

bulletin on
social vulnerability
number 16 september 2018

Fund for European Aid to the Most Deprived Programme (FEAD)' Impact Assessment in Spain.

*The perception of beneficiaries, organisations,
staff and volunteers*



Fund for European
Aid to the Most
Deprived

FEAD

SPANISH RED CROSS
RESEARCH AND SOCIAL INNOVATION DEPARTMENT

Edition:

Cruz Roja Española
Reina Victoria, 26
28003 Madrid

Photos: CRE

Design and Layout: Carmen de Hijes

Print: Afanias Industrias Gráficas y Manipulados

Legal deposit: M-19784-2012

ISSN: 2340-7794

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This Project has been financed by Spanish Red Cross Foundation. The Spanish Red Cross Foundation was born in 1993 and its participated by 23 Spanish Companies. Its objective is to help the Spanish Red Cross in her intervention with most vulnerable people. The main aims are to support and collaborate with the Spanish Red Cross, to contribute to its benefiting purposes, to promote the cooperation between companies and individuals with the activities of the SRC and to foster the assignation of resources to finance its activities, following Spanish Red Cross' intervention programmes.

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This new Bulletin on Social Vulnerability has two objectives: the first is to analyse the situation of food beneficiaries of the European Fund for the Most Deprived (FEAD), assisted by the Spanish Red Cross and the Federation of Food Banks, in order to know their situation of social vulnerability. The second objective is to analyse the Programme's operation, its strengths and the challenges to which it must respond in the future.

In order to deliver the first objective, a macro survey with a sample of 27,443 beneficiaries has been carried out during the last period of food distribution. At the same time, 6 focus groups with beneficiaries were held in different cities, in order to provide qualitative input. To deliver the second objective, 3 surveys were carried out: the first with a sample of 3,997 technical staff and volunteer members; the second with a sample of 2,320 Delivery Organisations and the third, with a sample of 875 Feeding Organisations.

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Support to Edition: GENDE FEELY, Susana; AYCART ANDRÉS, Juan; ECHEVERRÍA GONZÁLEZ, Almudena; RODRÍGUEZ PARDO Estrella; BENAVENTE SÁNCHEZ Pedro; NEBREDA SEGOVIA, Marga.

We especially thank the beneficiaries of the FEAD Programme, the staff and volunteers involved, the Delivery and Feeding Organisations and the Institutions taking part in EU FEAD Programme who participate in Fieldwork.

The Spanish Federation of Food Banks and the Spanish Red Cross are the Partner Distribution Organisations (OADs – from the Spanish *Organizaciones Asociadas de Distribución*) designated by the Spanish Agricultural Guarantee Fund (FEGA) for the execution of the Programme of the Fund for European Aid to the Most Deprived (FEAD) in Spain.

The presented research is made in a context of negotiations for the adoption of the next multiannual financial framework of the EU (2021/2027). This scenario, the long experience of the two organisations in the implementation of food aid plans, and the detection of improvable aspects for achieving a greater impact and effectiveness -as much in the configuration of the programme, as in its content and execution- have led us to undertake a quantitative-qualitative research which gauges the opinion of all the stakeholders (the beneficiaries and the Distribution and Delivery Organisations). It has two objectives:

- To analyse the situation of the FEAD beneficiaries, assisted by the Red Cross and the Federation of Food Banks, in order to understand their sociodemographic characteristics and the factors that condition their social vulnerability;
- To analyse the FEAD Food Aid Programme's execution, observing its strengths, and deficits, in order to offer proposals for improvement related to the challenges to which it must respond in the future.

The individuals and families who are beneficiaries of the FEAD Programme present extremely precarious socio-economic and occupational conditions in a picture that confirms the multi-dimensionality of the situations of poverty and social exclusion. The qualitative work carried out allows us to highlight some profiles of people with special vulnerability (such as the victims of gender-based violence with dependent children, the long-term unemployed without likelihood of reincorporation, foreigners in the process prior to the procedure of requesting International Protection, single-parent families or vulnerable older people) and to emphasise themes such as in-work poverty, energy poverty and child poverty.

As a whole, the evaluation shows that the FEAD programme is configured as a tool which contributes to palliating extreme forms of poverty, and an important instrument of support to family nutrition although it only partially covers the needs **of a balanced diet**. Another aspect that we believe is essential to highlight is the importance of the Programme in relation to children. In three out of four households analysed there were children under 15 years of age.

In spite of the high evaluation obtained by the programme in the different aspects analysed, and among all the stakeholders, there are several aspects that are essential to improve and which are detailed in the Executive Summary and the research. Some refer to the type and variety of products, others to the mode of delivery, and questions also appear related to the bureaucratic burden and the institutional circuit or improvements in logistics and coordination, as well as the need to reinforce **the accompanying measures** with the beneficiaries.

In many of these aspects, the coincidence of opinion between the beneficiaries and the Distribution and Delivery Organisations is notable, as are the coincidences with the structured survey ordered by the Administration Unit of the European Social Fund (UAFSE).

We understand that this research can offer the authorities, and the other stakeholders, pertinent information about the situations of food deprivation and their links with other aspects of poverty; offer verified data about the profiles of the beneficiaries; and detail successes and gaps in the FEAD Programme's conceptualisation and execution.

We also hope and wish that it serves as an element of social sensitization to increase awareness about the situations of poverty and exclusion, and to awaken the citizenry to a reality upon which we cannot turn our backs.

We wish to especially express our appreciation for the collaboration of all the people who have participated in the survey and the discussion groups, as well as the Spanish Agricultural Guarantee Fund (FEAGA) for its support and collaboration.

Javier Senent García

President of the Spanish Red Cross

Juan Vicente Peral Ayala

President of the Spanish Federation of Food Banks

The individuals and families who were beneficiaries of the FEAD Programme presented extremely precarious socio-economic and occupational conditions (poverty, material deprivation, long-term unemployment, precarious employment, low level of social protection, a low-to-medium educational level, difficulties in the matter of health, lack of social support networks, housing problems etc.). It is a picture that confirms the multi-dimensionality of the situations of poverty and social exclusion. Some 90.2% lived in **extreme poverty**. The rate of **in-work poverty** was 97.8% and the **child poverty** rate was 98.7%

Among the profiles of the beneficiaries appear, the long-term unemployed who had formerly been the main breadwinners of their families and who lacked prospects of reintegration; female victims of gender-based violence with dependent children; foreigners in the process prior to the procedure of requesting International Protection; single-parent families; elderly people in a situation of defencelessness and an important presence of children (in 3 of every 4 homes there were children under 15 years of age).

Women were the majority among the beneficiaries (71%) and among those who lived in households with children. The percentage of single-parent families amounted to 15%. Extending the support to mothers in the care of their children is a key factor in them being able to work and escape poverty. The female victims of gender violence, in situations of poverty and with dependent children present extreme vulnerability.

We found a significant percentage of people among the beneficiaries who were working, and whose level of income did not allow them to escape poverty. In this regard, the research agrees with many analyses carried out concerning the phenomenon of **in-work poverty** and the inability of precarious employment to assure social inclusion.

Energy poverty arises in the background of the research as an element that partially conditions the effectiveness of the received aid, given the impossibility of cooking some of the foods that are received, that affects an important number of families.

The time spent in the programme indicated the **worsening of the situations of poverty and material deprivation**. Some 36% had been in the Programme for between 3 and 5 years.

Without additional protection. Some 67% of the beneficiaries did not participate in other social programmes.

Changes observed in the last year. Some 26% of the Delivery Organisations indicated a reduction in the number of beneficiaries. Some 17% of the Feeding Organisations mentioned a decline in the number of social canteens' users. Even though the majority were in favour of the mandatory character of the **Social Report**, significant percentages of users and personnel of the organisations considered that it is one of the causes for non-take up. On the other hand, 35% of the respondents expressed ignorance or negative opinions about the usefulness of the **social and community resources brochure**.

Accumulation. Only 10% of the Delivery Organisations and 16% of the Feeding Organisations accumulated food, generally because they received them by other routes or because they had less demand.

Positive aspects: The FEAD programme is configured as a tool that contributes to palliate extreme forms of poverty, being an important instrument of support to family nutrition, although it only partially covers the needs of the family diet. For its beneficiaries, it is a fundamental support, even for survival. The organisations involved indicate that the Programme constitutes a key factor in the detection of social problems and the co-ordination around the responses, giving them a greater knowledge of the social reality, greater capacity of technical management and the extension of their working networks.

Negative aspects and proposals: Some referred to the **type and variety of products**, with a repeated demand for the inclusion of fresh foods or personal hygiene products, as well as the **consideration of cultural aspects** related to food, to the **composition of the family unit** or to the **specific needs** of childhood or people with health problems. **The low frequency of delivery** is another element upon which users and organisations agree; other aspects refer to the **logistics** (avoiding queues and a preference for non-stigmatising instruments such as cards and supermarket type premises). Questions related to the **bureaucratic burden and the institutional circuit** (social services, organisations) such as the need to make the procedures to renew participation in the programme more flexible and faster, or **logistical and co-ordination improvements** (important in avoiding duplication) and the demand for a single management software program, also have a place in the proposals, as well as the **need to strengthen the accompanying measures** with the beneficiaries, with preference for support in the matters of employment and housing.

Coincidences: In many of these aspects there was a notable coincidence of opinion among the beneficiaries and the personnel in charge of the Programme in the distribution and Delivery Organisations. The research also basically agrees with the findings of the structured survey made by the Administration Unit of the European Social Fund (UAFSE) to evaluate the reach of the aid and the final beneficiaries of the FEAD Programme.

Satisfaction with the Programme: Some 96% of the users would recommend the participation in the FEAD Programme to other people, and 76% indicated that the food saved them from many hardships. Some 95% of the Delivery Organisations and 99% of the Feeding Organisations expressed satisfaction with the Programme.



