of childcare services

Since 2008 Spanish childcare is under a specific programme to increase the number of places for children under-3. This program, also known as *Educa3*, arose from the Plan for Stimulating the Economy and Employment, also set up the same year. The increase in the number of places is managed from collaboration agreements for financing these places between the Ministry of Education and the respective regional governments (Autonomous Communities).

Nevertheless, despite the support of the central administration, is the responsibility of regional authorities to define the criteria regarding the number of students, the number of groups, and the type and number of professionals in relation to the number of students. These and other issues related to the first stage of preschool education (children under-3) are detailed in a 2006 regulation of the regional government².

According to such regulation, nursery schools must have at least 3 rooms for each age group in which students can be classified: group of children under 1 year old, a group of children

² Decree 282/2006, of 4th of July, which regulates the first stage of the pre-school education and the requirements of the centres.

between 1 and 2, and the age group of children from 2 to 3 years olds. Only in some special cases is allowed the possibility that the centre only has two rooms (which should be aimed at older children). Each group should have a maximum of students: for children under-1, 8 children, for those between 1 to 2 years, 13 children, and those with 2 to 3 years, 20 children. Regarding this issue, our main informant (*Head of Public Nursery Schools Service of Terrassa*), introduced some nuances. There are differences between ratios established by the regional regulation and ratios that are currently in public schools in Terrassa. The current number of students per group is 7 for children under-1, 10 for children between 1 and 2 years, and 18 for those between 2 and 3 years. According to our informer complying with ratios imposed by the regulations mean hiring more staff and even building a new school. The current economic situation does not allow government spending in this regard. Is for this reason why the regional inspection does not punish such failure.

With regard to the ratios between staff and students, a key matter that marks the failure of the ratio of students per group, the law mentions the need for a professional to each group of students plus a support professional that should be complemented with another support professional for every three groups. This regulation runs strictly in all municipal nursery schools, as interviewee stressed. Differences between regulation and real provision in the city also can be observed in the overall ratio between educators and children cared for. As long as the average in every centre is around 10 students per teacher, figures adjusted to regulatory requirements raise the ratio to 12 students per teacher.

Apart from professionals serving children directly (considering also the support staff), every school has a director which is a woman. In fact, all the professional staff involved in childcare under-3 are women, except one man teacher.

All requirements established by this regulation are also applied to private schools provide services for children under-3. Nonetheless, so far we have no information about whether the reality of these centres deviates from the regulation, as it happens in some aspects of the public nursery schools.

However, are excluded from the aforementioned requirements those centres that do not offer services on a regular basis or those which do it away from the educational laws, such as play centres. In this case, service conditions are under specific regulations, as mentioned above³.

Educational level and qualifications of the childcare staff

Educational level and academic qualifications of the nursery school childcare staff, both in public or private centres, are defined in two regulations. First, the *Constitutional Act of Education* adopted during the socialist government in 2006. According to the inclusion of education for children from 0 to 3 years in the educational program, teachers must be in possession of a degree in early childhood education or an equivalent. Secondly, the regional law⁴ of education which implements the national law does not differ much in this regard and also mentions the need to have the aforementioned academic qualifications.

³ Decree 94/2009, of 9th of June, which regulates the play centres, Generalitat de Catalunya.

⁴ Act 12/2009, of 10th of July, of Education, Generalitat de Catalunya.

As far as the second cycle of preschool education for children between 3 and 5 years is concerned, according to central government regulation, the qualification of teachers must also be the degree in early childhood education or an equivalent. Such staff can be supported by educators specialised in other issues.

Are these different for public services and for other service providers?

In connection with this question and in accordance to current regulation and our informants, training and academic qualifications required to staff working in public and private nursery schools is the same. The authorization and control of services are made through a service inspection which involves both regional and local administration. This is why the requirements are the same in both cases.

The quality indicators for childcare used and controlled by the municipality

Control and inspection of educational services in Terrassa is in line with the regional powers in this regard. Despite regional competences local administrations may also set up control and inspection services and / or monitor public services provision.

First, with regard to regional inspection service, the *Education Department* controls the operation of public and private nursery schools in accordance with the requirements that centres must be accomplish in order to be authorized. Some of the main issues which are considered in the inspections are: the number and qualifications of the staff as well as the ratio between the number of professionals and students, and the number of students per group, that centres comply a minimum requirements of space and facilities that are clearly stated in the regional Decree regulating the early years of preschool education (children under-3) and that schools have the minimum conditions of safety, hygiene, health, habitability and accessibility.

Alongside such public control from the regional administration some others are being implemented by the local administration, specifically two monitoring mechanisms. First, from the teaching service management, in the area of education, there is a regular monthly monitoring of the organization inside the schools and their schedules. Additionally, some meetings are organised in order to prepare the work plan of the year and define programmes for the ongoing training of the staff, among other issues. The service control is implemented to evaluate and improve the functioning of local public schools separately. Along with such service local administration is currently working (through the Public Nursery Schools Service) in the development of a system of indicators for assessing the service as a whole. This work is being done with the collaboration of the provincial administration of Barcelona.

Specific inspection mechanisms of the quality of services and possibilities for parental influence with respect to childcare

Apart from the control and inspection mechanisms which the local administration set up, there are another public ways to monitor the functioning of the centres. On the one hand, parents may be arranged in parents' associations (AMPAs). These associations are present in all mandatory

educational levels. By means of such associations parents can participate in the educational decision making process in every school centre, either public or private or private subsidised. Every nursery school in Terrassa has an AMPA association. What we do not know is whether private centres, either non-profit or for-profit, also have such associations. However, current regulation allows students' parents in these schools to set up them. Such associations are the basis of parental involvement in the operation of nursery schools.

On the other hand, and according to specific regional regulations⁵, the public centres and those which are private but are publicly funded must have a participation council. In line with how the regulations define it, such is the body which engages the educational community in the government of public and private nursery schools (publicly funded) addressed to children under-3. The participation council is differently organized depending on whether the school is public or private. In the former, the council involves, at least: head of the centre⁶, a representative of the City Council, a representative of the nursery school teaching staff, a representative of the student's parents at the school and a representative of the administration and school services. In the latter, a representative of the company providing services is added to the rest representatives.

This is a basic outlook of how the participation of parents is organised in the nursery schools in the city. Nevertheless, this scheme is slightly modified, in the words of our informer (*Head of Public Nursery Schools Service of Terrassa*). According to her, nowadays two ways of participation could be being overlapped. On the one hand, the AMPA meetings and on the other hand the meetings of participation councils of the nursery schools. The AMPA meetings also involved the director of the centre although not always and acts as a facilitator of the sessions. Thus, our informant concluded that the AMPA meetings would be the same as the participation councils. However, although similarities between the meetings of participation councils and the AMPA meetings most decisions that have to do with the schools government are approved in the former.

Affordability, accessibility and flexibility of childcare services

Affordability of childcare

Generally speaking, accessibility to public and private nursery schools for children under-3 which is quite restricted and depends on affordability, among other factors. Below will be explained in detail what the costs and social repercussions of these services are.

As far as the public nursery schools are concerned, two types of schools should be distinguished in Terrassa. On the one hand are centres under local administration (11) and on the other are centres managed by the regional administration (3).

The regional centres are more affordable than the local ones. The prices of services are lower than the prices of services provided by local schools. The latter, however, even offering cheap services in comparison with private schools, are higher than that of regional schools. A third group is made up by those private schools that have public funding. Finally, the most expensive services are offered by for-profit centres.

⁵ Decree 282/2006, of 4th of July, which regulates the first stage of the pre-school education and the requirements of the centres.

⁶ Centres are usually managed by women.

From an overall perspective, these are the features that define the accessibility of services and care for children under-3. But even ignoring the details of the costs of regional public nursery schools and the private centres, we know the numbers that define the affordability of local public services. Prices are set considering different options and types of services. Thus, the minimum price that families must pay was €77 for the afternoon part-time which involves going to school from 3 to 5 pm. The price rose to €112 for part-time in the morning involving a schedule of 9 to 12 noon. For the full-time service the price reached €172. These rates have been modified by cutbacks in public funding of local schools from the regional administration. Such cuts have implied increasing the participation of families in public places funding. The increase is embodied in a general rise in the prices of services since January 2012. The rise in prices has meant increases to €84, €120 and €186 respectively. The prices of other complementary services have also been raised such as canteen service and the extension time of care. As far as the canteen service is concerned, the price has augmented by €11, from 140 up to €151. Regarding extension services, the maximum share (two hours) has increased by €, from €64 to €69, and the less (half hour) from €16 to €17. Conversely, the price of general services of regional public schools is between €120 and €130, including the canteen service, which embodies a reduction of almost 50% in comparison with the local public centres.

Therefore, the current cost of part-time with canteen service, which is the most requested by families, may have an approximate cost of €271, which may vary depending on the use of the extension time service (could be close to €304).

Nevertheless, such prices may be under some reductions. To enjoy these discounts are taken into account different situations: family income with 6 possible types of rebates range from 70% to 10%, single parenting with a price reduction of 50% (only taking into consideration if mother or father has 2 or more dependent children), large family with two types of reductions depending on the number of children in the family (100 for families with three children and 50% for families with less than 3 children), and presence of a second brother in the school with a general rebate of 25% of the fee and others are added to low-income families. The rebates (unless linked to the presence of a second brother to school) are applied to general service of the school and the specific supplementary services of canteen and extension time.

Despite reductions in prices through rebates and in such a context of deep economic slowdown marked by high levels of unemployment in the city of Terrassa, many families who have obtained a place in a public nursery school, either local or regional, are reassessing the use of services, reducing costs to the maximum. As a result, as the main informant highlighted (*Head of Public Nursery Schools Service of Terrassa*) many families do not use the extension time, or not use the school canteen or directly waive the place. Such reconsideration of the use of public services might augment by rates increase since January 2012, according to our informant.

As far as private schools are regarded, its prices are too unaffordable for many families from Terrassa. According to our main informant (*Head of Public Nursery Schools Service of Terrassa*), the lowest rate for services (considering full-time with canteen service) can reach €500, being very strange that payments exceed this amount. But our expert warned: it is very difficult to know the final cost of the services provided by private schools due to the broad diversification of its offer and the differentiation of its payment. Private schools charge for school enrolment and materials, among other things, in contrast to public schools. Thus, a basic cost around €500 might not be the final cost.

In such a context and in connection with the economic crisis many families have opted not to take their children to these formal private services and they have been seeing a fall in the number of students over the past two years.

The costs of childcare for the parents/families in different forms of childcare

Regarding this question, our information and the statistical information available enable to make the following estimates.

Table 4. Share of income addressed to childcare (under three years old) in Terrassa, 2010.

<i>Public services</i>	<i>Cost 2012</i>	<i>Cost 2012 in relation to household disposable income 2010</i>	<i>Cost 2012 in relation to average women's gross salary in Catalonia, 2009</i>
Full-time including meal delivery and maximum extension service	406	33,0	23,8
Full-time including meal delivery	337	27,4	19,8
Full-time including maximum extension service	255	20,7	15,0
Full-time not including meal delivery neither extension service	186	15,1	10,9
Part-time including meal delivery and maximum extension service	304	24,7	17,8
Part-time including meal delivery	271	22,0	15,9
Part-time including maximum extension service	189	15,4	11,1
Part-time not including meal delivery neither extension service	120	9,8	7,0
<i>Private services</i>			
Full-time including meal delivery service	500	40,6	29,3

Source: Own calculations based on local data from Servei d'informació econòmica municipal, Diputació de Barcelona (Hermes) and Encuesta de Estructura Salarial 2009 (IN

Subsidies for the parents or for the service providers, e-g. Direct payments, tax concessions, reductions in social contributions, vouchers for the purchase of services

As explained in answer to the first question of this section, with the aid of families assistance is organised by means of rebates, that is, by way of reductions in the price of services. The regional government is currently reviewing public services aimed at children under-3. This review, according to latest informal news, it might address to direct payments by families and a reduction in the contribution of government funding (especially the regional administration), added to a grant policy for low-income families. These measures must be understood in a context defined by a thorough revision of the welfare state system at every level of government. The regional government of Catalonia, as a spearhead, is boosting heavily this process having dramatic consequences in the fields of education and health.

Flexibility and accessibility of the services

In this regard public nursery schools differ from the private ones. Schedule accessibility is greater in private schools than that public ones. As long as the weekly schedule of public schools is 8 hours, in the private schools is 10. Regarding time extension services, both in the morning and in the afternoon, public schools may provide 9 hours and a half (regional public schools do not provide such services) and private schools may almost provide up to 11 hours.

Nevertheless, from the Terrassa's City Council is considering the idea of extending services and hours of their schools in order to meet family needs for public services available and long and changing working times. The economic crisis has implied continuous job turnovers, and increase of part-time contracts and shifts in schedule working time. To such instability in working-time patterns should be added the situation of many double-income families with schedules that do not fit the schedules of public schools and also have no family networks. Is the case of many women and men working in the service sector linked to retail trade, have schedules that may involve up to 10 hours (from 10:00 am to 9:00 or 10:00 in the evening). In such a context, ever more frequent, from the local government is considered necessary extending opening hours and services by next school year 2012-13, being outstanding its implementation of available funding.

Meanwhile, families choose to reduce school hours of their children. This decision is closely related to the economic crisis aggravated by the significant unemployment in Terrassa which has been rising considerably since 2007. It should be added that many families have an unemployed member which allows looking after children during workday or at least a part of it. In addition, it is possible that any members have a fixed-term contract or part-time, which let also care for children in some way. Finally, intergenerational solidarity represented by grandparents operates as a last resort.

Along with the greater schedule availability provided by the private providers, it should also be pointed out that local public schools do not offer services in July (unless there is sufficient demand by parents in each centre) as private schools do.

Furthermore, flexibility for parents to use services of the schools is higher in private centres than among public. Generally, private schools allow parents some freedom to take to or take their children out of school, attending any events that may affect the family schedule. In contrast, public schools generally show more inflexible in this regard.

Summarising, it might be said that private schools provide longer and more flexible schedules. Both conditions fit better to working conditions that currently prevail in the Terrassa and the Spanish labour market. Nevertheless, public provision has in affordability its point in favour.

