

Family policies in Catalonia

Executive summary



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FAMILY POLICIES IN CATALONIA

REPORT

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1. EXECUTIVE SUMMARY

The importance of the family is clear in the 2011 census data, where it is evidenced that 87.7% of the population residing in Catalonia lives in a family nucleus. According to these data, there is no doubt about the role of the family in our society, but some questions quickly arise: What is understood by family today? Has it changed its profile in recent years? Given the current situation, how should the design, management and implementation of policies be in order to support families to improve their living conditions? What are the most appropriate instruments to carry them out?

This report aims to give some answers to these questions by studying demographic and social data about family, by the conceptual analysis of the policies developed in countries around us and the comparison of the specific instruments used in these policies, both in Europe and in Catalonia. Finally, once the evidence and considerations drawn from the appearances of experts in family-related matters that took place at the CTESC headquarters have been systematized, a set of considerations and recommendations to design and to develop family support policies is shown.

1.1 MAIN CONCLUSIONS

The subjects analyzed are briefly described below and some relevant aspects that have emerged in the different chapters that make up the report are presented.

The concept of families, typologies, causes of change and family life cycle.

The first challenge that arises in the report is the delimitation of what is understood by family. According to the Universal Declaration of Human Rights, the family is defined as the natural, universal and fundamental element of society that has the right to the protection of society and the State (UDHR art. 16.3). However, the concept of family has changed a lot in the last decades, in such a way that although historically we have referred to these units of coexistence in a single meaning, the family, nowadays we tend to speak more in its plural meaning, families or family structures.

The conceptualization of family structures is not an easy task, since it depends on many variables such as the historical, geographical and social moment on which the definition of the term family is done. In addition, we must bear in mind that there are several meanings depending on whether it is approached from a biological, sociological, anthropological, legal, demographic, etc. point of view.

However, as evidenced in the text, many of these theories show some recurring aspects. Some of them, such as the existence of a relation of kinship (blood or affinity), common residence and a minimum number of members (two people) are a starting point to define the morphology of families today, although this starting point does not guarantee a single typology, since only from these three basic features the range of possibilities of family structures is very wide, as can be seen in the following figure. Given these circumstances, in order to do an approximation to the different family typologies, the report describes the main features of families according to the number of adults at home.

Likewise, the study of the morphology evolution of the family offers us a vision of the changes in our society. Thus, the conception of family as a social nucleus, composed of father, mother and children, no longer has the absolute hegemony that it had enjoyed in the past. Today, the range of family structures expands. Some of the causes that have led to this change are related to the weakening of classical family formations (nuclear and extense ones), population aging, the effects of the incorporation of women into the labour market, the consequences of emigration towards urban environments, emancipation difficulties, the increase of marital ruptures, the influence of the family deinstitutionalization and social changes in the perception of how families should be.

FIGURE 1. Typology of family structures according to the relational variable



Source: own elaboration.

In this family plurality, it is not always easy to differentiate which family structure is involved, because there are often common features in them or they are interrelated, without forgetting that people can constitute different family structures throughout their lives. Families go through different stages throughout their life cycle (such as constitution, consolidation, expansion or aging) and experience constant changes in their function and composition. However, these stages do not have to be sequential and it is not necessary for families to go through all of them.

Family structures in Catalonia. Current situation and trends

Once this review through the theoretical and conceptual framework has been done, the report seeks to know its current situation and recent evolution to find out what the main challenges of family support policies are, or will be.

With this objective in mind, a review is made of the main demographic data related to families (nuptiality, birth, break-up), factors impacting on their evolution (emancipation, family co-responsibility employment and conciliation, population aging, care for dependency and poverty at home), the social role and social protection dedicated to them and, finally, society's perception of families.

Some of the main data included in the report are highlighted below, although the text has also revealed the difficulty in obtaining some statistics on certain aspects related to families, such as the break-up of domestic partners or payment to custodians, among others.

- 71.6% of households have at least a minimum family nucleus. 58.3% of households with a single nucleus are couples (34.5% couples with children and 23.8% without) and 11.5% are single-mother, single-father ones (9.2% and 2.3%, respectively) (2016).

- The Catalan nuptiality rate decreases from 5.1 marriages per 1,000 inhabitants in 2000 to 3.6 marriages in 2016. At the same time, in the Spanish State as a whole the population coexisting in a consensual union couple increases between 2001 and 2011 in 195.8%, and parents living with at least one child, in 34.4%.
- The average age at birth of the first child is 31 years old in Catalonia (2017), while the average age of motherhood is 32.2 years. In the last 30 years both have been delayed 4 years. Between 25-30% of women born in the second half of the 70s will not be mothers.
- The drastic drop in fertility. Nowadays, the average number of children per woman is 1.36 children, while in the 70s it was 2.72 children.
- In 2016, 52.6% of the Catalan population aged 25 to 29 lives in parental homes, 60.5% in Spain and 38.6% in the EU-28. The average emancipation age in Spain is at 29.4 years old, while EU-28 is at 26.1 years old, above countries such as Sweden (20.7), Germany (23.7) or UK (24.3).
- 98% of maternity benefits (part of the right of which can be transferred to the couple), 92.8% of the leave for child care and 82.5% of leave for care of other family members are enjoyed by women (2017). Also, the time of dedication to family and household care in women exceeds men by almost two hours, since women dedicate 04:15 hours and men dedicate 02:35 hours (2011).
- The gender gap in the employment rate of the population between 16-64 years is 8.2 points, since the rate is 73.2% for men and 65.0% for women (2T 2018). The unemployment rates of the two sexes are similar (11% men and 12% women).
- Life expectancy at birth is 86.3 years for women and 80.3 for men (1 year and 2 years more, respectively, than a decade ago), while life expectancy free of disability is 72.1 years and 70.4 years, respectively (2016). Cohorts aged 65 years and over in 2017 concentrate 18.5% of the total population (17.3% in the year 2000).
- In 2017 there are 551,440 people in Catalonia who suffer from a disability over 33%. The relative weight of people with disabilities increases progressively, in 2001 they were 4.2% of the population and in 2017, 7.3%.
- In Catalonia there are 1,472.3 thousand people at poverty risk, a situation that is equivalent to 20% of the population (ECV2017). The highest rates of poverty risk are related to people who live in single-parent families (35.3% of the population of these households) and in single-person households (27.6%). By age, the poverty risk is more pronounced in children under 16, with a rate of 28.5% of the population.
- The percentage of GDP allocated to family benefits is 0.8% in Catalonia and 1.3% in Spain. These figures are quite far from the 2.4% of GDP of the EU-28 (2014).
- 87.5% of the Catalan population perceives family as very important in their lives, for 12% it is quite important (2014). Only 0.5% consider it little or nothing important.

Design of family support policies

The approach to what policies must be developed to meet the challenges posed is statistically part of the question about how family support policies are defined.

It is possible to say that there is no univocal definition, since, among other causes, the difficulties that a family can experience are not always linked to the fact of living in family. In this sense, the needs may invade other areas of well-being, such as health, housing, justice or social affairs, but they specifically affect families due to the fact of being so and the resolution of their problems occurs in the family environment.