CONTEXT

Although the macroeconomic indicators suggest the crisis is over, according to the Barometer of the Centre for Sociological Research (CIS) for June 2018, 15.2% of the population considered that the economic situation was “very bad”, 38.3% “bad” and 39.4% “stable”.¹ Also, the main problem cited by the citizenry was unemployment (62.4%) and, in fourth place, “economic problems” (21.9%).²

In agreement with the official data, **26.6% of the Spanish population are at risk of poverty and exclusion**; the rate has been at equally high levels during the current decade and is above the European average (23.7% in 2015, last data available).

The crisis has involved a growth of the inequality between the poorest 20% and the richest 20%. In this indicator, a worse situation is also seen in Spain. Whereas, in the European Union, the highest earning 20% obtain five times more than the lowest earning 20%, in Spain that proportion is slightly over six and a half times. Another alarming datum indicates that the richest 10% obtain approximately the same total income as half of the population.

Data from the Living Conditions Survey of Spain’s National Statistics Institute (INE) also indicate that **relative poverty continues at a high level**.³

While, in the EU-28, 17.3% of the population is below the so-called “poverty line”, that rate is nearly 6 points higher in Spain. Between 2016 and 2017 a reduction was recorded, dropping from 22.3% to 21.6%. This reduction essentially took place in the male poverty rate, which dropped from 22.6% to 21% (1.5 percentage points less), whereas the female rate increased by 0.1%, rising from 22.1% to 22.2%.

¹ CIS, “Assessment of the present economic situation (%)”, June 2018, http://www.cis.es/cis/export/sites/default/-Archivos/Indicadores/documentos_html/sK102010010.html

² The second problem is “corruption and fraud” (39.2%); thirdly, “the politicians in general, the political parties and the policy” (24.5%). CIS, “Three problems that currently exist in Spain, multi-answer %”, June 2018. http://www.cis.es/cis/export/sites/default/-Archivos/Indicadores/documentos_html/TresProblemas.html

³ People are considered at risk of monetary poverty when their equivalised disposable income (after social transfers) is below the threshold of poverty risk. This is established as 60% of the national average equivalised disposable income after social transfers.

If the situation is analysed by age groups, the greater increase in poverty took place among adults, especially women, whose rate increased from 13.2% in 2016 to 15.9% in 2017 (the male rate increased from 12.7% to 13.5%). The rate of poverty among the population under 18 years of age is the highest of all the age groups: it affects 28.8% of girls and 27.9% of boys.

The single-parent households, headed mainly by women, continue having the highest rate of poverty risk (almost double the average, with 40.6%). All types of households in which there are children have very high rates of poverty.⁴ This situation can be attributed to low pay, lack of financial allowances for dependent children and, generally, to the weakness of the family protection policies, in comparison with most of the European countries.

According to the Active Population Survey (EPA) in June 2018, there are 608,600 households without income, with more than a million people affected.⁵ These are households that lack income from work and which are not protected by non-contributory public resources.⁶

In the case of households that receive social benefits (such as the Autonomous minimum incomes, the Active Insertion Income, the benefits for disability and orphanhood, and non-contributory pensions for those over 65 years of age, etc.), in the majority of the Autonomous Communities, these incomes are below the poverty threshold and, therefore, they are insufficient to remove people from this situation. If those households also lack their own home or social housing, the exclusion situation becomes especially serious.

Another significant fact is that having a job does not necessarily guarantee an escape from poverty. The rate of in-work poverty (people who have a job and have incomes below the poverty threshold) is around 13% in Spain, 5 points above the European average. This rate is especially high among the people with a low level of education (21.2%), people from outside the EU (33.5%), and those who have unstable jobs, such as part-time workers (24.3%) and temporary workers (20.9%). Working women with children, and especially those that have single-parent households, are the group with greater probability of suffering poverty, in spite of having a job. The social policies do not specifically take care of this group since complementary social benefits do not exist.⁷

4 NSI, Living Conditions Survey, published 21 June 2018.

5 NSI, Active Population Survey, June 2018, "Family households without employed, by number of unemployed and number of income receivers."

6 They do not access benefits because there are none suitable for the problems that they have, because they do not meet the requirements for access, because they have had them and they have expired, or because they ignore that they have the right.

7 European Commission, Country Report Spain 2018 Including an In-Depth Review on the prevention and correction of macroeconomic imbalances). This information from pages 43-44 is based on the data of the Active Population Survey 2017. Brussels, 7 March 2018 <https://ec.europa.eu/info/sites/info/files/2018-european-semester-country-report-spain-en.pdf>

Food deprivation

The rate of severe material deprivation measures the impossibility of satisfying at least 4 variables from a list of 9, which are considered important for having a decent standard of living within the European Union.⁸

In 2017, the rate of severe material deprivation in Spain registered an improvement with respect to the previous year, dropping from 5.8% to 5.1%. Although this improvement took place in a more pronounced manner among women (with a reduction of 6.2% to 5.3%) than among men (among whom it reduced from 5.3% to 4.9%), the women have higher percentages on average and in almost all age groups (excepting that from 45 to 64 years of age in which the percentage for men is higher, and that of 16 to 29, in which it is similar).

Some 12% of the single-parent families are in a situation of severe material deprivation, a percentage that has only been reduced by 0.2% with respect to the previous year.

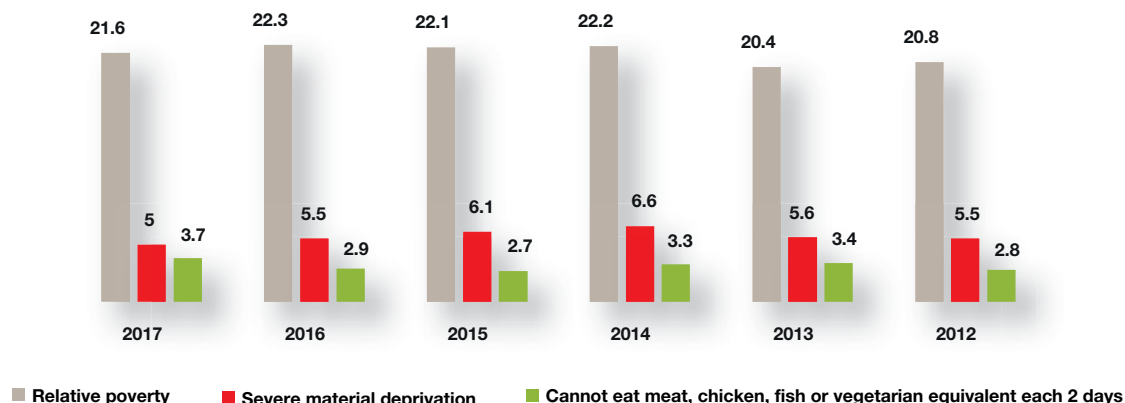
Considering the evolution of the component “**cannot eat meat, chicken or fish at least every two days**”, within the Severe Material Deprivation (Living Conditions Survey), we see that **2017 registered the highest percentage in any year analysed, 3.7%, although a reduction in the rates of relative poverty and severe material deprivation took place in that year**. This means that, in spite of some variables having improved, the percentage of households that cannot afford to eat foods with proteins three times a week presents a negative evolution.

⁸ In the Living Conditions Survey, the severe material deprivation is the proportion of the population that lives in households that lack at least four concepts of the following nine:

- 1) Cannot afford to go on holiday for at least one week a year.
- 2) Cannot afford a meal of meat, chicken or fish at least every two days.
- 3) Cannot afford to keep the home at a suitable temperature.
- 4) No capacity to confront unexpected expenses (of 650 Euros).
- 5) Have had arrears in the payment of expenses related to the main home (mortgages or rent, gas bills, community fees, etc.) or in instalment plans in the last 12 months.
- 6) Cannot afford a car.
- 7) Cannot afford a telephone.
- 8) Cannot afford a television.
- 9) Cannot afford a washing machine.

With respect to unexpected expenses the capacity is considered to be the ability of a household to meet unforeseen expenses from their own resources, that is, without resorting to loans or buying on credit to meet the habitual expenses that were previously paid in cash. The amount of the expense is reviewed every year from the evolution of the level of income of the population. In the 2017 survey this amount was set at 650 euros.

Figure 1. Evolution of the rates of relative poverty, material deprivation and food deprivation, in percentage of households, over several years, according to the Living Conditions Survey, of the National Statistics Institute



In the latter group, women are again affected, with 3.8% (versus 3.5% of men). The percentages of women are higher in all the age groups, with the exception of that of 45 to 64 years of age. Among the women, the highest percentage of people that cannot afford food with proteins at least every two days is that of young women (16 to 29 years of age).

By type of family, it has been observed that the single-parent households have the highest rate in this type of food deprivation, followed by other households with dependent children.

Table 1. Households that cannot eat proteins of meat, chicken, fish or their vegetarian equivalent, every two days, by type of household, as a percentage of the total

Total	3.7
Single-person households	5.2
2 adults without dependent children	3.2
Other households without dependent children	4.1
1 adult with 1 or more dependent children	8.1
2 adults with 1 or more dependent children	2.3
Other households with dependent children	5.8
No record	0.0

The FEAD Programme in Spain

The Fund for European Aid to the Most Deprived (FEAD) had its origins at the end of the Eighties, as a result of the severe cold spells that gripped Europe in 1986 and 1987, mainly affecting the most deprived population with fewer resources.

For this reason, the European Commission decided to make use of stored products, a consequence of the intervention measures of the Common Agricultural Policy, in the intervention agencies of the Member States, to transform them into food for the most deprived groups of society.

In Spain, the Ministry of Agriculture, Fisheries and Food and Environment, through the Spanish Agricultural Guarantee Fund (FEGA) has been continuously implementing the food aid plans since 1987.