Table 5. Opening hours of the nursery schools in Terrassa, 2011-2012.

From September to June. Private centres may open in July. Five days a week, from Monday to Friday

		Municipal public nursery schools	Regional public nursery schools	Private nursery schools*
School hours		From 9:00 to 17:00	From 9:00 to 17:00	From 8:45 to 18:00 (also 17:30)
Out-of-school hours	Canteen service hours	From 12:00 to 15:00	From 12:00 to 15:00	From 12:00 or 12:30? to 15:00 (but not all the centres could not offer this service)
	Extra hours	From 8:00 to 9:00 in the morning From 17:00 to 17:30 in the afternoon	This service is not available at this public centres	The availability and the extra hours depend on the centre: From 7:45 to 8:45 in the morning From 17:30 to 18:30 in the afternoon From 18:00 to 19:00 if there is a minimum of children
	Extra July service	Only available in some centres, according to parents' demand in each school	Not available	It is not an extra service. School hours

*Information from private nursery schools has been obtained from a sample of 6 centres.

Distance from home

Public and private centres are placed around the city, although there are some particular aspects which define its location.

As far as public schools are concerned, their location does not meet any criteria related to families' needs. They are organized according to four areas⁷. The difference between the number of nursery schools by area is considerable. Thus, the area 1, which corresponds to the west, has three schools; all of them are local centres. The area number 2, in the north, has two local schools and three of the regional government. Therefore, in this area are concentrated all the regional schools. The area 3, which might correspond to the east, has four local schools. And finally, the south has two local centres. Nonetheless, it might be said that exists certain concentration of public schools in the north, according to a virtual axis that divides north and south of the local territory: 9 schools would have located in the north and 5 in the south. What is clear is the exclusive location of the regional centres. These are in the north and its location is not far apart from each other. It should therefore be concluded that the combination of its segregation, its lower-price services and the limited access by area excludes many families from the most accessible childcare service in Terrassa aimed at children under-3.

According to our main informant (*Head of Public Nursery Schools Service of Terrassa*) the location of many of the schools responds to the original location, which goes back to the early years of the Spanish democratic transition. As far as the new centres which have opened in recent years are concerned, the location criteria was the availability of municipal land rather than other criteria such as families' needs (such as for instance family income).

In order to build future schools local areas which lack of centres have been considered, such as the southern or the eastern. Indeed, the latest built schools for the period 2003-2011, have rebalanced the provision around the city, locating in new areas of urban growth, in the west, the east and the south, taking into account the virtual axis that separates north and south.

With regard to private schools, its location is central. Many of them have a strong position in the city over 20 years offering services related to care for children under-3. As the city has been developing, the centres have been growing in number and decentralizing at once. The link between the development of private schools and the city is also real for other private services not related to education regulations. An example is the play centres, which are located mostly on the outskirts of the city, according to a later setting up of the service.

⁷ These areas organise location of every educational centre.

Local policies and the welfare mix in relation to the provision of elderly care

Social rights and resources for extra-familial elderly care provided in local welfare systems

Legal framework on elderly care

To explain and understand the system of care for the elderly at the local level is necessary to make a brief introduction that allows us seeing which the legal framework is considering levels of government, regulations and powers.

Institutional framework

One important question which constitutes one of the features that distinguish the Spanish administration is a high level of decentralisation. The Spanish administrative framework is organised in three administrative levels. Firstly, there is the state central administration; secondly, there are seventeen regional units (Autonomous Communities, which correspond with NUTS2 EU territorial classification), including two autonomous cities, Ceuta and Melilla. Thirdly and last, there are local government administrations (which basically include provinces and municipalities).

The division of the powers involves different competences associated with various sources of financing. In general terms, the central administration is responsible for social protection (Social Security system, unemployment benefits, maternity leave and old age pensions); the regional administrations are responsible for health, education, culture, housing and social services; finally, local administrations (mostly municipalities), along with central and regional governments, have the responsibility for the public infrastructure provision (but can also foster programmes related to housing, social services, culture and so on) (Pérez, 2002). Although some of the functions are exclusive to certain government levels, the need for collaboration between different administrations is necessary. This makes up a very complex multi-level governance system with a number of duplicities but also some gaps.

Welfare state policies and powers

Care for elderly people is under the umbrella of social services. As above mentioned, regional, primarily, and local governments have full powers in this regard. Nevertheless, two main ideas should be highlighted. Firstly, even competencies are shared between regional and local governments this not implies that central government is not adopting any regulation on this matter. Indeed, as we will see below, relevant regulations such as care for dependent persons, have been boosted by the central administration. Secondly, the regional government has the main competencies and funding resources to implement regulations. Local governments have an historical and important lack of economic resources.

Taking such administrative framework of action into account, central, regional and local governments act by means of different regulations. It should be highlighted the *Law on Promotion of Personal Autonomy and Care for Dependent Persons*, promoted by the former Socialist government and adopted by the Spanish Parliament in 2006. In 2007 this regulation established a new social right: the universal right to receive public benefits (in-cash and services) for all dependent Spanish citizens. By dependency the Act means the permanent state in which persons for reasons of age, illness, or disability, or the lack or loss of physical, mental, intellectual, or sensory autonomy, require the care of another person or persons or significant help to perform basic activities of daily living or, in the case of people with mental disabilities or illness, other support with the aim of increased personal autonomy. Most of these persons are elderly (Flaquer & Escobedo, 2009). Criteria for setting intensity of protection and amount of in-cash benefits have been established by a subsequent central government regulation⁸. Benefits are regulated based on three key principles: universality, equality access and sharing participation between administrations according to its competencies. With this Act Spain joins some European countries which have incorporated systems of elderly care (long-term care), such as the Scandinavian countries, the Netherlands, Austria and Germany (Arriba & Moreno, 2009).

As long as public formalised services are not available to all entitled residents, cash benefits, training and respite care schemes will be provided to formalise the employment of housewives who are already the main informal carers or to formally employ personal assistants. Both measures are addressed to formalize informal care and to increase employment rates, which is the current Spanish national priority.

Some main features of the care for dependent persons system are:

- The main aim of the act is setting up a System of Personal Autonomy and Care for Dependent Adults (SAAD in Spanish), which should be completed by 2015 aiming to offer public quality services and benefits to family carers. Special attention is given to the impact on the creation of jobs, and on the improvement of gender balance (Díaz et al. 2009).
- The criterion which regulates the access to benefits is related to the dependency degree and not the income level of recipients, as was regulated by the *General Social Security Law*, which was the legal framework for dependency.
- The SAAD assesses the degree of autonomy based on a scale that classifies dependent adults into three degrees on the basis of a person's autonomy and the intensity of care required for him or her to carry out basic personal and instrumental activities of daily living: major dependency (degree III), severe dependency (degree II) and moderate dependency (degree I). These degrees are further subdivided into two sub-levels each.
- The law sets up four types of benefits: in-kind benefits, such as public and private day care and night care centres; cash benefits tied to services if access to a public or grant-maintained service is impracticable; cash benefit for care in the family setting is established only as an exception for the purpose of care by non-professional; and finally, cash benefit for personal care which is intended to assist a person suffering from „major dependency“ in the employment of personal care staff for a specific number of hours, in order to enable the beneficiary to access to education and work and lead a more autonomous life.

⁸ Royal Decree 727/2007, of 8th of June, concerning the criteria for the determination of the intensity of protection of services and the amount of economic benefits.

- A relevant feature which has to be noted is the time schedule for setting up the system. Dependent persons are accessing the system according to their degree and level of dependency and autonomy, from the „major dependency” dependents to the moderate degree.
- The financing of the system will be also gradually developed and shared by the three administrations. The Law establishes that such sharing should be in 2015 as follows: 42.6% by the Autonomous Communities, 23.7% by the central government and 33.7% by the recipients according to a co-payment system.

In general, assessments regarding the implementation of the Law agree that five years after its passing, the act has not developed as legislators had thought. And its results, including the creation of female employment, are far from satisfactory. An insufficient budget for the effective implementation of SAAD has been the main obstacle. On the other hand, the system has become perverted in so far as, instead of boosting the creation of jobs for professional carers, has enhanced informal work by granting benefits to women already caring for dependent family members⁹. As a result, not only the law has failed to create the promised 400,000/500,000 formal jobs, but it has maintained in an informal work situation about 115,000 informal carers (Díaz et al. 2009).

In addition to such general regulation from the central government, the Autonomous Communities have a big share regarding the care powers for the elderly, as it was above mentioned. These competencies are embodied in social services regulations. In Catalonia (region where Terrassa is located), there are two basic statutes: Social Services Law of 2007¹⁰ and the Decree adopting the Portfolio of Social Services¹¹. Both regulations represent the exclusive character of the regional government on assistance to elderly people. Nevertheless, this exclusiveness has been partially blurred by the adoption of the Dependency Law, which defines a complex system of care for the elderly (Bayona i Rocamora, 2008). The Catalan Social Services Law provides for the coordination between the system of care for dependent adults and the regional social services network (Bayona i Rocamora, 2008; Generalitat de Catalunya, 2007).

The main regulation on care for the elderly is the Social Services Law. Care for the elderly is based on the principles of universality, adding priority criteria on hard social needs, co-payment and other positive-discrimination measures. One of the key features of the Law is the definition of a set of benefits of the social services network besides eligibility requirements. The set of benefits must be adopted by the regional government decree and shall be in force for four years (Bayona i Rocamora, 2008).

Within the Portfolio of Social Services it should be distinguished between types of services according to level of care. Regarding such distinction, there are basic social services and specialised social services. Among the basic social services, and within the care for elderly people, basic equipment, home care services and remote assistance are included. Local governments are taking a major responsibility on this matter. As far as specialised social services are concerned, such services are provided by means of centres, services, programmes and resources aimed at individuals and groups requiring a special attention according to their needs. These sorts of care are mainly reserved for the regional government. Nonetheless, the Law gives some prominence to local governments. Indeed, regional government exclusiveness

⁹ A small share of family informal carers has become formal carers of their relatives.

¹⁰ Law 12/2007, of 11th of October, of Social Services.

¹¹ Decree 142/2010, of 11th of October adopting the Portfolio of Social Services 2010-2011.

is only considered for the economic benefits, while competencies are more flexible for the rest (Generalitat de Catalunya, 2007).

A second classification is organised on the basis of the type of benefit or how these benefits are implemented. The Law distinguishes among in-kind benefits, economic benefits and technological services. The provision of benefits in-kind is performed by professionals attempting to prevent, to diagnose and to care for the elderly. On the other hand, the economic benefits are focused on economic situations. Finally, the technological services are oriented to improve personal situations using instruments such as remote assistance services or tools for self-sufficiency (Bayona i Rocamora, 2008).

Elderly care provision in Spain and Catalonia (NUTS2)

In this section we will try to present some figures regarding elderly care provision at the two main levels of Spain administration: central and Catalan regional government. Our approach is based on official comparable figures from the Elderly and Social Services Institute (*IMSERSO* in Spanish) of the Ministry of Health, Social Services and Gender Equality. The figures are from the annual report on elderly people in January 2008 (IMSERSO, 2009), thus data do not include the important effect of the crisis on welfare state, especially over the last two years.

Alongside, we will deal with one crucial issue such as the monitoring figures of the Dependency Law. Such information, more updated than the previous one, also allows us assessing differences in the implementation of the Law among central, regional and local figures (addressed in another section). Last available figures in SAAD are from 1st of January 2012.

Formal elderly care provision

As far as overall figures on social services care for elderly people in 2008 are concerned, data are gathered using simple guidelines of services and benefits involving the main figures. These are organised in a scheme of three types of services: home care services, public and private day care attention and nursing home care.

In tables 1 and 2 overall figures of elderly care provision in national and regional setting can be compared. Focusing on the level of coverage, in general terms there is a similar coverage provision at both the national and regional levels, with considerable differences regarding day care services, which both in Spain and Catalonia is the main benefit. By contrast, nursing home care, which is the main resource for the frail elderly people who live alone, has the lowest coverage.

Table 6. Elderly care basic provision. Spain, 2008.

		Recipients	
		Absolut numbers	Level of coverage: % out of target population: 65 or over)
Public home care service	Total	753.995	9,9
	Public home care service	358.078	4,7
	Remote assistance	395.917	5,2
Public and private day care service	Total	3.626.022	47,5
	Senior citizen clubs	3.562.576	46,7
	Day care centres for dependent persons	63.446	0,8
Nursing home care	Total	339.079	4,4
	Nursing home care	329.311	4,3
	Alternative housing system (supervised public housing, family care programmes and senior apartments)	9.768	0,1

One recipient can receive more than one benefit

Source: "Las personas mayores en España 2008" (IMSERSO, 2009).

Table 7. Elderly care basic provision. Catalonia (NUTS2), 2008.

		Recipients	
		Absolut numbers	Level of coverage: % out of target population: 65 or over)
Public home care service	Total	116.373	9,7
	Public home care service	57.034	4,8
	Remote assistance	59.339	5,0
Public and private day care service	Total	217.792	18,2
	Senior citizen clubs	210.404	17,6
	Day care centres for dependent persons	7.388	0,6
Nursing home care	Total	58.149	4,9
	Nursing home care	56.084	4,7
	Alternative housing system (supervised public housing, family care programmes and senior apartments)	2.065	0,2

One recipient can receive more than one benefit

Source: "Las personas mayores en España 2008" (IMSERSO, 2009).

With regard to the affordability of services, it should be noted that in the national context the average price of home care services was €13.29 (€12.71 per hour); the remote assistance service was €1.16 per month. As far as day care centres is concerned, the public price for a place for dependent persons was €56.11 per month. Finally, the average price of a residential place in a nursing home for non-dependent persons was €1,294.25 per month. In Catalonia, by

contrast, the average price of the home care service was €223.53 per month (€14.53 per hour)¹²; the price of the remote assistance was €320.60 per year¹³, which meant €26.72 per month. Day care services had in Catalonia an average cost of €6,768.42 per year (€564.04 per month) for dependent persons. Finally, with regard to nursing homes, the average price for non-dependent persons was €18,758.8 per year (€1,563.23 per month).

