



# COST

IS1102 SO.S. - Social services, welfare state and places

## Regulatory trajectories and organisational frameworks of *social services* in the Valencian region of Spain

SPAIN

Valencian region



*Polibienestar Research Institute – University of Valencia*

Ascensión Doñate  
Carmen García  
Irene Monsonís

Working Paper No. 3

*WG1 National and regional profiles series*

May, 2013

DOI: 10.12833/COSTIS1102WG1WP03

DOI number: 10.12833/COSTIS1102WG1WP03

---

Copyright © 2013 COST Action IS1102.

All rights reserved. No part of this report may be reprinted or reproduced or utilised in any form or by any electronic, mechanical, or other means, including photocopying and recording, without permission from the authors.

Cover: photograph by Antonella Sarlo, 2010.

[www.cost-is1102-cohesion.unirc.it](http://www.cost-is1102-cohesion.unirc.it)

COST Action IS1102- Social services, welfare state and places  
Working Paper No. 3  
*WG1 National and regional focussed service report series*

**REGULATORY TRAJECTORIES AND ORGANISATIONAL FRAMEWORKS  
OF  
SOCIAL SERVICES IN THE VALENCIAN REGION OF SPAIN  
SPAIN, Valencian region**

Ascensión Doñate  
[ascension.donate@uv.es](mailto:ascension.donate@uv.es)

Carmen García  
[m.carmen.garcia@uv.es](mailto:m.carmen.garcia@uv.es)

Irene Monsonís  
[irene.monsonis@uv.es](mailto:irene.monsonis@uv.es)

*Polibienestar Research Institute – University of Valencia*

**Final Report**  
May 2013

---

DO NOT CITE WITHOUT CONSULTING THE AUTHORS

DOI number: 10.12833/COSTIS1102WG1WP03

**COST Action IS1102 SO.S. COHESION - Social services, welfare state and places**  
**The restructuring of social services in Europe and its impact on social and territorial cohesion and governance**

In the last 20 years social services have experienced significant restructuring throughout Europe, involving cuts in public funding, devolution (from central to local governments), and externalisation (from public to private providers). Among the reasons for such changes have been stressed the fiscal crisis of the State (on the supply side) and the need to ensure greater efficiency, wider consumer choice and more democratic governance (on the demand side). Although relevant research is available on such processes, the recent global financial crisis and the awareness that, among services of general interest, social services are a major vehicle of social and territorial cohesion have brought social services back on the EU agenda.

The Cost Action IS1102 – which runs from 2012 to 2015 – brings together institutions carrying out research on these themes in different nations, from different disciplinary points of view, and with different emphases, with a view to jointly assess the effects of the restructuring processes, from 5 points of view: a) efficiency and quality; b) democratic governance; c) social and territorial cohesion; d) training and contractual conditions in social work; e) gender and equal opportunities. The Action provides a structured comparative context to share and valorise existing knowledge with the purpose of disseminating findings at the local and international scale and identifying inputs for a European social policy platform.

Some of the output of the Action is published in the form of *COST IS1102 Working papers*, freely available for consultation. While acknowledging the key role of the Cost Programme in general – and of the IS1102 Action in particular – in favouring the production of these papers, the responsibility of their contents remains with the authors.

<http://www.cost-is1102-cohesion.unirc.it>

[http://www.cost.eu/domains\\_actions/isch/Actions/IS1102](http://www.cost.eu/domains_actions/isch/Actions/IS1102)

## TABLE OF CONTENTS

1. Classification, terminology and definition of social services in Spain
  2. The regulatory trajectory of the welfare state in social services
    - 2.1. *The building and restructuring of the welfare state in Education*
    - 2.2. *The building and restructuring of the welfare state in Social and care services*
    - 2.3. *The building and restructuring of the welfare state in Health services*
  3. The current organisational framework in the provision of social and care services in the Valencian Region
    - 3.1. *The division of labour within the state (national, regional, local)*
    - 3.2. *The division of labour among actors*
  4. The impact of the restructuring of social services
    - 4.1 *The effects of the restructuring process in terms of governance*
    - 4.2 *The effects of the restructuring process in terms of gender*
    - 4.3 *Current challenges for the restructuring of social services*
- Bibliographical references

## REGULATORY TRAJECTORIES AND ORGANISATIONAL FRAMEWORKS OF SOCIAL SERVICES IN VALENCIAN REGION (SPAIN)

*Ascensión Doñate, Carmen García & Irene Monsonís*

### 1. Classification, terminology and definition of social services in Spain

In the following table (Table A) a list of the services included in the fields of education, social services and health in the Valencian Region is presented. The table includes the indication of the domain (education, social services and health), the Spanish terminology of the service, the English translation and a brief description of the service.

In the case of social and health services, several sub-categories have been included, in order to clearly indicate the type of service or the target of the service. Social and care services have been grouped based on the final target of the service (elderly, disabled people, women, minors, immigrants, etc.); a final section of general services address to general population has also been added. On the other hand, health services have been grouped according with the National Catalogue of Services and a final group has been included to remark the specific services provided by the Regional Government and not included in the national catalogue. In order to facilitate the comprehension of the table, it is necessary to specify that the State has exclusive power over the regulation of basic conditions that guarantee equality to all Spaniards. State exclusive powers are immigration status, nationality, emigration, immigration and asylum, and prison and labour legislation. It also coordinates the basic legislation on health, the economic system of Social Security and the basic laws in the fields of education and social services. As it will be better analysed in section 3, regional government reserves the functions of planning, coordination, inspection, research, control and monitoring of social services. Local corporations manage, run and develop social services in their area.

**Table A. Spanish and Valencian terminology and definition of social services included in the domains of Education, Social and care services, and Health services**

Domains	Services in local language	English terminology used	National/sub-national ( <i>legal</i> ) definitions
<i>Education</i>			<b>National legislation – regional application</b>
	Guardería	Nursery school	A nursery or kindergarten is an educational establishment, for children aged 0 to 3 years. Those responsible for supervising minors are professionals in the area of early education, preschool or kindergarten and their work is not only to supervise children and provide the necessary care of her age, but also encourage them to learn from a playful way by stimulating their cognitive areas. Nurseries are part of the Preschool and in Spain are included in the First Cycle of Education, but it is not compulsory. Usually enter a child whose parents must work.
	Educación infantil, segundo ciclo	Pre-school	Second cycle, from 3 to 6 years. It is taught in nursery schools or nursery schools and primary), offered free by the Ministry of Education and the

		different Spanish regions.
Educación primaria	Primary school	<p>Primary education consists of six academic years, for children from six to twelve years old.</p> <p>The primary school is composed by three cycles of two years each: Initial (6-8 years) 1 Primary; Average (8-10 years); Upper (10-12 years).</p>
Educación Secundaria Obligatoria (ESO)	Secondary education	<p>Secondary education consists of four academic years, for teenagers from twelve to sixteen years old.</p> <p>The secondary school is composed by two cycles of two academic years each: First Cycle (12-14 years); Second Cycle (14-16 years).</p> <p>After finishing ESO the student has several options:</p> <ol style="list-style-type: none"> <li>1 Choose Vocational Training</li> <li>2. Going to College</li> <li>3. Join the labour market</li> </ol>
Bachillerato	High School	High School consists of two academic years (16-18 years). There are four educational paths (introduced during 2008/2009, BOE 1467/2007): Arts (visual arts and design image, or performing arts, music and dance), Science and Technology, and Humanities and Social Sciences.
Estudios universitarios	Higher education / University studies	From 2007 the Higher Education is organized according to the European Higher Education Area (EHEA). According to this structure is divided into 4 year university degrees and postgraduate programs (which, consist of masters and PhD).
Formación Profesional Inicial de Grado Medio	Vocational training Medium Degree	Can be accessed after obtaining the title of ESO or by making an entrance test (for people over 17 years old).
Formación Profesional de Grado Superior	Vocational training High degree	Can be accessed after obtaining the High School's degree or after doing a specific test for people over 19 years. These studies are an alternative to university, looking for a practical training that qualifies to join the workforce.
Enseñanzas artísticas	Specialist colleges in arts	The lessons that comprise this section are not integrated into the levels, stages or cycles that make up the general scheme. They have their own structure and level, and can range from basic lessons to studies equivalent to diploma or degree.
Enseñanzas de música, danza, teatro, arte dramático, artes plásticas y diseño	Specialist colleges (music, dance, theatre, arts and design)	The lessons that comprise this section are not integrated into the levels, stages or cycles that make up the general scheme. They have their own structure and level, and can range from basic lessons to studies equivalent to diploma or degree.
Enseñanzas deportivas	Sports colleges	Sports education is structured in two levels, intermediate and higher level, and may be referred to the National Catalogue of Professional Qualifications. To access the intermediate level will require the Graduate in Secondary Education. To access the upper level will require a degree of High School. It is also possible to access to both grades after passing a test entry in each grade.
Enseñanza de idiomas	Continuing education	Public schools of languages.
Formación de personas adultas	Continuing education	The adult education aims to provide all over eighteen years the possibility to acquire, update, supplement or expand their knowledge and skills for personal and

