

# **YOUTH TRANSITIONS IN SPAIN**

## **National Report for the Project Youth Policies and Participation for Spain**

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## **1.- THE STRUCTURE OF YOUTH TRANSITIONS IN SPAIN.**

### **1.1.- Labour market situation.**

Work is still the key aspect to understand the attainment of a position inside the society, as well as to explain the attainment of the personal autonomy symbolized by the access to the mature age and the end of the transition process. Therefore work is still the main value in the construction of the transition paths, because its influence on life opportunities is still very strong.

Working population is distributed in the following way: 7.1% in Agriculture, 19.9% in Industry, 10.8% in Construction and 62.2% in Services. (INE-Survey on Active Population. 1st quarter 2000).

The block of work suffered by young people during the last two decades in Spain, is a verifiable fact and that has been statistically verified at the national level as well as at the European one. Spain has traditionally been one of the countries with higher unemployment rates in Europe, but it is necessary to highlight that these high unemployment rates have been recently attenuated due to the improvement of the economic cycle. This reduction of unemployment rates has led unemployment to lose its position as the first problem for young people, being substituted by the precariousness and the uncertainty of the jobs that youngsters can access to. The new job market, more or less flexible, makes that the labour conditions offered are more unstable and insecure. As L. Cachón (2000) has pointed out, "the extension of the temporary work is a manifestation -maybe the most clear- of the transformation of the norm of traditional Ford-based employment system in Spain. Although it is not a juvenile phenomenon, their incidence on the youths is considerably higher than the one that has on the elder groups". The influence over the transition trajectories of the Spanish youths' is evident.

The unemployment rates of young people, as well as the general unemployment rates, have significantly decreased during the last years. The general unemployment rates in Spain went down from 24.5% in 1994 to 13.4% in 2001. (INE-Survey on Active Population).

The rates of juvenile unemployment obtained in 1994 have progressively descended in Spain. In fact in 1994, 46.3% of those younger than 25 year-olds were unemployed, being 25.2% in 2001. That is the reason for a change in the discussion in the framework of labour relationships, which has moved from the unemployment to the precariousness and instability of the recruitings.

Unemployment rates are different for both young men and women. The latter have had, and still have, unemployment rates higher than the one of men. Concretely at the present time there is a difference of 11.8 points between the masculine and feminine unemployment rates among those younger than 24 year-olds. In fact the masculine rate is nearly 20.05% (43.4% in 1994) while the feminine is about 31.84% (49.9% in 1994).

There are also differences between the unemployment rates of the two cohorts of young age, 16-19 years and 20-24 years. Obviously, the working experiences of those youths that leave the labour market at early ages are different if they have just concluded their stage of studies or either if they have dropped out from the school system. Young people between 16 and 19 year-olds have an unemployment rate which at the present time is 9.07 points above the rate of those between 20 and 24 year-olds. Concretely the rate of the 16-19 year-old youths is 32.40% (54.2% in 1994) while that of the youths from 20 to 24 year-olds is 23.33% (43.5% in 1994).

But the figures of young people's activity are as important as their unemployment rates. The activity rates of the Spanish youths (16-24 year-olds) have registered a descending evolution in the last decades. In 1977 the activity rate, i.e. the percentage of youths that came out to the labour market was 56.7%, while in this moment (INE - EPA 1<sup>st</sup> quarter of 2001) is 46.6%. They spend more time in the educational system.

### ***Precarious work***

The high temporary rate of the recruitings and the job rotation, become the new problematic points of the labour panorama at the national as well as the local level. The promotion of the stability has in fact been the main objective of the last reformations carried out in our country in 1997 and 2000. Nevertheless, job uncertainty is still the most defining characteristic of the conditions of the Spanish labour market. The high number of contracts signed annually clearly shows the uncertainty of the recruitings. The number of contracts signed annually has gone progressively rising. In 2000, 13.609.293 contracts have been signed, for an active population of 16.912.610 people (Data EPA). We want to highlight that 57% of all this contracts was signed by youths between 16 and 29 year-olds. This figure points toward the high degree of uncertainty of the youths' labour trajectories.

Another fact that shows the eventuality and the precariousness of the recruitings in Spain, is the number of stable contracts that have been signed. The contracts of indefinite or stable character has gone growing in importance regarding the total number of recruitings, mainly starting from the regulation of the new indefinite contract through the Act 63/97 of December 26 1997<sup>1</sup>. But the rhythm of this growing has been slower than expected. It is true that the number of indefinite recruitings has strongly risen between 1997 (year of the reformation) and 2000. But what happens is that the number of global recruitings has equally grown, which has made that this growth has been stumped by the rising tendency in the number of global recruitings signed in a year. This way, in Spain, and in spite of the fact that 265% of indefinite contracts have been signed over the figures of 1996, this stable modality of recruiting means only 6.9% of the total number of contracts signed in 2000 (in 1996 the number of indefinite recruitings meant 2.7% of all the contracting).

Only the young age cohorts are those that sign more than a contract per person/year, the rest of cohorts have smaller ratios. It is also necessary to say that in the last three years young people have increased their contracting ratios per person/year in a higher extent than the rest of age groups.

This fact is very interesting because it highlights an increment of the uncertainty and precariousness conditions of the young cohorts. For example, in 1996 the ratio of contracts signed by the 16-19 year-old youths was 2.3 contracts, while in 1999 it was 3.5. This means that the youths in this age cohort sign annually one more contract than their contemporaries of 1996. A similar phenomenon happens with the age cohort of those 20-24 year-olds, which in 1996 was 1.7 contracts per person/year, while in 1999 it has risen until 2.3.

### *Chart. Rate of Temporary Work. SPAIN - EUROPEAN UNION*

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<sup>1</sup> ACT 63/1997, 26 december (B.O.E. 30-12-97), of Urgent Measures for the Improvement of the Job Market and the Development of the Indefinite Recruiting.