According to such figures, the spending of the Catalan population was higher than the Spanish average. However, in order to carry out a more exhaustive evaluation, linking prices to the population income is needed. As elderly people income depends mainly on pensions, we have worked with the average of the official contributory pensions. We have left aside the non-contributory pensions because they only represent 5% of the system. The information is summarized in table 3.

Firstly, figures show us how higher prices in Catalonia involve a greater relative cost to access the services, except in the case of day care centres for dependent persons. Nevertheless, it should be highlighted that the administration provides financial income support for low-income families. On the other hand, according to the Social Services Law no claimants will be excluded from any services if economic resources are not available. Thus, the Law specifies two important issues related to elderly people's participation in the financing of services. On the one hand, such participation is based on, among other aspects, the recipients' economic resources, mostly their income level, and also on the population sector to which it is to be addressed. On the other hand, the regional government must establish a system of price reductions for the guaranteed services¹⁴ in order to provide for those recipients with lack of resources (Generalitat de Catalunya, 2007).

On the basis of these sharing key principles in financing of care for the elderly, the reference cost of the service/benefit, the share of the administration (*módulo social* in Spanish) and the share of co-payment that any beneficiary must pay are set up by law. The last available information corresponds to the 2010-2011 period, published as an administrative decree in the Portfolio of Social Services where services and benefits are fully described. To see in detail which services and benefits are included in such portfolio, the reader is addressed to the annex I. It should be added some different benefits which contribute to cover part of the expenditure in services.

¹² These figures correspond to January 2007.

¹³ This figure corresponds to January 2007.

¹⁴ By guaranteed services it should be understood those which are subjective rights, in such a case, the elderly who are entitled to the benefits (Bayona i Rocamora, 2008).

Table 8. Services cost in relation with average pension. Spain and Catalonia (NUTS2), 2008

		Spain		Catalonia	
		Monthly cost	% out of average pension amount*	Monthly cost	% out of average pension amount**
Public home care service	Public home care service	213,29	29,6	223,53	30,1
	Remote assistance	21,16	2,9	26,72	3,6
Public and private day care service	Day care centres for dependent persons	656,11	91,2	564,04	75,9
Nursing home care	Nursing home care for non-dependent persons	1.294,25	174,2	1.563,23	210,5
	Nursing home care for dependent persons	1.441,30	194,0	-	-

*Average pension amount in Spain was 719.68 Euros/month.

**Average pension amount in Catalonia was 742.79 Euros/month.

Source: "Las personas mayores en España 2008" (IMSERSO, 2009).

To enhance all the information presented so far and with the objective of show a full picture of the elderly care provision, we deal with figures from the SAAD (SAAD-IMSERSO, 2012) in order to know the level of implementation of the Dependency Law for the five years of functioning. It is important to note that the information presented on this issue is related to people assisted by the SAAD, including children from 0 years. Nevertheless, 78.2% of this population are 65 years old or over (in Catalonia represents 82.6%), which means that dependent persons are mostly elderly. We have estimated approximate figures from such shares.

The number of applications processed by the system since the 1st of January of 2007, when its implementation started, has been of 1,732,688 in Spain and 321,706 in Catalonia. The table 4 providing information about the development of the Law indicates, generally speaking, relevant data regarding its execution, but also reveals important deficits. As far as the strengths are concerned, the high number of applications processed is a remarkable fact; the coverage is almost full both in Spain and in Catalonia. As a negative point, the number of granted applications did not meet the demand. Only a half of the applicants are being cared for by the SAAD. However, paying attention to the relationship between recipients and benefits granted it might be seen that the level of effective coverage is quite high: 84% of the Spanish elderly and 76% of the Catalan ones are currently granted by any kind of benefit (in kind or economic).

As an expert put it in a recent article differences are caused by seventeen ways (seventeen are the regions in which Spain are divided) of implementing the system (SAAD). In line with the powers of regions on this matter, every Autonomous Community is implementing the Law with a dissimilar intensity (Marbán, 2009).

Table 9. Monitoring figures on *Law on the Promotion of Personal Autonomy and Care for Dependent Persons*, 2007-12.

Territorial level	Applications	Resolutions		Recipients		Benefits granted		
		Absolute numbers	% out of total applications	Absolute numbers	% out of total applications	Absolute numbers	% out of total applications	% out of total entitled recipients
Spain	1.732.668	1.562.008	90,2	1.173.142	67,7	979.192	56,5	83,5
Catalonia	321.706	283.967	88,3	213.409	66,3	161.700	50,3	75,8

**Estimates has been calculated taking into account percentage of applications by elderly people according to figures on 1st of January, 2012*

Source: SAAD-IMSERSO, Servicio de Estadísticas de la Subdirección General Adjunta de Valoración, Calidad y Evaluación.

Finally, figures on the benefits deriving from the Dependency system should be briefly commented. The analysis of the Table 5 shows that the largest share of benefits are cash benefits amounting to around 50% in Spain in 2012 (around 60% in 2009) and 72% in Catalonia (again with a downward path: 68% in 2012). Most of the benefits in both in Spain and Catalonia consist in grants for the care of dependants in the family setting. Catalan cash benefits are consistently ten percentage points above the Spanish average, which has experienced a downward trend. As it is highlighted in some recent publications (Díaz et al., 2009; Marbán, 2009; Generalitat de Catalunya, 2010), the system has become perverted in so far as, instead of boosting the creation of jobs for professional carers, it has enhanced informal work by granting benefits to women who were already caring for dependent family members¹⁵.

Table 10. Monitoring benefits figures on *Law on the Promotion of Personal Autonomy and Care for Dependent Persons*, 2007-12.

Benefits	Spain		Catalonia (NUTS2)	
	2009*	2012**	2009*	2012**
Services for the prevention of states of dependency and promotion of personal autonomy	0,6	1,9	0,0	1,1
Remote assistance	6,8	13,5	0,0	7,0
Home care service	10,8	12,9	9,2	9,4
Day and night care centre	5,3	6,4	2,3	3,4
Nursing home care	18,4	13,4	16,3	11,0
Economic benefit tied to services	6,9	6,5	13,2	8,1
Economic benefit for care in the family setting	51,2	45,4	59,0	59,9
Economic benefit for personal care	0,1	0,1	0,0	0,0
Total	100	100	100	100

**1 of December of 2009*

***1 of January of 2012*

Source: SAAD-IMSERSO, Servicio de Estadísticas de la Subdirección General Adjunta de Valoración, Calidad y Evaluación

Informal elderly care provision

In this section we will consider only available national data drawing on two reports resulting from two detailed surveys conducted in 1994 and 2005, which mapped the informal elderly care in Spain. In 1994 the main results were as follows: 4-5% of Spanish adults performed elderly care, of these 83% were women and 17% men; their average age was 52; 50% were housewives; 22% were employed (36% part-time); 15% were pensioners; and 13% were in other situations; 52% were daughters of the dependent elderly; 16% were partners, 13% were children-in-law; 7.5% were sons; and the rest had other relationships (IMSERSO 1995). Ten years later the survey was repeated and showed that the sociodemographic profile of the Spanish

¹⁵ A share of family informal carers has been granted benefits to care for their relatives.

elderly's main informal carers had remained quite stable, except their average age that had slightly increased, as well as the presence of employed women (from 19 to 25% of female informal carers) and of male pensioners (from 46 to 54% of male informal carers). The typical profile of the Spanish informal carer in 2004 was married housewife, about age 53 and with primary school education (IMSERSO 2005; Flaquer & Escobedo, 2009).

Two more updated surveys can contribute to map informal elderly care in Spain. The first one was a survey conducted in 2006 which had as a main objective to know more about the living conditions of the elderly. Related to formal and informal care, help was mostly provided by daughters; secondly, the spouse/partner also played an important caregiving role. Housekeepers were the third option and finally were sons. These four ways of providing care made up around 80% of the total care received by the elderly people. Other providers, such as public and private services were residual options around 0.2% and 2.5%. As a consequence of this arrangement, 78% of the elderly in need of care were cared at home. When interviewees were asked about who is the second person or institution which provide care to them, the daughter, the spouse/partner and the housekeepers are considered less important (IMSERSO-CIS, 2006). By contrast, sons, other relatives and public services are more relevant. According to these figures, another survey conducted in 2010 demonstrates the importance of the intergenerational help in elderly care. As the survey figures show, children are the main providers of care contributing to 50%, mostly supplied by daughters (40%) (IMSERSO, 2010).

Informal care provision in a family setting is in accordance with preferences of the elderly, but it should be noted that a downward trend has occurred. As a preliminary report based on the survey of 2010 shows, if in 1993 79.5% of the elderly preferred to be cared for by their children, in 2010 this figure had decreased by sixteen percentage points (63.5%). This preference increases as respondents are growing old and decreases with their higher educational attainment levels.

Nevertheless, informal care provided by housekeepers is also remarkable. Although care in a family setting is considered as a first option, the provision of care services by immigrant women has been featuring in this regard. The increasing participation of women in the labour market, the sluggish development and scarcity of formal services and the arrival of migrants are the leading causes of this increase. In Spain, female immigration, especially from Latin America, has been performing caring tasks aimed at the elderly for the last two decades. Data from the Statistical Yearbook of the Ministry of Labour and Immigration (2002, 2010) show how the number of immigrant women grew over the last decade. In 2002 the number of immigrant women working as housekeepers and affiliated to the Social Security System was 77,151 (25.7 out of total affiliated female workers including the Spanish ones) while in 2010 the affiliates were 163,935 (57.5%). Such increase reflects the extraordinary regularisation process drew up by the Socialist government in 2005, which regularised and legalised the undeclared work of irregular immigrants. Despite this, the distinctive characteristics of this branch of activity facilitate work on the black market. In 2006 a 10% of undeclared work was estimated (CES, 2007)

Formal elderly care in Terrassa

Social services aimed at elderly people

As it has been mentioned above, the powers and financing of local authorities in relation to elder care are scant. However, their contribution to the social welfare of the elderly is quite important. Despite their limitations, municipalities have heavily contributed to strengthen the elderly care system by a mixture of public policies and programmes linked to private organisations. The development of the local elderly care system is strongly related to the political will of City Councils. Within this setting, there are many differences among the local elderly care systems.

In the case of Terrassa, as well as in other cities in Catalonia, powers on elderly care concentrated on social basic services such as home care and remote assistance. In this section we will make an overview of the provision of elder care in Terrassa, taking into consideration all services and benefits available for senior citizens.

Last figures for Terrassa show a structure of provision for elder care with three kinds of facilities depending on their specific legal status: public bodies¹⁶, private bodies with social interests¹⁷ and private bodies with profit interests¹⁸. Additionally, among institutions providing elder care another distinction can also be made between nursing homes and day-care centres for senior citizens according to the kind of services provided and the target population.

Among the nursing homes the private provision is predominating. The number of private places offered by private companies was 688 in 2009; the number of places in private bodies with social interest was 408. On the contrary, the number of places in public institutions was only 100.

Regarding day care centres, private institutions are the majority again. The number of places offered was higher among the institutions of social initiative: 148 (3 centres). Profit places were 103 (13 centres). Finally, the number of public day care places was only 76 (3 centres).

The old age population of Terrassa has steadily and continuously increased over the last decade, passing from 27,482 old age citizens (65 years or over) in 2000 to 31,374 in 2010. This implies an increase of 3,892 people (14.2%) in a decade. The growth in the number of elderly people was accompanied by a nearly stagnation of services for old age citizens. While places offered in nursing homes have practically remained stable over the period 2001-09 (1,200 and 1,196, respectively), there has been a reallocation of the supply so that the provision by private institutions has gained importance in detriment to the public ones. In contrast, day care centres have gained presence as a service for the elderly. The number of day care places has seen a remarkable increase of 64% (128 in absolute figures and 4 new centres from 2000 reaching 19).

Along with these care services for older people, other facilities must be taken into account. There are houses equipped specifically for the elderly. In total 46 flats (senior apartments) were recently created (*Councillor of the Department for Senior Citizens*). In Terrassa there are also citizens' clubs opened to the whole population, including the elderly, in which various recreational activities are organised. There are 23 of such centres and all of them are public.

¹⁶ Having a public legal status.

¹⁷ Having a private legal status but non-profit interests.

¹⁸ Having a private legal status and profit interests.

Furthermore, the city council also provides a remote assistance service that served 3,576 people in 2010 and 3,957 people in 2011; a home care service¹⁹ that meets the demand of 1,412 people in 2010 and 1,445 in 2011; and a meal delivery service that caters for 417 people in 2010 and 419 in 2011. These three services are provided by private companies by means of public calls (*Councillor of the Department of Senior Citizens and General Coordinator of the Department of Personal Services, Cohesion and Welfare, Head of Social Services and Monitoring indicators of Department of Personal Services, Cohesion and Welfare*). Another service for the elderly people in Terrassa and which is provided exclusively by local authorities are disability devices and technical assistance such as wheelchairs, crutches and so on. By means of an agreement with a private health institution (*Consorci Hospitalari de Terrassa*), the latter provides these facilities and their financing is shared by both institutions. Finally, other entities from the third sector offer similar programmes such as home visiting, medical escort services and remote assistance (*Coordinator of Terrassa Red Cross*).

The comparison of data from Terrassa to the average figures on Catalonia and Spain shows that levels of coverage are very similar (see tables 1, 2 and 6). The level of coverage of public home care is well above the Spanish (9.9%) and Catalan (9.7%) ones. This difference is mostly based on the importance of the remote assistance, which currently serves about 4,000 recipients. As far as day care centres for dependent persons are concerned, it can be seen that values for Terrassa are also well above the Spanish and the Catalan ones. Nevertheless, as a negative point, nursing home care is below in Terrassa, almost a percentage point.

Accessibility to services is subject to the assessment of a social worker who, after receiving the application, checks the applicant's situation in accordance with the service demanded. Services are not means-tested so that access depends on the proof of needs and on available funding of the City Council. As it can be seen from the figures presented above, there has been a positive evolution of the provision over the last two years. As one of our informants pointed out, this positive trend may end this year due to cutbacks in local governments (*Head of Social Services*). Regarding the home care service, remote assistance, support aids and devices for disabled persons and technical assistance, new applications arrived at the social service department from 2012 on were not processed and were placed on a waiting list waiting because of lack of funding. Our informant is more pessimistic about the meal delivery service, as she thinks that it might be discontinued this year.