			professional development. Besides adults, exceptionally, they may take these education people older than sixteen.
<i>Social and care services</i>			<b>Regional legislation and provision (some services may be provided by local governments)</b>
<b>Elderly</b>	Centros de día para personas mayores dependientes	Elderly day centres	Socio-therapeutic gerontology centres to provide respite services to their informal caregivers during the day and provide care to elderly dependent people by promoting independency and health.
	Vacaciones sociales	Social holiday	Social holidays were launched to provide older people who request it, the chance to enjoy a few days of holidays in resorts of the coast of Valencia.
	Termalismo	Hydrotherapy	Programme for the elderly for the prevention, rehabilitation and health promotion.
	Centros de ocio y convivencia	Leisure centres	Centres aimed at promoting social harmony and community participation, and improve the living conditions of older persons through the provision of various services and programmes.
	Programa: No estés sólo en Navidad	Programme: Don't be alone at Christmas	In 1997 the Department of Social Welfare decided to launch a programme to provide the elderly who are alone, with the possibility of spending Christmas day in a family.
	Centros especializados de atención a mayores (CEAMS)	Specialized centres for elderly care	Centres of preventive care, designed to provide specialized services designed to promote active ageing and social participation of the elderly people and promote their maintenance in their family and social environment.
	Centros residenciales para personas mayores	Elderly residential centres	Elderly residential centres which offer stable housing. People who fulfil the qualifications voluntarily choose to enter them. The rooms in these facilities may be temporary or permanent.
	Residencias para personas mayores dependientes	Residences for elderly dependent people	They are treated as residences for elderly dependent people, those centres that provide stable housing with social care, support in the implementation of activities of daily living, health care, rehabilitation and geriatric care skills integral, depending the degree of dependence of its users.
	Viviendas tuteladas	Sheltered housing	Functional rented housing of small dimensions for older or disabled people.
	Hogares y clubs para la tercera edad	Homes and clubs for elderly	Centres for organizing activities for leisure time, promoting coexistence and community support.
	Servicio de ayuda a domicilio	Home help services	It is a service aimed at individuals and families who have difficulty performing basic activities of daily living, providing direct care in the home by intervening to encourage their retention and integration in their usual environment.
	Programa: Menjar a casa	Programme: "Eat at home"	Information programme which aims at improving the nutrition of the elderly, to understand that proper nutrition contributes decisively to the health, welfare and quality of life of all people, especially older people.
	Programa: Major a casa	Programme: "Elderly at home"	Programme aimed at improving the living conditions of older people to remain at home by providing basic services: daily meals, laundry and linen, and household cleaning, contributing decisively to improve their health, wellbeing and quality of life.

	Ayudas Servicios Sociales Especializados	Specialized Social Services	Financial aid to address social needs and maintenance costs of special centres for the elderly.
	Tarjeta del mayor	Elderly's card	The card is launched to provide older people who request it a number of benefits and discounts.
	Teléfono del mayor	Elderly phone line	The Elderly phone line was made available to all older people in the Valencian Community to the administration to channel all the demands of care, complaint or intervention on older people. The phone is available 24 hours a day, 365 days a year and is staffed by qualified professionals.
	Ayudas para sufragar estancias en centros de día	Aids to cover day centres stays	This funding aid consists on providing economic support for stays in day centres. It is based on the consideration that day centres are an optimal response to help families who want to serve the elderly in the family making it compatible with their duties.
	Ayudas para sufragar estancias en residencias	Aids to cover residence stays	The funding aid complements the stage of public places owned by or available to the Regional Government (concerted) and allows the choice of a residential facility to the beneficiaries of this aid.
	Programas de ayudas para sufragar estancias de respiro en residencias y centros de día	Aid to cover respite stays in nursing homes and day centres	This programme aims mainly to support carers of dependent elderly by funding temporarily stays in nursing homes and day centres.
	Pensiones no contributivas	Non-contributory benefits	The Regional Government manages this service regulated by the Central Government through the Social Security that assures all citizens in retirement or disability and in need, an allowance, free medical-pharmaceutical and complementary social services.
	Prestaciones económicas individualizadas (PEI)	Individualized benefits	Understood in this type all aid to the removal of architectural barriers existing in homes of disabled people or in the old building that hinder their mobility. Understand those changes and reforms that help to avoid obstacles and facilitate mobility.
People with disabilities/Long term care	Playas accesibles	Accessible beaches	The Department of Social Welfare of the Generalitat Valenciana (Regional Government) has created the Accessible Beaches Plan, to improve the accessibility of Valencian beaches to people with reduced mobility.
	Tarjeta acreditativa de persona con discapacidad	Accreditation card for disabled	The card proving disability is an initiative of the Generalitat Valenciana that makes more practical and easier to prove the status as disabled.
	Parques accesibles	Accessible parks	An accessible park is a space whose design and maintenance can be used safely and independently by all persons, including sidewalks and streets adjacent to the park. The Department of Social Welfare has launched the Accessible Valencian Parks and Gardens Plan, with the aim that all localities have at least a garden accessible for disabled.
	Centros de Atención Temprana	Care centres for children	Care centres for the treatment and / or prevention of developmental problems for children aged 0 to 3 years
	Centros de día para personas con discapacidad	Day centres for disabled people	These are centres aimed at providing people with intellectual disabilities, occupational therapy for personal adjustment, professional techniques for their employment and convivial activities for social integration.

Residencias para personas con discapacidad	Residences	Social centres are intended to serve as common and stable housing for people unable to meet their needs through other means.
Centro ocupacional para personas con discapacidad	Occupational centre	These are centres aimed at providing people with intellectual disabilities, occupational therapy for personal adjustment, professional techniques for their employment and convivial activities for social integration.
Centro de atención diurna para personas con discapacidad en situación de dependencia	Day care centres for disabled people	These are centres for people with disabilities in situations of dependency which require the attention of another person or persons to perform activities of basic daily living.
Viviendas tuteladas personas con discapacidad física o intelectual	Sheltered housing	Sheltered Housing are configured as functional small sized homes, appropriate to the number and characteristics of users and embedded in the community setting, where lives a homogeneous group of people with physical or intellectual impairments.
Centros de rehabilitación e integración social (CRIS)	Centres for rehabilitation and social integration	Rehabilitation centres and social integration (CRIS) are specific and specialized services, outpatient, for people with chronic mental illness, with significant impairment of their functional capabilities, where work programmes appropriate to the characteristics, needs and specific situation of users and non-users are realized.
Centros de día para personas con enfermedad mental crónica	Chronic mental illness day centres	They are specific and specialized centres for people with chronic mental illness with dramatic deterioration of their functional capabilities and their social environment, where intensive programmes will be developed for functional recovery and structured activities for leisure time.
Centros específicos para personas con enfermedad mental crónica (CEEM)	Chronic mental illness centres	These centres are community residential centres, open and flexible, designed for people with chronic mental illness not requiring hospitalization. Rehabilitation of these people focuses their action on the improvement of personal and social autonomy and supporting its normalization and community integration.
Mantenimiento de centros para discapacitados y enfermos mentales crónicos	Aids for maintain of centres for disabled people and mental ill	They are designed to aid the entities holding these specialized services that contribute to the promotion of health and social welfare of people with disabilities and mental illness. The grants are intended to finance the costs of maintaining these centres.
Ayudas individualizadas	Personalized benefits	This economic aid is intended to facilitate personal independence for people with motor or sensory problems, promoting the maintenance in their own family and social environment, increasing their autonomy and promoting their relations and integration into society.
Programas de servicios sociales especializados para personas con discapacidad y con enfermedad mental crónica	Specialized social service programmes for people with disabilities and chronic mental illness	The aid funds programmes aimed at meeting, directly, the special needs of people with disabilities living in their social and family environment.
Mejora condiciones accesibilidad medio físico, por eliminación barreras arquitectónicas, urbanísticas y de la comunicación.	Improvement of accessibility conditions	These are aids to improve accessibility in different areas, funding the costs of removing architectural barriers, urban planning and communication to facilitate the accessibility of spaces and public buildings and all persons, and the development of