	TOTAL %	MEN	WOMEN	< 25 YEAR- OLDS
Spain	<b>32,9</b>	<b>32,1</b>	<b>34,4</b>	<b>70,0</b>
E.U.	<b>12,8</b>	<b>12,0</b>	<b>13,7</b>	<b>34,5</b>

Source: Eurostat 2<sup>nd</sup> Quarter 2000.

### *Criteria for valuation of work.*

An important change has been produced in the valuation of work, referring to the preferences expressed by the youngsters in 1996. While in that year, “personal relationships”, “good ambient” and the “content of the task” were compared in importance with the salary (INJUVE 1996, p.154), at present, the valuation in 1999 seems more agreed with the occupational situation that we described previously: for youngsters between 15 and 24 years, the most important criterion is “**stability at work**” -29.6%-followed by obtaining a “good salary” -28.9%-, while the criterion of being “interesting, entertaining” is important for 21.4%. “Good relationships” at work are only 9.24% of all the answers. (Martín Serrano, M. /Velarde, O., 2000).

### *Structural Changes in the Labour Market.*

Work legislation has a great weight in the structuring of the labour market, since it regulates the system of work relationships, in the recruiting framework as well as in that of the negotiation of work conditions. Thus it is not strange that the reformations carried out in this environment have a great social transcendency.

In 1994, the Government carried out a reformation of the labour relationships with urgent character, “because of the graveness of the economic situation” (Law 10/1994 of May 19) reformation that redefined the recruiting schemes, as well as the improvement of the public employment services.

After this reformation, which didn't have the total approval of the social agents (unions and employers), new reformations have been implemented reaching a stronger social consent. Thus in 1997 have been signed the Agreements for the Stability of Employment and the Collective Negotiation and for the Covering of Hole. The priority of the Agreement for the Stability of Employment (AIEE) is the creation of more stable jobs and has induced the creation of the contract of development of indefinite employment.

To transform into juridical norm the content of the AIEE, the Real Ordinance 8/1997 of May 16 (BOE May 17) was promulgated, of urgent measures for the improvement of the labour market and the development of the indefinite occupation. It has been processed later as Law, its content having modified several precepts of the Act of Statute of the Workers.

Besides these two important reformations, other reformations have been carried out during the period 1994-2001 in the framework of the labour market, being specially significant the approval of the successive National Plans for Employment (1998, 1999, 2000, 2001). In these plans a series of actions are developed (formative, legislative and fiscal) tending to improve the creation of employment and the ability to reach the professional insert, as well as the labour reformations in the framework of the recruiting with the aim of improving the operation of the work market, answering in an integrated way to the problems of unemployment, precariousness as well as to the high rates of job rotation.

These interventions have generally applied a set of measures tending to facilitate the entrance in the job market of the working population in general, with a special stress on the young groups. However there is a lack of evaluations about the real impact of the measures proposed in the Plans for Employment. These successive Plans, approved after the Agreements of Luxemburg 1997, are grandiloquent and repetitive.

## **1.2.- The structure of school systems.**

### ***1.2.1.- Formal system***

An important element in the structure of the Spanish educational system is the Organic Act 1/1990, of October 3, of General Ordination of the Educational System (LOGSE). This law has supposed a radical change in the normative framework of the educational system in general. One of the main characteristics is the fact of establishing the teaching with obligatory and free character until the age of sixteen, which is the minimum legal age for the incorporation to the labour market. The approval of this law has led to the installation of the new educational system, whose total installation has concluded in the year 2000-01. This way, during the nineties, the new educational levels have coexisted with those implanted by the former General Law of Education (1970).

The new Law of Education (1990) structures the educational system in general or special teachings. General teaching are children and primary education, secondary education (compulsory secondary education, high school and specific intermediate vocational training), specific high vocational training and university. Within the special teaching, artistic and languages courses are contemplated. Adult and special education are also regulated, as well as the educational actions whose primordial objective is the compensation of inequalities.

In the academic year 2000-2001, around 8.407.855 youths were at school in Spain, in some of the different educational levels.

#### ***1.2.1.1.- Children education and primary education***

The LOGSE establishes the infantile education as the first level of the educational system.

1.142.981 children participate in the Infantile Education (3-5 years), which means 13,6% of schooling population in Spain in the academic year 2000/2001. Spain is the first country of the European Union in having the highest schooling rates in the 3 year-old children (86,7%) being 100% for those 4-5 year-olds (Ministry of Education and Science, 2001). The Spanish family bets for education like future guarantee for children.

It is necessary to stand out its educational character as mediator and facilitator of later learnings, in opposition to the guard's function that it has traditionally carried out; at the same time its preventive character is recognized, because it helps to compensate possible future lacks related to social, cultural or economic environment.

The primary education is the first level of the compulsory teaching and it is free, underlining by its integrative and global character. It has six academic years, from 6 to 12 years. The purpose is to provide a common education to all children, to make possible the acquisition of the cultural basic elements, the apprenticeships related with verbal expression, reading, writing and arithmetic calculation, as well as a progressive action autonomy in their environment.

The schooling rate for this level is 100%, 2.478.256 children being registered, what means 29,5% of schooling population (academic year 2000/2001. Ministry of Education and Science).

### *1.2.1.2.- Secondary Education.*

The secondary studies certificate is the lowest required to be inserted in the job market.

In many countries it is compulsory until 16 years. Spain, since the new law of 1990 education (LOGSE) was incorporated into this trend, has changed the age of compulsory schooling from 14 to 16 years.

In the Obligatory Secondary Education (the so-called ESO), the schooling rate is also 100%, but in the secondary non-compulsory education, rates are something lower, 84.8% in 2000-2001 (counted from 17 year-olds, according to data of the Ministry of Education and Science, year 2000/2001).