¹⁹ Home care service implies tow kind of services: 1) household chores including cleaning, washing, cooking and others; 2) personal care in carrying out activities of daily living.

Table 11. Elderly care basic provision. Terrassa, 2009 and 2011.

		Recipients	
		Absolut numbers	Level of coverage: % out of target population: 65 or over)
Public home care service	Total	5.821	18,2
	Public home care service	1.445	4,5
	Remote assistance	3.957	12,4
	Meal delivery service	419	1,3
Public and private day care service	Total	327	1,0
	Senior citizen clubs	-	-
	Day care centres for dependent persons*	327	1,0
Nursing home care	Total	1.242	3,9
	Nursing home care*	1.196	3,7
	Alternative housing system (supervised public housing, family care programmes and senior apartments)	46	0,1

*2009.

One recipient can receive more than one benefit

Source: "Monitoring indicators of Department of Personal Services, Cohesion and Welfare 2011"; Hermes network, Diputació de Barcelona

Finally, data on the affordability of services under the City Council exclusive competencies are the following²⁰.

- Home care service: current rate according to the last City Council regulation (tax ordinance 3.16) is €19.24 per hour, except for those who are linked to the Dependency Law. In these cases rate is reduced by €10.72 per hour. Therefore, the final rate is €8.52 per hour. Other rebates are available according to recipients' annual income level. These rebates may be of 100, 75, 50 or 25 percent. Additional intensive household cleaning service has a rate of €17.91 per hour. In this case, rebate of 100 percent is only available for those who live alone and have a pension under the *compulsory old age and disability insurance* (SOVI in Spanish), which is in 2012 of €395.7 per month if it is not concurrent with other pensions or €384.5 per month if it is concurrent with other pensions. Service might be free of charge for those recipients at risk of social exclusion.
- Remote assistance: current rate according to the last City Council regulation (tax ordinance 3.23) differs depending on the types of recipient:
 - Service holder: €7.73.
 - Service holder spouse/partner/companion who is entitled for the service: €3.85.
 - Service holder spouse/partner/companion who is entitled for the service but cannot activate it independently: €3.09.

Rebates are available taking into consideration the beneficiaries' annual income level. A reduction of 100 percent is considered for those who have a monthly income below €39.05 according to the Catalan Adequate Income Indicator (IRSC in Catalan)²¹; in 2012 this indicator

²⁰ It should be borne in mind that specialised services are under the regional administration. Prices may be seen in Table 3.

²¹ This indicator is used to assess people's entitlement to benefits in situations of need. Here, need must be understood as any contingency situation occurring during a person's lifetime that prevents from meeting essential expenses for an adequate maintenance of household.

has been established in €69.12. There are no reductions for the rest of the recipients except for those at risk of social exclusion.

- Meal delivery service: current rate according to the last City Council regulation (tax ordinance 3.28) is €6.50 per meal. Rebates are available taking into account the beneficiaries' income level. As it happens with the other services, the IRSC is taken into consideration in order to assess the recipients' income level and what rebate should be granted, from 100 to 25 percent. Recipients are free of charge if they are at risk of social exclusion.

The implementation of the Dependency Law in Terrassa

The implementation of Dependency Law has allowed boosting formal care of elderly people in Terrassa. Although at the beginning in 2007 its development was problematic, it can be said that, in general terms, the Law has contributed to the improvement of formal elderly care in so far as care has been defined as a subjective right guaranteed by law and not instead of depending on the political will of any kind of government. Under a local point of view, the law has implied a strengthening of elderly services, particularly those services that are classified as basic and which are under the local powers.

Nevertheless, the mix of services that refer to different areas of competence involves a complex configuration that is difficult to manage. In order to facilitate understanding, we will summarise the context by clarifying that regional local services/benefits in the municipality often overlap with services/benefits linked to the Dependency Law. Main issues to distinguish between both sorts of services/benefits are funding sources and their allocation according to a specific assessment by specialised professionals (Individual Programme of Care, PIA in Spanish). However, official data remain mixed to some extent.

Official figures of the implementation of the Law will be presented below. Such data must be understood as complementary information that can help to appreciate the complexity of the system. The number of recipients has grown from 4,054 in 2010 to 5,270 in 2011. The main increase corresponds to remote assistance. It is important to note (as it happens in Spain and Catalonia) that the most common category (although with a dwindling share and with the last available value in-between the Catalan and the Spanish average) is the economic benefit for care in the family setting by a non-professional carer (usually a daughter)²². On the other hand, day and night care in a centre is the benefit with the lowest number of recipients.

²² See also table 5.

Table 12. Elderly care provision linked to the local implementation of the Dependency Law. Terrassa, 2010-11.

Benefits*	2010		2011	
	Absolute numbers	% out of total benefits	Absolute numbers	% out of total benefits
Services for the prevention of states of dependency and promotion of personal autonomy	-	-	-	-
Remote assistance	346	6,6	1.657	20,4
Home care service	665	12,6	1.135	14,0
Day and night care centre	188	3,6	257	3,2
Nursing home care	635	12,1	751	9,2
Economic benefit tied to services	-	-	-	-
Economic benefit for care in the family setting	3.402	64,7	4.245	52,2
Economic benefit for personal care	-	-	-	-
Other resources	25	0,5	80	1,0
Total	5.261	100	8.125	100

All figures are updated to December 2011

**One recipient can receive more than one benefit.*

Source: "Monitoring indicators of Department of Personal Services, Cohesion and Welfare 2011"

According to our informants, lights and shadows can be seen in the development of the dependency act in Terrassa. Although some of them highlighted the overall significance of the act, others have stressed the importance of negative points. On the positive side, the above mentioned strengthening of elderly services by considering such care as a subjective right guaranteed by the law. Passing from public assistance policies to policies under the perspective of rights it has been to take a major step (*Head of Social Services*).

With regard to the negative points, main problems relate to its implementation and its poor results according to early projections. These problems affect directly local governments because of poor vertical coordination between central, regional and local administrations. In addition, an insufficient budget for the effective implementation of the SAAD has been the main reason for its scant results. On the other hand, the system has become perverted in so far as, instead of boosting the creation of jobs for professional carers, it has enhanced informal work by granting benefits to women already caring for dependent family members (*General Coordinator of the Department of Personal Services, Cohesion and Welfare*, Díaz et al., 2009; Marbán, 2009; Generalitat de Catalunya, 2010). Some of our informants saw here a positive consequence of the law taking into consideration the participation of these women in the social security system, as this has remarkable implications in relation to unemployment benefits and the contributory pension scheme, especially retirement pension (*Head of Social Services*).

The main problem that women have to face to enter employment is basically a lack of co-responsibility between partners at home due to a poor gender-balance. While caring tasks have traditionally been under women's responsibility, men fail to take their share. Besides, public services to care for dependent people are still scant and this hampers women's labour market participation. In this regard, it is pointed out that the implementation of the *Law on the Promotion of Personal Autonomy and Care for Dependent Persons* has been discouraging and that has not achieved its objectives so far: many women still stay at home looking after their older relatives (two *General Coordinators of the Department of Personal Services, Cohesion and Welfare*).

Informal elderly care provision in Terrassa

The only available information derives from interviews with some public officials and other representatives of the third sector (*Head of Social Services, General Coordinator of the Department of Personal Service, Cohesion and Welfare, and Coordinator of Terrassa Red Cross*). Unfortunately there is not statistical data at the municipal level. However, our informants confirm the overview portrayed above for Spain, which can also be applied to Catalonia. The family plays a key role in caregiving for the elderly, and most of caregivers are women. Informants also pointed out that informal care has been underpinned by the economic crisis. Considering that many families have had to face long-term unemployment or an eviction from their homes, intergenerational cohabitation under the same roof has become more frequent and this has facilitated the provision of care by daughters.

Moreover, informants also noted the relative importance of care in the household provided by immigrant women, especially from South America (mainly from Ecuador and Colombia), who are the main providers. Although Moroccan women are the largest share among immigrant women, their participation in the labour market is very scarce due to their traditional culture based on a segregation of gender roles, a low literacy and a low educational level attainment, and an insufficient command of the native language (Spanish or Catalan).

Table 13. Welfare mix related to elderly care in Terrassa, 2009 and 2011.

Providers	Type of contribution	Relative importance of this type of provider
Organisations of public sector	<ul style="list-style-type: none"> Public home care (by means of a private organisation) (1,445 recipients). Remote assistance (by means of a private organisation) (3,957 recipients). Meal delivery service (by means of a private organisation) (419 recipients). Nursing home care (100 places). Day care centres (76 places). Senior citizen's clubs (23 centres). Support products and technical assistance (not available data). Alternative housing system: Apartments for the elderly (46 users). Economic benefit for care in the family setting (4,245 recipients). 	10,311 places and recipients. It should bear in mind that one recipient might use more than one benefit. On the other hand, public services have a great contribution on elderly care comparing to organisations of non-profit sector and companies of for-profit sector. Nevertheless, its share does not meet the demand. According our informants, the family covers the important shortage of services provided by public and private organisations.
Organisations of non-profit sector	<ul style="list-style-type: none"> Home care service (not available data). Remote assistance (not available data). Support products and technical assistance (not available data). Nursing home care (408 places). Day care centres (148 places). 	556 places. It should bear in mind that for-profit companies might offer other type of services (according to our informants). In this regard, information is not available.
Firms of for-profit sector	<ul style="list-style-type: none"> Nursing home care (688 places). Day care centres (103 places). 	791 places. It should t bear in mind that for-profit companies might offer other type of services (according to our informants). In this regard, information is not available.
Private households	Not available data.	Information is not available. Nevertheless, as we mentioned above, the family plays a key role on the elderly caregiving. Probably, the main contribution to elderly care is currently made up by family members. No statistical figures available at the local level prevent us from confirming so.
<ul style="list-style-type: none"> Caring family members Informal employees who are employed by care recipient or her/his family (like female migrants) 	Not available data.	

Source: "Monitoring indicators of Department of Personal Services, Cohesion and Welfare 2011"; Hermes network, Diputació de Barcelona

Quality of care services for the elderly

In Spain, the regulation and control of the quality of services for the elderly is under the exclusive rule of regions. In accordance with the Catalan Social Services Law, it is up to the regional government the establishment of the criteria and minimum standards of quality in relation to activities and performance of services for the elderly. The Quality Plan is the instrument that defines, develops and ensures the quality criteria of services. In this Plan a series of indicators are described that facilitate the continuous monitoring and evaluation. Along with the Quality Plan, in the decree approving the Portfolio of Social Services basic criteria for each of services and benefits are included.

Similarly, it is the Catalan government's responsibility to establish mechanisms for monitoring and ensuring compliance with these criteria. The activities subject to control by the inspection services are the following: 1) the services and establishments must have the authorization to carry out their activities and also require the authorization to modify their structure or their functional ability to care for a change of ownership and location or for temporary or permanent cessation of operation; 2) the authorization of establishments for providing public services requires an agreement from the public authority; 3) in order to provide public services and benefits companies must be registered in the Registry of Social Associations, Services and Establishments; 4) the authorization of services provided in private social establishments requires a local government license for the start of the activity and registration in the Registry of Social Associations, Services and Establishments.

Although the regional government has full competencies on this issue, municipalities must cooperate in this regard. Local authorities also play an important role in the authorisation of private services. In addition, local governments may apply for the transfer of powers in controlling and monitoring the quality of the services and benefits. The city of Terrassa is not currently performing this service.

So far we have seen the official version of how elderly care services work in Catalonia and Terrassa. Nevertheless, our interviews with public officials provided a different picture of how the inspection services actually operate. Our informants pointed out that regional inspection services are not implementing any kind of monitoring actions to know about the operation of basic social services provided by the City Council. Instead, the City Council is currently carrying out a monitoring service performed by the same social workers that are responsible for particular recipients. Therefore, there is not any sort of specific staff in charge of the inspection service. This form of quality assessment of the services contributes, on the one hand, to a close care and attention. On the other, it implies overwork for the social worker, who must not only deal with the problems associated with the recipient but also supervise the quality of the service performed by the provider company.

Minimum criteria of benefits for the elderly are specified in the Portfolio of Social Services for each service and benefit. In the following table we present the professional profiles and ratios for each benefit offered to the elderly in Terrassa:

Table 14. Benefits, professional profiles and ratios in Terrassa.