	Servicio de intérprete y guía de lengua de signos	Sign language interpreter	plans specific action for accessibility in the municipalities and the adaptation of the beaches. Sign language interpreter services facilitates the efforts of public, social, health, judicial, labour, culture, to any deaf or deaf blind when required. The service is provided both in Valencian (regional language) and Spanish, on request. This service can be requested by any person who is deaf, hearing or public entities who need an interpreter or GUI-Interpreter for Spanish Sign Language.
Minors	Adopciones	Adoptions	The Regional Ministry of Justice and Social Welfare offers to anyone who is interested in adopting, on a biweekly basis, some information sessions that provide updated information on both domestic and international adoption.
	Detección y notificación de la desprotección infantil	Detection and reporting of child vulnerability	Awareness and training activities for professionals from those fields whose position of observation, continuous or spot, about the reality of a minor, can detect and report more ease the possible situations of vulnerability, as professionals in the educative, health and policy sector.
	Servicios especializados de atención a familias con menores en situación de riesgo (SEAFI)	Specialized services to families with children at risk	The SEAFIs are managed by municipalities and perform the following intervention techniques: psychosocial counselling, mediation and family therapy.
	Programas de prevención comunitaria para familias con menores en situación de riesgo	Financial aid Community prevention programmes for families with children at risk	Financial aid for non-for profit organizations that carry out community prevention programmes in municipalities where there is no SEAFI.
	Centros de día	Day centres	They are day care centres, whose main objective is to offer support to children and adolescents in a deficiency situation. These day centres provide training and cultural activities, educational and social intervention, sports and pre-employment training.
	Acogimiento familiar	Fostering	Fostering is a measure of protection undertaken by the Regional Ministry of Justice and Social Welfare to transfer the exercise of guardianship and care of a minor to a person or family, with the obligation of care, company, feed and education in order to integrate the minor into a family life that temporarily replace or supplement to his or her own one.
	Acogimiento residencial	Residential care	Residential care of children is a protective measure that takes the responsible public entity as a way to exercise custody of a minor in a specific residence.
	Teléfono del menor	Helpline for minors	Helpline which overall objective is to centralize telephone calls to denounce or reveal alleged risk or neglect of minors, in some cases offering an immediate response, information, redirecting the situation or by deriving the relevant agencies for investigation or intervention.
	Servicio de orientación socio-laboral de menores y jóvenes	Social and Labour Service Guidance for minors and young people.	The Social and Labour Service Guidance for minors and young people is a service aimed at the social and labour integration of those over 16 years who are or have been placed with protective or reformatory measures.
	Servicio de atención psicológica a menores víctimas de abusos sexuales	Psychological care of sexually abused children and juvenile offenders.	The psychological care of sexually abused children and juvenile offenders is a concerted and free service, provided by the Regional Ministry of Justice

	y menores agresores		and Social Welfare, for the prevention and treatment of child sexual abuse.
Young people	Carnet Jove	Young card	It is a card that has the objective to provide all young people's mobility and intercommunication and to enable access, through the articulation of certain benefits, social, cultural, economic and educational goods and services.
	EmprenJove	Business management training for young people	EmprenJove is a free advice and business management training for young people under 35 who want to start their own business.
	Ayudas directas al empleo	Financial benefits for employment	Financial support from different agencies to promote youth employment
	Bolsa vivienda jove	Stock of buildings for young people	Agency for youth who want to rent a home. It has a stock of buildings to rent and expert advice regarding rights and duties, preparing the lease and arranging any public aid and subsidies.
	Ayudas para el alquiler, la adquisición o la rehabilitación de viviendas	Grants for rental, purchase or rehabilitation of housing	Grants for rental, purchase or rehabilitation of housing.
	Ayudas para asociaciones juveniles	Grants for youth associations	Grants for associations of young people
	Actividades de ocio y tiempo libre	Leisure activities	For young people up to 30 years, various activities and services to enjoy leisure time, encourage their mobility around the world, contact with other cultures and the possibility of new experiences are organized
	Cursos de idiomas	Language courses	Language courses for young people
	Red Valenciana de Información Juvenil	Youth Information Service Network	The Youth Information Service Network aims to provide youth people information and consultancy to carry out and enable projects.
	Premios de literatura juvenil	Literature prizes for young people	Literature prizes for young people
Women and Family	Curso online de elaboración e implantación de Planes de Igualdad.	Online training for the elaboration and implementation of equality plans in companies	Online training on elaboration and implementation of gender equality plans in companies.
	Ayudas para la elaboración e implantación de Planes de Igualdad en las empresas de la Comunitat Valenciana	Aid for the elaboration and implementation of equality plans in companies of the Region of Valencia	Financial aid for contracting specialist technicians on gender equality to elaborate and implement equality plans in companies.
	Ayudas para familias numerosas	Aid for large families	The aid is intended to support programmes that promote the situation of large families in Valencia.
	Ayudas en apoyo a la maternidad	Aids for pregnant women	Grants and subsidies to support institutions to ensure and protect the right to life in training, promote a culture of life, support motherhood, and care for mothers both during pregnancy and in the aftermath of being mothers and as mothers who are minors and are under the guardianship of the Regional Government.
	Ayudas para programas especializados de intervención familiar	Aids for specialized family intervention programmes	The purpose is to support the development of specialized family programmes with the following objectives: - Family Schools. - Promotion of volunteer activities in family intervention.

		- Support of the non-for profit entities working in the field of family promotion.
Ayudas para la financiación de actividades complementarias extraescolares	Aids to fund complementary activities	Aids to fund complementary and extracurricular activities conducted in Pre-schools and Primary Schools and intended to reconcile work and family life
Ayudas para entidades sin ánimo de lucro	Aid for non-for-profit organizations	Aids to support social services for women developed by non-for-profit organizations, aimed at the realization of programmes and / or activities related to the purposes of the Directorate General of Family and Women of the Regional Ministry of Justice and Social Welfare.
Ayudas económicas a mujeres víctimas de violencia de género	Economic aid for women victims of gender violence	Economic aid for women victims of gender violence and with low economic resources and that due of their age, lack of general or specialized training and their social circumstances, are presumed to have difficulties in obtaining a job.
Premios y concursos	Prices and competitions	Prizes and competitions for activities and works concerning women and families address to individuals, students, companies and municipalities, among others.
Centros infodona	Infodona centres	Infodona is a network of centres of the Regional Ministry of Justice and Social Welfare, which aims to provide advisory services to women, women's groups and other entities, to facilitate their participation, on equal opportunities and conditions in all areas are content to the current Valencian society.
Servicio telefónico de asesoramiento jurídico a la mujer	Helpline for legal consultancy for women	This service is free for the cases handled, and through it receives advice from all those legal issues that demand women. The service also acting as an additional service for the operation of the Network of Centres Infodona.
Puntos de encuentro familiar	Family meeting points	Family Meeting Points (PEF) provides children their right to safely communicate and receive visits from both parents and / or other relatives in processes of familiar crisis. The meeting points offer specialized support on psychological intervention, education and legal aspects.
Centros residenciales especializados en la atención a mujeres víctimas de violencia de género	Residential centres for women victims of violence	These centres are specialized services for women victims of gender violence. These centres shelter abused women, either alone either accompanied by their children, in order to provide them psychological and social support.
Centros mujer 24 horas	Centres for women 24 hours	24 hours service to provide support and ensure comprehensive care for women victims of: <ul style="list-style-type: none"> <li>• Physical and/or mental abuse</li> <li>• Sexual assault, abuse or harassment</li> </ul>
Centros de acogida para mujeres en riesgo de exclusión social	Social centres for women at risk of social exclusion	Social centres to assist women at risk or social exclusion, where they can live for a temporary period, alone or with their children. The centres provide women with comprehensive care, providing the basic means to assist them in their social reintegration.
Viviendas tuteladas para mujeres en riesgo de exclusión social	Sheltered housing for women at risk of social exclusion	Sheltered housing women at risk or social exclusion, in order to provide them and their children with comprehensive care, providing the basic means to assist them in their social reintegration.
Actividades de promoción	Promotion activities	Activities for the promotion of equality between men

