



# Exit from and non-take up of public services

A comparative analysis: France, Greece, Spain, Germany, Netherlands, Hungary

[DATA AND MEASUREMENT IN SPAIN]

SPANISH team

# TYOLOGY OF INSTRUMENTS TO MEASURE NON TAKE UP AND EXIT FROM RIGHTS IN SPAIN

## Summary:

*The Spanish report on non take up and exit from rights gathers statistical outcomes for most of the current rights, benefits and public services in Spain. Some of these precise measurements are shaped into the EXNOTA Project manner, while in other cases we can only talk of estimates and signs of non take up. Most of the times the measurement instruments come from general statistics, be they demographic, economic or social, generated by public sector combined with user level statistics. The comparison between those who benefit from the right or the service, and the potential users (as estimated from general level statistics) makes possible to deduct an approximate estimate of non take up levels in some cases, and of exit from rights in other.*

*We have also compiled four ad hoc researches, taking care in a specific way the question of non take up in one or more of its aspects. They are the following:*

- a) Use of the right to participate in citizens and politics activities: nationwide survey performed in 2002, for the Spanish population 18 years old and over. 4,252 questionnaires were developed on in-house personal interviews.*
- b) Use of Primary Care public Social Services: representative surveys made to the general population, to the users/clients and to the social services professionals to evaluate the impact or coverage of primary care public social services.*
- c) Use of public and private resources from the poor population point of view: Specific survey reaching 29,592 families with poverty status (1994-96). It gathers outcomes on NTU of care benefits.*
- d) Frictional NTU in Health Public Services: investigation on a nationwide level, in order to know precisely the volume and characteristics of the waiting lists or frictional NTU in the Health Public System (2002).*

*Other two studies include some aspect about NTU. They are the following:*

- a) Research on non take up of Judicial tutelage towards Ethnic Minorities. In the case of Spain it was applied in 2002 to samples of immigrants Gipsy minority. More than 95% people discriminated did not denounce the situation.*
- b) Non take up of the right of a impartial Judicial Tutelage: research of 8,182 cases developed in six comunidades autónomas with large immigrant figures, to accurate information about the non take up of the right to impartial Judicial tutelage of immigrants in Spain.*

*These last researches, made in a specific period of time, are not good enough for an adequate knowledge of the time evolution of non take up.*

The Spanish report on *non take up* and *exit from* rights gathers statistical outcomes for most of the current rights, benefits and public services in Spain. Some of these precise measurements are shaped into the EXNOTA Project manner, while in other cases we can only talk of estimates and signs of *non take up*.

Most of the times the measurement instruments come from general statistics, be they demographic, economic or social, generated by public sector combined with user level statistics. The comparison between those who benefit from the right or the service, and the potential users (as estimated from general level statistics) makes possible to deduct an approximate estimate of *non take up* levels in some cases, and of *exit from* rights in other.

On the other hand we have compiled four *ad hoc* researches, taking care in a specific way the question of *non take up* in one or more of its aspects, and other two studies including some aspect about our main topic. All are researches made in a specific period of time, so they are not good enough for an adequate knowledge of the time evolution of *non take up*.

From the conceptual point of view, in Spain there is no socially or linguistically accepted concept to face the issue of *non take up* in the sense framed in the EXNOTA Project, so both statistical sources and researches use many different words to refer to the *non take up*.

Table 1 synthesizes rights, benefits and public services from which we have obtained any statistical information related to *non take up* and *exit from* rights. We have pointed out the periodicity of the information, the geographic location and the *non take up* estimated rate. In the latter point, the *non take up* or *exit from* rights is sometimes shown with indexes not able to be operational as statistical rates, as for instance, the *frictional non take up* is measured as the average time waited until the benefit is made effective.

The methodology used in each measurement instrument will be commented afterwards, focusing on the main pros and cons of each election.

Table 1: Rights, benefits and public services with no statistic data on non take up and exit from rights. Classification trial of measurement instruments in Spain.