The number of students registered in the compulsory secondary education in Spain has reached 3.196.618 in 2000/2001, what means 38% of the total number of people schooled in our country. 1.942.311 of them study the ESO, the rest of students belong to the High schools and to the Vocational Training.

### *1.2.1.3.- Tertiary education*

In general lines the number of pupils that accede to the tertiary education has considerably increased since the nineties, in a great number of countries, such as is reflected in the report "Regards sur l'éducation", 1998 accomplished by the OECD. Following the data of the OECD, a youth of each three will accede to a university level training in his life. In fact, the access to tertiary education, being university or not, is an access that is found less bound to demographic problems that secondary or even primary education can be. The demand of this kind of education is found very bound to a better access to employment.

There is an increasing perception about the economic and social benefits of university studies among the population. There is in Spain a significantly high rate of incorporation to tertiary education, mainly at the university level.

In fact, the number of Spanish youths registered in the university in the academic course 2000-2001, is expected to grow 0.5% with respect to the previous academic year. In this way 1,590,000 university students are expected, face to 1,581,415 university students registered in 1999-2000.

In Spain, the incorporation to tertiary education takes place, in general, after having completed the secondary studies. There is also a possibility of acceding to it, after a test, for those more than 25 year-olds and for those coming from vocational training (in this case students can accede to studies of 3 years, called "Diplomaturas" and that must be related with the vocational training they have carried out). This access is not as high as in other countries of the European Union.

### ***1.2.2.- Informal system.***

In 1985 the FIP Plan (Plan of Formation and Professional Insert) was implemented, and the General Council of Vocational Training was created.

The FIP Plan aims three general purposes: a) to assist, with high-priority character, to those communities and groups with special difficulties when finding employment, like young people, etc.; b) to impel within the training systems the introduction of teachings on new technologies and technical of managerial administration; c) to spread the training devoted to professional qualification.

This Plan is important for the transitions of young people since it is articulated around a series of programs, some of which go specifically directed to young unemployed. After the entrance of Spain in the European Community in 1986, the FIP Plan has gone adapting to the requirements of the European Social Fund. A specific program is that of "School workshops" and "Houses of Occupations."

With the approval of the General Law of Education (LOGSE) in 1990, a series of changes have taken place, with a remarkable importance over the training policies of our country: in the first place, this law establishes that "vocational training" (...) will be the set of teachings that, inside the educational system regulated by this law, give qualification to the different professions and careers" and -this it is the novelty of the LOGSE in this field- "it will also include those other actions that, being directed to the lifelong learning in the companies and to the workers' labour insert and re-insert, may be developed in the framework of job training and may be specifically regulated. The public Administrations will guarantee the coordination of both training supplies" (art. 30.1). Therefore, vocational training system is configured by three subsystems: vocational training in the educational system, lifelong learning (of workers) and job training (for workers in unemployment or in situation of professional change); in second place, it introduces in the specific vocational training the obligation of developing an important part of it in real productive situations; in third place, it introduces a modulated organization of the formative cycles, what facilitates, among other things that the educational system plays an important role on working population's lifelong learning.

The setting up of the reforms introduced by the LOGSE in this field is giving impulse to the occupational "professionalization" and to the change in the certification system of qualifications in Spain. The publication of the "Catalog of Certifications of Vocational Training" on the part of the educational administration is very advanced (developing the RD 676/1993 of May 7 which establishes the general guidelines about certification and the corresponding minimum vocational training teachings) as well as the one of the "Repertoire of Professional Certificates", which is a competence of the labour administration (after the RD 797/1995, of May 19, which settles down the guidelines about the professional certificates and the corresponding minimum contents of job training). Mainly it is important that a device has been set up to facilitate the adaptation of the professional competences to the changing requirements of the productive system (Cachón, L. 2000).

The National Institute of Qualifications (INCUAL) has also been created, by Real Ordinance 375/99, of March 5 (B.O.E. March 16 1999). The INCUAL, constituted as a technical instrument, depends on the General Council of Vocational Training, and it is the one in charge of proposing the establishment and the administration of the National System of Professional Qualifications. Its basic functions are directed to improve the qualifications of the active population, the transparency of the work market (matching demand and supply), and to improve the quality and coherence of the vocational training system. The basic norm to regulate the National System of Qualifications, makes possible the articulation of the vocational training policies that emanate from the General Administration of the State, from the Autonomous Regions and from the social agents.

Another important element inside the structure of the Spanish educational and training system, it is the series of agreements between the unions and the employers' organizations, on one hand and of these organizations with the administration on the other hand, agreements that have gone organizing the vocational training of the active workers into two subsystems: lifelong learning (directed to active workers) and job training (directed to unemployed workers).

### ***Conclusion***

The educational system is one of the main transition structures. During the last decade it has become an open space where young people lengthen their permanency. Training has become a

refuge, almost a profession in itself. The difficulties of finding an employment and the precariousness of the jobs available, lead many youths to spend some more time waiting, or coming back to the educational instances if they had left them.

In fact and according to the data facilitated by Active Population's Survey, in the first quarter of 2001, the schooling rate of young people has grown comparing to 1990 (INE-EPA 1<sup>st</sup> quarter) in all the age cohorts; 16-19 year-olds, 20-24 year-olds and 25-29 year-olds. For example and for those between 16-19 year-olds, in 1993 the schooling rate was 59.9% while at present it is 76% (INE-EPA). For those between 20-24 year-olds it has passed from 29.7% in 1990 to 45.7% (INE-EPA 1<sup>st</sup> quarter 2001). In the case of the 25-29 year-old youths an increment is also observed in the schooling rates, passing from 9.8% in 1990 to 17.7% in 2001.

The new Education Law (LOGSE. 1990) has enlarged compulsory education from 14 until 16 years of age. This fact has helped to the increase of the schooling indexes of the population in general.