	Actividades de formación	Training activities	and women Training courses for professionals and companies
	La biblioteca de la mujer	Women Library	The Women Library promotes and encourages study and research on women.
Immigrants and other groups experiencing social disadvantages	Agencia de Mediación para la Integración y la Convivencia Social (AMICS)	Mediation agency for integration (AMICS)	AMICS agencies, launched from the Regional Ministry for Solidarity and Citizenship, are information offices, mediation, counselling and guidance to the immigrant community, to put at their disposal all the resources available at public and private level. These agencies provide information, advisory services and intercultural mediation.
	Subvenciones para autoridades locales	Grants to local authorities	Grants to local authorities in the Region of Valencia, for the creation and operation and maintenance AMICS Agency
	Subvenciones para entidades sin ánimo de lucro	Grants for non-for-profit entities	Grants for non-for-profit entities for the development of projects aimed at social integration of immigrants.
	Programa voluntario de comprensión de la sociedad valenciana (Escuelas de acogida)	Programme of volunteering for understanding the Valencian society (Welcome school)	This is a voluntary programme for understanding of the Valencian society which guarantees new citizens knowledge about values and rules of democratic coexistence, rights and duties and the political and official languages of Valencia.
	Premios, concursos, formación	Prizes, competitions and training	Prizes, competitions and training for activities and works concerning immigrants and excluded people
General services	Pensiones no contributivas	Non-contributory benefits	The Regional Government of Valencia manages the non-contributory benefits (endorsed by national law) that provide a financial benefit and a medical-pharmaceutical support and social services to people who have contributed or have done so insufficient, or in a state of disability or in need.
	Prestaciones económicas individualizadas (ayudas de emergencia)	Individualized benefits	Emergency aid is extraordinary financial assistance to alleviate situations where people who may be affected by a state of need. They are addressed to the dwelling unit.
	Renta garantizada de ciudadanía	Guaranteed minimum income	The guaranteed minimum income is a financial benefit linked to the commitment of recipients to actively promote incorporation into society and whose purpose is to provide financial support that would encourage labour integration of people who lack sufficient resources.
	Prestaciones económicas individualizadas (ayudas de emergencia)	Individualized benefits	Emergency aid is extraordinary financial assistance to alleviate situations where people who may be affected by a state of need. They are addressed to the dwelling unit.
	Ayudas para mantenimiento de los servicios sociales generales	Aid for social services maintenance	Aid to local governments to support social services to contribute to their implementation and development.
	Ayudas para mantenimiento de centros y programas de servicios sociales especializados	Aids for maintenance costs	Aid to local governments to support social needs and maintenance costs of special centres and programmes addressed to elderly people.
	Ayudas para inversión en centros de servicios sociales	Aids for equipment and reform for general social services centres	Aid for equipment and reform for general social service centres and specialized centres for elderly people.
	Centros de participación ciudadana (CPC)	Citizen participation centres	Citizen participation centres are the basic social facilities which facilitate the organization of

	Centros sociales	Social centres	neighbourhood participation and its involvement with municipal programmes. Municipal centres where integrated programmes of general social services are developed. These centres are attending the demands of information of all citizens.
	Comedores sociales	Social canteens	Establishment designed to provide food to the people that need it for free or through a contribution
<b>Health</b>		<b>National legislation (National Catalogue of services) – Regional application</b>	
<b>Primary care</b>	Centros de atención primaria	Primary care centres	They are the most basic health care resources to attend children (0 to 14 years old) and general population and the most frequent health problems: therapy, vaccination, prevention, control and monitoring of diseases, home care visits, minor surgery, etc. It includes all activities of individual attention, diagnosis, treatment and monitoring of acute or chronic, as well as those of health promotion, health education and disease prevention undertaken by different primary care professionals.
<b>Specialist care</b>	Centros de atención especializada	Specialist care centres	Health, diagnostic, therapeutic, rehabilitation and care activities, as well as health promotion and education and prevention. They guarantee the continuity of a comprehensive care of the patient referred from primary care.
<b>Hospital units</b>	Consultas externas	Outpatients visits	Provision of specialist care and visits to support the diagnostic, therapy and rehabilitation before and after hospital admissions. Patients can be referred to this service from primary or specialist care.  This service offers the possibility of a partial admission to those patients that need close medical care but do not require a complete hospitalization. Day hospitals usually offer other therapeutic and occupational activities.
	Hospital de día	Day hospital	Aimed to identify, assess and stabilize through the adequate diagnostic and therapeutic tools to patients with social and health needs.
	Hospital de agudos	Acute care hospital	It is the most specific and specialized resource based on social and health care. It is aimed to provide a quality and comprehensive care to patients with social and health needs to promote their recovery, autonomy and improvement of quality of life. These hospitals are structured according the need of patients: a) long-term care; b) rehabilitation; c) convalescence; and d) palliative care.
	Hospital de crónicos	Chronic care hospital	It includes several series as emergency calls, initial and initial evaluation, diagnosis, monitoring, observation, and re-evaluation and medical transport (land, air or sea) assisted or unassisted. Emergency care is provided when clinic situation requires immediate care assistance. It is provided in different units and situations – hospitals, primary care, at home and in situ – over continuous 24 hours through medical and nursery care and in collaboration with other professionals.
<b>Emergency care</b>	Servicios de urgencias	Emergency services	Its purpose is to attend all mental health problems referred from primary care. It is coordinated with social services.

Specific units	Salud mental		Specific resource to patients addicted to drugs. These units are coordinated with other health and social resources.
		Mental health	
	Conductas adictivas (UCAs)		Aimed to provide specialist care at patient's home after a stabilization period at hospital.
	Hospitalización domiciliaria (UHD)	Addictive behaviours	These units provides the following services: a) information, advice, education and provision of contraceptive methods; b) advice and care related to sterility and infertility; c) prevention and therapy to sexual transmitted diseases; d) prevention of cervix cancer; e) information and advices about volunteer of termination; and f) advice and therapy on sexuality problems and community programmes addressed to develop educative initiatives of sexual and reproductive health.
	Salud sexual y reproductiva	Home-hospitalization service	
		Sexual and reproductive health	

## 2. The regulatory trajectory of the welfare state in social services

### 2.1. The building and restructuring of the welfare state in Education

In this section the milestones of the creation of Spanish and Valencian educational system are summarized.

The foundations of the Spanish education system dated back to early nineteenth century. The Constitution of 1812, Title IX was devoted entirely to education. During the government of the Cortes of Cadiz, Manuel Jose Quintana, developed in 1813 the Quintana Report, which was later on declared a law during the Liberal Triennium (MECD, 2004).

After the return of Ferdinand VII, there is a return of education at the hands of the Church, and were decided to return to the Plan of 1771, more in line with the principles of absolutism. After the Liberal Triennium, were introduced several laws to regulate education were introduced but there were no place for revolutionary or liberal ideas.

The first education law in Spain was the Public Instruction Act of 1857 known as Moyano Act, from the time of Elizabeth II, who tried to solve the most important educational problem of Spain, its grave illiterate population. Moyano Act remained in force more than one hundred years. The Moyano Act implanted the great principles of historical conservatism: relative free primary education, centralization, uniformity, secularization and limited freedom of teaching (direct and absolute control of the institutions established in Madrid).

Things changed with the Second Republic (1931-1939), which defended the claim of bilingualism in Catalonia, the teaching of religion were no longer compulsory, and Educational Missions are created to extend the general culture in villages, towns and places in need, primarily among rural population. Public education was considered an essential function of the state and was secular. Education was free, especially in elementary school and had a social character. Teacher training was also emphasized (MECD, 2004).

Everything changed again during the Franco regime (1939-1975). Educational legislation picked up the ideology of the Franco regime to regard education as a right of the family, church and state. The propaganda aspects became less apparent from the 50's, but the first real modern education law came only in 1970, the General Law of Education (LGE). The Act was a major boost to the Spanish education. Among the most progressive and advanced LGE highlight:

- It is the first time in Spain, after the Moyano Act, enacted a law that regulates the entire education system.

- Introduction of Vocational Training in the regular educational system and its connection with the University.
- Established a scholarship scheme to achieve equal opportunities for students.
- Got for the first time, the full enrolment of the Spanish in the compulsory levels avoiding the premature choice.

The Organic Law on the Education System (LOGSE) of October 3, 1990 was a Spanish education law, enacted by the socialist government and replaced the Education Act 1970. It marked the launch of an educational system based on constitutional principles and initiated a democratic management of schools. It was the first laws establishing a decentralized system of education in Spain by allowing Spanish regions not only manage schools, but could draw a significant percentage of the curriculum.

Organic Law 2/2006 of 3 May is the current Education Act governing state education in Spain, effective from academic year 2006/07. The text of this Act provides for the existence of public education centres, private education centres and private education centres sustained by public funds (responding to Article 27.1 of the Spanish Constitution).

The most controversial aspects of this law were:

- The non-compulsory of Catholic religion.
- Implementation of "Education for Citizenship".

The Spanish education system has undergone a decentralization process to the regions. At a regional level, the management of the education system is state legislation is developed and conducted by the Valencia Region through the Department of Education.

Recently, in the past months, and as a consequence of the current economic crisis, in Spain the Royal Decree 14/2012 has been established with several urgent measures aimed to rationalize public spending in education. This Law has provoked controversy into the society and, especially, into education staff; as this Act implies, for example, to increase the number of hours of classes per teacher, as well as to increase the number of students per classroom.