<i>Right, benefit or service</i>	<i>Periodicity</i>	<i>Area</i>	<i>Estimated NTU rate</i>
A. Collected from administrative secondary sources			
Frictional NTU of pensions and unemployment benefits	Periodical	Statewide	
NTU of the right for Education	Periodical	Statewide	24% (Secondary Education Title)
Exit from the right for Public Education, as using private resources	Periodical	Statewide	32%
NTU of the right to Health (access to services, waiting lists...)	Periodical	Statewide	
Exit from the right to Public Health as using Private Health systems	Periodical	Statewide	
Frictional NTU of the right for Justice (pending trials and preventive detention inmates)	Periodical and once	Statewide	21% (Preventive detention inmates)
Not users of basic social services	Periodical	Statewide	
No access to housing property in families with lower income.	Once	Region level <sup>1</sup>	
Families with a serious lack of dignified housing	Periodical	Statewide	2% Shanty housing
NTU of the minimum insertion income by their potential users	Periodical and once	Region level	73% (Madrid)
NTU of the active insertion income by their potential users	Periodical	Statewide	44%
NTU of pensions and benefits for people with disabilities potential users	Periodical	Statewide	
NTU of the services agreed in the Employment Plan of the Kingdom of Spain	Periodical	Statewide	<b>e.g., 77% unemployed with no Professional Formation</b>

<sup>1</sup> Region level = Autonomous Community level

Excluded social groups, not covered by the rights, benefits or public services (Inclusion Plan of the Kingdom of Spain and other sector Plans for Sectors).	Periodical	Statewide	e.g., 30% of Gipsy people excluded
B.1. Specific researches on Non Take Up or Exit from Rights			
- <i>Exit from or non take up</i> of the right to participate in community and political activities (Sociological Research Center)	Once	Statewide	68%
- Exit from primary care social service (in Andalusia)	Once	Region level	60%
- Non take up of benefits and resources from impoverished population (Cáritas)	Once	Statewide	51%
- Frictional non take up of Public Health Services (Spanish Ombudsman)	Once	Statewide	
B.2. Researches on some question about Non Take Up			
- No coverage of the right to Justice for minorities discriminated in their basic rights (European Observatory on Racism and Xenophobia).	Once	Statewide	97%
- Non take up or exit from the right of immigrants to report on their employers (Spanish Judicial General Council)	Once	Statewide	77%

## 1. THE NTU MEASUREMENT ON PUBLIC ADMINISTRATION STATISTIC SOURCES

In this category we can distinguish three kinds of researches,

- Standard cases comparing the number of potential users with the number of benefit recipients, in order to know the *non take up* rate.
- Cases that admit various indexes depending in aspects or levels of a right.
- Complex cases, depending on many factors.

Below we briefly describe these kinds of studies, their pros and cons and some examples of this research.

### **a) Standard cases comparing the account of potential users and the account of benefit recipients in order to know the NTU rate**

The number of potential users usually comes from public institutions general statistics, while the number of benefit perceivers usually is obtained after the public services managed databases.

#### Advantages

Most statistical sources are periodical, which allows us to observe any chosen index's evolution in time. Data is easily collected, the outcomes are concise and there are good as reference for other studies. This method is over all productive, as may be applicable in many cases and save much time.

#### Disadvantages

A major problem is that the account of potential users may be larger than the one shown in official statistics, together with the fact that some users may be abusing the system, as claiming rights when not qualifying for them.

We must also take into account the time period data is referred to, as some users are temporary.

#### Examples

When comparing the figure of unemployed people with the number of those currently in Professional Formation trainings, the NTU rate is known, resulting that 77 per cent of the unemployed are not inserted in Professional Training programs designed for them.

### **b) Cases admitting various indexes, depending on diverse aspects or levels of a given right**

The different kinds of NTU, together with the degree of them becoming evident, may mean a substantial change in the situation. In some cases, it is possible to face the phenomena complexity using many measurement instruments.

#### Advantages

It enlightens the description of NTU, gives us a more detailed information and avoids not collecting those partial cases of NTU.

#### Disadvantages

To use certain range of indexes forces us to use diverse concepts that *a priori* must be very well defined. Moreover, if measurement instruments are not standardized, to draw a comparison with other researches is more difficult.