Benefits	Professional profiles	Professional ratios
Home care service	<ul style="list-style-type: none"> *Social worker (university degree). *Family worker (by means of university degree or advanced vocational training). *Home-care workers (by means of university degree or advanced vocational training). *Auxiliary home-care workers (by means of university degree or advanced vocational training). *Other social services professionals if necessary. 	Professional ratios according to number and profile service
Remote assistance	<ul style="list-style-type: none"> *Alarm headquarters operator. *Mobile equipment worker *Social support technician *System operator 	Professional ratios according to number and profile service
Day care centre	<ul style="list-style-type: none"> *Director (professional with a university degree preferably in social sciences and health sciences). *Health Head (doctor, nurse) and direct care staff. 	Direct care staff in a ratio professional/recipient not less than 0.15. Care must be guaranteed during service time.
Nursing home care. Dependency degree I (moderate dependency)	<ul style="list-style-type: none"> *Director (professional with a university degree preferably in social sciences and health sciences). *Health Head (doctor, nurse). *Nurse. *Gerontology professional assistant (vocational training). *Physiotherapist (university degree). *Occupational therapist (university degree). *Social worker (university degree). *Social educator (university degree). *Psychologist (university degree). *Doctor. 	<ul style="list-style-type: none"> *Director in nursing home care above 50 places: minimum of 30 hours a week or equivalent share. Nevertheless, minimum dedication must be 10 hours a week. *Health Head: from 100 places full-time or equivalent share. Nevertheless, minimum dedication must be 5 hours a week. Care aimed at moderate dependency degree: direct care: 0.28 and indirect care 0.12 with an allocation of the personnel as follows: gerontology professional assistant, 420 hours/year for each recipient; nurse, 37 hours/year for each recipient; social educator, 17 hours/year for each recipient; physiotherapist, 17 hours/year for each recipient; social worker, 17 hours/year for each recipient.
Nursing home care. Dependency degree II (severe dependency)	<ul style="list-style-type: none"> *Director (professional with a university degree preferably in social sciences and health sciences). *Health Head (doctor, nurse). *Nurse. *Gerontology professional assistant. *Physiotherapist (university degree). *Occupational therapist (university degree). *Social worker (university degree). *Social educator (university degree). *Psychologist (university degree). *Doctor. 	<ul style="list-style-type: none"> *Director in nursing home care above 50 places: minimum of 30 hours a week or equivalent share. Nevertheless, minimum dedication must be 10 hours a week. *Health Head: from 100 places full-time or equivalent share. Nevertheless, minimum dedication must be 5 hours a week. Care aimed at severe dependency degree: direct care: 0.34 and indirect care 0.12 with an allocation of the personnel as follows: gerontology professional assistant, 450 hours/year for each recipient; nurse, 60 hours/year for each recipient; occupational therapist, 5 hours/year for each recipient; social educator, 17 hours/year for each recipient; physiotherapist, 35 hours/year for each recipient; social worker, 17 hours/year for each recipient; psychologist, 17 hours/year for each recipient; doctor, 10 hours/year for each recipient.
Nursing home care. Dependency degree III (major dependency)	<ul style="list-style-type: none"> *Director (professional with a university degree preferably in social sciences and health sciences). *Health Head (doctor, nurse) *Nurse. *Gerontology professional assistant (vocational training). *Physiotherapist (university degree). *Occupational therapist (university degree). *Social worker (university degree). *Social educator (university degree). *Psychologist (university degree). *Doctor. 	<ul style="list-style-type: none"> *Director in nursing home care above 50 places: minimum of 30 hours a week or equivalent share. Nevertheless, minimum dedication must be 10 hours a week. *Health Head: from 100 places full-time or equivalent share. Nevertheless, minimum dedication must be 5 hours a week. Care aimed at major dependency degree: direct care: 0.42 and indirect care 0.12 with an allocation of the personnel as follows: gerontology professional assistant, 580 hours/year for each recipient; nurse, 70 hours/year for each recipient; occupational therapist, 17 hours/year for each recipient; social educator, 17 hours/year for each recipient; physiotherapist, 35 hours/year for each recipient; psychologist, 17 hours/year for each recipient; doctor, 10 hours/year for each recipient.

Source: Portfolio of Social Services.

Social rights and resources for elderly care by family members that are provided in local welfare systems

Forms and generosity of welfare state schemes for family care in terms of pay and social security for caring family members

In Spain social rights for elderly care by family members is under the scheme of leave for care of relatives. In the past some Spanish regions did introduce in the 1990s experimental schemes to economically support elderly care by family members, offering a small cash sum per month to families living with and caring for dependent elderly. These are usually not universal entitlements but programmes subject to budget availability. They did not compensate for the

loss of wages of an informal caregiver who takes a leave of absence from employment, but were rather conceived as compensation for housewives taking on an extra burden within the context of a male-breadwinner household (Flaquer & Escobedo, 2009).

Under the present regulation each employee may take up to two years of leave (leave to care for a sick relative) or working hours reduced by between an eight and a half (reduction of working hours for taking care of a relative) to care for a dependent relative due to severe illness, disability, accident, or old age. The leave or reduced hours are unpaid. Workers taking leave are credited with social security contributions, which affect pension accounts, health coverage, and new leave entitlements, for the first year of this full-time or part-time leave. Introduced in 1999, the unpaid family leave to care for ill relatives was extended in 2007 from one to two years in the free-market sector and three years in the public sector, and social protection was added for one year. From mid-2007 (by the Dependency Law) the national career on leave will be able to receive a cash benefit between €300.90 and €20.69 per month. The payment is claimed by the dependent relative, and its amount depends on the relative's level of dependency. Workers taking leave are credited with social security contributions, which affect pension accounts, health cover and new leave entitlements, for the first year of full-time or part-time leave. Moreover an extra allocation of €62.49 is assigned as social security and training contributions paid integrally by the IMSERSO. These amounts were fixed in 2010, and have not been updated in 2011.

Public employees can extend the unpaid leave to care for a relative for up to three years, with the whole period credited with social security contributions and related social protection benefits. Furthermore, they can work half-time for up to one month without loss of earnings in the case of a very serious illness of a first degree relative (child, partner, or parent including in-laws); they can also benefit from extra flexibility in working time as do parents of children under 12 years.

In addition, each worker may take up two days leave per event (leave for a serious illness of a relative) to take care for a seriously sick child or for other family reasons (serious illness, hospitalisation or death of a relative or a second degree of consanguinity or affinity), paid for by the employer. The entitlement is extended for four days if travelling is required for work. However, there is no agreement on what „serious illness“ means. For public sector employees this entitlement is extended to three days (five days if travelling is required) for the care of first degree relatives (e.g. partner, children or parents, including in-laws) (Escobedo, forthcoming).

Taking up of the unpaid leave to care for a relative was scarce up to 2007 (latest data available). The reasons for its limited use are because of its main features: it is unpaid and includes scant guarantees of reemployment (except for public servants). Estimates based on a sample from Social Security show that between 2001 and 2005 about 11,000 leaves were registered; two months was the average duration. The profile of caregivers was predominantly female, making up 82%. In 20% of the cases the recipient repeated the leave. Overall, the number of leaves trebled during the period considered (Escobedo & Navarro, 2007; Flaquer & Escobedo, 2009).

Local policies and the welfare mix in relation to employment oriented lifelong learning

Legal framework on vocational training and lifelong learning

Legal framework on elderly care

In order to explain and fully understand the system of vocational training and lifelong learning at the local level, it is necessary to make a brief introduction on the legal framework including levels of government as well as regulations and powers.

Institutional framework

One important question which constitutes one of the features distinguishing the Spanish administration is a high level of decentralisation. The Spanish administrative framework is organised in three administrative levels. Firstly, there is the state central administration; secondly, there are seventeen regional units (Autonomous Communities or devolved administrations which correspond with NUTS2 EU territorial classification), including two autonomous cities, Ceuta and Melilla. Thirdly and last, there are local government administrations (which basically include provinces and municipalities).

The division of powers involves different competences associated with various sources of financing. In general terms, the central administration is responsible for social protection (Social Security system, unemployment benefits, maternity leave and old age pensions); the regional administrations are responsible for health, education, culture, housing and social services; finally, local administrations (mostly municipalities), along with the central and regional governments, have the responsibility for the public infrastructure provision (but can also foster programmes related to housing, social services, culture and so on) (Pérez, 2002). Although some of the functions are exclusive to certain government levels, the need for collaboration between different administrations is necessary. This makes up a very complex multi-level governance system with a number of duplicities but also some gaps.

Welfare state policies and powers

It was not until the last decade that the vocational training system took its current structure and functioning. The overall aim of the reforms modifying the vocational training system was to enhance its integration. To this end, a number of central government regulations have been adopted over the last decade:

- The *Organic Law of Qualifications and Vocational Training* of 2002.
- The *Royal Decree for the Regulation of Continuing Training* of 2003.
- The *Organic Law of Education* of 2006.

- The *Royal Decree for the General Organization of Initial Vocational Training in the Educational System* of 2006.
- The *Royal Decree for the Regulation of the Subsystem of Training for Employment* of 2007.
- The *Order for the Regulation of Demand Training* of 2007.
- The *Order for the Regulating of Supply Training* of 2008.

The system of Spanish vocational training is essentially regulated by the Qualifications and Vocational Training Act. This law instituted the „National system of Qualifications and Vocational Training“ and tried to contribute to the notion of training as a system. An important breakthrough of the law was the adoption of a holistic perspective trying to link training with professional qualifications and the employment system.

This law has been further developed with two royal decrees which establish, in fact, two subsystems: the one regulates initial vocational training within the framework of the educational system²³ and is under the Ministry of Education, Social Policy and Sport; the other is based on training for employment and integrates the old occupational training and continuing training²⁴ and is under the Ministry of Labour and Immigration.

As far as the subsystem of initial vocational training is concerned, its regulation is under the rule of autonomous regions. This is a subsystem which is mostly public. The regional governments are also responsible for managing the subsystem of training for employment. In this subsystem, the management of trade unions and employers“ organisations is in charge of dealing with grants to finance training activities. In this regard, trade unions and employers“ organisations play a key role, as they are the most important direct providers. As highlighted by Homs (2009), they play a dual role, as stakeholders at different levels of the system management, and as promoters and organizers of training. Such twofold participation constitutes a unique case in Europe.

In Catalonia (NUTS2), following the competencies of regional administrations, vocational training and lifelong learning are regulated by two different provisions: the Law of Education (2009) and the Decree of vocational training for employment (2010). The former focuses on initial vocational training; the latter deals with the subsystem of training for employment.

All in all, regulations clearly adopt the twofold objective of integrating vocational training and orienting it towards the labour market, although in both cases the legislation faces important limitations. Some considerations have to be made on this organisation. As Homs (2009) stressed, in practice a division still persists between initial vocational training and training oriented towards employment, with an incomplete coordination of both systems.

²³ Royal Decree 1538/2006, of 15th of December, for the general organization of initial vocational training in the educational system

²⁴ Royal Decree 395/2007, of 23rd of March, for the regulation of the subsystem of the occupational training.

Women's educational attainment and participation in employment-oriented education

Educational attainment levels of women in Terrassa and Spain

Women in the population of Terrassa have better educational attainment levels than men. Generally speaking and it as can be seen from table 1, there are more women with secondary and tertiary educational levels than men (48.2% for women and 45.2% for men). However, this general pattern is not the same for all ages. While there are very marked differences among young people, especially for those with higher education (with a gap of ten percentage points in detriment to males), the trend is the reverse among the older generation (55-64 years old).

The fact that younger men have lower educational levels may be explained by some factors. Early school leaving has been a trend over the last fifteen years and has become a feature which distinguishes the Catalan and Spanish younger generations. What is mostly characteristic in the Catalan and Spanish early school leaving is the existence of a very high gender gap. While in 2010 the rate of early school leaving for males was 34.6% in Catalonia, the rate for females was only 23.2%. According to two assessment reports on education in Catalonia (the Jaume Bofill Foundation, 2008, 2009) and last Eurostat figures, Catalonia and Spain were well above EU-27 average concerning the percentage of early school leavers. Catalan and Spanish figures were around 30% over the last decade, whereas the EU-27 average was around 16%. Some economic sectors have worked as important pull factors. Formal education and training were not required to work in some non-skilled jobs. Before the economic crisis many young men could easily access to employment and enjoyed high wage levels. The most obvious example of this phenomenon was the residential construction sector. One of the aftermaths of the economic crisis has been a considerable decrease in early school leaving rates. However, gender gaps remain highly persistent.

The dropout process during the last decade has been accompanied by an intense migration inflow of foreigners with low educational attainment levels. In Terrassa, Moroccans are particularly significant. Currently, they make up 45% of foreigners and 6.5% of the population. Mostly, they are from rural areas and have lower secondary educational levels (most of them are illiterate).

The comparison of figures from Terrassa and Spain shows that women's educational attainment in Terrassa is lower than the Spanish average: 63% of women in Terrassa have a secondary or tertiary level versus a Spanish average of 68% (see Table 1). Differences are especially marked in the groups of men and women with tertiary education. It is difficult to understand why these data are to a great extent below the Spanish average, the more so in the younger generations. Considering that they also markedly differ from the average in the province of Barcelona, the most plausible explanation is the scarcely reliable source of data. Municipal data are drawn from continuous census data, which are only partially updated during intercensal periods. This does not apply to data used for larger territorial areas, far more accurate, drawn from the Labour Force Survey panel data, which are updated every term.

Table 15. Educational level (highest educational attainment) of women and men aged 25-64 in Terrassa and in Spain, 2010.

Educational level of women and men	Basic level (ISCED 0-2)		Secondary (ISCED 3-4)		Tertiary (ISCED 5-6)	
<i>by age group</i>	% of the age group		% of the age group		% of the age group	
In the city	women	men	women	men	women	men
25-39	37,4	49,6	26,5	24,6	36,1	25,8
40-54	54,7	53,9	22,4	23,1	22,9	23,0
55-64	83,3	72,0	7,4	12,0	9,3	16,0
25-64	51,8	54,8	21,6	22,0	26,6	23,2
In the country						
25-39	31,6	41,3	24,4	24,9	44,0	33,8
40-54	48,4	47,9	22,5	22,0	27,5	27,5
55-64	71,5	64,0	13,8	14,9	14,7	21,1
25-64	46,0	48,0	21,6	22,0	31,8	29,1

Source: Terrassa's City Council; Eurostat

Lifelong learning in Terrassa and Spain

Unfortunately lifelong learning data are not available for Terrassa. Local sources offer some information on an aggregated level, but it is not possible to obtain data broken down by age and gender. For this reason and in order to provide comparable figures, we will present a regional approach (Catalonia NUTS2).

Table 16. Number of women and men by age group participating in employment related education and training (lifelong learning) in Catalonia (NUTS2) and in Spain, fourth quarter of 2010.

Lifelong learning	Women				Men			
Age group	Catalonia (NUTS2)		in the country		Catalonia NUTS2		in the country	
	abs.	%	abs.	%	abs.	%	abs.	%
25-39	143.998	16,6	1.061.185	19,4	123.871	13,7	956.565	16,7
40-54	78.901	9,8	577.534	11,2	57.597	7,2	468.472	9,0
55-64	21.326	5,0	183.430	7,0	20.768	5,2	107.798	4,4
25-64	244.225	11,7	1.822.149	13,8	202.236	9,6	1.532.835	9,2

Source: Spanish Labour Force Survey, fourth quarter of 2010.

In general terms, Catalonia figures show a better position of women with respect to men regarding lifelong learning (see table 2). Women of all ages have larger shares of participation except those who are close to retirement. Women and men of this age group have similar levels of involvement. This is possibly explained by the differential commitment of men and women of the older generation to child and the elder care. This deep-rooted gender practices keep women away to some extent from their participation in the labour market and training.

The comparison of data for Catalonia and Spain shows that the participation of Catalan women in employment-related education and training is well below the Spanish average. Gaps are found in all age groups but differences are more marked in the age group 25-39.