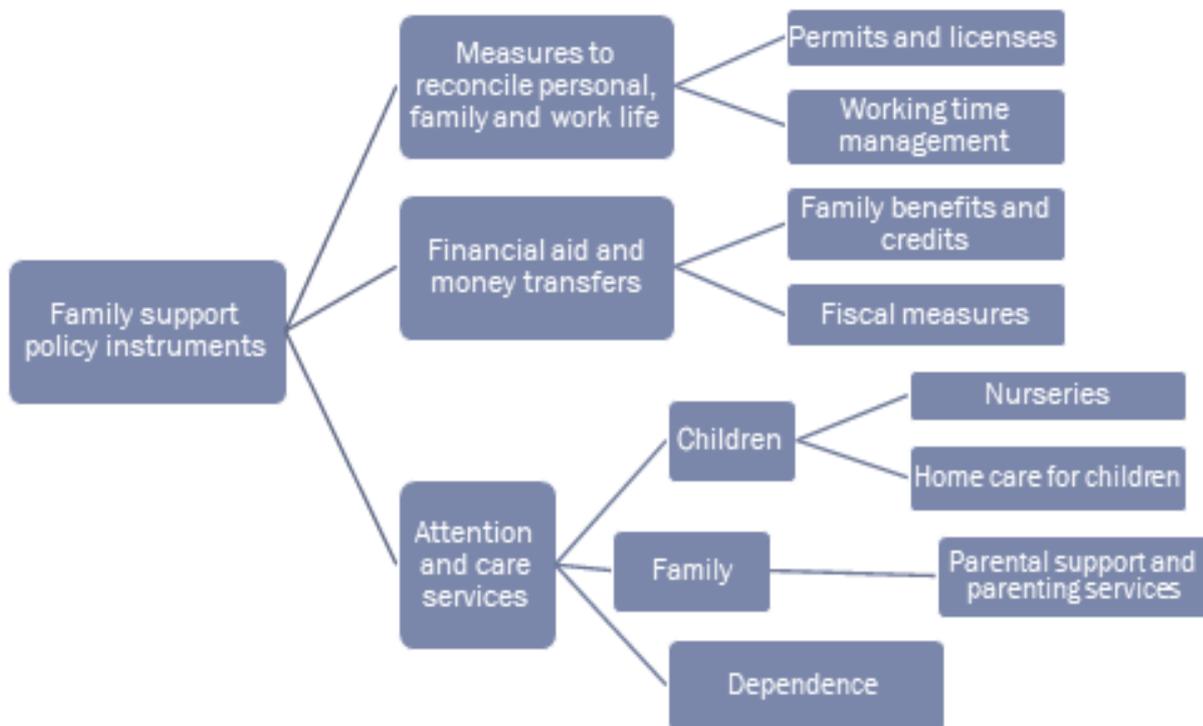
In order to make a first approach to its design in a more theoretical way, the report conceptually reviews the different policies to support families developed in Europe. Among these, a series of features stand

out to which they tend to converge, such as the universal character, the preventive conception, the spirit of favouring the necessary welfare conditions so that families can have the number of children they want, as well as increasing co-responsibility between men and women in domestic and care tasks.

On the contrary, there is evidence of differential features between countries, which is linked to the fact that any family support policy conveys political options in favour of a particular system. In this sense, we can basically find three models: the social democrat, the corporate and the liberal one. The first is the one that has gone further in the design of universal policies and it has a high State intervention. In the other two models the State is very little interventionist, although in the corporate model the family assumes all the tasks and, on the other hand, in the liberal model the commodification degree is higher.

With the aim of focusing the object of analysis, this report has described the main policies and their instruments through a classification in three groups: reconciliation measures of personal, family and work life; economic aid and money transfers and, finally, attention and care services.

FIGURE 2. Instruments of family support policies



Policies to support families in Europe and in Catalonia

The specific instruments of family support policies, both in Europe and in Catalonia, are analyzed below, based on these three groups. This analysis, which is broken down into two independent chapters in the report with more detailed and exhaustive explanations, tables and graphs, gives some relevant conclusions and ideas listed below together.

1. The first block of analysis shows that the balance between personal, family and work life improves if there are, among others, certain working conditions, such as the existence of permits and licenses for family reasons and proper working time management. Therefore, in relation to the **reconciliation measures of personal, family and work life**, and under the umbrella of these two types of measures, the following significant aspects are appreciated in the report.

- **In Europe:**

- With regard to the development of **permits and licenses**, the Nordic countries are the benchmark in the field of parental upbringing policies thanks to a parental leave of a duration that allows reconciling personal, family and work life, well paid -with 70-80% of the average salary- and with ample flexibility when enjoying it. Actually, several states in Northern Europe have left behind the separation between maternity, paternity and parental leave and have unified them into one to care for children in conditions of equality and co-responsibility. This is the case in Sweden and Norway with mixed parental permits that combine an individual and non-transferable right - both parents are entitled to the same duration and compensation of the permit - with a family one, that both parents can share as they wish, that encourages families to benefit from them. In contrast, there is the individual and non-transferable parental leave model of the Spanish State, with many days of leave, the extended leaves of absence, but with few days paid, those of maternity and paternity.

In the field of care for dependent and elderly people, few European states have developed conciliation measures, except for Germany, Austria and Belgium, with permits that allow adequate attention to family and labour obligations. Germany's support for dependency care throughout life stands out, with paid leave days financed by the public system which ensure dependency care.

- **Regarding the management of working time**, specifically the reduction of working hours and the flexibility of working time, two states stand out: the Netherlands and Portugal. On the one hand, parents enjoy wide flexibility to adapt parental leave in the Netherlands; in addition, the workforce has the right to increase, reduce or adjust the working day to their needs and work from home. On the other, Portugal has recognized the right to request a flexible work schedule, part-time work or telework in certain circumstances.

- **In Catalonia**

- Regarding the **permits and licenses** development, it is observed that in the Catalan framework they are translated mainly in family benefits in time (maternity, paternity, permits for other causes and absence leave) deriving from legal precepts, which could be improved through collective bargaining. In addition, we must bear in mind that the private sector and the public sector are subject to different regulations and, although the latter is more advanced in some aspects, we are still far from the European countries that can be considered referents in the matter of policies to support families.

Our permit system is characterized by recognizing a high degree of legal protection against dismissal, a high degree of flexibility in the possibilities of use, good economic protection during the first weeks of the baby's life through well-paid services but poor financial compensation for longer-term permits such as the parental leave. This system favours that only people who are better placed in the labour market make use of the permits and that, therefore, they do not have a universal character.

In addition, the extension to men's right to paternity leave has been very gradual. From 2007, the aim is to explicitly promote the involvement of men in domestic care and tasks through the creation of an individual and non-transferable paternity leave, which currently has a duration of 5 weeks.

Regarding the **working time management** and time rationalization, it is worth mentioning the "Time Reform Initiative", born in 2013, which has resulted in the Generalitat adhering to the Time Reform Agreement in 2017 and in its commitment to achieve Objective 2025 in order to ensure that people can live with more rational hours and that Catalonia is equated with European indicators.

2. In relation to **financial aid and monetary transfers**, the report states that its purpose is to offer families compensation for the costs associated with the children parenting and education, as well as the care of people in dependency situations. They can be articulated through family benefits and credits, with the objective to increase family income, and tax measures (tax deductions, bonuses and tax deductions, as well as not taxable and exempt income). The analysis of these two types of measures presents the following relevant aspects.

- **In Europe**

- Regarding direct family benefits and credits to families, the most liberal countries such as Anglo-Saxon countries are the most generous since they seek to guarantee a certain level of income and leave the decision on how to use it in the family, in addition to responding family members preferences and to improve the provision of childcare and dependency services. This is the case in the United Kingdom, which allocates 2.0% of GDP, especially in child support, as opposed to 0.5% of Spain's GDP. These financial aids are intended for families with special needs, such as single parents, large families or those with people with disabilities in charge; for example, the universal credit of the United Kingdom and Ireland providing economic support to families located at the bottom of the income scale, through a support system for families of redistributive and vertical type, especially, families of working people at risk of poverty.
- With regard to **tax measures**, it is found that among the states dedicating more percentage to tax benefits and having more neutral tax systems there are Germany, France and some Eastern countries. The French family tax credit that fiscally encourages companies developing initiatives to support families should also be highlighted. On the other hand, the Nordic countries fiscally encourage the entry of a second salary into home, that is, the equity of income between parents. For example, Sweden fiscally deducts work at home and rewards gender equality.

- **In Catalonia**

- Regarding **family benefits and credits**, in Catalonia and Spain these are characterized by their low amount and their focused nature, which is a differential feature related to a considerable number of European countries. In fact, the main universal economic benefits were canceled in 2011 due to the economic crisis. Currently, the only benefit not subject to financial resources is statewide and is aimed at families which have given birth to two or more children or in cases of multiple adoption.

Apart from the economic benefits in the strict sense, reference must also be made to the Guaranteed Income of Citizenship, created in 2017, through which the minimums of a dignified life are ensured to people and family units being in a poverty situation, in order to promote their autonomy and active participation in society. This benefit is still pending regulatory development, which may pose difficulties for its effective application.

- With regard to **tax measures**, it is worth noting that the main instrument, although not unique, are the deductions through the personal income tax. Its design has undergone several modifications, among which the determination of the taxation unit stands out. Although nowadays, only marriages have the possibility to opt for individual payment or joint taxation, which may be detrimental to some of the new family structures and, as some authors claim, the modality of joint declaration could penalize the second recipient who is generally the woman and, therefore, promote gender inequality.