The tendency to the lengthening of the permanency of young people in the educational instances is also reflected in the participation of women. Women have, for the different age groups, schooling rates which are much higher than those of young males. Thus, 71.4% of young men between 16 and 19 year-olds is in the educational system, the rate being 82% for the women of the same age. The same happens for the age group 20-24 year-olds, where 51.0% of women is schooled, face to 40,6% of men (INE-EPA, 1<sup>st</sup> quarter 2001).

Spain is one of the European countries (it doesn't have systems of dual training or in alternation) where young people that attend the vocational training, in spite of the proposals contained in the new education law (LOGSE 1990), are those with weakest relationships with the labour world. According to the OECD data, only 1,8% of the youngsters among 15 and 19 year-olds that are studying, manifests to have some kind of labour relationship. It is necessary to point out that these data given by the OECD, are lower than those managed by other sources, like the Spanish studies carried out on youth, where the figures in spite of being low, are something higher; this way, in 2000 (Martin Serrano, O. Velarde, 2000), 10% of the youths between 15 and 20 year-olds were combining study and work.

The long permanency in the educational instances is no longer a guarantee to find a job. Training can become a refuge, almost a profession in itself. The difficulties of finding an employment and the precariousness of the jobs available, lead many youths to spend some more time waiting, or coming back to the educational instances if they had left them. Education, training, can become a dead end alley.

The traditional support structures to transitions are not playing their role. The work market is failing in the incorporation of young people to the society. The educational system no longer guarantees a job in a profession for the one the individual has been trained. Certification, education, is in many occasions useless as the currency that allows to buy "the security" of an stable employment, and the insurance of a life trajectory more or less lineal towards adult life. Young people in Spain face some long, uncertain transitions, which are interrupted in many cases.

### **1.3- Consequences**

#### ***Lengthening of the phase of family dependence.***

The labour block and uncertainty that young people must face, has caused undoubtedly a series of adaptation strategies to these crisis situations. One of them is that the Spanish youths, instead of leaving the family home at an early age, as the previous generations did, to look for employments that offered them stability, a labour security to build their future independence, an existential project, they prolong their study period, with the purpose of having a better educational stock that allows them to find an employment in a quicker way and that offers them some stronger guarantees of getting the job stability, to be able to get their recognition as adult people, and a future project.

According to the data of the "Report on Youth in Spain 2000", the percentage of youths remaining in their family of origin's home has increased during the last years, thus 74% of the youths between 15 and 29 year-olds are still living in the paternal household. It is also very significant that the percentage of youths between 26 and 29 year-olds that live in their parents' house has increased in the last decade from 25% to 50%.

Furthermore, the panorama of housing in Spain does not contribute at all to facilitate the independence of young people. The Spanish panorama of housing sector is very far from the European conditions: smaller public investment, 1% of the GDP in front of the 1.5 to 3% in Europe; heavier weight of the fiscal help to buy a house, in front of the direct help given in Europe; only 25% of all the expense is devoted to protected housing; the highest rate of unoccupied housings; the smallest rate of housings to rent and of public housings to rent; the highest rate of effort necessary to be able to buy a house; rigidity of the housing sector and lack of diversity. The financial system is also extremely rigid, what hinders long-terms of the paying-off; the difficulty to act on a residential park with an extraordinarily atypical structure in terms of comparison to the European Union: the highest rate of unoccupied housings, the smallest rate of housings to rent and the smallest rate in Europe of housings in public rent. Also the rise of the prices, the boom of the sector in the last decade produces the highest rates of effort, not only of Europe but of most of the developed countries. According to the last data, around 5.3 years of annual gross effort of a family are necessary to acquire a housing in Spain. In Germany the effort is equivalent to 4 years while in USA is 2.8 years. Only two countries, Japan and the Netherlands overcome the Spanish rate of effort to get a house.

By means of the program "Young Housing to Rent", the Institute for Youth, in collaboration with the Autonomous Regions, has elaborated an action plan dedicated to favor the personal autonomy of young people, promoting actions and interventions that contribute to facilitate their access to a housing.

To reach this goal, this Program has the aim of putting at the disposition of young people (between 18 and 35 year-olds) a service of supply of housings in rent, with the subsequent guarantees and economic advantages, as much for the lessees as for the proprietors. It also offers juridical and technical advice to young people in the buying or leasing in general of housings. The Autonomous Regions incorporated to this Program have, through their Directorates of Youth, an information service or office with the material and human resources necessary for the development of this Program. The Institute for Youth offers, during the first year of lease, an insurance for the housing and for the eventual unpaid of rents.

## **2. YOUTH POLICIES.**

### **2.1.- Preliminary**

The preoccupation for the construction of new youth policies, and mainly for policies able to generate new ways of participation, that may assume the democratic claims of young people after forty dictatorship years, is reflected in the article 48 of the Spanish Constitution that proposes to promote "the conditions for the effective and free participation of youth in the political, social, economic and cultural development".

The democratic town halls formed after the first municipal elections after the Constitution, in 1979, start the first policies on youth in the area of their cities and towns. The democratic town halls were and still are those which promote policies on youth which are more innovative and adapted to the problems of young people. Their approach of the juvenile problems open new process that make

possible the participation of the young people in the planning as well as in the execution of the municipal actions.

The third event that one must remember to understand the development of youth policies in Spain is the International Year of Youth (1985) that served as a catalyst to spread the new trends and theories on youth, or the policies already existing in other countries. It also served to start new researches and to institutionalize the studies and the so-called integral policies on youth. "This integral conception was used to seek the involvement of not only the various Administration levels, but also of all those economic agents and employers' and workers' representatives influencing and executing policies affecting the youth collective. Advances made in institutional terms have been substantial, although the results in applying policies have been unequal."(INJUVE 1999, p.164).

The discussion on youth policies must go together with the analysis of the role of the welfare state. Youth policies can not be seen under an isolated or sectorial point of view. To talk about youth policies must lead to the discussion about the basic problems for the welfare state such as fiscal reforms, models of economy, work sharing or attention to elder people, handicapped, unemployed people, but also the future of the university, the role of education, training, or cultural mixing.