As table 3 shows, there has been an increase in the involvement of both men and women in lifelong learning during the period 2008-2010. The trend for Catalonia has been positive over the years of the economic crisis. Both adult women and adult men have increased their

involvement in the education system or they have incorporated into training. However, a persistent gap of about 2 percentage points in favour of women is found.

Although Catalan figures are somewhat lower in relation to the national or European ones (in this case at the beginning of the period), data are not so dissimilar. Focusing on women, shares were lower than the Spanish ones over the three years, although the gap narrowed in 2009 and 2010. Furthermore, the participation of Catalan women has improved in relation to the EU-27. This improvement can be explained as a result of the economic crisis, which has encouraged a lot of unemployed people to initiate processes of training in order to improve their employability. As two reports of the Jaume Bofill Foundation (2008; 2009) on education in Catalonia have highlighted, lifelong learning was associated with a specific population profile. Its main features were: 1) there were more women participating than men; 2) more natives than foreigners (who have a difficult access to training due to their precarious overall situation); 3) unemployed and workers with fixed-term contracts; 4) professional middle classes (managers and skilled technicians) and subordinate middle classes (support staff); 5) shares increase according with educational level attainment (larger participation among adults with higher educational level). It is possible that this profile might have changed in response to the crisis, but we believe that it can be extrapolated to the present in general terms.

Table 17. Share of population of adults aged 25-64 participating in lifelong learning in Catalonia (NUTS2), Spain and EU-27, 2008-2010.

Territory	2008		2009		2010	
	Women	Men	Women	Men	Women	Men
Catalonia (NUTS2)	9,9	7,6	11,0	8,6	10,9	8,9
Spain	11,3	9,5	11,3	9,6	11,6	10
UE-27	10,2	8,5	10,2	8,4	10	8,3

Source: Eurostat.

As a final remark, it is already possible to assess negatively the situation of women related to lifelong learning in Catalonia and Spain according to objectives set by the European Union for 2012, which stated a share of 12.5%.

Educational policies of the city towards lifelong learning

The system and subsystems of training in Spain and Terrassa

In Spain, lifelong learning is a complex system in which different stages of education are integrated. Under the purposes of our research, we will focus our analysis on those aspects directly related to employment-oriented education and training. In Spain and in Terrassa, lifelong learning is an educational and training system structured in different training subsystems, as aforementioned in the first section of the report. Therefore, it is important to distinguish between the subsystem of initial vocational training and the subsystem of training for employment.

The former is integrated into the educational system. It is also generally known as regulated training because of its link with the educational system. This system is aimed at the achievement of the skills and capacities that enable people to becoming part of an occupational field or profession. Often, it is linked to the early years, but it is also open to people of all ages.

Since 1990 (with the adoption of the *Organic Law of the Education System*) this subsystem is divided into two training cycles: intermediate training cycles and advanced-level cycles.

Intermediate training cycles are integrated into post-compulsory secondary education. These cycles are meant to pave the way for the vocational specialisation of those for young people who wish to join the labour market after the end of their compulsory studies. As far as advanced-level cycles are concerned, they also offer specialisation for young people who decide to join the labour force after finishing their high school. Unlike intermediate training cycles, advanced-cycles are addressed to train future highly specialised technicians or mid-level management.

One aspect to note regarding training cycles is internships at companies. These internships have contributed to open vocational training centres to the economic sphere of production, which finally facilitates their employment. The internship system is organised around the collaboration of two tutors, one in the educational centre and another at the company, in charge of developing a work plan for the student and monitoring it. Internships would represent about 25% of the teaching time of a cycle. As Homs (2009) has pointed out, although this training model is not comparable to the German and French systems, it has contributed to improve the relationships between training centres and companies.

The subsystem of training for employment is aimed at improving and retraining skills throughout professional life. Unlike initial vocational training, training for employment is also known as non-regulated training. It is divided into two types: continuing training and occupational training. While the former has traditionally been aimed at employees, the latter has been oriented to the unemployed. In spite of this distinction, both types of training might have as target employed and unemployed people.

The current regulation (*Royal Decree for the Regulation of the Subsystem of Training for Employment*, 2007) establishes four sorts of training initiatives:

- Demand training. This kind of training actions is referring to training at companies and individual training permits in such context. Employers and employees (through trade unions) promote its organization according with the employees' needs.
- Supply training: This kind of training initiatives is both aimed at employees and unemployed, albeit training actions are separated according to target population. Social partners (employers' organizations and trade unions), public administrations and other civil society stakeholders, such as third sector entities and for-profit companies are taking part in it.
- Training in alternation with employment. These sorts of initiatives are underdeveloped in Spain and integrate both training and work in a mixed process.
- Actions of support and accompaniment. In this case, such actions are improvement actions of the subsystem.

These four initiatives try to facilitate the social and labour insertion of those population groups with special difficulties of integration into the labour market. The regulation establishes as priority targets of these actions some sections of the population such as women, young people, people over 45 years old, disabled people, workers of small and medium-sized businesses, low-

skilled workers, long-term unemployed people, people at risk of exclusion, victims of terrorism and gender-based violence.

Table 18. Types of training systems in Spain, Catalonia (NUTS2) and Terrassa.

Initial vocational training	Intermediate training cycles	
	Advanced-training cycles	
Training for employment	Continuing training & occupational training	Demand training
		Supply training
		Training in alternation with employment
		Actions of support and accompaniment

Educational and training policies of Terrassa

As aforementioned, the powers of the municipalities are very scant, and Terrassa has not competences to regulate education and training. Therefore, city policies in this area are very limited and they are largely determined by guidelines from the regional government.

Vocational training and lifelong learning is one of the main concerns of the local government in Terrassa. Limited by framework of the local competences the City Council has been trying to strengthen vocational training with the setting up of a *Council on Training* in 2002, an advisory and all-inclusive body. The main aim of this Council has been to improve the linkage between education and employment.

The setting up of the *Council on Training* arose from an awareness of the growing importance of training in knowledge-based societies. The decision has also been influenced by the emergence of the new production system during the last decade in Terrassa. Starting from this approach and from a general consensus among public and private institutions, the city council planned to establish a networking system in which most stakeholders in the city were involved. Even if most of third sector organisations are participating in the council, not all the stakeholders that have been involved from the very beginning are now doing so.

With the Council on Training were set up a major part of the foundations of policies and programmes on vocational training that are currently running. As far as initial vocational training is concerned, many policies and programmes have been implemented in the city by local authorities to encourage greater participation in this sort of training and to achieve a better integration into the labour market. One of the most valuable attainments has been the better linkage between training centres and companies. With the cooperation of two employers' organisations, the City Council by means of the Council on Training acts as a go-between between the training centres and the companies. According to our informant on this matter (*Technical secretary of the Council on Training*) and last Council reports (Annual report of the Council on Training, 2010; 2011) the number of companies that have expressed a wish to offer

internships to students from training cycles has decreased notably in 2010 and 2011 as a result of the economic crisis. Consequently, the demand of internships by students could not be fully met by companies in the last two years.

Another training action concerning initial vocational training was the setting up of grants to work in companies from EU member states. This policy is running in cooperation with one of the most important employers' organisations in the city (Terrassa Chamber of Commerce and Industry). Practical internships allow students in training cycles to work in companies all around the European Union during a semester. In 2010 and 2011 three internships were granted. Also, some students from different European countries have been given grants in order to move to Catalan cities to undertake practical internships.

Such mobility programmes are linked with the European Leonardo da Vinci programme through the initiative *Q-Placement*. In Spain it was the Terrassa Chamber of Commerce and Industry the institution that started the action. The main aim of this programme is to establish a network between different employers' organisations which enable labour mobility from a perspective of initial vocational training in a European context. The Terrassa City Council acts as an associate, establishing linkages between training centres and employers' organisations.

With regard to policies implemented on training for employment, the City Council run its policies by means of a public institution devoted to occupational training, career guidance and integration into working life. From *Foment de Terrassa SA*, as it is called, the major part of training for employment policies are run in cooperation with other public and private stakeholders, such as other City Councils departments, the regional administration or employers' organisations. The most part of the actions promoted by this public institution are addressed to unemployed people. It is important to note that its programmes are mainly restricted in contents and time schedule by the regional government. Training actions are co-funded (mostly by the City Council, the regional government and the European Social Fund) and more than 1,244 participants were trained in 2010²⁵.

Partnerships and cooperation between different stakeholders

Training initiatives are performed in collaboration with other public and private stakeholders. A great part of these initiatives are under the Council on Training. Regarding initial vocational training, the cooperation with other public actors is vital because of the lack of powers of the local authority. Therefore, the cooperation with the Department of Education of the regional government allows the City Council being part of the decision-making process on contents and programming of the training cycles. Moreover, as a result of the long-running existence of the Council on Training, the local authorities have contributed to the creation of a network of cities with councils on training (currently six cities and the Catalan Council on Training of the regional government). The main aims of this network are to foster and reinforce initial vocational training as a crucial way of training in order to achieve a better work insertion (*Technical secretary of the Council on Training* and *Annual Report of the Council on Training*, 2010; 2011).

²⁵ *Estudi de la formació permanent de la població adulta del municipi de Terrassa* (Diputació de Barcelona, 2010).

Furthermore, the relationship between the City Council and the two most important employers' organisations in the city is remarkable. As aforementioned, this collaboration has been taking place under the framework of the Council on Training and has empowered the linkage between training and work centres. Nevertheless, the initial success of this collaboration has not been followed through the last two years as a consequence of the increasing weakness of the business fabric in the city.

Our informants make positive assessments regarding the partnership established through the Council on Training, both from the point of view of the City Council and the external stakeholders involved (*Managing director of the local public institution for training and integration into the labour market, Director of the Department of Training of Terrassa employers' organisation and Expert from the Department of Training of Terrassa employers' organisation*). One idea mentioned by one of our respondents can be highlighted in this regard. According to this informant, the city council requests the assistance of external actors in order to get their feedback about the main issues to be regulated. Based on the proposals made by these actors, the city council has made political decisions that have served to improve employability by means of fostering links between training centres and companies (*Director of the Department of Training of Terrassa employer's organisation*). This cooperation is evaluated as an especially valuable and productive action which enables employers' organisations to be heard and also transform their proposals and recommendations into policies.

On the other hand, with regard to training for employment, partnerships with the employers' organisations also play an essential role. As one informant pointed out (*Managing director of the local public institution for training and integration into the labour market*), there is a close cooperation between public bodies and employers' organisations. It should be specially stressed the cooperation between public bodies and those who imply fostering women's participation in the labour market. In this regard, the Department of Women's Affairs and the public institution for training and integration into the labour market (*Foment de Terrassa SA*) collaborate in order to connect the specialised services of guidance and integration into the labour market of both bodies. Many women who are unemployed, other who want to improve their professional skills and, finally, those who also are at risk of exclusion as a result of vulnerability factors such as gender-based violence, claim for services offered by the Department of Women's Affairs. Some of them are referred to the local public institution for training and integration into the labour market. Between 2007 and 2010, 939 women were served by the Department of Women's Affairs (Mandate plan of Department of Women's Affairs, 2011).

Finally, the cooperation between the City Council and the regional government in order to manage training for employment at the local level is also noticeable.

Provision and providers of employment-oriented education in the city (welfare mix)

The discussion of the main providers of lifelong learning in Terrassa should be approached under the framework presented in the previous section, as providers are different on the basis of its involvement in the initial vocational training or, on the contrary, in training for employment.

As far as initial vocational training is concerned, one of the main concerns of the local government in Terrassa over the last decade has been the granting of official status to the

Council on Training. As a result of this interest there are now a large number of training centres and also there has been an important growth in the enrolment of students over the last decade. While in 2000-01 there were only 1,407 students, in 2009-10 the enrolment had gone up to 2,853 students with a rate of increase of 102.7%. Around 69% of the students were trained in public centres (Statistics from the Department of Education of Generalitat of Catalunya, 2010). Private centres are subsidised centres and generally offer intermediate training cycles (5 public centres and 5 subsidised centres for intermediate training cycles; 5 public centres and 3 subsidised centres for advanced-training cycles).

Moreover, a supply of training for employment facilities is also present in Terrassa (around 60 centres in 2009-2010). There is a mix of public and private providers. On the one hand, a public local institution (*Foment de Terrassa SA*) plays a key role in fostering training for employment, specifically occupational training aimed at unemployed people. Along with this public institution, other private organisations also supply occupational training. In this regard an employer's organisation (*CECOT*) should be particularly mentioned, considering that it is the other major provider of this kind of training for employment in Terrassa.

On the other hand, continuing training is also present in the city. In this field there are three stakeholders that take part as providers. In addition to the public and private stakeholders mentioned above, another employers' organisation it should be noted as a main provider: the Terrassa Chamber of Commerce and Industry.

Finally, two major Spanish trade unions have also shown interest in developing lifelong learning courses at the local level.

Funding of lifelong learning in Terrassa

Funding of lifelong learning in the city of Terrassa depends on the type of training. It is important to distinguish between initial vocational training and training for employment. Regional administrations have full powers in the former setting up the budget and programming this kind of training with the help of the local authorities regarding the management of training centres and its schedule by means of schools boards and the School Board of Catalonia.

As far as the subsystem of training for employment, funding is obtained through contributions to training paid by companies and workers, the European Social Fund and the specific contributions established in the budget of the Public Employment Service. Annually, the Ministry of Labour and Immigration determines the allocation of budget for this subsystem between the different training areas and initiatives. Despite this scheme of funding, in line with competencies of Catalonia on this matter, and in accordance with the Decree of management training for employment in Catalonia (Generalitat de Catalunya, 2010), the funding of this kind of training is performed following the Catalan Budget Law. The possible funding channels are the following: 1) Catalan government funds; 2) financial support from the European Social Fund and other instruments of funding from the European Union; 3) financial transfers from the central government; 4) other contributions.