Regarding taxation itself, there is currently a personal and family minimum, deductible from the tax base, with the objective of quantifying the income part considered not to be taxed due to the fact that it is destined to basic personal taxpayer's needs and family. Lately, some new features

have been introduced through the Budget Law that are an improvement. Among these, mention should be made of a new deduction for the children custody under 3 years old in authorized childcare centers and an extension of the deductions for large family, from the fourth child. It should also be noted that, in relation to maternity benefits received by Social Security, the Supreme Court has recently issued a ruling stating that they are exempt from personal income tax.

3. Attention and care services reduce the opportunity cost of these care functions, especially for women, and favour labour participation. The provision of attention and care services is preferably aimed at three groups: children, family and people in situations of dependency.

- **In Europe**

- Most European countries develop a universal model of attention and care services.
- As regards to **childcare services**, Denmark stands out, both for the percentage of GDP allocated (1.3%) and for children accessing nursery school and home care (86%) and for the satisfaction with the access and use of public services (94%). This figure stands out in comparison with the satisfaction of Spanish households with access to the services (12.3%), which allege the difficulties of financing as the main reason for not using child attention and care services. Denmark also stands out for the pedagogical quality standard of the staff caring for children and the compensatory and equalizing function of the public service offer. However, we must positively assess the children care at home with a quality standard of Navarra, the Basque Country and Galicia.
- Regarding parental **support and parenting services**, that is, programs aimed at parents to improve parental capacities in the field of parenting, education and children's health, those of the Anglo-Saxon countries stand out (United Kingdom and Ireland), for the purpose of reducing the risk of families and child poverty, as well as those of France, for joint action, family and school, with parental involvement.
- With regard to **dependence or long-term care**, an increasing social risk that affects families, especially women, and that must be protected through quality long-term care services, the differences between countries are significant, both in spending and in the coverage of the right. Thus, the Nordic and central countries are the ones that allocate the highest percentage of GDP to long-term care (Norway, the Netherlands and Germany), but also those that cover more people in a situation of dependency on the total population (Finland and Belgium). There are three public programs for long-term care, the institutional one in the Netherlands, financed with taxes and social security contributions, and those for Danish and German home care.

- **In Catalonia**

- With regard to **child care services**, the main instrument is nurseries or cradle schools that have a basically educational spirit in Catalonia, although it is also proven that the attendance of children to these centers produces an improvement in their emotional development, and reduces inequalities depending on the socioeconomic origin of families. The budget reductions that the Generalitat has suffered during the last economic crisis have had an impact on the childcare centers financing, which has meant an obligation for families to contribute financially to a greater extent to enjoy this service. In Catalonia, however, it should be noted that there is an open debate about whether to continue schooling for children aged 0-3 years old or if the optimal situation for children, especially during their first year of life, is the parenting by the parents or closest relatives. As an alternative to this second option, there is the model of childcare at home, in which parenting is shared with other children or families at home.
- Regarding **parental support and parenting services**, a minor use is yet observed. Among these, in Catalonia we can mention the psycho-physical postpartum recovery groups, family spaces, the

Growing in family Program and the Family Guidance and Support Service. The three have in common that they are not only aimed at children, but also at their families, with the objectives, among others, to support and share positive and beneficial parenting models for children. Within the framework of free education and other pedagogies of an alternative nature, the spaces and parenting groups can be highlighted.

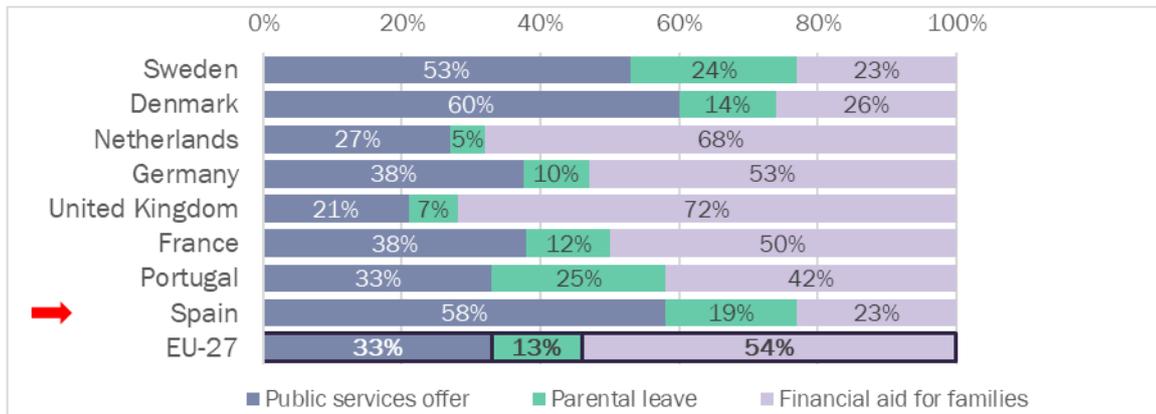
It is also worth mentioning some public services with universal access but which are intended for children or families with specific needs, either because of their condition or their needs. These are the child development and early care centers, family mediation services, the technical meeting point service and socio-educational intervention services (SIS model).

- As for people in **dependency situation**, benefits have a priority character and are provided through the Public Social Services System. And, in case that it is not possible, economic benefits linked to the acquisition of services are offered. These services can be basic (home care) or specialized (prevention of dependency, care centers for the elderly, socio-health centers and care centers for people with disabilities). It should be noted that despite the growth of public funding of dependency between 2007 and 2017, the contribution of the State has been reduced by half, although Law 39/2006 says that this should be equal between the State and the Generalitat. Apart from this, it should be borne in mind that the deadlines for assessing dependency applications and waiting lists to receive benefits are still very wide.

Finally, it is worth mentioning that the report has made a comparison regarding economic investment in social protection among some European countries. According to it, it is evident that economic investment is far from converging, both in terms of spending on family social protection, and in long-term attention and care. Thus, there are divergences both in the percentage expenditure of the Gross Domestic Product (GDP) of the states and in the way in which it is distributed.

Likewise, the differences remain in the prioritization between one and the other of the three large groups of expenditure: parental leave, financial assistance to the family and the offer of public services, understood as a simplified categorization to the one established in the report. As seen in the following graph, there are states prioritizing public services, but also investing in paid parental leave (Nordic ones); others seek to guarantee a certain income level to improve the private market for the provision of child and family care services (Anglo-Saxon ones); the third group allocates a high percentage of GDP to economic benefits to help parents in the parenting (Central ones).

CHART 1. Expenditure on social protection of families 2015



Units: distribution in percentage and percentage of the Gross Domestic Product (GDP).

Source: Own elaboration based on Eurostat and OECD data.

1.2. CONSIDERATIONS AND RECOMMENDATIONS

Throughout this section, the CTESC makes a series of considerations and recommendations in relation to families and in the public policies that should support them. As in other reports of this organization, some of the recommendations may require a superior competence framework than the one that the Generalitat currently has. However, the CTESC values the Government's ability to negotiate with other administrations the possibility to implement them, as well as to influence the development of initiatives incorporating their spirit. In addition, some of the considerations included have their place in collective bargaining and, especially, in the Interprofessional Agreement of Catalonia (2018-2020).

The chapter is divided into 3 sections. The first one is a brief review of the main contributions of the report on the situation of families in Catalonia. The next one shows the main elements that the design of a public policy of support to families should comprise. And finally, the main instruments and measures to develop these policies in Catalonia are detailed.

1.2.1. FAMILIES IN CATALONIA

A first finding is that, as it appears from the last 2011 census, the vast majority of the Catalan population, 87.7%, live within a family structure. Now, as has become evident with the analysis of the evolution of family morphology, during the last decades, these structures are increasingly diverse.

To deal with questions such as family support policies inevitably implies taking into account a series of considerations related to the transformations in socio-economic structures, family members and demographic variables, among others. The report has collected the main factors that explain the current situation of families, as well as the main challenges to be achieved. Synthetically we would highlight the following ideas:

- The progressive and growing incorporation of women into the labour market in recent decades changes the traditional way of life in which the man was the one who economically maintained the family while the home space was reserved for women.
- Salaried work has a central impact on families. Unemployment, temporary employment and informal work, among others, have a clear impact on the family life cycle. Consequently, labour policies play an important role in the formation and functioning of family structures in aspects such as the real possibility of emancipation, the "double day" of women, fertility or the reconciliation of personal, family life and work.