Until 2013, these food aid programmes were funded to 100% with funds from the Common Agricultural Policy of the European Union.

From 2015, they were connected to the new 2014-2020 financial framework of the EU, which is why they are financed within the Social and Cohesion Policies of the European Union, charged to a new financial instrument: The Fund for European Aid to the Most Deprived (FEAD).

The FEAD is, therefore, a national programme that distributes food to the most deprived, co-financed by FEAD (2014-2020) to 85% and to 15% by the budget of the General State Administration. It includes the purchase of food acquired in the market, and its supply to the storage and distribution centres of the Partner Distribution Organisations, who distribute the food among the partner Delivery Organisations. In turn, they are freely given to the most deprived, together with accompanying measures, these being understood as a set of activities aimed at favouring the social inclusion of the people receiving the food aid.

The following Table 2 presents the evolution of the kilos of distributed food, the number of Delivery Organisations involved, and the total beneficiaries. A reduction in these variables can be seen between 2014 and 2017.

Table 2. Evolution of the FEAD Programme

Years	Total distributed kilos	N° of Delivery Organisations	Total beneficiaries
2014	48,766,435	9,172	2,214,017
2015	113,152,885	7,043	1,809,544
2016	98,777,220	6,235	1,517,525
2017	87,305,105	5,959	1,444,221

The Managing Authority for the Operational Programme is the Deputy Sub-Directorate General for Management of the Deputy Directorate General of the European Social Fund Administration Unit (UAFSE), within the Directorate-General for Self-employment, Social Economy and Social Responsibility of Businesses of the Ministry of Employment and Social Security. The Ministry of Agriculture, Fisheries and Food and Environment, through the Spanish Agricultural Guarantee Fund (FEGA) and the Ministry of Health, Social Services and Equality, through the Directorate General for Family and Child Services, are the Intermediary Managing Bodies of the Programme.

Figure 2. Authorities of the Spanish FEAD Operational Programme



The objective of the FEAD is to promote social cohesion, to reinforce social inclusion and, thereby, to contribute to reaching the objective of eradicating poverty in the European Union, with the aim of reducing the number of people at risk of poverty and social exclusion by at least 20 million, in accordance with the Europe 2020 Strategy.

The FEAD contributes to achieving the specific objective of reducing the worst forms of poverty, providing non-financial aid in the form of food and/or basic material assistance and activities of social inclusion for the most deprived people. According to the official document of the Operational Programme, one of the challenges which Spain faces through the current Operational Programme is that of “contributing to the national objective of reducing poverty and social exclusion, by between 1.4-1.5 million people, endorsing recommendation N°5 of the Council of 8 July 2014, through the approval and implementation of the 2013-2016 PNAIN (National Social Inclusion Action Plan) which attempts to respond to the needs derived from poverty. All this within the framework of objectives that the European Union has marked in its Europe 2020 Strategy for an intelligent, sustainable and integrating growth”.⁹

Within the framework of the 2017 programme, the FEGA has purchased, by means of a public tendering procedure, more than 83.5 million kilos/litres of foodstuffs: rice, jars of baby food (chicken and fruits), children’s cereals, powdered follow-on milk, cooked chick-peas, UHT whole milk, soluble cocoa, canned tuna, spaghetti, canned fried tomato, dehydrated creamed vegetables, biscuits, canned green beans and canned fruit in light syrup.

This basket of 15 nutritious, basic foods, which are easily transported and stored, and have a low perishability, allows deprived people to easily prepare a complete meal for one person or a family with several members, including babies. For the determination of the food basket composition, the suggestions made by the Partner Distribution Organisations and nutritional experts of the Ministry of Agriculture, Fisheries and Food and Environment have been taken into consideration. The basket for the 2017 Programme included two more food types (soluble cocoa and tinned sardines in vegetable oil) than in the 2016 Programme. In addition, the dry pulses (lentils) were changed to cooked pulses (cooked chick-peas) and the jars of baby food were diversified, adding tins of fruits. The 2017 Programme was developed in three phases of supply. The selection followed the basic criteria of quality and variety, easy handling and conservation, long shelf-life and a suitable format for the final destination of the food.



⁹ <https://www.msssi.gob.es/ssi/familiasInfancia/inclusionSocial/fead/programaOperativoFead2014.pdf>

Table 3. The basket for 2017 FEAD Programme in Spain

FOOD	Amount by food type (Kg/l)	Cost without IVA (euros)	Cost with IVA (euros)
White rice	6321,755	3,970,131.40	4,119,612.58
Cooked chick-peas	5,048,499.68	2,876,999.82	3,147,811.53
UHT whole milk	34,852,796.00	18,200,000.43	18,885,267.95
Olive oil	2,998,479.00	9,850,000.00	10,777,175.81
Canned tuna	4,672,999.92	15,449,999.74	16,904,243.78
Spaghetti	5,746,176.00	2,980,000.00	3,260,503.28
Tinned fried tomato	6,019,108.00	3,779,999.82	4,135,807.03
Dehydrated creamed vegetables	581,599.96	1,389,999.91	1,520,840.14
Biscuits	6,464,380.00	4,900,000.00	5,361,234.81
Canned green beans	6,355,931.40	4,499,999.44	4,922,675.43
Tinned fruit without added sugar	4,451,973.12	5,399,997.88	5,907,207.47
Jars of baby food	443,318.00	700,000.00	766,163.40
Children's cereals	602,409.00	999,998.94	1,094,504.50
Powdered follow-on milk	445,860.00	2,100,000.00	2,298,469.93
Soluble cocoa	1,555,000.00	2,500,000.00	2,735,325.27
Tinned sardines in vegetal oil	744,819.96	2,699,999.86	2,954,156.99

Source: Spanish Agricultural Guarantee Fund (FEGA). Ministry of Agriculture, Fisheries and Food and Environment

The FEAD Programme participants are: the companies providing the food, which access the programme through a public tendering process, the Partner Distribution Organisations (OADs – from the Spanish *Organizaciones Asociadas de Distribución*) and the Partner Delivery Organisations (OARs – from the Spanish *Organizaciones Asociadas de Reparto*).

The **OADs** have a charitable, non-profit character and a national dimension, and are designated by the FEGA. They receive the foods acquired by the FEGA into their storage and distribution centres (CAD) and distribute them to the OARs. In addition, they ensure that the food finally gets to the deprived. In the performance of this work, they report to and advise the FEGA to guarantee the correct execution of the programme, through its Monitoring Committee.

The OARs are **not-for-profit**, they receive food from the OADs and give them directly to the most deprived, together with the accompanying measures.

These OARs deliver food freely in two ways:

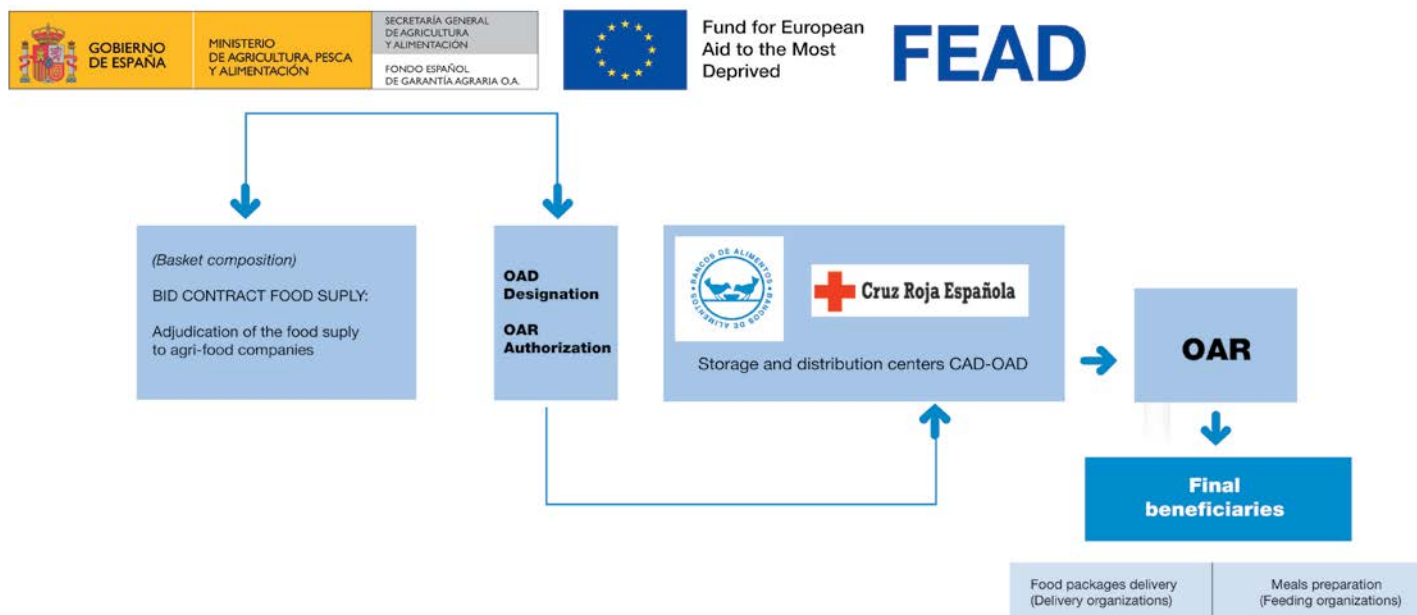
- Delivery of food lots.
- Making prepared meals, to be consumed in its facilities (Feeding Organisations).

In the 2017 Programme, the OADs designated by the FEAGA were the Spanish Red Cross and the Spanish Federation of Food Banks (FESBAL), which have distributed food to 5,959 OARs which attended to more than 1,400,000 people. The OARs are distributed throughout the Spanish Autonomous Regions provinces and cities, ensuring the national coverage of this programme.