"The highest challenge of the Welfare State nowadays is the need of reconsidering its classic hypothesis on work, family and social risk. Social protection has been excessively biased towards elder people (that were traditionally the group of highest risk of falling into poverty), and this bias has been reinforced while the Welfare states have tried to control unemployment through anticipated retirements... The expense in favour of elder people not only causes the exclusion of young people but also produces wrong assignments of economic power from a perspective of employment creation" (Esping-Andersen, 1996, p10, 26).

The development of the democratic vindications such as they are expressed in the 48th article of the Spanish Constitution is reflected on a high activity of legislation at the level of the State and at the level of the Autonomous Governments.

Yet we want to emphasize that there is no General Act on Youth in Spain (such as the KJHG in Germany). We think that an act like this may regulate, among other questions, the sharing of responsibilities -referring to young people- between the family and the welfare state. We consider it as a necessary framework for the elaboration of youth policies. The lack of policies, for example, intended to promote the emancipation of young people from their parents' household, means that the family must cover these social and economic deficiencies. There are policies for children and young people being in a "dependency" situation, while they are studying, but there are not any policies for the moment of leaving school or university and being unemployed. Young people feel that, although they are able to vote, they actually have no social rights.

Youth policies are a competence of the governments of the Autonomous Communities (there are 17 Autonomous Communities, plus the Autonomous cities of Ceuta and Melilla).

## **2.2.- Policies at level of Autonomous Region.**

Youth policies are already a competence of the Autonomous Communities. The responsibility is of a Ministry of the Government of the Land, usually the Education & Culture Department, or Ministry of Culture, or Regional Ministry of Employment & Social Affairs. In Land Navarra it is called Regional Ministry of Education, Culture, Youth & Sport.

The administrative committee, depending on the respective Ministry, usually has the range of a General Directorate for Youth or of a Director of the Institute for Youth. (Examples: Institut for

Youth in Andalusien, Valencian Institute for Youth, General Secretariat for Youth in Catalonia, or General Directorate for Youth, or General Directorate for Youth & Sport etc.).

The Governments of the Autonomous Communities design and approve the Plans of Youth Policies for the region, they develop programmes and approve funding for them.

The Plans and the programmes are accomplished directly by the autonomous administration, or through the town halls, or either through Associations or NGO's.

### **2.3.- Local Level**

The Local Administration, according to the Regulatory Act of the Bases of the Local Regime, can intervene in all the matters that affect to its interest and promote the activities and public services for the citizens of its municipalities.

Because of their nearness to the concrete problems and of the political commitment of their councilmen and mayors, the democratic town halls have been the first that have developed youth policies. There are several policies developed by the town halls that can surely be presented as examples of "best practices". They were the first that have developed integral plans and that have facilitated and promoted young people's participation.

The political-administrative structure described in the last points articulates and manages the implementation of policies based on concrete programs, such as "Information for youth", "Young people exchange", "Voluntary work", "Culture", "Youth actions", etc., concentrating thereafter the efforts in the implementation of the Youth Plans.

Youth Plans exist at the level of the Central State, at the Regional level and at the local level.

The "Youth Plan", the "Integral Youth Plan" or the "Plan for Youth" has been up until now, independently of its higher or smaller success, an instrument that has facilitated the participation of all the agents that intervene in the field, a reference framework where one could measure the daily policies related with young people, and mainly a reflex of the political wishes, since it had to be approved at the level of the Central Government, of the Autonomous or of the Local level.

### **2.4.- National Plan for Youth**

As we said before, the INJUVE<sup>2</sup> works as a Secretary to the elaboration of the Youth Plans at the national level, with the role of coordination of the Inter-Ministry Commission, built by those Ministries implied in youth policies.

The principal aim is to seek the synergies between the ministerial actions. They permit to elaborate follow-up and evaluation reports on the social and youth policies. They usually write three reports

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<sup>2</sup> The Institute for Youth (Instituto de la Juventud- INJUVE-) was created in 1985 (Royal Decree 565/ 1985) as an Autonomous Organization depends on the Ministry for Work and Social Affairs (since 1996). (Depending on the Governments it is assigned to a Ministry or another -it was assigned to the Culture Ministry and from 1989 to 1996 it belonged to the Ministry for Social Affairs-. Something similar happens with the adscription of the General Directions for Youth in the Autonomous Governments).

It has (INJUVE 99) three types of basic authority: promotion and fostering tasks, research, coordination tasks and project appraisal and subsidy management tasks.

"Work in progress" per year. Reports facilitate the opening of collaboration channels with the regional governments, the town halls, the Youth Councils and the Youth Associations.

Two plans have been approved at the domestic level: the Integral Plan (1991-1993) and the Youth Plan (1994-1997).

The first Plan was articulated according to the following areas: (1) Education, Training and employment; (2) Quality of life; (3) Opportunities and dealing Equality; (4) Participation and Associationism; (5) International Cooperation.

Passing from one plan to the other has been accompanied by a re-design of the five objective-action fields. It was not only a change of the name, in the second Plan the "integral" concept is abandoned, but also the accent was put on the new problems of young people.

The Second Plan for Youth reflects the changes of Spanish society, with a priority of those areas that appeared as the most important for young people. Consolidation of the educational and training system, the approval of the educational reform in 1990 through the LOGSE Act are the essential axes.

These are the areas of the Second Plan: (1) Autonomy; (2) Solidarity and opportunities equality; (3) Health and prevention; (4) Quality of life and (5) Participation.

(1) Autonomy: "the general aim is to promote the personal autonomy of young people through their occupational and social integration as well as through the access to housing". This is carried out through 12 measures with specific objectives. 77% of the budget of all Ministries was devoted for the Plan.