Local budget allocated for lifelong learning in Terrassa

The local budget which Terrassa allocates for lifelong learning according to its powers has experienced a positive evolution over the last four years in spite of the economic crisis. Such expansion responds to a political will to strengthen vocational training and lifelong learning as instruments for the economic development of the city. As can be seen from table 5, the funding allocated for lifelong learning and career guidance was increased by 18 percent between 2008 and 2011. By contrast, the growth of the population (3.6 percent) and especially of the target population of training initiatives (16-64 years old: 1.3%) was well below. Local authorities have made an important effort to face increasing training needs in Terrassa where unemployment rates have risen from 10.9 to 18.7 percent between 2008 and 2011 (from 12.096 unemployed people to 21.497). In addition, such effort has had to counterbalance the cutbacks from the regional administration. It can also be seen from table 5 how the regional funding share diminished between 2008 and 2011, whereas the local administration share rose from 88 percent in 2008 to 93% in 2011. Cutbacks in the regional administration have also affected vocational training and lifelong learning, especially in 2010 and 2011, when there has been a reduction of the local budget in absolute terms.

Table 19. Information on budget for lifelong learning and career guidance in Terrassa, 2008-11.

	2008	2009	2010	2011
Budget for lifelong learning and career guidance	239.865	227.310	290.870	282.495
% Increase	100	-5,2	21,3	17,8
Revenues from other public administrations	11,7	12,8	6,8	7,0
Local share	88,3	87,2	93,2	93,0
Total	100	100	100	100
Inhabitants	206.245	210.941	212.724	213.687
Inhabitants (16-64)	140.992	143.343	143.367	142.893
% Increase of inhabitants	100	2,3	3,1	3,6
% Increase of inhabitants (16-64)	100	1,7	1,7	1,3
€/Inhabitant	1,16	1,08	1,37	1,32
€/Inhabitant (16-64)	1,70	1,59	2,03	1,98

Source: Government report 2007-2011 of the Department of Education of Terrassa;
Municipal Register

Affordability of and accessibility to education

Accessibility to initial vocational training and training for employment is different. There are different ways of access to the former. The most common one is the access to intermediate training cycles through the certificate of basic education and the access to advanced-training cycles by means of the achievement of the baccalaureate certificate. Since the adoption of the

Organic Law of Education (2006)²⁶, some alternative criteria were introduced in order to make the access to this training more flexible by facilitating the incorporation of young people over 17 years old with work experience. One of the most remarkable consequences of this measure has been the return to school of many young people who dropped out the compulsory school pulled by appealing job opportunities (in terms of income).

As far as training for employment is concerned, different ways of access are available for employees and unemployed people to participate in training. Generally speaking, access to this sort of training depends on the willingness from the company and from workers (in the case of continuing training) and, in the case of unemployed (mostly in the case of occupational training) also on both will and economic conditions. Alongside these basic criteria, training for the unemployed is defined on the basis of a minimum cost and educational level attainment.

In terms of affordability, some financial support is available for the participants in initial vocational training and training for employment. In the former, as a case of free-of-charge training in the Spanish educational system, current regulations only ensure equal opportunities to access through central government regulation (Spain, 2011). Some of the financial support and grants available for students are the following: compensation for the lack of income motivated by training; compensation for travel costs between home and the training centre; compensation for accommodation when training requires travelling far from the family home; allowance for school supplies; allowance for the payment of school fees in private centres or subsidised by public funds. Access to such financial support is subject to different criteria but all benefits are means-tested.

Moreover, financial support is also available in training for employment when training is addressed to the unemployed. In this case we are referring to subsidised training by public institutions, many of them by the European Social Fund.

As access to financial support is gender-neutral, women have the same options as men. Nonetheless, local authorities have launched some positive actions in order to achieve a more equal participation in training and in the labour market in terms of gender. As the *Managing director of the local public institution for training and integration into the labour market (Foment de Terrassa SA)* stressed, the main aim of local government with regard to training for employment is working towards gender parity by tackling horizontal and vertical segregation. However, as our informant noted, training for employment run by the City Council is not approached from the perspective of an increasing female participation in the labour market but rather from the perspective of the local and regional production system and its potentialities. Particularly, Terrassa has a local production system defined by the services sector, remarkably based on health services, along with the increasing development of training and jobs linked to care for dependent persons (on the basis of the adoption of the Dependency Law in 2006²⁷). In addition, in so far training for employment is a competence of the regional government local authorities" programmes depend on the supply of courses and subsidies by the Catalan administration.

²⁶ Organic Law 2/2006, of 3rd of May, of Education.

²⁷ Law 39/2006, of 14th of December, on the Promotion of Personal Autonomy and Care for Dependent Persons.

In line with this lack of gender perspective on training matters, only counterbalanced at the local level by corrective actions in training for employment in search of gender parity, nor are considered women's needs for caring children or adults. In these cases, women have to make caring arrangements in order to reconcile caring tasks, training and/or work.

Vocational and career guidance as part of lifelong learning provision

As part of the training supply in the city some actions which have been regularly developed over the last years and have been reinforced by the economic crisis should be pointed out. In the area of initial vocational training an accompanying programme was set up. This programme is aimed at young people who finish compulsory education and has the main aim of facilitating the transition into the work life through a transversal framework which involves the coordination of four local departments: Social Services, Young People's Affairs, Education and the local public institution for training and integration into the labour market – *Foment de Terrassa SA*. The latter offers career guidance with a department only addressed to women.

Supply and demand for education and training

The relationship between supply and demand for education and training is heavily conditioned by the economic crisis and the orientation of policies by all levels of government, especially the regional government. While supply has remained stable and has even been increasing in the case of initial vocational training (see section 4), by contrast the provision of training for employment has not been able to meet the increasing training needs of the most vulnerable people in the city. Especially, occupational training addressed to the unemployed is unable to meet demand. As has been showed, unemployment figures keep on increasing in Terrassa, as well as in Spain, and many unemployed people who need to improve their professional skills or have to retrain in order to have a better re-insertion into the labour market are not served by an affordable public training system. As one of our informants said (*Managing director of the local public institution for training and integration into the labour market*), the regional government (which has main powers and is one of the main funding providers) has been making a great effort to maintain investment in occupational training. Nevertheless, such effort is insufficient to meet the demand of affordable training. Mostly unemployed can only participate in training if courses are subsidised and, therefore, are free of charge for them. Despite the effort of the regional government, budget cutbacks are meaning a worsening of access to training.

Furthermore, the quality of occupational training might be affected because of a delay of programming and subsidies. Also noted by our key informant in this regard (*Managing director of the local public institution for training and integration into the labour market*), annual information submitted by the regional government on the catalogue of courses to local authorities has a delay of almost a year in 2011. This information was submitted by the third quarter instead of by the first quarter, as has been previously the practice. This delay has implied some problems for the local authorities for organising training and managing the great demand over the last year.

Educational policies and programmes for specific groups of women

Training initiatives and programmes oriented towards women have been launched by the City Council with the main aim of achieving their better social integration and participation in the labour market according to a parity view. Initiatives have focused on occupational training for employment and have been aimed at some population sectors at risk of social exclusion, or at tackling horizontal segregation in some activities. However, such actions are not present in the subsystem of initial vocational training.

Of special note in the framework of the subsystem of occupational training is the above mentioned cooperation between the Department of Women's Affairs and the public institution for training and integration into the labour market (*Foment de Terrassa SA*) through its respective counselling and career guidance offices. As a result of this cooperation, women who are unemployed, at risk of social exclusion, migrants or those who suffer gender-based violence may access to these services as well as to subsequent training.

Concerning the functioning of this public body specialised in training, counselling and career guidance, its managing director informed us about increasing difficulties to meet guidance demands. As this informant pointed out, the increase in unemployment has gone together with the growth of women who would like to use these services. Before the crisis, women interested in them were, basically, 45 or over years old. This profile has now shifted to the extent that an important share of previously inactive migrant women, mostly Moroccans, has been forced to search for a job. Their entry into the labour market must begin with counselling and career guidance because of their high level of social exclusion and public bodies contribute to supply these services free of charge.

As an example of the training activity of local authorities, some of our informants specially stressed two programmes implemented by the public institution for training and the integration into the labour market (*Foment de Terrassa SA*). On the one hand, a programme addressed to prostitutes with the main aim at their insertion into the formal labour market. On the other hand, a programme that has been positively assessed by all informants interviewed consisting in encouraging women's participation in local training actions for the recruitment of local police.

Nevertheless, it is important to note that, according to our informants, women's return to employment is not a prominent topic that training providers, both public and private, consider when courses are designed. As stated by every informant involved in this area, at present courses are highly focused on the social services area as an important source for jobs. Such training and labour orientation does not mean that courses are specifically addressed to women and to favour their entrance or return to the labour market. On the contrary, currently the labour market offers more opportunities in the social services area (*Director of the Department of Training of Terrassa employers' organisation, Expert from the Department of Training of Terrassa employers' organisation and Managing director of a local public institution to training and integration in the labour market*). Also, as aforementioned, the definition of training priorities is usually set up by the regional government in line with local and territorial production systems and their potentialities.

Conclusions

Childcare and the welfare mix

Leave policies

- In Spain social security payments related to parental leave or child benefits are state-centralised and very low, although some autonomous communities (regions) have extended child benefits or benefits related to parental leave, but municipalities do not provide supplementary cash benefits as an alternative to municipal childcare.
- There is a gap between the end of well-paid leave (around the 5th month at a 100% payment) and the beginning of guaranteed access funded services in the third year. Unpaid parental leave is also available for three years but it is used in very low proportions: around 2%. This gap is the result of the combination of insufficient paid leaves as well as publicly regulated but no funded early education and care service provision.

Childcare institutional framework and provision

- In Spain the political priority has been to develop formal and centre-based early education for children under 3 years old by a specific central-state programme launched in 2008. Much of this responsibility relies on autonomous communities and municipalities which, despite the support of central administration, further develop central-state regulations by regional legislation. In Catalonia, regional regulation is applied either to public or private centres. Are excluded from the educational regulation those centres which do not offer services on a regular basis and have their specific regional regulation such as play centres.
- There is no public funding guarantee by public authorities (central, regional and local) for the first stage (0-3) of early education, as it exists for children 3 onwards. As a result, childcare facilities aimed at children under 3 depends on a great extent on political criteria of the local governments. By contrast, universal coverage from 3 years onwards is guaranteed free of charge 25 hours per week.
- The model of local public provision of Terrassa for children under 3 is based on three main components: 1) publicly managed (local and regional) and well subsidised good quality services in standard formats and hours; 2) few non-profit not so well subsidised services; and 3) private commercial (for-profit) non subsidised services with a broader diversity of hours and prices: on one hand good quality expensive early education and on the other hand unknown less formalised cheaper centre-based provision in non-supervised play centres. At the first stage of pre-school education private supply is well above public services, whereas at the second stage of pre-school and at primary education public supply was over the private one.
- Early education coverage for the under 3's in the Municipality of Terrassa is 33.5%, seven percentage points above the Spanish average 26.5% in 2010, fitting with the EU Barcelona's Childcare Targets. 18% of the children are in publicly funded facilities and around 3% are in non subsidised centres outside educational regulation.
- In Spain there is a lack of assistance to purchase public or private childcare services for children under 3. As far as public services is concerned, financial support is implemented

through fees reductions that are linked to some characteristics of the families and are means-tested.

- Public supply may be defined as more affordable than the private one, although access conditions are more favourable in private centres. Private schools provide longer and more flexible schedules and fits better to current shifting and unstable working conditions.
- In the city of Terrassa 96% of children from 3 to 12 attend early education and primary school centres, little below the overall value of Spain.
- All early and primary school centres in Terrassa provide care and meals at lunch time with additional fees and corresponding grants for families in need provided by the regional government. Current estimation of children 3-12 attending lunch service is 45% (42% at national level and 56% in private (publicly funded) Catalan schools in 2010). It seems that with the economic crisis and increased unemployment, fewer children are attending lunch services. Most early and primary school centres also provide out-of-school care or leisure activities outside school hours, always with additional fees and also with less attendance.
- There are no family day-care services in Terrassa as well as in Spain. This constitutes a distinguishing feature that in the case of Terrassa responds to a favourable clear ideological orientation towards centre-based care.

Informal care

- In Spain in 2010 30% of children under 3 years old with working mother are informally cared for by a relative or paid childminder on average 26 hours a week. There is not available data for Terrassa but qualitative information points to the scarce role played by childminders and only might be considered in case of lack of family networks and in order to fill certain gaps in parent's working time. This childminders are often unregulated and migrants from Latin America.
- In Spain, exclusive parental care of children under 3 grew up from 42% in 2006 to 48% in 2009. In a context of severe economic crisis and high unemployment families try to save childcare costs either reducing the hours children are in centres, either resourcing as much as possible to grandparents.
- Grandparents (especially grandmothers) are the last support network to childcare for many parents because of their lack of economic resources, as well as flexible and shifting working time patterns. In the case of small children grandmothers tend to take care of their grandchildren in a full-time basis, mainly between the 5th month and the third year of the child. As children grow up part-time care is more common.
- The combination of formal-centred based care part-time and informal-home based settings part time is being a usual pattern in the severe recession context. This constitutes a common pattern in the Spanish context.

Women's labour force participation and the welfare mix

- First available data suggest that the welfare mix existing in Terrassa might undermine women's labour force participation as a result of scarcity in leave policies and affordable childcare services for children under 3 years old despite its wide supply. It is in such a

context in which it is producing a re-familisation process reinforced by and unfavourable economic context which acts as an additional factor.

Elderly care and the welfare mix

Leave policies

- In Spain social rights for elderly care by family members is under the scheme of leave for care relatives. There are two schemes: the unpaid leave (introduced in 1999) and the new scheme linked to the Dependency Law (introduced in 2006). The take-up rates of the former are very scant because it is unpaid and implies scant guarantees of reemployment, except for public servants, who have a better regime. The adoption of the Dependency Law has implied a new scheme of public family care characterised by a cash benefit under the minimum wage (between €300 and €520) with social protection. Such benefit has become the main way of caring under the Dependency Law and makes up about the 50% of the benefits granted.