The foods are distributed among the most deprived, understanding such as the individuals, families, households or groups that are in situation of economic poverty, as well as homeless people and others in a situation of special social vulnerability.

These circumstances are determined by means of reports from the public Social Services, or by Social Workers and professionals of the organisations participating in the programme, who undertake integrated functions. The presentation of the Social Report is not necessary in those cases in which the food distribution is made in social canteens or to homeless people.

Figure 3. Diagram of the FEAD organisation



Accompanying Measures

In 2017, the three categories of accompanying measures contemplated in the Operational Programme were carried out. Regarding the first, that of a basic character providing **information on the nearest social resources** to the food aid beneficiaries, the Ministry of Health, Social Services and Equality, through the Directorate General for Services for Family and Childhood (DGSFI) as an intermediate body of the FEAD Operational Programme, produced the document “**Information on Social Resources**” which specifies this basic accompanying measure aimed at favouring the social inclusion of the most deprived.

This accompanying measure consisted of informing the food aid beneficiaries about the nearest social resources, identifying the following types of resources by each Autonomous Region, province and/or city:

- Centres of municipal Social Services, which will inform and guide on the aid, services, teams and other social care resources.
- Employment offices, aimed at promoting insertion into the labour market, as well as to inform and to guide about all the benefits and subsidies managed by the Public Employment Services.
- Not-for-profit social organisations, aimed at social care, information, advising, support and promotion and social and labour insertion, either for the population in general or for certain segments of the population in particular.

The diffusion of this information was made through **brochures** that included the addresses and contacts of the identified social resources, distributing a copy to each family unit. In agreement with point eight b) of the Resolution, dated 10 March 2017, on the Spanish Agricultural Guarantee Fund, the OARs will be those in charge of distributing these brochures among the food aid beneficiaries. The instructions given by the Ministry of Health, Social Services and Equality to the OARs to undertake this accompanying measure indicated that, “... *at the time of the first food delivery of the 2017 Programme of Food Aid to the most deprived, a delivery will be made of a copy of “Information on Social Resources” for the corresponding province. This delivery will be accompanied by a brief explanation on the usefulness of the included information and how it can be used. Also, the person representing the family unit will have to sign a record sheet indicating receipt of the information.*” Also, the information on social resources was published online through the webpage of the Ministry of Health, Social Services and Equality <https://www.msssi.gob.es>.

Taking into account the forecast of family units for the 2017 Programme, 1,100,000 copies were published, which were distributed to the OARs, so that they were given at the same time as the food aid.

The 2017 Programme, in addition to the basic accompanying measures, also implemented the accompanying measures type 2 and 3 contemplated in the Operational Programme, which were:

- Derivation/redirection to the social resources, previous contact with the same to establish the channels of referral and informing the end recipient about the programme or activity to which it is desired to refer them.
- A direct benefit of services, programmes and activities aimed at social-labour insertion, whenever the organisation has a person or a team of people competent in the matter.

In this regard, to manage the 2017 Programme, Royal Decree 1013/2017 was approved on 1 December, which regulates the direct concession of subsidy to the Partner Delivery Organisations in charge of giving out food and the development of accompanying measures, within the framework of the Spanish 2017 Operational Programme on food aid of the Fund for European Aid to the Most Deprived. Accompanying measures listed in Article 5.1 of the Royal Decree are:

- a) *Personalised information and guidance on the social, employment, health and educational resources, among others, adapted to the needs included in the Social Report and updated in specific monitoring interviews, as well as direct referral to these resources of the most deprived that receive food aid, with a prior appointment with them by the OARs.*
- b) *Actions that lead to social-labour insertion: employment guidance and advice; labour intermediation; training and any other action that improves the conditions of access to the labour market of the most deprived that receive food aid.*
- c) *Monitoring, help and support aimed at people who are already included in social inclusion plans.*
- d) *Holding group informative sessions on access to the existing resources, as well as to financial aid.*
- e) *General information and practical workshops on healthy cuisine and nutrition, balanced diet and healthy eating, including specific training on the nutrition of certain groups: children, young people, third age, among others).*
- f) *Advising on family economy, contemplating training activities and guidance in the effective management of the family budget, management of debt and over-indebtedness, energy saving in homes, mortgages and personal loans.*
- g) *Activities that favour participation in the accompanying measures indicated in the previous paragraphs a) to f), by people with family responsibilities (especially single-parent families), such as access to child care services and assistance for people in a dependency situation, as well as the care and attention for people with disabilities.*

In order to avoid excessive fragmentation of the aid provided under the 2017 Programme, the Royal Decree established a new requirement of the OARs whereby, to be able to receive the subsidies, they had to declare to taking care of at least 350 people. The OARs that do not reach this number of beneficiaries can establish collaboration agreements with other OARs.

METHODOLOGY

This Bulletin on Social Vulnerability works with a monographic character on the FEAD Programme and **has two objectives.**

The first is to analyse the situation of the recipients of food from the FEAD, helped by the SRC and the FESBAL, in order to understand their socio-demographic characteristics and the factors leading to social vulnerability.

For this, work was carried out by means of:

- An in-person survey of 27,443 beneficiaries throughout Spain, realised by the technical and voluntary personnel of the storage and distribution centres, during the period of the 3rd phase, developed during the months of March-April 2018.
- Six discussion groups (workshops) with beneficiaries held in Cáceres, Huelva, Orense, Gerona, Palma de Mallorca and Alicante, three of which were held in Red Cross headquarters, and the other three in those of the Food Bank, also during the months of March to May 2018.

The second objective is to analyse the operation of the FEAD Food Aid Programme, observing its strengths and weaknesses . To offer improvement proposals related with the challenges to which it must respond in the future.

For this, work was carried out by means of:

- A self-administered survey, in an online format, of the food Delivery Organisations. Some 2,320 people participated, through the Web encuestafacil.com. The survey was active during the months of March and April 2018.
- A survey of the Feeding Organisations. Some 875 self-administered surveys were answered, in an online format, through the Web www.encuestafacil.com. The survey was active during the months of March and April 2018.
- A survey of the technical and voluntary personnel who participate in the Programme. Some 3,997 self-administered surveys were answered, in online format, through the Web encuestafacil.com. The survey was active during the months of March and April 2018.

The low level of sample error of the surveys allows it to be concluded that the results of this research are highly representative of the reality that they attempt to describe.

Table 4. Sample, universal total and sample error of each survey

	Sample	Universal total	%age error for 95% CL
End-recipients	27,443	1,415,608	0.60%
Delivery Organisations	2,320	4,571	1.60%
Feeding Organisations	875	1,388	2.00%
Technical and voluntary personnel	3,997	20,470	1.40%

Structure of this Bulletin

1. The first part describes the characteristics of the survey and the beneficiaries.
2. The second part includes the assessment that the respondents made about the FEAD programme.
3. The conclusions obtained from the six workshops carried out with the aid beneficiaries are presented in the third part, which provides components of qualitative analysis on the assessment of the FEAD programme.
4. The fourth part includes the assessment made by the technical and voluntary personnel about the operation of the programme.
5. The assessment conducted by the Delivery Organisations occupies the fifth section of the Bulletin.
6. Finally, the sixth section contains the assessment made by the Feeding Organisations.

The Bulletin starts with Conclusions and ends with an Executive Summary.

Part One

BENEFICIARIES (END RECIPIENTS)



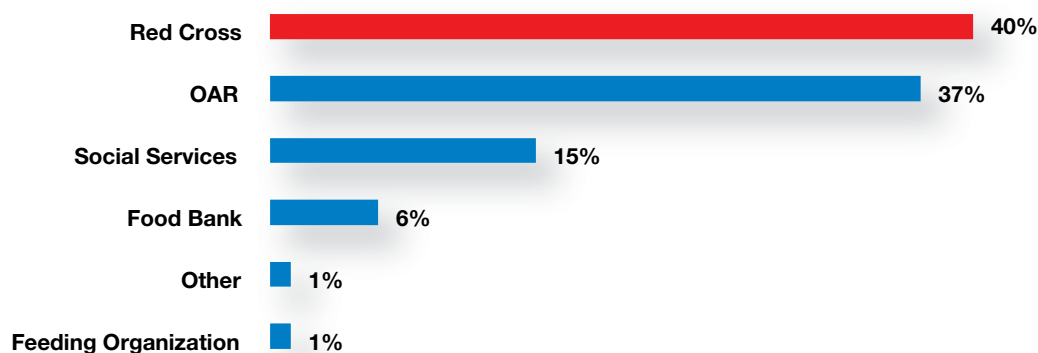
Survey description

The interviews, carried out at the delivery of food points, were distributed at: the Red Cross' offices (40%), Delivery Organisations (37%), Social Services (15%), Food Bank branches (6%), Feeding Organisations (1%) and other places (1%).

In all the graphs in which reference is made to the different organisations involved in the FEAD Programme, the interviews corresponding to the two organisations which undertook the research (the Red Cross and Food Bank), to the Social Services (public administration) and those corresponding to other Delivery Organisations, have been distinguished separately.