**Table B. Chronology of the building and restructuring of the welfare state in the domain of Education**

Year	State level concerned	Legislation/Act (number/title/type*)	Content (synthetic)
1812	National	Constitution 1812, Title IX	The Title IX was devoted entirely to education, in which was established the main aspects to develop a general plan of public education, with free elementary instruction for citizens.
1813	National	Quintana Report	Promotion of a universal, public and free education, especially elementary education,
1857	National	Public Instruction Act of 1857	This is the first education law in Spain, known as Moyano Act, and remained in force more than one hundred years. Its main objective was to solve the grave illiterate population.
1931-1939	National		With the Second Republic, new rights were claimed: bilingualism in Catalonia, no longer compulsory teaching of religion, Educational Missions to extend education to rural areas.
1939-1975	National		During the Franco regime educational legislation picked up its own ideology: to regard education as a right of the family, church and state.
1970	National	General Law of Education (LGE), Law 14/1970 (04/08/1970)	This law was a major boost to the Spanish education, with some progressive changes according to the new demands from Spanish society.

1990	National	Organic Law on the Education System (LOGSE), BOE nº238 (04/10/1990)	This Law replaced the Education Act 1970. It marked the launch of an educational system based on constitutional principles and initiated a democratic management of schools. It established a decentralization education system in Spain.
2006	National	Organic Law 2/2006, BOE nº106 (04/05/2006)	This is the current Education Act governing the state education in Spain. The main principles of this Law are: a) to provide a quality education to all citizens in every level of the education system; b) the necessity of a joint collaboration and work by all members of the education system community; and c) an agreement with the educative objectives established by the European Union, achieving a convergence between education and training.
2012	National	Royal Decree 14/2012 (BOE nº96, 21/04/2012)	Urgent measures to rationalize public spending in education domain aimed mainly to introduce flexibility mechanisms on education laws to allow Autonomous Regions rationalize education spending.

Source: Own elaboration based on: MECD (2004); Ministry of Education, Culture and Sport website (2012).

## 2.2. The building and restructuring of the welfare state in Social and care services

In this section and with the table indicated below (see Table C) we analyse the milestones of the ‘construction’ of the welfare state in Valencian Region in its social services component and its ‘restructuring’. The aim of the table is to synthesize the above trajectory, through the legislative milestones.

In the first portion of the table the focus is on the historical ‘construction’ of the welfare state, from the primarily ‘public’ supply of social services, which started in Spain in the XIX century, to universal coverage, which was completely attempted in Spain only in the late XXs, with the democracy. Even if a modern and democratic social and welfare system is quite recent in Spain, in the last twenty years a restructuring process has been undertaken, with the devolution of responsibility to regions, a reduction in public funding, a liberalization of provision (allowing new providers); and a new management system, with the introduction of participatory procedures and evaluation criteria.

Due to the current global economic crisis, in Spain during 2011 and in the last months some social services have been reduced or removed at national and regional level; as, for example, some economic aids for young people to rent houses or economic aids to for families to acquire textbooks.

Table C. Chronology of the building and restructuring of the welfare state in the domain of the VALENCIAN REGION (Spain)

Year	State level concerned	Legislation/Act (number/title/type*)	Content (synthetic)
XVII Century	National		Welfare was organized as a public system of Social Services and Institutions, for the aid of people and groups in need. Is an attempt to overcome simple short-term action, the individual case-own-welfare and is intended for the basic needs and not only poor people. On the other side, the illustrated started the seizure of goods of the Church and of the municipalities. This favour, since then, the growing involvement of State and the loss of leadership of the Church. Under Carlos III the strategies for the social action were: the prevention (promotion of pawnshops), the neighbourhood councils and correction centres (such as hospices).
1883	National		Creation of the Commission for Social Reforms under the king Alfonso XII. The Commission studied all questions relating to social problems. The Commission was the germ of social and welfare legislation later.
Beginning	National		Creation of the Social Reforms Institute and the National Institute for

XX			Prevision (1903). Social Assurances and Social Security begun. In Spain at this time there were the Charity, welfare, Assurances and Social Security.
Franco's time	National		A set of measures were taken and educational institutions and training, economic and planners, and proactive care, health, etc. On a general framework of executive self-regulated, formal and informal corporate networks and hybrid ideological complex. Social Policy in Franco's times was the instrument of a social authoritarian and corporate Catholic worldview, personal leadership, and national and neo-traditionalist ideology.
1978	National	Constitución Española	The consolidation of social services as a public system aimed at all citizens takes place after the political transition and democratization. Article 148.1 states that the competition on welfare are likely to be transferred to the Spanish regions.
1982	Regional	Estatuto de Autonomía de la Comunitat Valenciana	According to the point 24 of Article 49 the Regional Government has exclusive competences on social services. Point 27 recognizes the exclusive competences in public institutions for the protection and support of children, youth, immigrants, elderly, disabled people and other social groups or sectors that require special attention.
1987	Regional	Decree 72/1987	The Plan of Management of Social Services in the Valencian Region established three Administrative procedures in order to have accurate knowledge of social resources enable coordination and ensure the quality of care.
1988	National	Plan concertado de Prestaciones Básicas de Servicios Sociales en las Corporaciones Locales	The plan of Basic Social Services in the Local Governments concretized the characteristics of the economic and technical cooperation between the Administration and the Autonomous Communities in the field of social services. The types of centres established in the agreement are: shelters, social service centres, and also includes professional equipment, material and infrastructure necessary appropriations for the programs of action.
1989	Regional	Law 5/1989	Law 5/1989 of July 6, on social services in Valencia was the beginning of the organization of general and specialized services, defining the basic benefits.
1990	Regional	Law 40/1990	The Law 40/1990 of 26 February on the registration, licensing and accreditation of social services in Valencia.
1990	National	Law 26/1990	Sets the contributory and non-contributory social security.
1990	Regional	Law 49/1990	Sets of reductions in the fares of intercity transport for people over 65 years
1990	Regional	Decree 132/1990	Plan of Action for Social Integration
1994	Regional	Law 5/94	Law 5/94 for children aims to regulate comprehensively the performance of the Valencian public institutions, social partners and citizens, in order to seek attention and integration of minors in all areas.
1996	Regional	Decree 130/96	Decree 130/96 creating the Council of Adopted Children
1996	Regional	Decree 168/96	The decree regulates the accreditation of international adoption mediation.
1996	Regional	Decree 188/1997	Creation of the interdepartmental commission of the family in Valencia.
1996	Regional	Decree 132/1996	The decree 132/1996 establishes the assignments and responsibility for the mentally ill care.
1997	Regional	Law 5/1997	Law 5/1997 regulates the System of Social Services in the Valencian region. The law clarifies the distinction between what were mere institutional grants to contribute to the maintenance of facilities and services and what are true concert seats, and establishes strict regulation of the triggers for granted.  This ensures the stability of the system of public accountability of the administration of the Government and social services are configured as

			a right of all citizens and the citizens. The distribution of powers established social services ensuring their implementation by the administration of the Government, in conjunction with local administrations. Sets the Concerted Plan General Social Services and the creation of a forum where public officials in social services.
1997	Regional	Law 3/1997	Law on Drug Addiction and other Disorders
1998	Regional	Decree 29/98	Establishment of register for complaints against accredited agencies to carry out mediation functions of international adoption
1998	Regional		Gerontological Care Quality Plan (1998-2003)
1998	Regional	Decree 199/1998	Creation of the Permanent Observatory for Family
1998	Regional		Creation of the Spanish Committee of Representatives of the Disabled of Valencia. It promotes equal opportunities for persons with disabilities in all areas (employment, training, education, awareness, family, education, new technologies, schools, etc.).
1998	Regional	Law 1/1998	The law 1/1998 establishes the removal of Accessibility and Architectural Barriers, Town Planning and Communication.
1999	Regional	Decree 51/1999	Approves regulations governing the standards to be submitted concert with social initiative centres in private ownership.
1998	Regional	Decree 192/1998	The decree 192/1998 manages the creation of the Commission for Guardianship and Advocacy for Disable people.
1999	Regional		Valencian Regional Plan for Drug Addiction and other Addictive Disorders
2000	Regional		Comprehensive Plan for the Family and Childhood of Valencia (2002-2005).
2001	Regional		Urgent Action Plan of the Valencian government to combat the violence perpetrated against women. It provides for awareness, care for victims, legal, policing measures and security and prevention measures.
From 2003	Regional		Plan for Equal Opportunities between women and men (2011-2014).
2003	Regional	Law 11/2003	The Law 11/2003 defines the Status of Persons with Disabilities. This law establishes a legal framework to guarantee the right of people attesting a degree of disability. Among the rights recognized in this law deserve stand: the right of persons with sensorial disabilities to remove barriers that prevent them from receiving information in the institutions of the Valencian Region, the right for disabled people to receive at home documents, pleadings, etc. and the right of any person to early diagnosis and prevention of disability from early pregnancy.
2003	Regional	Law 9/2003	Law 9/2003 for the between Women and Men regulate the administrative action related to violence against women.
2004	National	Law 1/2004	Law 1/2004 on Integrated Protection Measures for violence against women.
2006	National	Law 39/2006	The Act 39/2006 on the promotion of personal autonomy and care for dependent persons regulates the basic conditions for the promotion of personal autonomy and care for dependent persons by means of the creation of a System for Autonomy and Care for Dependency (SAAD), with the collaboration and participation of all of the Public Administrations. The main aim of the System is to guarantee the basic conditions and predict the levels of protection.
2007	Regional	Decree 171/2007	The 171/2007 establishes the procedure for recognizing the right to receive benefits under the Valencian system for dependents.
2007	Regional	Order 5 December 2007	This order regulates the approval of the Individual Care Plan. This individual program determine the best interventions to meet the needs of the dependent people, involving the consultation and, where possible, the choice between the proposed options by the dependent