- Emancipation difficulties of young people. This is a serious obstacle to the creation of new family structures, due, mainly, but not only, to the complications to find a job that guarantees a certain stability and to the harsh access conditions to a home. It is needless to say that the moment of emancipation has to be postponed and also has repercussions on motherhood, with a delay in having the first son or daughter. In Catalonia, the percentage of young people, between 25 and 29 years old, who live in their parents' family homes rises to 52.6%, while the percentage in the EU-28 is 38.6%. Undoubtedly, this proportion of young people in family homes is far from this in other European countries such as Germany (26.9%), United Kingdom and France (20.1% and 19.9%, respectively) and, especially, from Finland and Denmark (6.0% and 4.5%, respectively).
- The deinstitutionalization of the family, with the loss of the predominance of its traditional conception. The social, cultural and/or family changes have led to conceive the family as a way of living together without the need, for many people, of a contractual link that will determine their common project. This factor explains the very important growth of cohabitation and other family forms.

On the other hand, the emergence of new family structures has sometimes been propitiated by the increase in marital ruptures, which represent a growth of single parenthood -in its social meaning- and that of the reconstituted families. There is also the emergence of family structures where the two parents belong to the same sex.

The diversity of family structures, however, does not hide that 69.7% of all households, in 2011, had a family nucleus, and that 58.3% were couples (34.5% with children and 23.8% without children). 11.5% of all Catalan households lived in a single parent family, and they were the fastest growing. Another fact that reflects the census was the smallest dimension of the family number. Thus, while in 1991 the proportion of families with 5 or more members was 12.8%, in the last census the figure drops to 4,3%.

- The gender roles and stereotypes that we have experienced in our society have been changing, although very slowly, but they evolve towards a less discriminatory society towards women.

Family co-responsibility is far from being a consolidated reality. It is still mostly women who assume the tasks and responsibilities of caring for children and persons in situations of dependency at home, as well as household chores, to which they devote more time than men. Another example of the lack of co-responsibility are data related to maternity and paternity benefits or permits, overwhelmingly enjoyed by women, as well as leaves of absence for family care.

Thus, in 2017 in Catalonia, a total of 46,415 files were processed for the granting of maternity benefits, of which only 2% (923) were received by men, although one possible reason is that the right of enjoyment belongs to women who have to give it to fathers. However, the figures on leave again fall on women, who account for 92.8% of the leave for child care and 82.5% of leave for care of other family members.

In addition, women are the ones that mostly do the attention and care work, whether professional or not, which must be valued. The social model has patriarchal foundations that mark the social context and in this sense it is necessary to highlight how these functions are developed.

Working conditions are a relevant element in gender inequalities in the labour market. The persistence of the wage gap, as well as the type of hiring, the working day (involuntary partiality) and its distribution, among others, highlight the disadvantages faced by women in the development of their professional career. Therefore, it is necessary to adopt measures to achieve a more balanced and equal gender labour market.

- The demographic changes that have occurred in recent times in our country and in the rest of Europe have caused a population aging, which leads to an increase in groups with care needs. This aging partly explains the reduction in household size, which often ends up in single-person households, but which, in any case, could be part of a family network linked to other family units from which they receive support.
- The growth in the number of dependent elderly people and people with disabilities is significant, while it has gone from 4.2% of people in a situation of dependency among the Catalan population in 2001 to 7% in 2016. The problem related to dependence, not only linked to aging, strongly affects the well-being of families in areas such as care, reconciliation of personal, family and work life and family responsibility.
- The impact of poverty and social exclusion risk on families. The percentage of people living in households considered at risk of poverty rises to 20% in 2017 according to the Survey of Living Conditions. It should be said that this general rate is higher in households with dependent children (24.2%) and is reduced in households without children (15.6%). In addition, the situation is aggravated for people living in a household composed of an adult with one or more dependent children where the population at risk of poverty is 35.3% (92.7 thousand people). And, although the percentage is reduced in families with two adults with one or more dependent children up to 22.3%, in absolute numbers it affects many more people, 598.8 thousand. The poverty rate of children under 16 is 30.3%. The AROPE rate that includes the risk of poverty and/or social exclusion of households without dependent children is 19.9% in 2016. In the case of households with dependent children, it is 24.9%.

Despite the diversity of family structures, in the conceptual sphere there are three common traits in all of them: they are based on the link defined by the blood or affinity relationship; a common residential unit is established; and the minimum of people making up the family are two. In addition, there is a coincidence in identifying its main functions: the resources provision, education and guidance, care and emotional bonding.

However, with respect to the minimum number of people included in a family unit, it should be borne in mind that single-person households can be in many cases, depending on the age of the person living, a potential family. Today, a single person can reach maternity or paternity through multiple methods such as adoption, foster care or assisted reproduction.

The family life cycle

One way to approach the reality of families in Catalonia is from the point of view of their life cycle, an issue that a well-designed system of public policies to support families must have in mind. Family structures have a dynamic character, they go through different stages and they undergo constant changes in their function and composition.

Nowadays, the limits of the vital time are changing: youth is lengthening, retirement becomes more flexible and biological life is prolonged. These situations affect both our conception of time and people needs. For this reason, new regulations or the legal adaptation of the existing ones and a greater degree of social protection are needed.

In any case, in the line of what has been mentioned above, there is no life cycle that serves for all family forms, and obviously, these approaches should not imply a strictly sequential process of the different stages, given the diverse reality of each family. In this sense, there are 4 stages of this cycle, which we want to highlight:

- Regarding the **process of family formation**, in Catalonia, one of the elements that arouses more concern is the delay about the emancipation age that has been clearly observed since 2007, with

the above-mentioned effects. Also, at this stage, the growth of the cohabitation option as a way of family coexistence is observed, around 15% of the family nuclei. Although this option was previously considered to be a first step towards nuptiality, currently half of the couples in fact have offspring, which reflects their consolidation. Finally, single-parent families that are not derived from a process of breaking up a marriage or a domestic partnership are becoming more common.

- Regarding the **consolidation and/or family expansion** stage, in Catalonia the fertility rate remains at very low levels in comparative terms with the countries around us. Catalan women in 2017 had 1.36 children compared to 1.58 of the EU average (2015). An explanatory factor is the delay of the average age at birth of the first child, currently 31 years old, while the average age at maternity is 32.2 years, 4 years more than in 1986.
- To all this, we must add the voluntary decision to renounce maternity/paternity, for a number of reasons: work, to have more freedom, more time for the couple, responsibility, personal, family and work conciliation, lack of labour and economic stability, among others. The infertility rate is between 25 and 30% of women born in the second half of the 1970s. However, this data contrast with the results of the 2006 CIS Fertility and Family and Values Survey, where only 5% of women declared not wanting to have children. As Esping-Andersen (2013) indicates, this difference between people's preferences and real fertility reflects the existence of a welfare deficit.
- Regarding **ruptures and recompositions**, data show that in 2017 there were 18,221 annulments, separations and divorces (96.2% of them are divorces, 17,532). In a little more than half of these ruptures, custody of children proceeds (51.9% of the 2016 divorces between consorts of different sexes), a situation that encourages the formation of new family structures, whether those that are socially called single parent families or, with time, the reconstituted ones. In addition, it should be borne in mind that this figure in the registration statistics does not include the breakup of de facto couples, although in practice they experience the same situations.
- And finally, the **aging processes** must be kept in mind. Demographic data verify an increase in older cohorts in the population pyramid. Thus, the group of people 65 years old and over concentrate 18.5% of the population on January 1, 2017 and, among them, older than 75 constitute 9.2% of the population. If one considers that the life expectancy of disability-free life at birth is 72.1 years for women and 70.4 for men, it is expected that many of these people will need attention and care services, either by the family itself or from other people.

In this context, not everything changes, like the fact that Catalan society continues to perceive family as a fundamental institution in their lives: 87.5% of people think that it is very important, well above work, friends, leisure, politics or religion (CEO, 2015).

The CTESC recommends:

1. Establish a definition of what is meant by family. An adequate framework for doing so would be a National Pact, to favour the prioritization and the transversality of family support policies, as well as their stability over time, far from the influence of political cycles.
2. Incorporate single-person households in the definition of what is understood by family as subjects of the right to attention and care services, especially in the cases of people living alone due to supervening or involuntary causes.
3. To deepen the knowledge of the demographic and family reality in Catalonia. The information we previously obtained from official statistics such as marital status is clearly insufficient, because it does not include a part of social reality. It would be necessary to define a suitable instrument to show, in all its amplitude, the family reality in Catalonia. In this sense, it is positively valued to have re-recovered the Fertility Survey in hopes that it will have continuity over time.