Elderly care institutional framework and provision

- Elderly care has to be understood as a part of the social services and it is a regulation and intervention field of regional and local administrations. The former are mainly responsible for the regulation and financing of the services. The central government also contributes with the adoption of the *Law on Promotion of Personal Autonomy and Care for Dependent Persons* (The Dependency Law, 2006).
- As a result of the mixed action of the three governments, there is a complex system of elderly care in which regional and local governments are the main providers. The role of these governments in the provision of care for the elderly has to be framed in the decentralisation process towards the regional governments that the Spanish state has experienced during the last three decades. The lack of competences and financing of local administrations remains stable since the transition process to democracy started in the late 1970s.
- One of the main landmarks of the elderly care system in Spain is the adoption of the *Law on Promotion of Personal Autonomy and Care for Dependent Persons* (2006). In 2007 this regulation established a new social right: the universal right to receive public benefits (in-cash and services) for all dependent Spanish citizens. Benefits are regulated on the basis of three key principles: universality, equality access and sharing participation between administrations according to their competencies.
- On the positive side of the implementation of the law, the strengthening of elderly services by considering such care as a subjective right guaranteed by law. On the negative side, the separation from some of the main objectives of the law such as boosting the formalisation and marketisation of care for the elderly.
- One of the unexpected results of the implementation of the Dependency Law was the transition from the informal care carried out by women to a semi-formal family-based care work also developed by them. Instead of the creation of jobs for professional carers, as the law intended, semi-formal work has been enhanced by granting benefits to women already caring for dependent family members. The intended processes of formalisation and marketisation with the greater participation of professional carers and for-profit and non-

profit actors have failed so far but home-based care, either in Spain, Catalonia and Terrassa are gaining importance.

- The tendency of the commodification of women's informal work is also seen in Terrassa (52% of granting benefits linked to the Dependency Law are economic), although in a lesser degree than in Catalonia (60%) and Spain (45.4%).
- Care for the elderly in Catalonia under social services regulations is based on the principles of universality, adding priority criteria on hard social needs, co-payment and other positive-discrimination measures. In such a framework, Terrassa has launched many programmes related to home-based care such as home care, remote assistance and meal delivery. The level of coverage of home-based care in Terrassa was 18% in 2011, while was 9.7% in Catalonia and 10% in Spain. The results are present Terrassa as an active public actor in providing elderly care, despite the lack of financing.
- Regulation specifies that elderly people should participate in the financing of the services in accordance with their economic resources, mostly their income level, and the frail ageing population sector to which the service is aimed at. The regional government also establish a system of price reductions for the guaranteed services in order to provide for those recipients who have no sufficient income.
- The cost of the services under the social services regulation can be defined as unaffordable for the institutionalised services (day care centres and nursing homes) and practically affordable for home-based care. The administration also provides financial income support for low-income families and no claimants are excluded from any service if family income is not available.
- The quality of the services for the elderly is a matter under the exclusive rule of regions. Municipalities cooperate with the regional government authorising private services and also may apply for the transfer of powers in controlling and monitoring the quality of the services and benefits. The city of Terrassa is not currently performing this service.
- An unexpected finding of our research was that monitoring actions are not carrying out by the regional government in basic social services. The local social workers, who are responsible for particular recipients of the services, are also dealing with monitoring tasks. This kind of organisation has a deep impact on the quality of the services.

Informal care

- In the Spanish welfare mix of elderly care the informal work is of great importance. The women's contribution remains stable despite the transition to a semi-formal home-based care work facilitated by the Dependency Law and the development of basic social services. Unfortunately, data at local level are not available, but, in overall, conclusions from the national and regional overview might be the same for Terrassa.
- Care for the elderly is mainly a family-home-based care carry out by daughters and spouses/partners and domestic care assistants (78% in 2006). Care provided by daughters, spouses/partners, domestic care assistants and sons (in order of importance) made around 80% of the total care received by the elderly in 2006. Public and private services providers are residual options (0.2% and 2.5, respectively, in 2006). This reality agrees to a certain extent to the preferences of the elderly to be care for, despite their preferences are shifting and in the last two decades the number of the older people in Spain that do consider being

cared for by their children as the main option has decreased from 79.5 in 1993 to 63.5% in 2010.

- Informal care provided by domestic carer assistants is also remarkable after care in a family-home-based model. In Spain, Catalonia and Terrassa female immigration, especially from Latin America, has been performing elderly-caring tasks over the last two decades. The lack of updated and reliable data both at national and local level makes impossible to know the extent of this kind of care work.

Women's labour force participation and the welfare mix

- In sum, the welfare mix of Terrassa can be defined as a system characterised by a growing demand unmet, with a great importance of the informal and semi-formal work performed by relatives, especially by daughters and spouses/partners and, in a second place, by migrant women. A second relevant role is played by the public authorities through the national, regional or local governments in accordance with their powers. The role of local authorities is especially remarkable on basic social services on the basis of home-based care in order to foster active ageing. Finally, private institutions play a third role because of, basically, their higher costs. Among them, and as far as we know, for-profit organisations are the main providers through nursing home care and day care centres. In such a framework, women's labour force participation is not facilitated because women continue to develop caring tasks under informal or semi-formal (by granted benefits), and the supply of public or private services are scarce or unaffordable, respectively.

Lifelong learning and vocational training, and the welfare mix

Lifelong learning and vocational training institutional framework and provision

- Lifelong learning and vocational training in Spain is regulated by the central and regional governments in accordance with their respective powers, and it is divided into two subsystems: initial vocational training and training for employment, which integrates occupational training and continuing training. Their main regulations are under two ministries: initial vocational training is under the Ministry of Education, Social Policy and Sport and it is linked with the educational system, and training for employment is under the Ministry of Labour and Immigration and it is linked with labour system. This division involves a lack of coordination between both subsystems.
- Although the central government has powers on the main regulation and financing, regional governments are responsible for developing the central regulation on the two subsystems of vocational training, as well as for contributing to financing the subsystems.
- Local authorities, like Terrassa, do not have a key role on the organisation of lifelong learning and vocational training and its position in this matter depends mainly on the regional government of Catalonia.
- Focusing on reliable national data, women have higher educational attainment than men, especially among the younger ones: 1) 53.4% of women aged 25-64 have a secondary or tertiary level, for 51.1% of men; 2) 62.6% of women aged 25-39 have a secondary or tertiary

level versus 50.4% of their male counterparts. As women are getting old they have worst educational levels than men. Figures from Terrassa are of scarce reliability.

- Lifelong learning participation in Catalonia and Spain (data is not available at local level) show better values of involvement for women than for men in Catalonia (women aged 25-64 11.7%, whereas men 9.6%), except for those women who are close to retirement (women aged 55 and 64 5% while men 5.2%). In Spain by contrast, older women are maintained well above from their male counterparts (women 5.2% while men 4.4%).
- Trends in both territorial levels have been positive during the years of the economic crisis (2008-2010). Some other features can define the evolution of the participation in lifelong learning over the three-year period: 1) in Catalonia, a gap of 2 percentage points was maintained in favour of women (women 10.9% and men 8.9 in 2010); 2) the participation of Catalan women was lower than the Spanish ones (10.9% in Catalonia and 11.6% in Spain in 2010); 3) Catalan women has improved their involvement in relation to EU-27 women (in Catalonia from 9.9% in 2008 to 10.9%; in EU-27 from 10.2% to 10%).
- Despite the good development of the involvement of women in lifelong learning over the last years, figures are far from achieve the targets set by the European Union for 2012, which stated a share of 12.5%.
- Terrassa has done a great effort to foster vocational training, especially initial vocational training, according to its scarce level of powers and financing. The setting up of the Council on Training has allowed the city to improve the linkage between education and employment connecting training centres and companies. Through the cooperation with the main employer's organisations of the city, a set of policies and programmes have been launched. The impact of these actions has been remarkable in accordance with the capacities of the City Council.
- In the field of training for employment has been also developed programmes mainly aimed at unemployed people. These programmes are also based on the collaboration with other public (local and regional bodies) and private stakeholders. In this regard, it has been highlighted the cooperation between the Department of Women's Affairs and the public institution for training and integration into the labour market (*Foment de Terrassa SA*), that try to connect the specialised service of guidance and integration into the labour market of both bodies. Contents and time schedule of the programmes depends on the regional government policies and are co-funded.
- The longstanding interest of the local authorities of Terrassa to strengthen training and education can be seen on the positive evolution of the local budget which has increased 17.8% over the last four years despite the economic crisis.
- The provision of training is the result of a mix of public and private providers both in initial vocational training and training for employment. In the former case there is a greater public provision. In the latter the main providers are the City Council and the two main employer's organisations of the city.
- In accordance with the characteristics of the two subsystems of vocational training, affordability and accessibility vary. Initial vocational training is a case of free-of-charge training linked with the educational system and in which equal opportunities are ensured through a system of financial support and grants. In the case of training for employment, access depends on several factors, although financial support is also available when training is addressed to the unemployed.
- The economic crisis has heavily affected the relationship between supply and demand for training. Training addressed to unemployed people is unable to meet demand because of

mounting unemployment and, as a consequence, the increasing needs of improving professional skills and retraining.

Women's labour force participation and the welfare mix

- One of the findings of our research is that neither initial vocational training nor training for employment facilitates the participation of women in education and training. Both subsystems of training are organised on a gender-neutral basis. Only some political actions launched by local authorities are clearly oriented to achieve a more equal participation in training and in the labour market in terms of gender.

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Annex 1: tables and additional information

Table 20. Type of benefit, reference cost price, regional administration share (*modulo social*) and co-payment share in Catalonia, 2010-2011.

Benefit	Reference cost price		Regional administration share (<i>modulo social</i>)		Co-payment	
	Price	Unit	Price	Unit	Price	Unit
Day care centre	28,06 853,49 617,32	€/stay €/month €/month (working days)	324,47 234,68	€/month €/month (working days)	529,02 382,64	€/month €/month (working days)
Home residence service	27,85 847,24	€/stay €/month	174,94	€/month	672,3	€/month
Nursing home care. Dependency degree I (moderate dependency)	45,53 1.384,88	€/stay €/month	420,4	€/month	964,48	€/month
Nursing home care. Dependency degree II (severe dependency)	52,44 1.595,06	€/stay €/month	518,29	€/month	1.076,77	€/month
Nursing home care. Dependency degree III (major dependency)	61,46 1.869,41	€/stay €/month	667,56	€/month	1.201,85	€/month
Supervised public housing	9,33 283,71	€/stay €/month	59,4	€/month	224,31	€/month
Promotion of services for dependent persons in long-stay health centres	18,04	€/stay	-	-	18,04	€/stay
Promotion of services for dependent persons in day hospitals (including meal service)	8,13	€/stay	3,66	€/stay	4,47	€/stay
Promotion of services for dependent persons in day hospitals (excluding meal service)	3,66	€/stay	3,66	€/stay	-	-
Promotion of services for dependent persons in long-stay mental hospitals	18,04	€/stay	-	-	18,04	€/stay

Source: Decree 142/2010, of 11 of October, adopting the Portfolio of Social Services

Social services for the elderly in Catalonia (NUTS2)

Care of elderly people in Catalonia is organized on the basis of the *Law on Promotion of Personal Autonomy and Care for Dependent Persons* (2006), the *Social Services Law* (2007) and the Decree adopting the Portfolio of Social Services (2010). In the following, we set out a list of the main benefits related to elderly care in the regional setting of Catalonia. It should be born in mind that only some of these benefits are available in Terrassa.

- **Benefits in kind**
 - Basic social services.
 - Home care service.
 - Remote assistance and remote alarm.
 - Specialised social services.
 - Day care centre. Tied to the Dependency Law through the Catalan Social Services Law.
 - Comprehensive care for the elderly in rural areas.
 - Night care centre for dependent elderly.
 - Nursing home care.
 - ❖ Home residence service.
 - ❖ Nursing home care.
 - ❖ Nursing home care. Dependency degree I (moderate dependency). Tied to the Dependency Law through the Catalan Social Services Law.
 - ❖ Nursing home care. Dependency degree II (severe dependency). Tied to the Dependency Law through the Catalan Social Services Law.
 - ❖ Nursing home care. Dependency degree III (major dependency). Tied to the Dependency Law through the Catalan Social Services Law.
 - Supervised public housing.
 - Foster family service.
 - Guardianship service.
 - Promotion of services for dependent elderly people in long-stay health centres. Tied to the Dependency Law through the Catalan Social Services Law.
 - Promotion of services for dependent elderly people in day hospitals. Tied to the Dependency Law through the Catalan Social Services Law.
 - Promotion of services for dependent elderly people in long-stay mental hospitals. Tied to the Dependency Law through the Catalan Social Services Law.
 - Promotion of support actions for non-professional caregivers. Tied to the Dependency law through the Catalan Social Services Law.
 - Citizen's clubs also addressed to the elderly.

- **Economic benefits**

- Economic benefit tied to services for dependent elderly people. Tied to the Dependency Law through the Catalan Social Services Law.
- Economic benefit for care in the family setting. Tied to the Dependency Law through the Catalan Social Services Law.
- Economic benefit for personal care. Tied to the Dependency Law through the Catalan Social Services Law.
- Economic benefit for basic needs.
- Social Assistance and Solidarity Fund pensions (FAS in Spanish).
- Economic benefit for nursing home care.
- Economic benefit for day care centre.
- Economic benefit for supervised housing.
- Economic benefit for temporary stay aimed at disabled elderly people.

Annex II: informants

Childcare and the welfare mix

- *Head of Public Nursery Schools Service of Terrassa (Terrassa's City Council).*
- *Responsible of an educational play centre in Terrassa ('La Ludoteca')*
- *Head of Patronat Municipal d'Educació of Terrassa (Terrassa's City Council).*

Elderly care and the welfare mix

- *Councillor of the Department for Senior Citizens (Terrassa's City Council)*
- *Current General Coordinator of the Department of Personal Services, Cohesion and Welfare (Terrassa's City Council).*
- *General Coordinator of the Department of Personal Services, Cohesion and Welfare during the period 2007-2011(Terrassa's City Council).*
- *Head of Social Services (Terrassa's City Council)*
- *Coordinator of Terrassa Red Cross.*

Lifelong learning and vocational training and the welfare mix

- *Technical secretary of the Council on Training (Terrassa City Council).*
- *Managing director of a local public institution for training and integration in the labour market (Foment de Terrassa SA-Terrassa City Council).*
- *Director of the Department of Training of Terrassa employer's organisation (CECOT).*
- *Expert from the Department of Training of Terrassa employers' organisation (CECOT).*