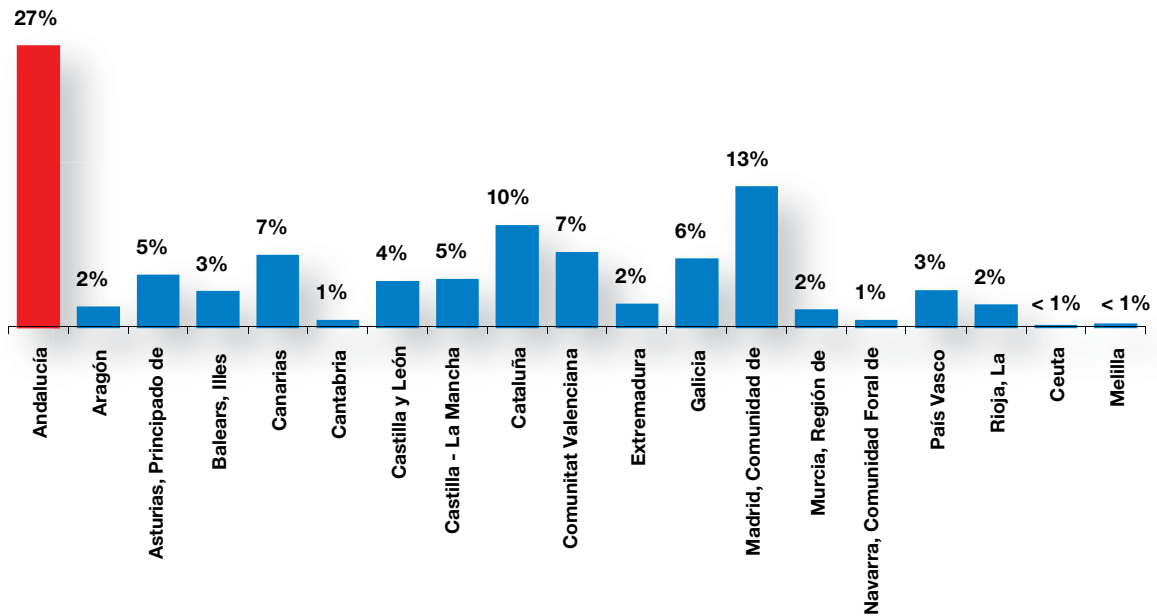
The Food Bank distributes mainly to other Delivery Organisations and, to a much lesser extent, to the beneficiaries. For that reason, their percentage of beneficiaries who took part of the survey is lower.

Figure 4. Organisations or institution where the survey was made



The Autonomous regions where the greater number of interviews were answered were Andalusia with 27%, the Community of Madrid with 13%, and Catalonia with 10%.

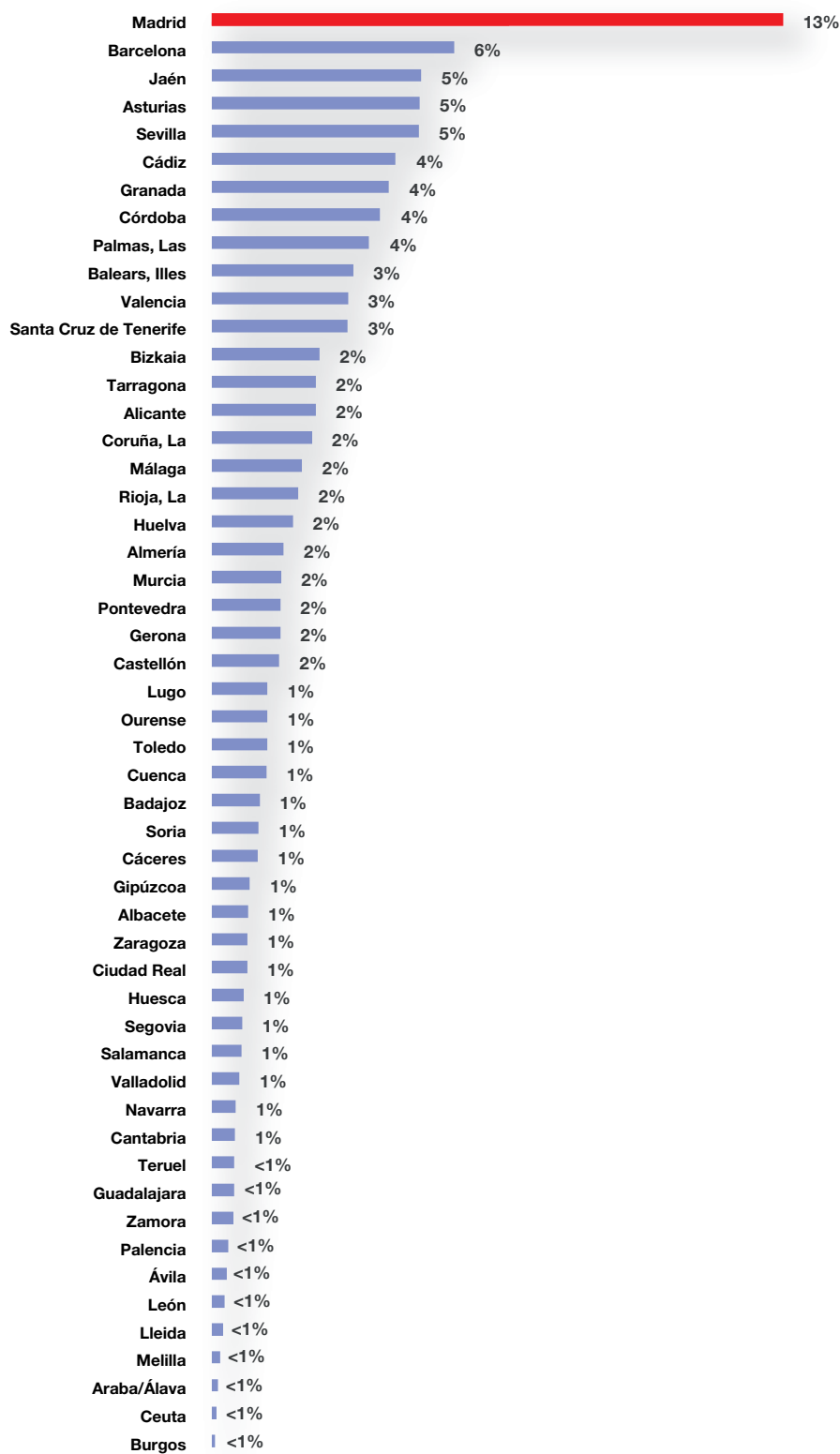
Figure 5. Distribution of responses by Autonomous Communities and Cities



The province most emphasised is Madrid, with 13%, followed by Barcelona, with 6%, followed by Jaen, Seville and Asturias, with 5% respectively.

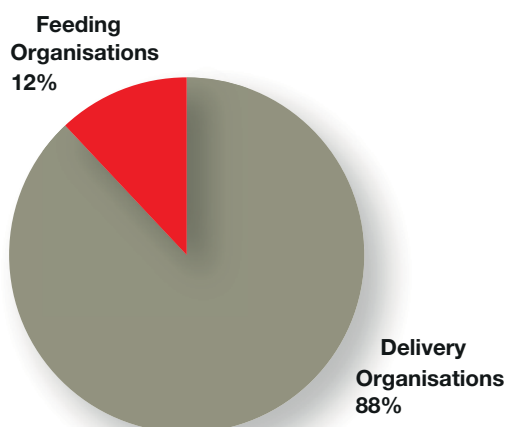


Figure 6. Distribution of responses by Provinces



Some 88% of the respondents were beneficiaries of the FEAD programme in Delivery Organisations, and 12% in Feeding Organisations.

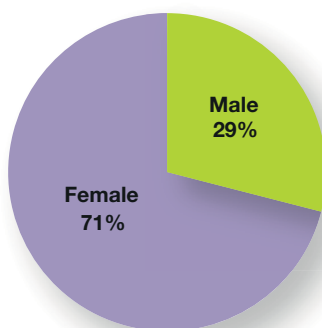
Figure 7. Distribution of the respondents according to the type of organisation from which they receive the food.



Socio-demographic characteristics

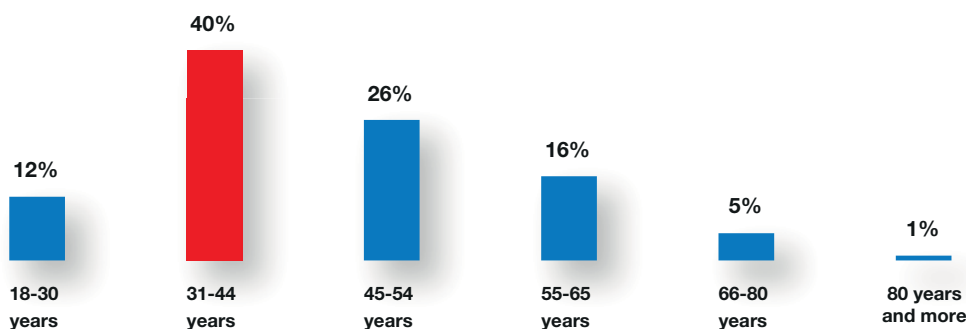
Some 71% of the respondent beneficiaries were women and 29% men.

Figure 8. Distribution by gender of the beneficiaries



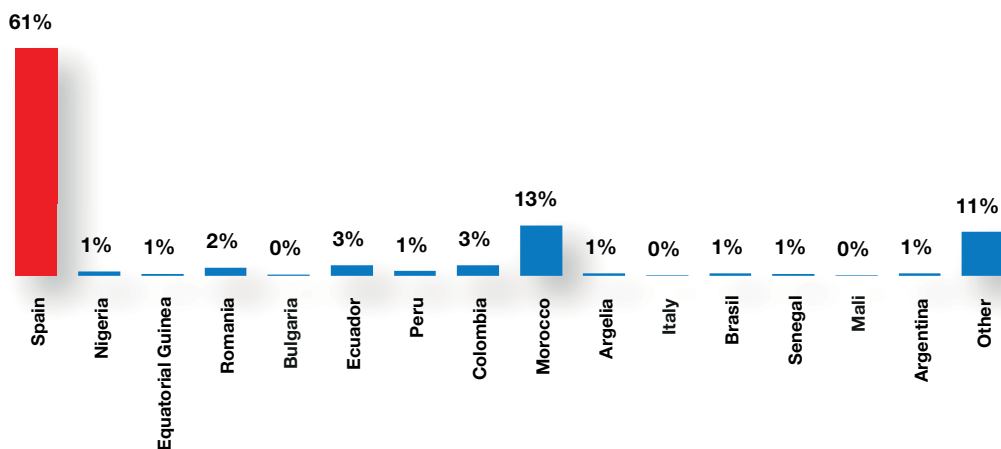
With respect to age, **40% were between 31 and 44 years, 26% between 45 and 54 years**, 12% between 18 and 30 years and 16% between 55 and 65 years. Those older than 65 years constituted 6%.