(2) Solidarity: "the general aim is to incentivate between young people solidarity, tolerance and to sponsor opportunities and dealing equality.

This is carried out through 8 measures with specific objectives' 4% of the budget of all Ministries was devoted for the Plan.

(3) Health and prevention: "the general objective is to promote between young people healthy life habits and to prevent the risks they are exposed to". This is carried out through 6 measures with specific objectives. 3% of the budget of all Ministries was devoted for the Plan.

(4) Quality of life: "the general aim is to promote the improvement in the quality of young people through responsible consumption, formative use of leisure, free time and sports practice" This is carried out through 6 measures with specific objectives. 15% of the budget of all Ministries was devoted for the Plan.

(5) Participation: "the general aim is to make possible the political and social participation of young people". This is carried out through 5 measures with specific objectives. 1% of the budget of all Ministries was devoted for the Plan.

The weight of the funding to each area reflects the political priority. A so important area as "to encourage and to make possible the political and social participation of young people", remains in something just testimonial and the aim of the funding has been rather to finance some campaigns of sensitivity and institutional promotion.

Third Youth Plan "Global action plan on youth 2000/ 2003"

At present, a new Plan has been elaborated, reflecting a different political perspective and that is waiting for the approval of the Government.

The new Plan is called "Global action Plan on youth" 2000/ 2003, and establishes two large objectives:

\* To favour the creation of the conditions that make possible the autonomy, emancipation and welfare of young people, through the implementation of measures of labor insert and of access to housing, as well as through programmes of education for health and of healthy leisure and free time alternatives.

\* To promote among young people solidarity and tolerance through the proposal of measures of help to handicapped groups, of prevention of racism and violence, of voluntary work, of cooperation with people from different cultures, and of any other that favours their active participation in the society.

The high-priority contents of the Plan are articulated in six Areas: (1) Training, employment and direction. New employment deposits; (2) Housing; (3) Education for health; (4) Leisure and free time alternatives; (5) Social exclusion and social integration; (6) Participation, Voluntary work, Associationism, and Cooperation.

The design of the Plan is based on the studies, proposals and agreements of the Interministerial Commission for Youth, taking into account the contributions of the institutions and social agents linked to youth, as well as the analysis of the experts on youth and the data and diagnostic of the "Reports on Youth in Spain".

## **2.5.- Youth plan of the autonomous Governments**

The elaboration of these Plans is also based in the national and regional researches on the situation of young people and their problems.

The strategic objectives go in three main directions:

-to offer to young people the means and opportunities to reach their own autonomy, to be integrated in the society and to improve their quality of life; -to promote the interest of young people for the participation in the political and social processes and for seeking solutions to the problems;

-to activate the coordination between all the instances related with young people, and the optimization of the existing resources.

The changes produced in the last years in the situation of young people: increase of dependency, unemployment and precariousness of employment, and increase in the schooling rates, make that the accent of the actions is put on the programmes that intend to facilitate young people's personal autonomy. The general aim is to promote the personal autonomy through their occupational and social integration and the access to housing.

The Governments of the Autonomous Communities approve their Plans and they are managed by the general Youth Director or by the Director of the Institute for Youth. The coordination between the different regional ministries is accomplished in the Inter-sectorial Commission. The participation is made through the Council of the Youth.

There is not such thing as a Youth Department, with a Ministry having the range of a regional minister. A superior range than the General Director is that of General- Secretary for Youth that exists in Catalonia since 1992.

There are differences between the Autonomous Communities due to many factors, for example: the historical tradition of the associative movement, the population weight of youth and its distribution in the territory, the development of the economy, the political majority, etc.

## **2.6.- Youth Plan at the Local level.**

The Youth Plan at the local level moves between the interest and the need of offering answers to the problems of the concrete young people, that the councilmen find every day, in the street, in their houses, and the competence limitations, mainly in so important areas such as education, job market or housing. The competencies to these areas are regional or national. Town halls must face every day the concrete problems of their citizens, problems they want to solve, but they have no competencies nor sources for it, so they still claim for more transfers of competencies, as well as for the creation of mechanisms of collaboration with the General and the Autonomous Administration and an increase of the autonomy and of the management capacity. They claim for: co-participation in mixed committees with the Autonomous Communities in the process for awarding subsidies to the different housing and employment programmes, as well as providing staff and technical material for undertaking these policies and the availability of school space for conducting youth programmes and activities outside school hours.

There are important differences between the Youth Plans of some large cities and the plans of other smaller cities. As we indicated in the previous section there are Youth Plans at the local level that may easily be taken as examples of "best practices".

In general, at the local level there are no explicit integral plans for youth, on the one hand due to competence reasons, and on the other hand, because youth policies are developed into or as a part of other policies such as education, employment, housing, welfare services or risk groups.

Town halls usually offer a lot of programmes and activities about almost everything, being obligated from the nearness of the citizen to offer answers to their needs. We present below a list of existing programmes:

- Leisure and spare time programmes.
- Training-employment programmes. To co-participate on drawing up Workshop-School and Craft House programmes.
- Creation of housing for young people and cooperation with other institutions in this aim.
- Promotion prevention projects of juvenile delinquency and drug addiction.
- Programmes youth associationism and support for Local Youth Councils by subsidizing activities and creating and consolidating infrastructures for youth.
- Providing people for informing young people, counsellors for young people, socio-cultural animators, spare time monitors, legal-labour counsellors, street educators, local youth employment agents, family planning counsellors.

- *Juvenile Information Centers (CIJ/ Centro de Información Juvenil)*

One of the most consolidated services for youth is that of the Juvenile Information Centers (CIJ) of the town halls, that at the same time are integrated into a net at the Autonomous Community level. In some of the regions and cities, other programmes have been implemented around these Centers, such as occupational insertion, training courses, etc.

The Autonomous Communities that have a distribution of the territory by Regions (for example Land Valencia), usually have a better over-municipal cooperation, more and more important every day, mainly on two areas: new technologies and design and execution of European programmes.