#### Examples

There are various indexes on NTU in Compulsory Education, as the percentage of students not achieving the Secondary Education Title, the percentage of those year repeaters and the percentage of 14 to 16 years old who exit from the school system.

### **c) Complex cases, depending on many factors**

There are NTU situations coming from diverse eventualities, so we cannot afford using a common index. The interaction among the factors allows us only to calculate the NTU risk in a few given scenarios.

#### Advantages

It provides us an added value to the *non take up* and *exit from* phenomena description, gives a broader information and avoids cases of not taking into account all NTU related to one single factor.

#### Disadvantages

To manage specific clustered factors makes more complex the NTU observation, as it implies the management of diverse indexes that might not be well defined. The measurement instruments were not contemplated before, so it is difficult to connect or to add up the factors of other researches and to compare the outcomes.

#### Examples

The *non take up* of the right for housing depends on the income level of the households and the price/quality ratio of dwellings, for example. This makes it impossible to reduce to one *ad hoc* common global rate index. We could say, for instance, that 88 per cent of housing in the Autonomous Community of Madrid (*Comunidad de Madrid*) was not affordable for families under a 12,000 Euros income per year.

## **2. AD HOC SURVEYS ALLOWING A MEASURE OF NON TAKE UP**

Under this category we place the researches orientated to knowing to what extent a right, service or benefit is being used. These surveys offer detailed information in the characteristics of those that having the right to benefit from a service do not use it. In some cases, the possible causes of the NTU/EF are exposed. Though these researches

are usually very accurate, as there are one- time studies there are not good enough for knowing the time evolution of the *non take up*.

Following is a description on the methodology used in the four surveys highlighted in the Spanish report, pointing out their pros and cons.

## **2.1. Research on the use of the right to participate in citizens and politics activities**

### Methodology

Nationwide survey performed in 2002, for the Spanish population 18 years old and over. 4,252 questionnaires were developed on in-house personal interviews. The sampling method was multistage, stratified by clusters, selecting the primary sample units (municipalities) and secondary units (sections) with proportional probability according to its size, and being their last units (individuals) selected by random routes and gender and age quota.

### Advantages

The sample used is a representation of the general population over 18 years old, according to the statewide territory distribution.

The blessing of this survey comes from its accuracy, as it gives us data with significance. It is also a periodical survey, so the same questionnaire is performed in different times with minor changes, so we can observe the evolution of various indexes.

### Disadvantages

Using a survey of its kind shows the disadvantage of most questions being previously coded. There is a uniformity of responses and opinions, most of the times important information is missing, as not previewed in the design of the survey.

## **2.2. Survey on the use of Primary Care public Social Services**

The Social Action General Directorate of the Labour and Social Services Ministry (*Dirección General de Acción Social del Ministerio de Trabajo y Asuntos Sociales*), has a Plan to evaluate the impact or coverage of primary care public social services. It is a proposal that can be followed by the Regions (*Comunidades Autónomas*), the ones legally entitled in the matter. According to the data collected, Andalusia is so far the only region that has put into work this survey<sup>2</sup>.

---

<sup>2</sup> EQUALITY AND SOCIAL WELLNESS DEPARTMENT (*CONSEJERÍA PARA LA IGUALDAD Y BIENESTAR SOCIAL*), Andalusian Government (*Junta de Andalucía*), 2004.

## Methodology

Representative surveys made to the general population, to the users/clients and to the social services professionals, including the following aspects

- ❖ Social services knowledge.
- ❖ Social services perception.
- ❖ Response capability.
- ❖ Social services satisfaction level.
- ❖ Expectations.

## Advantages

It reaches the broad population, regardless of being users or not users of social services. There are also interviews to the social services managers. The advantage of the survey is its accuracy, as displaying signifying data in *non take up* and *exit from rights*.

## Disadvantages

These are very expensive surveys. The surveys are structured with yes/no answers, limiting its contents and possibly losing important information. The investment is more worth it if the research is performed with a certain periodicity.