			person or their family.
2008	Regional	Resolution of 11 <sup>th</sup> of January 2008	This resolution publishes the collaboration agreement between the national government and the Valencian government, to develop the cooperation framework for the establishment and funding of the protection for dependent persons (under the law 39/2006).
2008	Regional	Resolution of 19 <sup>th</sup> of November	The resolution regulates the delegation of powers, in the management of administrative procedures in social field.
2008	Regional	Law 12/2008	Law 12/2008 for the Comprehensive Protection of Children and Adolescents in the Valencian region.
2009	Regional	Law 6/2009	Law 6/2009 for maternity protection.
2010	Regional	Decree 38/2010	Decree 38/2010 creates the Advisory Committee for the Valencian Autonomy and Care for Dependence System. This Advisory Committee is set up as a forum for dialogue and social participation, which allow greater collaboration between Government and the social forces involved so it is an effective channel of communication and cooperation on issues related to the current system dependency care in Valencia.
2011	Regional	Decree 18/2011	The decree 18/2011 establishes the procedure for recognizing the right to receive benefits for Valencian dependent people.

Source: Own elaboration based on: Gutierrez et al. (1999); Imserso (2011); Alemán (n.d.).

### ***2.3. The building and restructuring of the welfare state in Health services***

In this section we the milestone of the creation of Spanish and Valencian health system are summarized.

Public intervention in the health of the community was always a matter of concern, expressed primarily in the control of epidemics. The real exercise of the medical profession, which was reached by the medical schools from the medieval university, was highly decentralized, with organizations such as medical schools.

In the early nineteenth century, the Royal Philanthropic Expedition of the Vaccine (1803) was the most ambitious project in public health at global level.

Already in the contemporary age, during liberal triennium, the Health Code was discussed in 1822, but it was not approved due to lack of consensus. During the progressive biennium, the Law of 28<sup>th</sup> of November 1851 created the Directorate General of Health, which would have a long organizational continuity. In fact, after the Spanish Civil War, the Basic Law of 1944 perpetuated the previous structure.

Public Service addresses the health problems that may affect the community and is responsible to develop a preventive action. Welfare function and the problem of care for individual health problems are marginalized (Martínez-Ramos, 2009)

The Law of 14<sup>th</sup> December 1942 created the Health Insurance SOE under the National Insurance Institute, a system for the coverage of health risks through a work-related fee, restructured in the General Law of Social Security in 1974. Social Security has increasingly taken more chronic disease among its benefits, covering a larger number of individuals and groups.

In early democratic era, the Spanish Constitution in Article 43 and Article 49 establishes the right of all citizens to health protection. The Constitution recognizes the right to medical benefits under the health system for all citizens and foreigners residing in Spain, while Title VIII of the Constitution gives the region broad powers in the field of health.

The General Health Law (April 25<sup>th</sup>, 1986) and the creation of the Ministry of Health are expected in response to public health of the Spanish Constitution of 1978. The law recognizes the right to medical benefits under the health system for all citizens and foreigners residing in

Spain. Furthermore, the Act allows processes to operate transfer services to the regions. The administrative tool proposed by the Act is the establishment of a National Health System (NHS). The axis of the model that the Act adopts is that the regions are sufficiently equipped with the necessary territorial perspective, so that the benefits of the regions are not determined by the needs of management efficiency.

The Law 16/2003 of Cohesion and Quality of the NHS provides coordination and cooperation of the public health authorities as a means to ensure citizens the right to health protection, with the common goal of ensuring fairness, quality and social participation in the National Health System.

Article 41 of the General Health Law establishes that the regions shall exercise the powers assumed by its statutes and the state should transfer or, where applicable, delegated to them. Public decisions and actions under this law that are not specifically reserved to the state shall be allocated to the regions.

The State funded through general tax revenues it collects all the health benefits and a percentage of pharmaceutical services, but this budget is distributed among the different regions based on several criteria for allocation, as the regions are responsible for health in their respective territories.

The regions (or autonomous communities) within the scope of their powers may adopt their respective portfolios of services, which include at least the service portfolio of the National Health System.

Following the decentralization planned by the Spanish Constitution, each autonomous region has received adequate transfers to go providing a health service, which is the administrative and management structure that integrates all the centres, services and facilities of the Community itself, provincial councils and any other territorial authorities within the Community. In the case of Valencia, this is the Valencia Health Agency, created in 1987 (Decree 1612 of 27 November).

As part of the decentralization process, Law 16/2003 of 28 May, cohesion and quality of National Health System provides the Interregional Council as a body for coordination and cooperation within the NHS, joint with the Ministry of Health.

As a consequence of the Spanish financial crisis, in the past months, the Royal Decree 16/2012 has been established with several urgent measures aimed to guarantee the sustainability of health system. This Act has provoked controversy into the society, as it implies the establishment of some co-payment strategies as, for example, the contribution by pensioners in the cost of medicines.

**Table D. Chronology of the building and restructuring of the welfare state in the domain of Health services**

Year	State level concerned	Legislation/Act (number/title/type*)	Content (synthetic)
1851	National	Law of 28 <sup>th</sup> November 1851	Through this Law the Directorate General of Health was created. Moreover, It established the necessity to create a permanent Health Administration at local, regional and national level.
1942	National	Law of 14 <sup>th</sup> December 1942	The Health Insurance SOE was created, under the National Insurance Institute, a system for the coverage of health risks through work-related fee.
1978	National	Constitution of 1978	The Articles 43 and 49 established the right of all citizens and foreigners residing in Spain to health protection.  The Title VIII of the Constitution gave the region broad powers in the field of health.

1986	National	General Health Law of 25 <sup>th</sup> April, 1986, BOE n°102 (29/04/1986)	It established the creation of the Ministry of Health in response to public health of the Spanish Constitution of 1978. Moreover, this Law allowed processed to operate transfer services to the regions. The administrative tool proposed by the Law is the establishment of a National Health System (NHS).
1987	Regional	Decree 1612 of 27 <sup>th</sup> November, BOE n°312 (30/12/1987)	Following the decentralization planned by the Spanish Constitution, Valencia Region created its own administrative and management structure that integrates all the centres, services and facilities of the Community. In the case of Valencia in 1987 the Valencia Health Agency was created in 1987.
2003	National	Law 16/2003 of Cohesion and Quality of the NHS, BOE n°128 (29/05/2003)	This Law provides coordination and cooperation of the public health authorities as a mean to ensure citizens the right to health protection.
2012	National	Royal Decree 16/2012 (BOE n°98, 24/04/2012)	Urgent measures to guarantee the sustainability of health system, characterized mainly by: - To avoid the "health tourism". - Implementation of e-health technologies to reduce unnecessary visits to doctors and medical tests. - Contribution by pensioners in the cost of medicine (maximum of 18€/month). - Coordination in the management of social and health services.
2012	Regional	Order 10/2012 of 24 <sup>th</sup> June 2012 (DOCV n°6866, 20/09/2012)	Updating of public healthcare services' portfolio from the Valencian Region that implies a reorganization of different strategic lines and simplifies the portfolio.

Source: Own elaboration based on: Martínez-Ramos (2009); Ministry of Health, Social Services and Equality (2012).

### 3. The current organisational framework in the provision of social and care services in the Valencian Region

#### 3.1. The division of labour within the state (national, regional, local)

The following table (see Table E) shows in a visual way the vertical subsidiarity among the different state levels, for each phase of the creation and provision of social services: legislation/regulation, funding, programming/planning, production/delivery and monitoring/evaluation. Each cell of the table has been filled with an X, showing the relative intensity of engagement (e.g. XXX=high; X=low). A short description of the organization of social services in Valencia follows the table.