4. Strengthen the Catalan Observatory of Families, as a permanent point of study and research on families and on the impact and monitoring of policies related to them in the Catalan territory.
5. Pay attention to the change in family structures, since, although the traditional model is still the majority, there is an increasing number of families belonging to other models, with specific needs and particularities. For this reason, it is necessary to establish family policies based on an open, receptive and equal rights view of this reality.
6. Adapt current legal regulations regarding families with the incorporation of single-person households. All age groups should be included for the needs that may arise in case of illness or dependency situation, especially in single-person homes of unwanted loneliness, as well as people who live alone and opt for maternity/paternity, with pregnancy or adoption that also need support before being considered a family.
7. Establish a services portfolio that accompanies families during different life cycles, from childhood, adolescence, through the creation of a new family bond, the reproductive stage or old age, as well as changes that may occur as a result of different circumstances, such as divorces or new unions.
8. Improve measures to prevent family composition from having such a significant impact on the poverty risk in Catalonia, especially in families with children. One of the reasons is the weakness of aid for this type of family and the insufficient wage income. In this sense, it would be needed to orient those aids and benefits that are necessary to face and respond to families at risk of poverty. In any case, the capacity of guaranteed citizenship income to improve the situation of families, among other aspects, must be assessed.
9. Take effective measures in the field of housing and energy poverty to reduce family poverty. In this regard, compliance must be guaranteed, as soon as possible, of the current articles of Law 24/2015, of 29 July, on urgent measures to tackle the emergency in the field of housing and energy poverty, with the corresponding budgetary allocation.
10. Promote dissemination actions and other pedagogical actions affecting citizens as a whole to favour the acceptance of different family models.
11. Promote joint responsibility in the domestic and attention and care field.
12. Promote and carry out awareness-raising actions to assess care work in family as a public good, while also affecting the modification of gender stereotypes, while promoting the participation of women and men from a more egalitarian way.

1.2.2. FAMILY SUPPORT POLICIES

In the previous section, we have pointed out various elements and challenges posed by family life in today's society. This reality has resulted in a growing concern about the impact of social transformations on the well-being of families and children. This is where family support policies have wanted to influence.

Policies aimed at protecting family must be designed under the umbrella of equal opportunities and social justice. In addition, the gender impact in all cases must be taken into account. Likewise, they must be promoted through a model of community-based care centered on people: family empowerment, housing guarantee and work opportunities.

Within the set of social policies, family represents one of the fields where there is no absolute consensus on their definition, objectives and instruments. As Alegre (2017) points out, it is not easy to respond to what is specific to families regarding other social policies, in addition to the fact that a certain ideological component of the family's own conceptualization cannot be denied, as is described in this report.

As indicated by the OECD (2009), support policies for families could be understood as those actions that deal with problems that specifically affect families due to the fact of being so and whose resolution happens mainly in the family field. They include interventions that, although they may invade other areas of well-being, specifically affect relationships between household members or their economic and social opportunities.

There are two central nuclei that every policy in this field should have. The first nucleus refers to childhood-adolescence, especially early childhood, given that personality is formed in this first sphere of recognition that is the family. The second is illness and dependence, given that families must be accompanied in these situations.

It is clear that in the diagnosis, design, construction and application of different policies and measures different actors will be taken into account: families, Public Administration (in a transversal way), companies, working people and the whole of society.

The CTESC proposes recommendations in this framework, despite being aware that these policies cannot be conceived as watertight compartments, isolated from other areas of vital importance such as health, education, housing or social services. In this sense, governance is essential to deal with planning and management in a complex and interconnected environment, which requires working in a process and network dynamics.

The CTESC wants to highlight 4 features that characterize the main debates around these policy types:

- The universal nature of family support policies, that is, that their recipients are all families, regardless of their income level, as opposed to specific measures aimed at certain groups.
- The preventive conception (*preparing rather than repairing*), an idea corresponding to the concept of "Social Investment State", which conceives social policies as a productive element as opposed to an economic burden (Morel, Palier and Palma, 2012). Its spirit is to generate welfare for the population (*welfare-mix*), both in material (*welfare*) and subjective (*well-being*) ways.
- Favouring families welfare conditions so that they can freely have the desired number of children, as opposed to the natalist character of the previous policies. It is based on the need for public compensation for family charges, in the line of perceiving offspring as a common good.
- The need for greater co-responsibility between men and women in domestic, family and care tasks, with aid and services without gender bias.

The truth is that family support policies are underfunded compared to the EU. Thus, social protection spending in families in Catalonia is 0.8% of GDP, in Spain it is 1.3%, while in the EU-28 it reaches 2.4%, in 2014. This fact explains, in part, the impact of the type of family structure on risk of poverty, especially in families with children and single parents.

Existing policies and instruments to support families may not be enough to meet the different challenges and cases identified in this report. That is why different proposals have been carried out that will necessarily imply a higher budgetary effort. Therefore, in this context it is necessary to carry out an analysis of the economic and social impact that its application might entail.

The CTESC recommends:

13. Ensure the guarantee of the welfare state, putting the family nucleus at the center of the decisions, given the family circumstances that the report shows us, as well as the different family typologies. That is why more economic investment in policies to support families is needed.

14. Prioritize resources for vulnerable families.
15. Promote a new family support law that takes into account the recommendations of this report. The approval of the new Comprehensive Family Support Plan should also be expedited.
16. Incorporate the gender perspective in all policies to be designed to support families.
17. In-depth analysis of the universal nature of family support policies, their suitability and their social and economic impact. Also reflect on whether family income should be a key criterion to develop family support policies.
18. Ensure interdepartmental and interinstitutional coordination to protect and enforce policies to support families.
19. Periodically analyze the family needs in order to be able to do a proper planning allowing a better aid distribution, taking measures that are preventive and not only reactive. In this sense, it would be important to develop methodologies and guidelines for the evaluation and early detection of families at risk.
20. The Public Administration, as responsible for family support policies, must ensure adequate coordination of all agents, public and private ones, involved in the provision of services.
21. Have an agile and little bureaucratic Administration giving a quick response to the difficulties that a family may endure. Given the mentioned diversity, there is a need for policies characterized by their flexibility and adaptation to the specific situation of each family.
22. Bet on accurate information on family support policies. In this sense, the implementation of a "single window" for citizens could facilitate both information, documentation, as well as the possible management of benefits and services.
23. Develop a face-to-face network or "physical" points distributed throughout the territory, taking advantage, whenever possible, of existing resources.
24. Guarantee that the service portfolio ensures territorial equity and is provided with budget enough. However, a network cooperation between town halls, educational community, health centers, etc. would be convenient.
25. Properly gauge the provision and number of basic social services teams so that they can answer to different situations and needs of families.
26. Have a permanent training plan aimed to professionals who are in charge of the different services, so that they update and adapt their skills, while also offering them psychological support and emotional attention.
27. Design specific and appropriate training actions for non-professional carers, while also offering them psychological support, emotional attention and support, if necessary, in order to cope with the family situation in the best possible conditions.
28. Prepare, periodically, through an independent body, a report evaluating the policies to support families, with qualitative and quantitative indicators allowing monitoring and improvement proposals.

1.2.3. INSTRUMENTS OF FAMILY SUPPORT POLICIES

In line with the previous section, the instruments of family support policies must be the means to increase the well-being of families in Catalonia, reducing existing barriers and difficulties for their full development. Therefore, it is important to link them to the main factors and elements that make up their life cycle, although some of them obviously affect more than one stage.

These must be quality services and they must be planned from a public service vision, with enough human and economic resources, as well as avoiding a unique assistance approach.

1. INSTRUMENTS AND MEASURES RELATED TO THE FAMILY CONSTITUTION PROCESS

As we have been able to capture in different appearances, it is relevant to take into account the context in which people and families live. The work situation with chronic unemployment in some groups, certain labour conditions (temporary employment rate, partiality, etc.), as well as housing prices, distance or proximity of the resources offered by the Administration, the purchasing power of each family unit, among others, clearly determine previous conditions that must be taken into account by the Administration to define and articulate the policies to support families.

The delay in emancipation has, among other consequences, the delay of motherhood and an increase in infertility, given that the fertility period is reduced. The design of instruments to facilitate the emancipation of young people affects aspects that go far beyond the support policies to families in the strict sense and that mainly affect three areas -training, labour market and housing-, about which the CTESC has pointed out several considerations and recommendations over the past few years.

That is why the CTESC believes that if a family support policy can end up succeeding, the first thing to be done is to eliminate "entry barriers" in the creation of a new family, and that is why a global outlook is needed.