Figure 9. Distribution by the beneficiaries' age groups



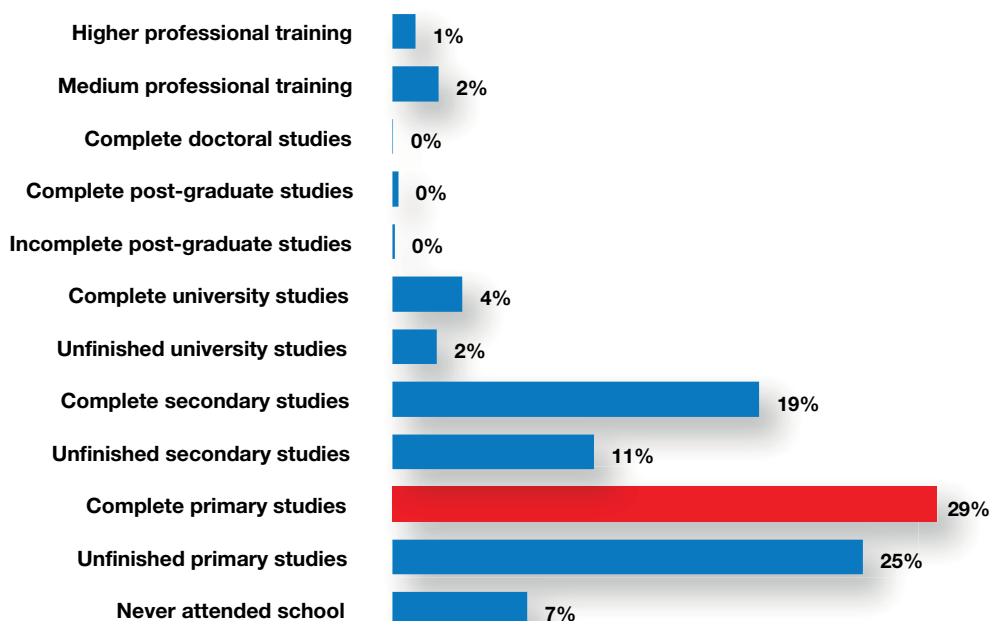
Some 61% of the respondents were Spanish. They are followed by people originally from Morocco, with 13%; from Colombia and Ecuador, both nationalities with 3% and from Rumania, with 2%. The other nationalities are grouped into the remaining 18%.

Figure 10. Distribution by the beneficiaries' country of origin



With respect to educational levels, 29% had completed primary studies, 25% had incomplete primary studies, 19% had completed secondary studies, 11% had incomplete secondary studies, 7% had never attended school, 2% had incomplete university studies and 4% had completed university studies.

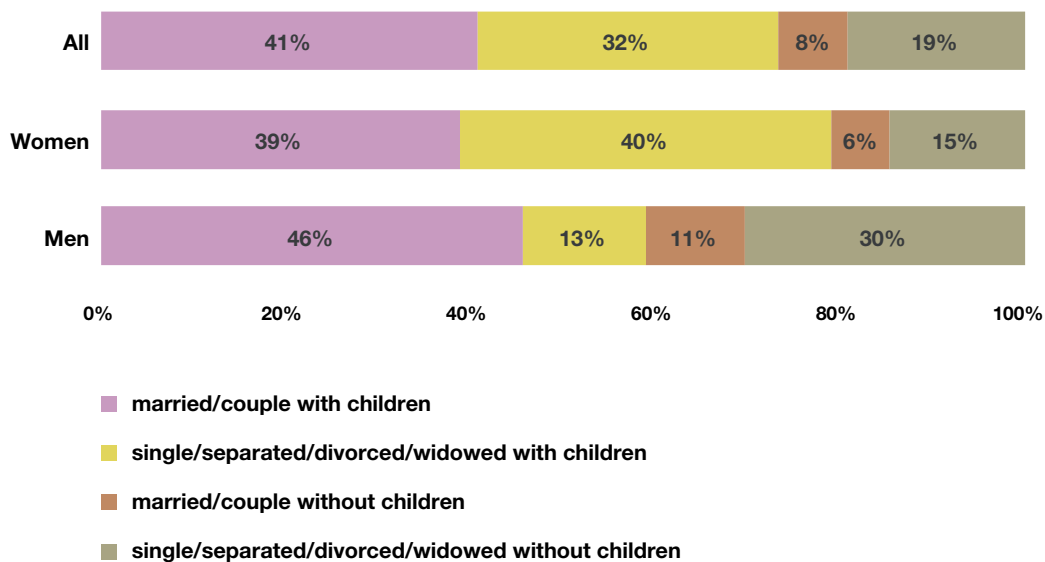
Figure 11. Distribution by the beneficiaries' educational level



Considering the individual and family situation, 41%% of the respondents were married or *de facto* couples with dependent children. Next were separated/divorced/widowed persons with dependent children (32%). Next single women with dependent children (single-parent households), with 15%.

Considering the distribution by gender, 59% of the men had dependent children (46% married or in a partnership, 13% single, separated, divorced or widowers) **versus 79% of the women** (39% married or in a partnership and 40% single, separated, divorced or widowed).

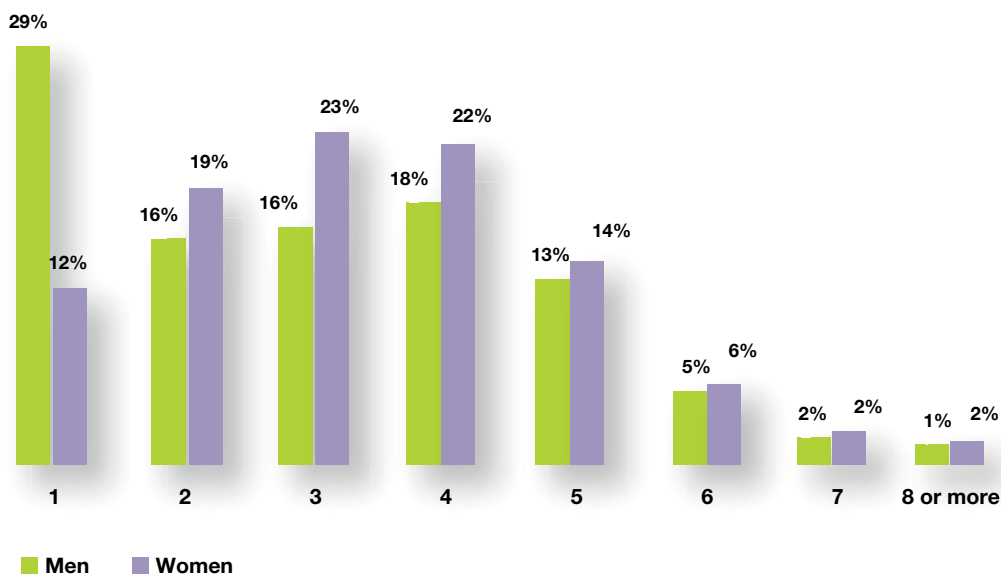
Figure 12. Distribution by the beneficiaries' marital status and children. Breakdown by gender.



Some 21% of the households were made up of three people, 21% by four, 18% by two, 17% are one-person households, 14% by five and 5% by six.

The composition of the households according to the gender of the people interviewed presented significant differences: the number of households of women formed by more than one member was always greater to that of men; the most common situation among the surveyed men was to live alone, which occurred in 29% of the cases.

Figure 13. Number of members of the beneficiaries' households. Breakdown by gender.



Note: "household" is understood to be the family, including the extended family (grandparents, uncles/aunts, etc.) if they coexist. It does not include other people who might be sharing the accommodation, for example.

In 73% of the households, there were children under 15 years of age: 28% had one, 24% had two and 17% had large families (more than 3 children). Some 4% had one child with a disability and 1% had two.