Table E. The division of labour within the state (which level does what) in social services

Phases	Central/ Federal	Regional/ County	Municipal/ Local	Sub-municipal
Legislation/regulation	XXX Defence of basic constitution rights and general legislation	XXX Practical application of the general national rules	X Only regulation needed to implement Social services	X Only regulation needed to implement Social services
Funding	XXX Central transfers to regions (10% of the contribution)	XXX Manages the national funds and makes up 30% of spending	XX Provides 60% of spending and organizes the services	X
Programming/planning	X	XXX Plans and coordinates social services	XXX Organizes concretely social services	XXX Organizes concretely social

				services
Production/delivery	X	XX Coordination of the production of social services	XXX Development of social services	XXX Development of social services
Monitoring/evaluation	XX	XXX Inspection and research of social services	XX Control of the development	X

Source: Own elaboration based on: Gutiérrez et al. (1999).

Autonomy is a basic general principle of the Spanish state organization, as reflected in the Constitution. However, the Constitution does not explicitly mention the powers of the state or the regions in the field of social services, which creates problems.

What it is explicitly mentioned is that the State has exclusive power over the regulation of basic conditions that guarantee equality to all. State exclusive powers are immigration status, nationality, emigration, immigration and asylum, and prison and labour legislation. It also coordinates the health and basic legislation and the economic system of Social Security.

About the distribution of powers in matters of social services to the regions, regional government reserves the functions of planning, coordination, inspection, research, control and monitoring of social services. Local governments play an important role in the production of goods and public social services (Gutiérrez, 1999) and they manage, run and develop social services in their regions.

From the economic point of view, the state runs almost the entire social spending or redistributive functions in defence, civil defence and security, debt, and economic regulation in general. Regional entities are primarily fed by central transfers. With regard to social spending (policy, pensions, unemployment benefits, incapacity for work and accidents at work), it is a responsibility of the Ministry of Social Security and Work. The regions in these areas only manage minimum issues.

The financing of social services shall be charged to the public budgets (State Budget, Social Security, Autonomous Regions and local authorities). However, it is expected the cooperation of private initiative and the participation of users.

Social Services Laws govern the distribution of powers, regional governments reserves the functions of planning, coordination, monitoring and control, and local governments the management, implementation and development of services.

### ***3.2. The division of labour among actors***

With the democracy, in less than two decades, the Spanish state and society have been modernized to approach the progressive western democratic development. Examples of this transformation illustrate this change in welfare, with the creation of autonomous regions and configuration of a public system of social services, the creation of new entities such as the Ministry of Social Affairs and the development and coordination of a General Plans for the regulation of the social services.

The general principles of the social service system are:

- Public responsibility: financial, human and technical resources.
- Solidarity: distribution of resources between individuals and social groups to encourage and support collaboration and avoid marginalization.

- Equality and Universality: services to citizens without discrimination.
- Participation: citizen involvement.
- Prevention measures against exclusion.
- Comprehensiveness: by consideration of the individual and social groups.
- Standardization and Integration: normal channels to satisfy social and cultural needs while respecting the family, social environment and the right to difference.
- Planning and coordination: adequacy of resources to social needs and the harmonization of public initiatives and these together with social initiatives.
- Decentralization: shifting management faithfully, organs and institutions closer to citizens.

The starting point for organizing Social Services is the public system, which is one in which the government bears the responsibility for organizing and financing social services. The Basic Law on Local Government establishes that municipalities over 20,000 inhabitants must provide social services. This Act also establishes the necessary coordination of responsibilities of Local Authorities together with the rest of the government.

Municipal social services are guided by three principles:

- Near-decentralization.
- Integration
- Participation

Another important element is the Concerted Plan between the three administrations is to ensure, through the Administrative Agreement economic and technical cooperation materialized in the management, financing, information and assistance.

Currently, Social Services are organized at Community and Specialist level. The Community level services constitute the basic structure of public social services (primary care closer to the user), and its aim the achievement of better living conditions through integrated and versatile care.

Social work is the boundary for effective delivery of the social services with a full coverage of the territory. They are located in the Social Services Centres, which provide the following services:

- Information, assessment, guidance and advice.
- Social cooperation, boost the partnership, promotion of community life.
- Home care.
- Social reintegration

Specialized social services are those that go to particular populations or those whose circumstances need specific attention (secondary level, more specialized technically). They address the following areas:

- Children, family, young people
- Seniors
- Women
- People with physical, mental or sensory disorders
- Drug addicts and alcoholics
- Ethnic minorities
- Groups with antisocial behaviour (crime, prisoners and former prisoners)
- Marginalized and poor people

- Other groups (migrants, refugees, asylums, immigrants, etc.)

A short description of the organization of social services in Valencia follows in the Table F, in which the role of the different providers is analysed.

Table F. The division of labour among actors (who does what) in social services

Phases	State	Region	Local corporation	Market		Non-profit		Family/users
				For profit organisations	Hired help	Organisations/ associations	Voluntary workers	
Legislation/ regulation	Regulation of basic conditions  Guarantees the principles of the Constitution	Detailed legislation about social services	Regulates the concrete organization of social services in the local context					
Funding: <ul style="list-style-type: none"><li>• cash transfers</li><li>• services</li><li>• in-kind benefits</li></ul>	Responsible for pensions, unemployment benefits and incapacity  Annual transfer to region	Manages the transfers and subsidies on the social services	Decides the prices of the services  Manages the budget transferred from the Regional Government	Some services are often contracted to private sector by public tender	The staff is composed by civil servants or contracted.	Can access grants and public subsidies	Can access grants and public subsidies	
Programming/ planning	Gives general rules	Organizes and programmes the services	Organizes the concrete organization of the services			Program and realize their services autonomously	Realize their services autonomously (with associations)	
Production/delivery		Delivers some services	Delivers most of the services	Agreements with private institutions are made for the provision of residential places		Realizes different social activities	Realizes different social activities	Social Services are in general free. The Valencian Government may regulate payment of specialized social services by users.
Monitoring/		Organizes the monitoring of the						

evaluation		services through official inspections.						
------------	--	--	--	--	--	--	--	--

Source: Own elaboration based on: Gutiérrez (1999); Alemán (1999).

## 4. The impact of the restructuring of social services

With the establishment of the democracy in the late XXs and the Spanish Constitution of 1978, social services were completely restructured; consolidating, so, social and care services as a public system that offers a universal coverage to all citizens. Moreover, in the last twenty years a restructuring process has been undertaken with the devolution of responsibility to regions, a reduction in public funding, a liberalization of provision (allowing new providers), and a new management system with the introduction of participatory procedures and evaluation criteria.

The restructuring welfare state model established in Spain, as in other European countries, is currently forcing, and it will force too in the future, an important increase of future public investment in health, as well as social and care services that could lead to the unsustainability of Spanish protection system (European Commission, 2009; Commission of the European Communities, 2009). There are many phenomena that contribute to these changes, but in the following lines we will expose the implications of: a) the difficulties caused in **governance**, working in parallel and with a lack of coordination of the different systems of protection; and b) the **gender** changes in social issues, as women are increasingly entering the labour market while maintaining their main role in informal care.

### 4.1 *The effects of the restructuring process in terms of governance*

The Spanish Constitution of 1978, through the decentralization principle, and the Statutes of Autonomy establish that the implementation of social security and social care are exclusive competences of the Autonomous Region. Moreover, at regional level the administrations develop planning, coordination and control – among others – functions of social services; and, local entities are in charge of their management and development.

This decentralization of social and care services at different levels in the same state implies several negative consequences, as the followings: a) the absence of a comprehensive regulation of social services in Spain; b) lack of budget around the different Autonomous Communities and diversity of funding sources; c) duplicity of organizations or bodies and initiatives; and d) Regional and local inequalities.

With the objective of making social and care system more efficient and effective the answer may be its restructuration, even a joint reorganization of the social services and the health system (Garcés et al., 2011). So, this holistic model, based on the Social Sustainability Theory (Garcés, 2000), may provide an answer to the necessities of people requiring special care and assistance to increase their welfare and quality of life.

So, the application of the principles of the Social Sustainability Theory would involve changes in the practice of the current regime:

- Management agreements for joint intervention (home, community, institutional).
- Intersystem and services cooperation of different areas and intervention levels.
- Long term obligations.

### 4.2 *The effects of the restructuring process in terms of gender*

In the last decades several changes have taken place in the gender framework at social, policy, cultural and labour aspects. Nowadays, there are a wide range of national and regional laws that protect and promote women' rights. Following this trend, Valencian Region has developed and implemented several initiatives to promote equal policies with the following main aims:

- Information or advice addressed to women – e.g. Indofona centres, helpline for legal consultancy for women.