The CTESC recommends:

29. Promote the measures included in the Plan of action of youth policies from 2017 to 2020 from a comprehensive vision, putting the person at the center, so that they really have a significant impact on youth and advance the moment of emancipation.

30. Expand the offer of social housing, as well as adapted housing, to guarantee access to as many people as possible.

31. Expand the age indicators of sons and daughters emancipation under analysis up to 40 years old, to a better understanding of the current reality.

2. INSTRUMENTS AND MEASURES RELATED TO THE FAMILY CONSOLIDATION AND/OR EXPANSION PROCESS

In this section we have included three large groups of family policy instruments: childcare and family support services, family, work and work life reconciliation measures and monetary transfers and aid. Although these measures have a clear impact on this stage of the life cycle, it is clear that they can also have repercussions on other phases of family life.

a. Childcare and family support services

Child care services

Child attention and care services represent an instrument to outsource a set of activities traditionally undertaken within the family framework, especially among women. Of special interest are children custody services, especially those under three years old, before formal education system begins. It should be noted that these services not only aim at family-work conciliation but also pursue other objectives: to prevent educational inequalities, to avoid child poverty, search for equal opportunities between women and men, to make it easier for people to have sons and daughters, and to provide children a good early childhood.

The main services in this area are nurseries and childcare at home. Comparative research shows that care and attention services for children have a significant positive effect both for children and parents. These services are especially necessary for new family structures such as single-mother/single-father families, with significant growth in recent years.

As for children, there is an improvement in their cognitive and emotional development and inequalities in skills are reduced depending on the socioeconomic origin. As for parents, it has a positive impact on the labour insertion of women in those countries where there is a tendency to universalize access to it. In addition, it could have an impact on birth-related decisions. The more the resource price increases, the greater the socio-economic bias in access becomes, and therefore, its positive incidence on birth rate decreases. Sweden is a good example of equitable use of childcare services, where the place in a nursery is guaranteed.

In Catalonia, early childhood care policies have a basically educational vocation and that is why the main services are nurseries or nursery schools. Once a coverage close to 100% of the schooling of children aged 3 to 5 years has been ensured, the focus has been placed on education from 0 to 3 years old, the first cycle of children school and, therefore, on the network of daycare centers. The schooling rate for children aged 0 to 3 in Catalonia is 38.6%, above Spain's average (38.1%), but far from that of the Basque Country (52, 4%) or from EU countries such as Denmark and the Netherlands, 65.2% and 55.9% respectively. The budget reduction suffered by the Generalitat during the last economic crisis has an impact on the development of this cycle. This reduction implies an increase of the family participation in the payment of the quotas, only appeased by some municipalities, sometimes, with the implantation of bonus systems depending on the income or social pricing.

The truth is that the current map of nurseries in Catalonia, as indicated by Blasco (2017), is implanted quite unevenly in the territory, influenced by its reactive nature based on the demands of the municipalities themselves, which explains a greater implementation in higher socio-economic level municipalities.

In any case, it is necessary to verify the open debate in Catalonia about whether it is necessary to continue expanding the schooling of children aged 0-3 or if it is necessary to rethink which is the most beneficial parenting according to their age and family situation. A large sector of professionals and families consider that during the first year of life, the optimal situation for a child is parenting by the parents or closest relatives. Other options such as childcare services come into play here.

The CTESC recommends:

32. Increase investment for childhood policies.

33. Develop a new comprehensive plan for the care and protection of children and adolescents with the necessary public investment. This plan should be transversal and ensure equal opportunities and non-discrimination of all children, regardless of their origin, which implies redistributive, educational and social policies aimed at eradicating child poverty. Likewise, a childhood free of violence and sexual abuse should be guaranteed.

34. Guarantee the right of children to family life and promote a culture favorable to family foster, with the necessary resources.

35. Make a comprehensive plan for unaccompanied minors, which facilitates their social integration through training and access to the workplace, among others.

36. Ensure education to all children. In particular, access to children under 3 years old should be facilitated in the nursery by influencing quality and guaranteeing the number of public places needed in order to allow reconciliation of personal, family and working life, avoiding the total or partial abandonment of the labour market.

- 37. Guarantee the free education in the stage from 0 to 3 years old. It should be implemented gradually taking into account its economic and social impact.
- 38. Ensure access to leisure education for all children, which would also allow reconciling work schedules with personal and family life.
- 39. Regulate the structuring of home care services ("day mother", "nest houses").
- 40. Provide more resources to early development and care centers.
- 41. Accelerate the implementation of socio-educational intervention services.
- 42. Intensify the preventive and palliative measures aimed at children and adolescents in relation to addictions, harassment, sexist violence, discrimination, among others, as well as policies that act on psychological and emotional effects, mainly for those that are in a situation of social vulnerability.

Family support and parenting services

On the other hand, there are also parental support and parenting services in Catalonia, in which both children and their families participate. Currently we can find basically three: postpartum groups, family spaces and the Grow as a family Program, all of them with an almost testimonial implantation. Some experts advocate giving a more relevant role to family spaces because it has a bearing on all family members and because it allows children and families who have not been able to access a daycare center to be provided with the consequent opportunities for socialization, resources and parenting strategies and positive relationships between family members.

The initiatives of shared, cooperative and self-managed parenting, spaces and parenting groups cannot be set aside either.

In other European countries there are parental training programs to improve parenting practices in areas such as: health, education and children's behaviour, for example in the United Kingdom, Ireland and France. The objective of these programs is to reduce child poverty and to support families with children at risk. In Catalonia there are other universal public access services such as the early care service, family mediation or the technical meeting point service, as well as the Family Counseling and Assistance Service, which takes advantage of schools network to offer its services.

The CTESC recommends:

- 43. Continue to focus on family counseling and assistance services as a good tool to accompany families throughout their entire life cycle.
- 44. Strengthen prevention to avoid situations of violence within the family and to promote labour insertion programs for people who have been or are victims of violence.
- 45. Take into account in the design of policies to support families the protection of women, the elderly or other groups against ill-treatment and sexual abuse.
- 46. Improve the specific treatment of protection for women and families in cases of abuse in all areas of sexist violence. In this regard, the current regulations in this area must be reviewed and the appropriate budgetary provision made.
- 47. Increase resources for the accompaniment and support of families with children in situations of mental health problems, chronic diseases, among others.
- 48. To have a portfolio of services more appropriate to the different realities existing throughout the

territory, guaranteeing access to families with fewer resources, whether they want to take their sons and daughters to the nursery or not. There should be a more horizontal model of joint participation (between the Administration, centers, entities and families).

b. Measures to reconcile personal, family and work life.

Given the widespread incorporation of women into paid work and the emergence of new family structures and models, new social relationships have to be taken into account, as well as a new way of cooperation and commitment between men and women allowing a rebalanced part of responsibilities between professional and private life.

One of the current challenges is to respond to the complexity of balances posed by the development of both personal and family life as well as working life. To do this we must evolve in many fields. Thus, profound cultural changes must be made to promote the integration of men and women into active productive life and to advance in a co-responsible conciliation model, without creating unsustainable and unnecessary imbalances. In particular, it would be appropriate to consider the way in which care and attention to families, which has been traditionally assumed by women, is taken.

Normally, all efforts are usually directed to defend and promote gender equality in the workplace. Although equality measures in the company are undoubtedly necessary, they should not be the only ones. Many of the situations that occur in the labour market are a reflection of what happens in society and are affected by different aspects such as inertia, pressures, vocational segregation, sexist distribution of domestic tasks and family breast care, among others.

The promotion of co-responsibility in labour regulation and collective bargaining are very important to achieve the equality goal. It is essential to achieve an equal family distribution, household and care responsibilities, as well as that they do not have a negative impact on workers. Therefore, the legislation on parental leave and care must go forward in this direction, taking into account the current reality and social needs.

There are many factors influencing on them and which should be acted upon: the educational system, especially in the early stages, the family environment, the media, advertising, social relations, as well as in any other field in which it is possible to influence the necessary cultural change. All this would allow real situations of gender equality to be achieved in all aspects and at all levels.

Conciliation policies not only have a direct impact on the present development of equal opportunities for access and remaining of women in the labour market, as well as on participation and decision-making. Conciliation policies also have an impact on the future in areas such as demography and family structures, birth, education, care, the pension system and the maintenance of responsibility and solidarity in general attention and care of dependent people.