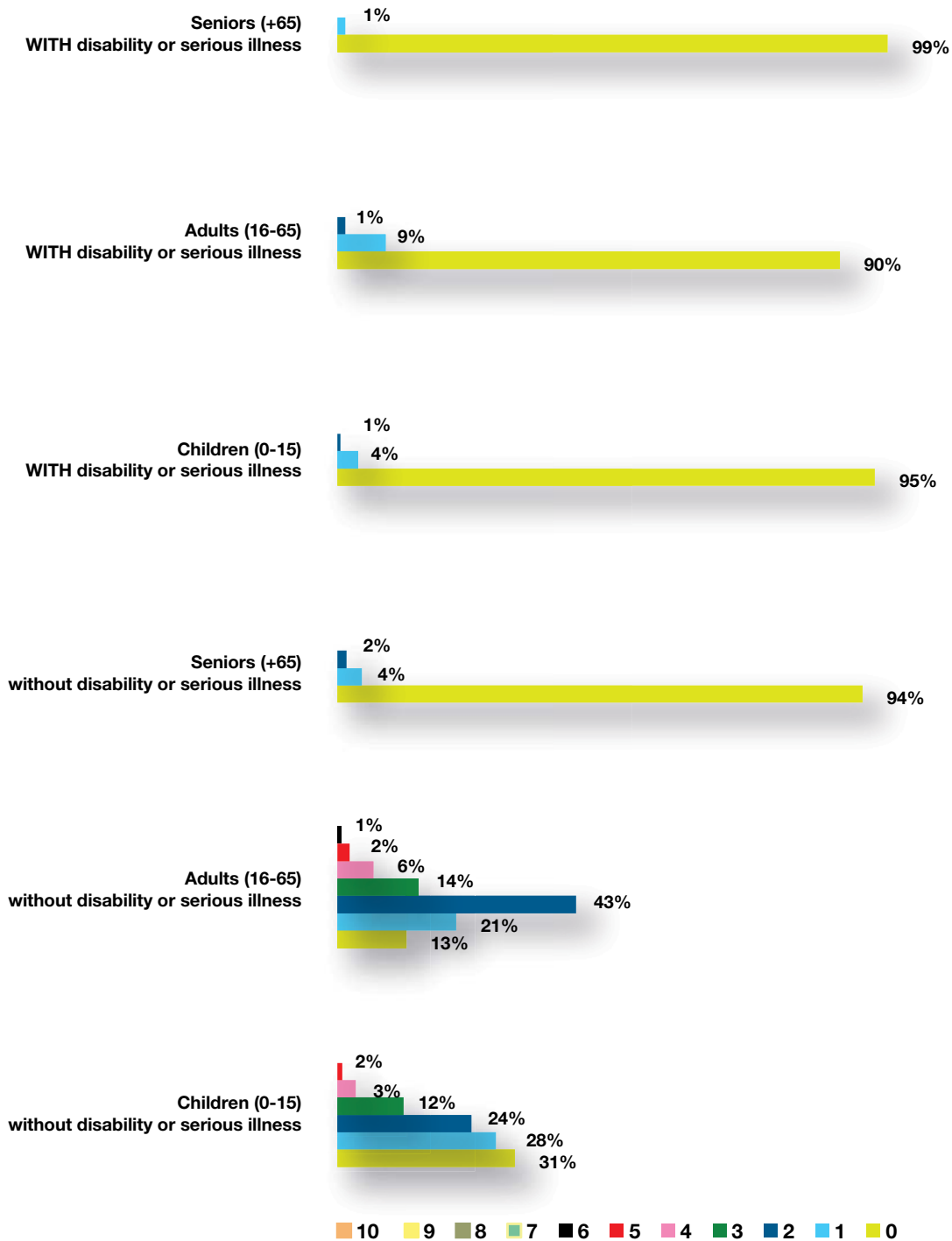
People older than 65 years lived in 6% of the households. Some 4% had one older person and some 2%, two. In addition, in 1% of the households there was an adult with a disability or serious illness.

Some 43% of the households included two people between 16 and 65 years, in 21% one, in 14% three. Some 9% of the households included more than three people, some 13%, none.

Finally, 9% of households had one person between 16 and 65 with a disability or serious illness and in 1%, two.

In total, people with a disability or serious illness lived in 16% of the households.

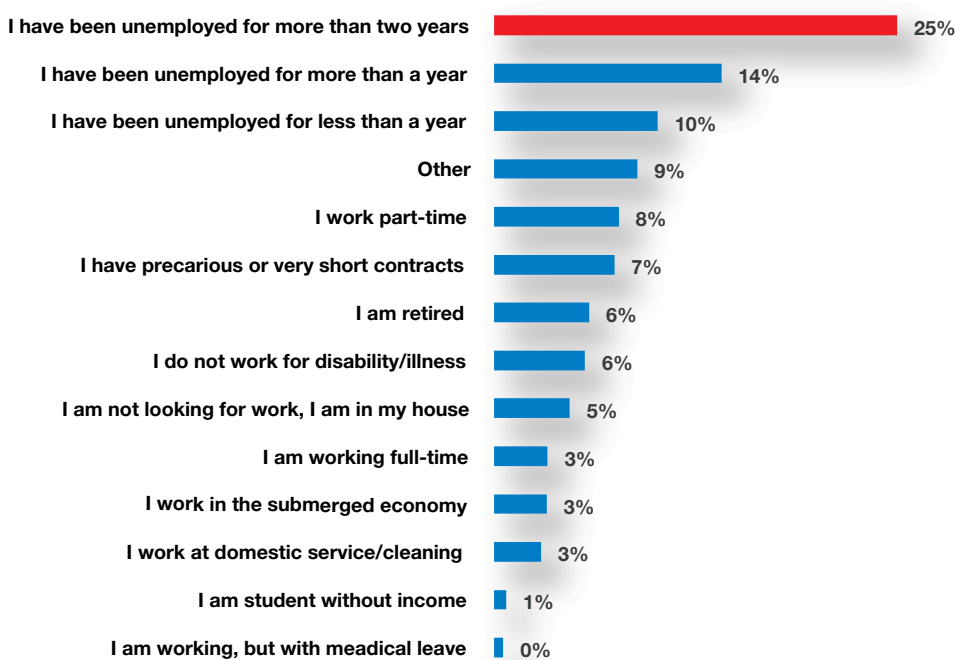
Figure 14. Distribution of the children, adults and seniors over 65 years living with the beneficiaries, with and without a disability or serious illness



Occupational status

The most indicated employment situation was very long-term unemployment (more than 2 years), which included 25% of the respondents. Next were the people in long-term unemployment (more than one year), who represented 14%, and those who had been in that situation for less than one year (10%). A high percentage of workers were in vulnerable situations: 3% were working full-time, 7% had temporary or very short-term contracts, and 8% were working part-time.

Figure 15. The beneficiaries' occupational situation



The number of respondents of active working age amounted to 24,983 and, of those, 52.4% were unemployed.

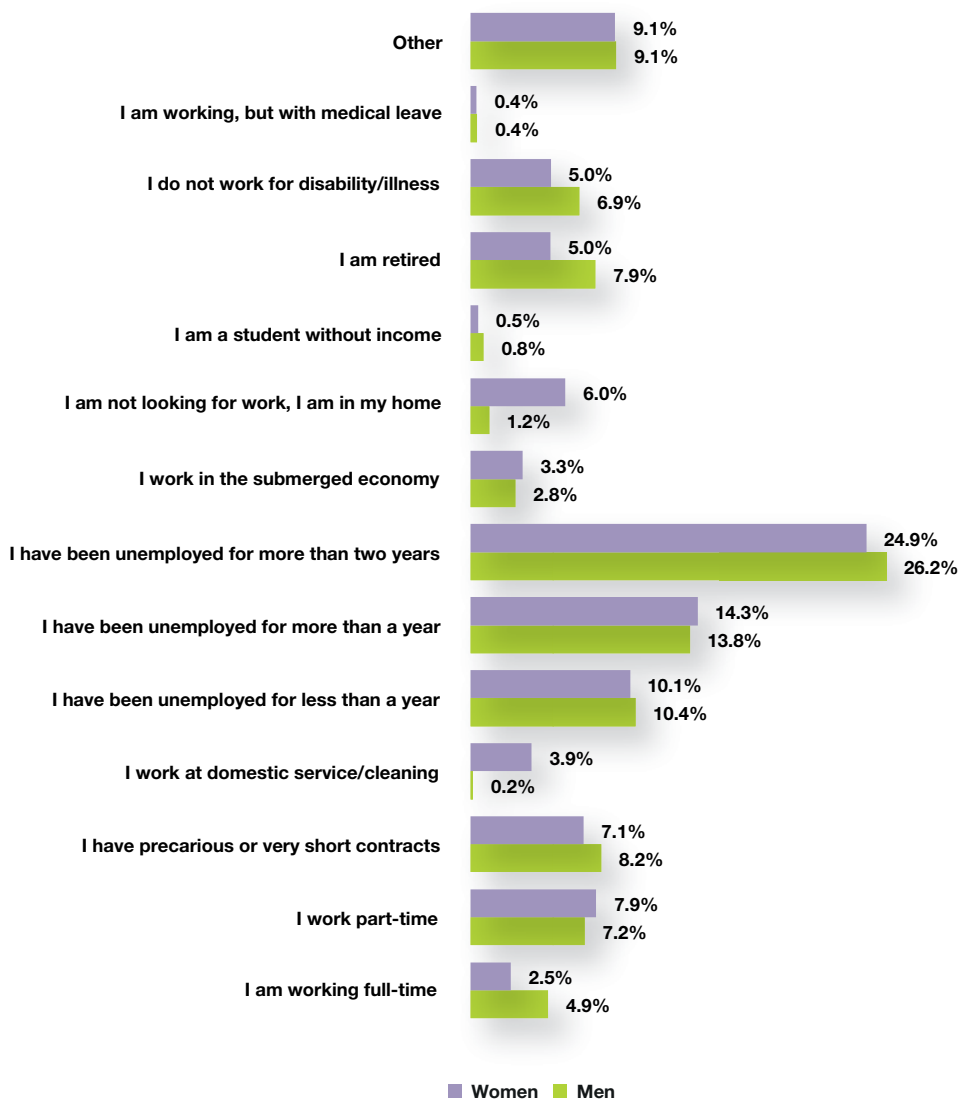
The breakdown by gender replicates almost the same distribution as the previous figure, **the majority situation being unemployment**. This unemployment was very long-term (more than 2 years) for 26.2% of the men and 24.9% of the women; long-term (more than one year), for close to 14%, for both genders; and of less than one year, for close to 10%, for both men and women.

There were 5% of women and 6.9% of men beneficiaries that were not working because they suffered a disability situation.

Of the people who indicated to be working full-time, 4.9% were men and 2.5%, women. The people who worked in domestic service and cleaning were mainly women, 3.9% (0.2% were men). In the submerged economy, there were also more women than men (3.3% and 2.8% respectively).