- Support to women at risk situations – e.g. residential centres for women victims of violence, centres for women 24 hours, sheltered housing for women at risk of social exclusion.
- Economic aids for women– e.g. economic aids for women victims of gender violence.
- Economic aids for companies – e.g. Aids for non-for-profit organizations, aids for the elaboration and implementation of equality plans in companies.

### 4.3 Current challenges for the restructuring of social services

Spain, and the Mediterranean welfare system in general, now and in the future needs to face three main challenges (Garcés et al., 2011):

1. Ageing population that implies an increase of public expenditures on healthcare and old-age pensions. In year 2011, Spanish population aged 65 or more were around 17% (Abellán et al., 2011).
2. Increase of dependent people that implies a growth in health costs associated with the necessity of long term care by chronic patients.
3. Crisis in the informal support provided by families. In Spain, informal caregivers are more likely to be female (Garcés et al., 2009; OECD, 2011); some data indicated that are mainly women (84%), usually daughter (50%) or spouse (16%) (IMSERSO, 2005).

Now, governments have to decide if they want to cope these challenges carrying out the necessary reforms at social and care policies, or to cope them as threats if they hinder this change (Sapir, 2006). The current economic crisis affects the funding of social security systems, so it is necessary to restructure the welfare state, especially, in the domain of pension and healthcare systems.

In Spain, in the last months, some reforms in different systems and domains (see Table G) have been sketched, established and even implemented: in the labour market, education, social and care services and health system.

Table G. Last restructuring of welfare state several domains

Domain	Month/Year	State level concerned	Legislation/Act (number/title/type*)	Content (synthetic)
Labour market	02/2012	National	Royal Decree-Law 3/2012 (BOE nº36, 11/02/2012)	Urgent measures to reform the labour market with the main objective of restraining in short term the destruction of jobs in Spain, as well as laying the foundations of labour or work force generation.
Labour market and Social Security	04/2012	National		Plan against irregular employment and Social Security tax evasion to pursue performances that attempt against workers' rights and that affect negatively to the companies' competitiveness.
Education	04/2012	National	Royal Decree 14/2012 (BOE nº96, 21/04/2012)	Urgent measures to rationalize public spending in education domain aimed mainly to introduce flexibility mechanisms on education laws to allow Autonomous Regions rationalize education spending. As for example: <ul style="list-style-type: none"> <li>- Increasing the hours of classes for teachers in non-University education.</li> <li>- In non-University education, the sick leaves below 10 school days must be covered by own resources of the centre.</li> </ul>

				<ul style="list-style-type: none"> <li>- Changes in the dedication of University teachers.</li> <li>- Limitation in the incorporation of new staff at Universities.</li> </ul>
Health	04/2012	Regional		To share the management of public health with private entities to guarantee the sustainability of the system; with a universal, public, free and quality care for all citizens.
Health	04/2012	National	Royal Decree 16/2012 (BOE nº98, 24/04/2012)	<p>Urgent measures to guarantee the sustainability of health system, characterized mainly by:</p> <ul style="list-style-type: none"> <li>- To avoid the "health tourism".</li> <li>- Implementation of e-health technologies to reduce unnecessary visits to doctors and medical tests.</li> <li>- Contribution by pensioners in the cost of medicine (maximum of 18€/month).</li> <li>- Coordination in the management of social and health services.</li> </ul>
Social services	2011/2012	National		Budget cuts in economic aids to acquire textbooks.
Social services	2012	National/Regional		Budget cuts in economic benefits for young people using public transport.
Social services	2011	National		Elimination of "Cheque bebé" (Baby check); economic aids per birth or adoption to families.
Social services	2011	National/Regional		Elimination of economic aids for young people to rent.

Source: Authors' own compilation.

## Bibliographical references

Abellán García, A. and Esparza Catalán, C. (2011) *Un perfil de las personas mayores en España, 2011. Indicadores estadísticos básicos (Informes Portal Mayores, nº 127)*. Available at: <http://www.imsersomayores.csic.es/documentos/documentos/pm-indicadoresbasicos11.pdf> (accessed May 2012)

Alemán, C. (eds) (1993) *Una perspectiva de los Servicios Sociales en España*, Alicante: Universidad de Alicante, Escuela Universitaria de Trabajo Social.

Alemán, C., Garcés, J. and Gutiérrez, A. (eds) (2003) *Políticas Sociales en la España de las Autonomías*, Madrid: Escuela Libre Editorial.

Castillo Blanco, F.A. (eds) (1994) *Competencias Locales en Materia de Servicios Sociales*, Granada: Cemci.

Commission of the European Communities (2009). *Long-term sustainability of public finances for a recovering economy*. 545/3. Available at: [http://ec.europa.eu/economy\\_finance/publications/publication15996\\_en.pdf](http://ec.europa.eu/economy_finance/publications/publication15996_en.pdf) (accessed May 2012)

European Commission (2009) 'Sustainability Report 2009', *European Economy*, No. 9.

Farinós, J. (2004) Emergencia de la escala local en el País Valencià. ¿Espejismo o realidad? In J.H. López (eds). *Globalización y desarrollo local. Una perspectiva valenciana*. Valencia: PUV (73-101).

- Garcés, J. (eds) (2000) *La nueva sostenibilidad social*. Barcelona: Ariel.
- Garcés, J., Carretero, S., Ródenas, F. and Sanjosé, V. (2009) 'Variables related to the informal caregivers' burden of dependent senior citizens in Spain'. *Archives of Gerontology and Geriatrics*, Vol 48 (372-379).
- Garcés, J., Carretero, S. and Ródenas, F. (eds) (2011) *Readings of the social sustainable theory. Applications to the long-term care field*, Valencia: Tirant lo Blanch.
- Guillen, A.M. and Matsaganis, M. (2000) 'Testing the social dumping hypothesis in Southern Europe: welfare policies in Greece and Spain during the last 20 years'. *Journal of European Social Policy*, Vol. 10, No. 2 (120-145).
- IMSERSO (eds) (2005) *Cuidados a las personas mayores en los hogares españoles. El entorno familiar*, Madrid: IMSERSO.
- Instituto de Información Sanitaria (2010) *Cartera de servicios de atención primaria. Desarrollo, organización, usos y contenido. Sistema Nacional de Salud*. Available at: [http://www.msps.es/estadEstudios/estadisticas/docs/siap/Cartera de Servicios de Atencion Primaria\\_2010.pdf](http://www.msps.es/estadEstudios/estadisticas/docs/siap/Cartera_de_Servicios_de_Atencion Primaria_2010.pdf) (accessed April 2012)
- Martínez-Ramos, C. (2009) 'El sistema nacional de salud. Situación Actual. Reduca (Recursos Educativos)'. *Serie Medicina*, Vol. 1, No. 1 (1-18).
- Ministerio de Educación, Cultura y Deporte (eds) (2004) *Evolución del sistema educativo español. El Sistema Educativo Español* Madrid: MEC/CIDE.
- Ministerio de Educación, Cultura y Deporte (2012) Available at <http://www.educacion.gob.es/> (accessed May 2012).
- Ministerio de Sanidad, Servicios Sociales e Igualdad (2012) Available at: <http://www.msc.es/> (accessed May 2012).
- Montero, R., Jiménez, J. and Martín, J.J. (eds) (2004) *Cuantificación y evaluación del nuevo sistema de financiación autonómico general*, Valencia: Instituto Valenciano de Investigaciones Económicas.
- Moreno, L. (2004) *Reforma y reestructuración del Estado del Bienestar en la Unión Europea. II Seminario Internacional de Política Social, 'Propuestas Alternativas al Neoliberalismo'*. In: I. Boschetti, P.A. Pereira, M.A. César and D.E. Birche de Carvalho (eds), *Política Social: Alternativa ao Neoliberalismo*. Brasilia: Programa de Pós-graduação em Política Social (Universidade de Brasilia) (39-60).
- Muñoz Luque, J. (2009) *Servicios sociales de atención primaria en España*. In: V. Navarro (eds), *La situación social de España*. Madrid: Fundación F. Largo Caballero; Biblioteca Nueva; Programa de Políticas Públicas y Sociales de la Universidad Pompeu Fabra (vol. III, 503-542).
- OECD (2011) *The Impact of Caring on Family Carers*. In: OECD. *Help Wanted? Providing and Paying for Long-Term Care* (85-120). Available at: <http://www.oecd.org/health/longtermcare/helpwanted> (accessed May 2012)
- Ortín, B. (2004) *Servicios Sociales Generales en la Comunidad Valenciana y Trabajo comunitario con menores infractores*. Encuentros de Profesionales en Drogodependencias y Adicciones. Chiclana de la Frontera (Cádiz).
- Sapir, A. (2006) 'Globalization and the Reform of European Social Models', *Journal of Common Market Studies*, Vol. 44, No. 2 (369-390).