## **2.3. Research in the use of public and private resources from the poor population point of view**

FOESSA Foundation, institution presided by the Social Action Catholic NGO Cáritas Española, managed in 1998 a general report on poverty in Spain, gathering outcomes on NTU of care benefits, because of lack of knowledge around social services, and the percentage of people that being poor do not benefit from them and the number of families not receiving any help at all.

## Methodology

Specific survey, 1994 through 1996, in 1,447 Spanish municipalities, reaching 29,592 families with poverty status.

## Advantages

This research stands out as detailing broad information on most of the poor population in Spain. The characteristics of the people affected by *non take up* is detailed, and opinions are collected on potential users of the benefits.

## Disadvantages

The data gathered relies on opinions of those surveyed. There are many not- fully answered questionnaires. The credibility of the information is valued throughout the subjective impression the surveyor has had in each case.

## **Survey on the frictional NTU in Health Public Services**

The Spanish Ombudsman has run in 2002 an investigation on a nationwide level, in order to know precisely the volume and characteristics of the waiting lists or frictional NTU in the Health Public System, one of the issues with more citizens complaints in the Ombudsman institution.

### **Methodology**

The survey frame focuses in three specialized care services, which are first consultations to specialists, tests and diagnosis and surgeries. Complete information was requested from the National Health System and the Regional Health Departments with competences in Health issues. Moreover, visits were performed and an expert team interviewed people in all Autonomous Communities.

### **Advantages**

The research is based in a cases register, already existing. The compiled information is broad enough to provide a NTU's extent general vision of the three analysed services.

### **Disadvantages**

It is a one time research, not good enough to know the phenomena evolution.

These type of indexes are not manageable into one statistic single rate, the frictional NTU is measured pointing out the average time spent up to the service is made effective.

## **2.4. Surveys including any question about Non Take Up**

In this issue we can find partial studies with a limited range, which shows some indexes, but do not give more information on other *non take up* expressions. Two researches on discrimination must be highlighted.

## **2.5. Research on non take up of Judicial tutelage**

The European Monitoring Centre on Racism and Xenophobia has developed a study on discrimination towards Ethnic Minorities, with an specific display of police reports rate of this collective against mistreatment, abuse or segregation situations.

#### Methodology

Standardized survey intended for all European Union countries. In the case of Spain it was applied in 2002 to three samples of immigrants (337 Moroccans, 228 Ecuadorians and to 103 Colombians) and one sample of 351 people from the Gipsy minority, adding up to a total of 1,019 cases in the regions of Catalonia, Madrid and Andalusia.

#### Advantages

This research allows a comparison among countries.

It displays accurate information on *non take up* of the right of Judicial tutelage of a few of the groups with more issues on their social integration, as non-EU citizens and the Gipsy minority.

#### Disadvantages:

It is just a one-time research, so not good enough to know the time evolution of non take up and exit from rights.

Data displayed in the research are based on opinions of those interviewed.

## **2.6. Non take up of the right of a impartial Judicial Tutelage**

Research entrusted by the Judicial General Council/*Consejo General del Poder Judicial* to the University of Zaragoza Juridical Sociology Laboratory/*Laboratorio de Sociología Jurídica* to know how immigrants are treated in Courts, be it when being prosecuted or being crime reporters themselves. The goal is to know if there are discrimination signs in the access to courts or in Judges sentences, that would be a *non take up* of the right for a impartial Judicial tutelage.

#### Methodology

8,182 cases research developed in six *comunidades autónomas* with large immigrant figures, which are Madrid, Catalonia, Andalusia, Aragon, Comunidad Valenciana and Murcia. Among the cases researches, 50 percent belong to Criminal Justice, 33 per cent to Civil Justice, 10 per cent to Labour Justice and 7 per cent to Administrative Courts.

#### Advantages

It gives us accurate information about the *non take up* of the right to impartial Judicial tutelage of immigrants in Spain.

#### Disadvantages

It is a one-time study so not good enough to acknowledge the time related evolution on *non take up* and *exit from* rights.

The sample is not representative of the whole national territory.