Permits and licences

Research confirms that work permits improve the job prospects of women and men, but no impact on fertility is observed. As for maternity leave, if they can really be efficient, it is necessary that they tend to cover 100% of the salary and that the period of time covered is not less than 16 weeks.

Nordic countries are the benchmark in this area, through an offer of parental leave paid by the State extensive in duration terms and generous in retribution. Although the Spanish State pays 100% of maternity and paternity leave, parental leave (absence leave) is not paid, although it is long. Thus, if we add each day of paid leave (maternity, paternity and parental ones) and compare it with other European countries, Spain is queued with 144 days, away from the 414 of Sweden, the 387 of Poland or the 1,207 of

France. Although the previous comparison does not refer to the reduction in working hours for legal guardianship and family care, it is found that in Spain it is also not remunerated.

Precisely, in the Spanish case, the system of unpaid permits and licenses favours the reconciliation of the best paid people in the labour market, while the rest have more difficulties to enjoy it. In addition, the Spanish model is still far from reaching enough level of coresponsibility, as reflected by the lack of individualization rights in some permits such as breastfeeding.

The CTESC highlights the Swedish experience, especially with regard to parental leave, which can be requested for sons or daughters up to 12 years old. Of the 240 days allowed to parents, 195 are paid with 78% of the salary and 45 have a fixed price that collective bargaining usually complements. It is also a very flexible permit that adapts to family circumstances, given that the parents can transfer it with consent, except for 90 days that make up the quota of both mother and the father.

The CTESC recommends:

49. Promote the reconciliation policies of personal, work and family life to the entire active population, without gender bias.

50. To analyze in depth the measures and permits existing in other countries and other autonomous communities, to promote those measures and mechanisms that favour a co-responsible, real and effective conciliation in the territory.

51. Change the current terminology of current parental permits, so that this denomination is inclusive of all existing family models.

52. Study the possibility of extending the non-transferability and remuneration of all existing care and conciliation permits, with the aim to promote the co-responsible care. If permits are transferable, incentives must be established for parents to make more use of them.

53. Establish an initial parental leave for immediate enjoyment after giving birth, adoption or foster care, replacing the current maternity and paternity leave, of the same duration for both parents, non-transferable and 100% paid. In no case should this measure represent a decrease in the duration of current parental leave.

54. To study the possibility of a parental leave after the initial one, fully or partially remunerated, that can be fully or partially enjoyed up to the child being 12 years old. The current parental leaves of absence for childcare (until they are three years old) and working hours reduction for childcare (until they are 12 years old) are not remunerated.

55. Promote the use of collective bargaining to find appropriate solutions on personal, family and work conciliation. In this sense, encourage the inclusion of clauses on working time to collective agreements, agreements or pacts, in order to enable and seek a balance between the needs of companies and working people.

56. Analyze the suitability of incorporating a short-term permit for temporary indispositions of children or relatives in a situation of dependency. In any case, the economic and organizational impact of this measure on the development of business activity must be taken into account.

57. Carry out an evaluation of the effectiveness and efficiency of measures used in the field of conciliation.

Work time management

In the labour context it is obvious that in recent times there have been transformations in the socio-economic structures, that have caused the emergence of new forms of production generating, in turn, a new

organizational framework for companies. Thus, traditional business organization schemes and labour relations are subject to revision due to factors such as the pressure of competition in more open markets, internationalization, economic globalization and the implementation of technical and technological progress.

In relation to the rationalization measures of working hours, there are indications confirming the positive effects both on the participation of parents in the labour market and on family life. The most frequent measures are the reduction of working hours, flexibility and the reduction of working time to care for dependent family members.

In this field, the proposal Time Reform Initiative is remarkable. Under the shelter of this initiative, the CTESC report *The management of paid working time in the context of the hourly reform* is prepared, with a series of recommendations and considerations. Based on this initiative, the Labour Promotion Agreement for hourly reform is approved in the Labour Relations Council, within the framework of collective bargaining. In addition, in July 2017, the Pact for Time Reform was carried out with an application period up to 2025.

The case of Portugal stands out for its innovation in this field. Thus, fathers/mothers with children under 3 years old have the right to telecommuting, or to work from home, whenever their working functions allow. Fathers and mothers with children under 12 years or older with disabilities or chronic illness living in the same household also have the right to flexible work, to decide the beginning and end of the workday, within limits; and also have the right to part-time work.

The CTESC recommends:

- 58. Encourage the measures of the Labour Promotion Agreement of the time reform within the framework of collective bargaining, in addition to those provided in the Pact for the Time Reform.
- 59. Introduce new forms of work organization and promote a system of reorganization of daily working hours, in accordance with the Pact for the Time Reform and in the framework of collective bargaining, to favour gender equity and labour and family conciliation and to conceive conciliation as a productive strategy.
- 60. Adopt the necessary legislative modifications to extend the assumptions of the interim contract to replace more suspension cases of the labour contract related to the attention and care of family members.
- 61. Provide assistance to companies to develop work time management measures, such as the acquisition of applications, organizational consulting activities, among others.
- 62. Facilitate access to telecommuting or time flexibility, provided that it is feasible within the organizational company scope, especially for workers with dependent persons in charge.
- 63. Promote, wherever the sector allows, the regulation of accumulated hours, the continuous working day and the pause to eat reduction, seeking balance between the needs of the company and the workers.
- 64. Carry out awareness and training measures with the aim of fostering a new organizational culture that does not favour "face-to-face" work.

c. Financial aid and money transfers

Monetary benefits represent a recognition by the society of the financial burden that means maintaining a family, with a double objective: to fight against vulnerability of families and to enable fathers and mothers to have the desired number of children .

The Spanish State is placed last as for the percentage of GDP destined for economic aid, 0.5%, below Portugal and Poland (0.8%), and much further from the reference countries as Germany (2%), Belgium (1.8%) or Finland (1.6%).

In both Spain and Catalonia, services for families are basically of a welfare nature and do not cover the growing needs of the population, are poorly regulated and generally poorly paid, occupying a percentage of the population that is much lower than other European countries. The economic benefits to the families are limited by the level of income or by the labour situation, being the case that women who do not have a paid job do not receive the aid for workers with sons or daughters under 3 years old (100 euros).

In addition, it should be noted that child poverty is closely linked to household income and it mostly comes from parent's or caregivers' salaries. In this sense, family support policies have to deal with child poverty and break the cycle of intergenerational poverty transmission. Therefore, a significant increase in social spending is considered necessary, as well as the adoption of income guarantee measures for children combined with preventive and palliative measures. We are one of the countries in Europe with the highest risk of child poverty, and this statement has to do with being one of the countries with less investment in social protection and less effort in public spending aimed at children and families.

Family benefits and credits

Research confirms, although not unanimously, the positive impact of the economic benefits per dependent child on fertility indicators, especially in families with lower income and among women with a lower level of qualification.

Basically we can find 2 types of aid: family benefits and tax measures. As the report indicates, there is controversy over which transfer schemes are more efficient, whether universal or focused ones. The dominant trend in Europe is the universal nature of benefits, although precisely Spain is one of the exceptions. The truth is that in a context of budgetary constraints and increasing poverty, some studies suggest that targeted strategies, especially if they are generous, are able to redistribute resources better, although they entail more expenditure on management and control, as well as possible disincentives in job searching. Generosity related to benefits is not the case in Spain and Catalonia, with a low amount of targeted aid. Facing this reality, the Federation of Children and Adolescents Care Entities (FEDAIA), in 2015 made a proposal for a universal economic benefit to raise € 2,500 per year and child.

Certainly, the Citizenship Guaranteed Income can play a significant role in supporting families with more economic difficulties, given that it intends to ensure the minimum of a decent life for people and family units that are in poverty. It can answer to the increasingly frequent situation of families who suddenly or sporadically experience poverty episodes or dysfunctionality. Anyway, its way to date is reduced and its regulation is still pending.

There are a series of money transfers that cannot be left aside either, such as individual dining aids for school transport and scholarships, among others.

In the international sphere, it is interesting to highlight the British experience of Universal Credit, aimed at families with children, especially if the family income is low. The universal credit guarantees a basic income to live, depending on the age and family unit situation, in addition to a series of income supplements (for dependent children, disabilities, care and informal care).

Tax measures: tax deductions and deductions

The second pillar of financial aid and money transfers are those that are carried out through tax relief, via the personal income tax (IRPF), among others. But in several countries there are deductions in other taxes such as the registration tax, as well as discounts on transport tickets. This is the case in Catalonia

in transport titles such as the T-16 and the economic benefits linked to the large family title and the single parent family.