## 2.7.- Youth policies are generally "Sectorial Policies"

In Spain there are also policies to specific target groups about: infringements of laws by children and young people, young people involved in violence and racism acts, promotion of development for deprived young people, health prophylaxis especially to drug and AIDS, young people and leisure, young people and associationism, etc.

In the following paragraphs we want to outline two frameworks of policies which are essential for young people: (a) Social welfare benefits and subsidies for young people and (b) Housing policies and subsidies for young people. Both of them are strongly related to two phenomenon describing the situation of Spanish youngsters: lengthening and reversibility of transitions and delay of emancipation (Situation described in the Report "Youth Conditions in Europe, The Spanish case")

We also want to make reference to policies related to Integration of alien young people and late migrants ( c) and Participation in programs at European level (d)

(a) Social welfare benefits and subsidies for young people.

The benefits or subsidies existing in Spain from the Welfare State, are basically two, and they give response to situations of lack of economic resources to subsist. As well as the other aspects of the youth policy in Spain, these helps or subsidies are defined for the set of the population, instead of being designed for the special situations that young people must face:

- Unemployment subsidy, linked to period of work

It is necessary to accomplish some requirements to accede to unemployment subsidy. It is not a universal right. The most meaningful requirements are: to have been employed legally, to have covered a minimal period of 360 days working within the six years before the situation of legal unemployment, or before the moment when the obligation of quoting ceased. Furthermore depending on the worked time, a correlation is established with the time in which the subsidy is conceded. Anyway, even in the case of having worked for all life, the period of subsidy can not exceed two years.

The quantities to receive depend also on the quoting level that the person may have provided.

The right to unemployment subsidy, as we have shown, is defined mainly by two conditions: time in employment, and salary perceived since the quoting level and, consequently, the amount of the subsidy are calculated basing on it.

Both characteristics of the right of unemployment subsidy, affect those aspects where the position of young people in the job market is weaker.

In the first place one must take into account that young people confront a complex job market which is complex, flexible and precarious, that offers them a high occupational rotation. The fact that a young boy or girl signs in Spain an average of 3.5 contracts per year is an indicator that proves it and that describes the insecurity suffered by young people. Therefore it is very difficult that young people could fulfill initially with the requirement of having worked at least one year, what is the legal minimum established to perceive the unemployment subsidy, even adding all the periods of employment they may have passed. This has great transcendence since it generates a high defenceless situation of young people face to the structural conditions of a precarious job market and of a weak social legislation. The young boy or girl can not acquire safeties allowing him/her to

be more or less confident about the future and about the moment of starting a life of economic independence.

In second place the economic amount of the subsidy depends directly on the salary perceived in the last employment. This circumstance is very important since the employment to which youngsters accede, is usually a precarious employment concerning the amount of the economic remuneration. In the case of youngsters that find well-paid employments, those jobs are not affected by the conditions of the so-called secondary job market, which is the one where most of the young people find their first jobs. Therefore, in spite of receiving the subsidy, this tends to be quite low and it does not permit to keep an absolute economic independence, and youngsters usually have to be helped by other environments, as family for example.

These conditions show a "lack of defence" of youngsters in general, but mainly in the case of those starting their occupational career, since it is more difficult for them to reach the minimal period of quotation to perceive the subsidy and since usually (López-Blasco et al., 1999), while starting the search for an employment, the jobs they find are not well paid and for a short time.

### **3. YOUTH PARTICIPATION**

#### **3.1.- Institutionalized participation**

Conceiving the social participation as a principle, a process, a way of acting and an objective in itself, we will have to make some precisions to clarify what we understand for participation.

In the Spanish vocabulary there are a series of concepts that we generally use as synonyms but that actually are not. Concepts like decentralization, participation, co-management and self-management are terms that mean different things. They are all related with decision taking, with the possibility of deciding, but have different meanings. It is thus necessary to carry out some precisions.

There are different levels of participation which determine different degrees of implication in the taking of decisions. If we understand it as a whole, we can classify the possibilities of decision as:

- a) **lack of participation**: it is the maximum expression of the authoritarian system where the individuals can not participate in social decisions.
- b) **advisory participation**: it is characterized because the citizens do not participate in the decision organs but rather the latter request opinions from the former, regarding some topic or problem. The opinions can be taken into consideration or not. It is clear that this is the minimum level of social participation although there is no direct management on the part of the individuals.
- c) **simple participation**: when it is exercised by a single person.
- d) **collective Participation**: when it is exercised by a community.

In both cases (c and d) the participations are always lower than 50% required for the decisions. There is no parity among those that take the decisions. The decision is reserved for a minority, although they allow some degree of influence.

e) **co-managing participation**: representation of the parts implied takes place in an equal way in the organs of technical character or in those of decision. Decisions are taken among the parts, their votes having the same value. A real participation takes place since the decisions are decisive and in plane of equality. This is the most usual practice in the labour relationships between workers and companies, mainly in periods of crisis where the fundamental aim is to save the company and the workers. The main characteristic is that the representation is sectoral or institutional, and the election processes are carried out autonomously by the parts involved. The degree of personal implication of the individuals is very high since this kind of decisions will have great influence on other people.

This kind of participation does not put in question the social or political system, neither the structures that have been created by them. Participation, thus, is a phenomenon that promotes the insert or integration of the members of the society, and its lack produces disintegration and social exclusion.

f) **self-managing participation** : This the maximum level, since it consists on the real participation of each one of the individuals in plane of equality. In this sense it is the deepest concretion of the equality principle and it overcomes the system of delegate democracy, giving the maximum value to the individual as a citizen. This kind of participation is incidental, it usually does not stabilize nor be institutionalized, appearing in the social movements of autonomous character and in most of the occasions they are against the system.