What seems to be contrasted is that the current personal income tax, by allowing joint taxation of marriages and not stable marriages, can harm new forms of family. The taxation unit (individual, joint or optional one) is very important; however, it is not the only factor influencing the neutrality of the family tax system, understood as a system of tax benefits offering both parents the same incentives to work and in which changes in the couple's paid work do not affect family income or taxes paid to the State.

The tax system in Spain is not neutral, since couples with two salaries pay less than couples with only one, that is, at the same level of family income, the former benefits fiscally; therefore, it encourages an equitable distribution of paid work at home with respect to gender as well as many OECD countries. The incentive is even greater in other EU countries: Greece, Ireland, Italy, the Netherlands, Finland and Sweden.

Sweden is one of the leading countries in the development of tax relief that has had a significant impact on reducing inequalities between families. Thus, for example, they have a deduction related to work at home, a deduction of part of the tax burden paid by the services consumer at home such as childcare or older people personal care services, and that ends up perceiving the service provider.

The CTESC recommends:

65. Deploy the Citizens Guaranteed Income with more agility and efficiency.
66. Prioritize direct economic benefits over tax relief and exemption policies.
67. Incorporate a periodic and universal allowance, in a progressive manner, by dependent children until they reach 16 years old, considering various variables such as the number of children, family income, type of family, among others.
68. Review policies to support large families in terms of the convenience of favouring families with a certain number of children regardless of their income. In any case, the consideration of single-parent family should enjoy tax treatment on the same terms as the condition of a large family. This also refers to large family and single parent family cards, which should have the same benefits.
69. Assimilate situations of disability dependence for tax deduction purposes.
70. Analyze, where appropriate, financial aid and monetary transfers directed to families to avoid possible unwanted effects on the labour market.
71. Assess the possibility that working women who do not comply with the minimum contribution requirement to access to the contribution of maternity benefits receive an equivalent to the minimum inter-professional salary. In the case of women who do not have a paid job, it is proposed to assess the suitability that they may receive a subsidy equivalent to 100% of the multiple-effect public income indicator (IPREM).
72. Cover the costs, and therefore their inclusion in the Social Security system, of a whole series of needs that have an economic impact on families, such as dental expenses, hearing aids, glasses and co-paid medications, between others.
73. Subsidize with 100% of the Social Security quota for common contingencies the hiring, by the family, of a worker for children care up to 12 years old or dependent people.
74. Adopt the necessary legislative modifications with the objective that the Social Security recognizes the reduction of working hours for children or dependent care, during the whole period, increased up to 100% of the amount that would have corresponded if workday would have been maintained without this reduction, to calculate Social Security benefits for permanent disability, death and survival, maternity,

paternity and retirement.

75. Correct the IRPF bias that benefits only a specific family model, given that it excludes de facto couples from the benefits that families receive for being a marriage.

76. Incorporate a gender impact analysis in the taxation framework and the corresponding reforms in order to comply with the Equality Law and be able to analyze biases.

3. INSTRUMENTS AND MEASURES RELATED TO DEPENDENCY SITUATIONS, OFTEN IN FAMILY AGING PROCESSES

People in situations of dependency have a very important impact on the family well-being. Unfortunately, the public responsibility to meet the needs of dependent people is more neglected than that related to children. Both financial autonomy and family care are also less guaranteed; in addition, most permits are short and unpaid.

Old age protection must also be guaranteed by public policies, the establishment and maintenance of pensions guaranteeing healthy and dignified aging, as well as the establishment of a system guaranteeing recognition of care work, with the necessary resources to professionalize this task.

As birth rates have decreased and the aging population has increased, the care model and care for dependency in an exclusively family environment is increasingly unsustainable. The challenge is to have quality attention and care services, through sustainable financing, based on respect for personal autonomy, as well as on the decision of the person cared for. The family and community environment must also be taken into account. To achieve this purpose, efficient coordination between social and health services is absolutely necessary.

The current trend is to avoid institutional and residential care, except for people with severe disabilities, and strengthen home care, for an active and healthy life at home and in a family environment. This is the case in Denmark which since 1987 has banned residence construction and only 4% of people over 65 live in them. Danish municipalities must evaluate and provide the necessary care services, be it home help, adequate furniture or even, where appropriate, adequate equivalent housing and access to a day center, regardless of the personal economic situation. In addition, all people aged 75 or over receive a visit, twice a year, from a person in the dependency care team to assess their situation and needs for some type of service.

In Catalonia, especially since the 2008 crisis, families (broadly understood) have covered many or almost all support needs for both children and dependents, due to lack of enough services. In this regard, the CTESC considers that the Administration must provide support services for families with children, elderly people and dependent families. In this way, the reconciliation of personal, family and work life is facilitated, as well as an opportunity for work generation. Likewise, it is necessary to facilitate that more people work in the sector in a professional way so that the care task does not fall exclusively on women and informal work, which in all likelihood will make health and social benefits of a residential nature more efficient.

Non-professional caregivers dedicate many efforts within families to meet people needs, often without enough resources in the emotional field to overcome the difficulties they face, taking into account that the processes of diseases, especially those of long or very long duration, have a negatively impact on emotional relationships, a consequence of these situations.

As an international reference in the field of permits to deal with care needs related to dependency, the German case stands out. They have, for example, *Familienpflegezeit*, family care time, in which any person who needs to care for a dependent family member can reduce the working day to work at least 15 hours a week for 2 years, with less salary reduction than which would correspond to the hours worked.

The salary reduction, however, continues the necessary time to compensate it, once the person has joined the job. Or, related to the *Pflegezeit*, time of care, the worker right with dependent and large relatives to request up to 10 days of paid leave with 90% of the salary per year. Salary financing is carried out by the public system ensuring dependency care.

Dependency care services in Catalonia are framed in Law 39/2006 on the promotion of personal autonomy and attention to dependency, of a State nature. Given the exclusive competence of the Generalitat in this area, these benefits are integrated into the Catalan Social Services System.

Services and, if this is not possible, economic benefits (currently they are just over 50% of the total benefits) offered are found in 6 large groups: home care, special services, social services (day center for the elderly or residential centers for the elderly), specialized services for people in health centers, specialized services for people with disabilities and support for non-professional carers.

Anyway, the whole system is burdened by financial difficulties. While Law 39/2006 provides for the contribution to be in equal shares, in 2017 the Generalitat contributed 84.3% of the resources. Information has also been collected on the process slowness to become part of the system, which implies, for example, that in the same year 2017, 824 people died with the dependency applications pending evaluation and 727 people died without the Personal Care Program (PIA) applied.

In the care for dependency, it is evident that there is a lack of economic resources for existing needs. Care has to be understood throughout the life cycle as a social and political issue, with a gender and multiple look that can design a system more adjusted to real needs.

The CTESC recommends:

77. Open a debate in society to collectively agree on how these daily attention and care tasks for dependents are distributed, among the family itself, civil society, the various public administrations, the private sector and the Third Social Sector, to support an efficient and sustainable social and economic daily care system over time.

78. Work for social and health care integration, in order to build an efficient care model for people, especially dependents and their families.

79. Promote the development of the new Law on the promotion of personal autonomy and care for people in a dependency situation guaranteeing the effective protection in dependency situations through the increase of services and the amount of benefits, reducing waiting times and establishing financing and mechanisms allowing economic sustainability of the Law.

80. Provide financial support in the form of a Social Security contribution to non-professional caregivers. In this sense, the convenience of recovering the contribution by the General State Administration could be analyzed in relation to the special agreement for non-professional caregivers of people in dependency situations who are recipients of the economic benefit regulated in RD 615/2007, of May 11.

81. Create a service that guarantees efficient coverage during periods in which the usual caregiver cannot be next to the dependent person.

82. Promote family discharge services for caregivers of people in dependency situations, facilitating short stays in residential accommodation.

83. Expedite procedures in requests for recognition of the dependency degree as well as, once the notification is made and recognised to the person in a situation of dependency, expedite again the benefit collection and the service needed.

84. Recognize the figure of the caregiver of the baby with special needs, in order to receive a possible benefit in the case of receiving a leave during the first 3 years of life.

85. Prepare the Survey on disabilities, personal autonomy and dependency situations more frequently, in order to adjust family support policies more agilely. In this sense, it would be convenient to have reliable information related to older population by shorter intervals (for example 5 years).