The participation of young people is usually advisory and it is given at the three levels:

Geographical structure	Institution
State	National Youth Council
Autonomous Communities	Autonomous Community Young Council
Town Halls	Local Young Council

### **Youth Council of Spain**

The Youth Council of Spain is a youth cooperation agency created by an Act of the Spanish Parliament in 1983 (Law 18/1983 of 16 November 1983).

This public law governed private entity seeks the youth movement's co-participation in the Administration's initiatives. It is the response to an old claim of youth organizations, the object of which is so to defend and channel proposals and claims to the Administration and to society itself. (INJUVE, 1999).

The council is constituted by 71 organizations, 17 of them represent the Councils of the Autonomous Communities, one representing Ceuta and 53 representing the juvenile entities of state area. The aims as set by law may be condensed into two large groups:

- a) to cooperate with the Administration in diagnosing problems affecting youth, in proposing initiatives and their co-management, participating in consultative bodies which the administration have to this effect;
- b) to foster and promote youth associationism, as well as communication between the different associations existing on a national and international level, whilst providing legal, technical and informative aid.

The approval of the Council by the Parliament: it was the result of a long process that began in the democratic transition, 1976, by the juvenile movements that claim for a higher participation in the decision taking and in the execution. The different "Platforms", the "Taula Jove", the juvenile

political organizations procure the beginning, in 1977, of the constituent process of the Council of the Youth of Spain; the successive presentations at the Parliament bump into the weakness of the Government in 1980-82. After the elections of 1982 the procedures are facilitated and it is approved in November 1983.

(This short historical background can explain, though never justify, the ambivalent position of the Council of the Youth of Spain. In 1996, 13 years after its creation, they are still claiming that the matter is not to imply them at a counseling level in the elaboration of the Youth Plans, but "in their performance and appraisal, particularly for their closeness to the facts of young people's life, is posed. This would require a review of current legislation in force which will facilitate the actual co-management of resources and political measures affecting youth" (INJUVE, p.197 ).

The Council of the Youth of Spain strengthens its position as organization, but it remains in the level of counselling, without reaching what the juvenile movement wanted: managing. Furthermore the slow advance of the associationism in Spain hinders a higher plurality while choosing the Council's representatives.

We want to stress that the Council of the Youth of Spain is not the only way of representation and participation for youngsters, there are also councils of youth at the level of Autonomous Community and at the local level.

### **3.2.- Council of Youth - Autonomous Level -Local Level**

In the Autonomous Communities as well as in the large town halls there are Councils of the Youth, but they usually have two problems:

- a) the Councils have character of counselling, something which does not facilitate the participation of young people;
- b) the representatives to the Council come from Associations, registered Groups, nongovernmental organizations and juvenile movements of the political groups... but the associationism level is still low.

Many town halls that want to have a Youth Council do not have the number of Associations required for its constitution.

#### **Participation on the Nongovernmental Organizations**

The role of young people in the Spanish associative movement is changing. The so-called "citizen organizations" have experimented a high increase in the nineties, mainly the sector of Nongovernmental Organizations (NGO). Social prestige, presence in mass media and the positive valuation of the exercise of solidarity and of voluntary participation, drive to the increase in the protagonism of the NGO. Recent studies point to the fact that sixty per cent of youngsters less than thirty year-olds would like to work voluntarily in some social and humanitarian activity, though only ten per cent actually do (Soler/Bueno, 1999, p.127)

The associative model represented by NGO is characterized by a high number of young people, located in the cities (with more than 100,000 inhabitants), coming from sectors with a high qualification level. "The NGO are outlined as fundamentally urban associations, whose protagonists are men and women preferably young, having a high qualification level and coming from economically accommodated sectors" (Ariño et al. 1999, p.75 ).

The intervention of the NGO is accomplished in the so-called area "the Third Sector". Participation of young people is playing an extraordinary role of social and political activating.

The third sector affects to areas that were traditionally filled by the organizations of social welfare, which had impact on the area of social services and on the sanitary sector. Areas that were between the activities of State and those of market. Sectors, services, that the State usually did not offer, or did not give a satisfactory supply and that were not profitable to the market.

In Spain there is also a discussion about the role of young people in the Third Sector. On the one hand there is the vision of the fact that young people may accomplish those works that, being necessary for the society, can not be paid at the market price ( Jeremy Rifkin, Ulrich Beck), and on the other hand one can find the status quo, since the market -some multinational firms-is interested in accomplishing the traditional activities of the NGO, in order to accede to public funding.

Voluntary work is regulated in Spain by the National Act of the Voluntary Service (January 1996) and the Autonomous Communities have regulated it through a specific law or a reference linked to other law (competencies in social welfare depend on autonomous governments).

### **3.3.- Political self-positioning**

The political orientation of the Spanish youths -between 15 and 29 year-olds- has been quite stable in the last decades. Spanish young people are located in a majority way between the center and the left side concerning the political framework.

The novelty has been a movement toward political positions of center, being smaller the number of youths that are located in political positions of right and left. According to the study "Spanish Youth, 2000" (Martin Serrano, M. / Velarde, O.), the number of young people in center positions would have risen comparing to that observed in the last years. Thus, 30% of the youths position themselves in political situations of center in 2000, while this figure was only 17% in 1996 and 15% in 1988.

23 years ago, 52% of young people were considered in left positions... and have passed from 37-38%(1996) to 28% in 2000.

The same has happened with young people that are positioned at the conservative side, wich have strongly decreased since 1996, passing from 20% in this year to 9% in 2000. "But in our opinion, the feature that actually describes these displacements of young people's political position, does not refer so much to their particular location, but rather to their **un-location**. Young people are "un-located" because they don't know what political position would fit them the most. Because they say that they cannot be identified toward "the right", neither toward "the left", neither "in the center positions". And around 20% of young people at least find themselves in this state of perplexity or of disorientation, since the late eighties" (Martin Serrano, 2001, Report on Youth, chap.27)

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