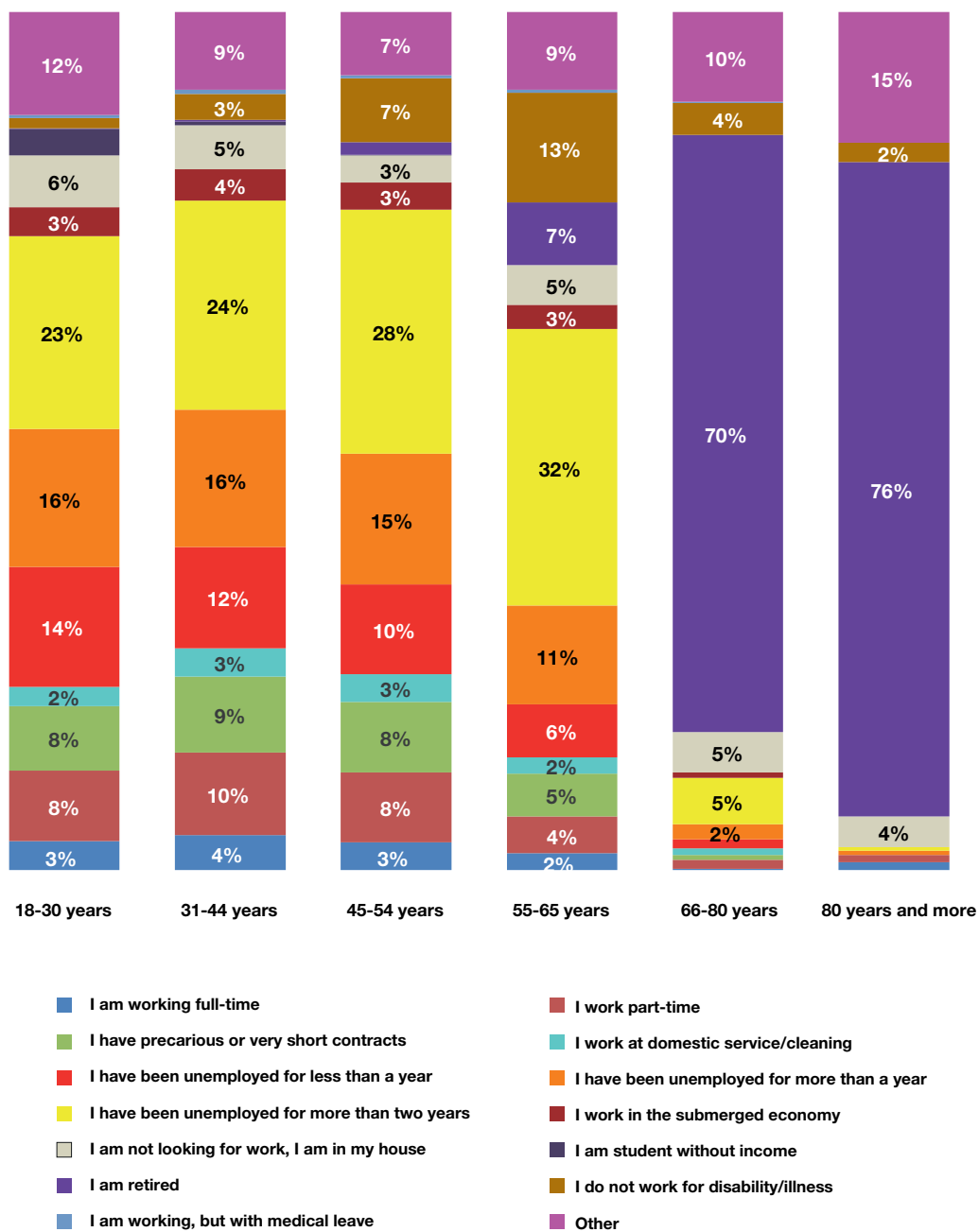


Figure 16. The beneficiaries' occupational status. Breakdown by gender



Analysing the data based on age, long-term unemployment was again the most indicated situation among those surveyed of active working age. For those older than 65 years, the main employment situation was to be retired.

Figure 17. The beneficiaries' occupational status. Breakdown by age



Note: Values are not indicated when percentages are lower than 2%.

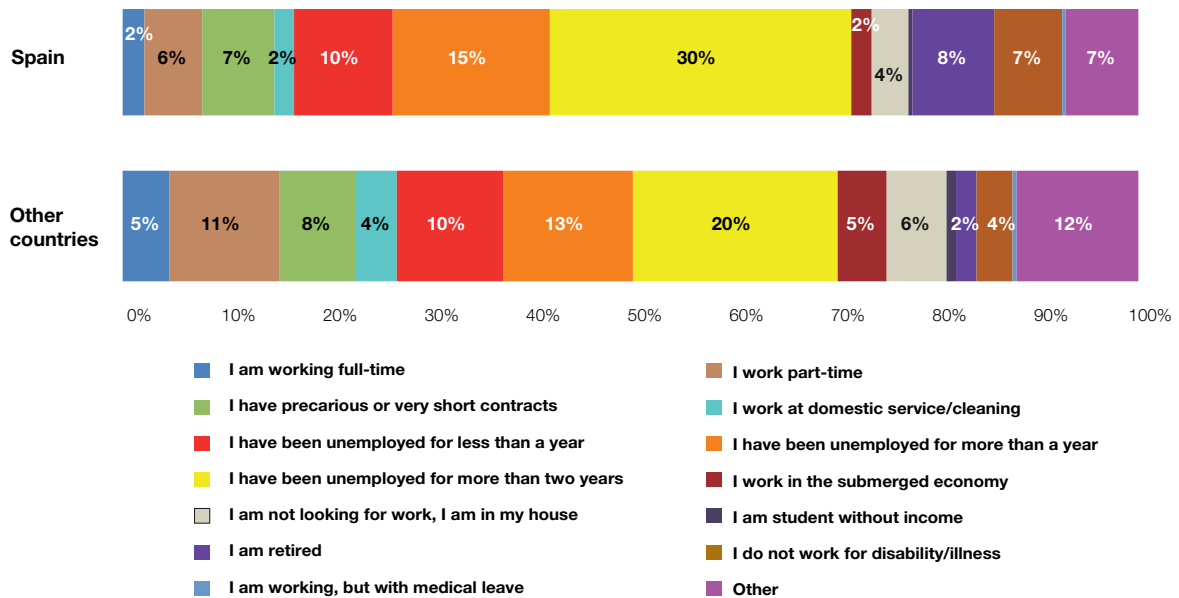
Considering the country of origin, the majority of the respondents of active working age were in a long-term unemployment situation, reaching 30% of Spanish people and 20% of those from other countries. Some 15% of Spanish people and 13% of foreigners had been unemployed for more than one year.

More immigrants were recorded with full-time (5%) and part-time work (11%), 16% in total. In the case of Spanish people, half (8%) were in those situations.

Also, the percentage of foreigners was greater among those who had very short or temporary contracts (8% and 7% respectively). The same happened with the people who “remain at home and do not seek work” (6% of foreigners and 4% of Spanish people). Some 4% of immigrants worked in domestic service or cleaning, versus 2% of Spanish people. More immigrants than Spanish people worked in the submerged or informal economy (5% and 2% respectively).

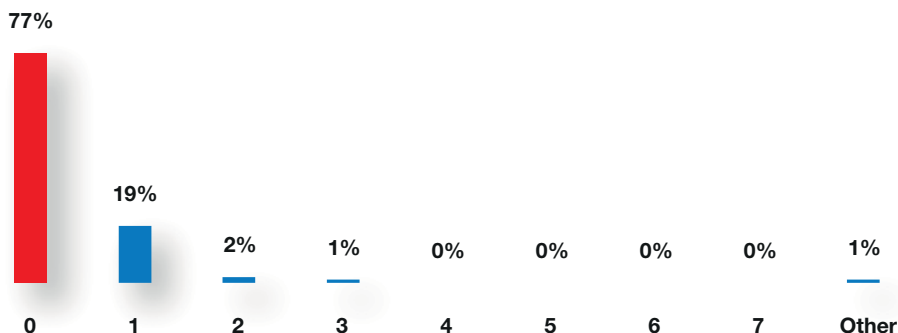
The proportion of retired Spanish people was 8% and only 2% in the case of foreigners. The percentage of the Spanish population was also higher among those who could not work through disability or illness, compared to the foreign population (7% and 4% respectively).

Figure 18. The beneficiaries’ occupational status. Breakdown by origin



With respect to how many people worked for somebody else, or as self-employed (registered with Social Security), in the households of the surveyed people, **77% indicated nobody**, 19% one, 2% two and 1% three. That is to say, **only 22% of the beneficiaries lived in the household with people who provided income from work.**

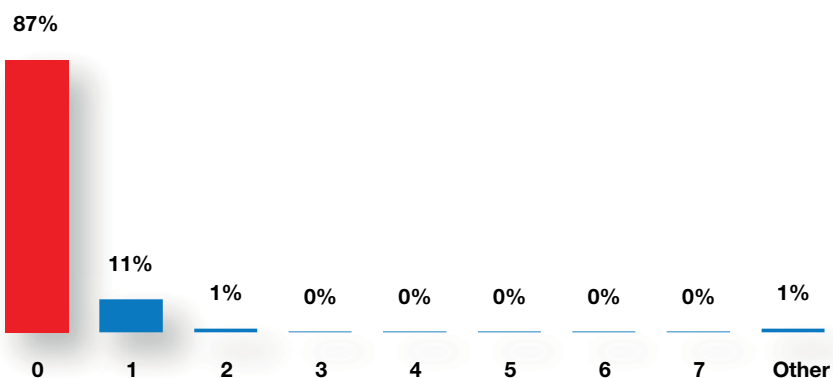
Figure 19. Number of adults in the household of the beneficiaries who worked with a contract for somebody else, or as self-employed, and were registered with Social Security



Note: In addition to the respondents, reference is made to people who worked more than 2 hours per week and were registered with Social Security.

Some 87% indicated that nobody worked in the submerged economy in their family; 11% indicated one and 1% two.

Figure 20. Distribution of the people in the household of the end recipient who worked in the submerged economy



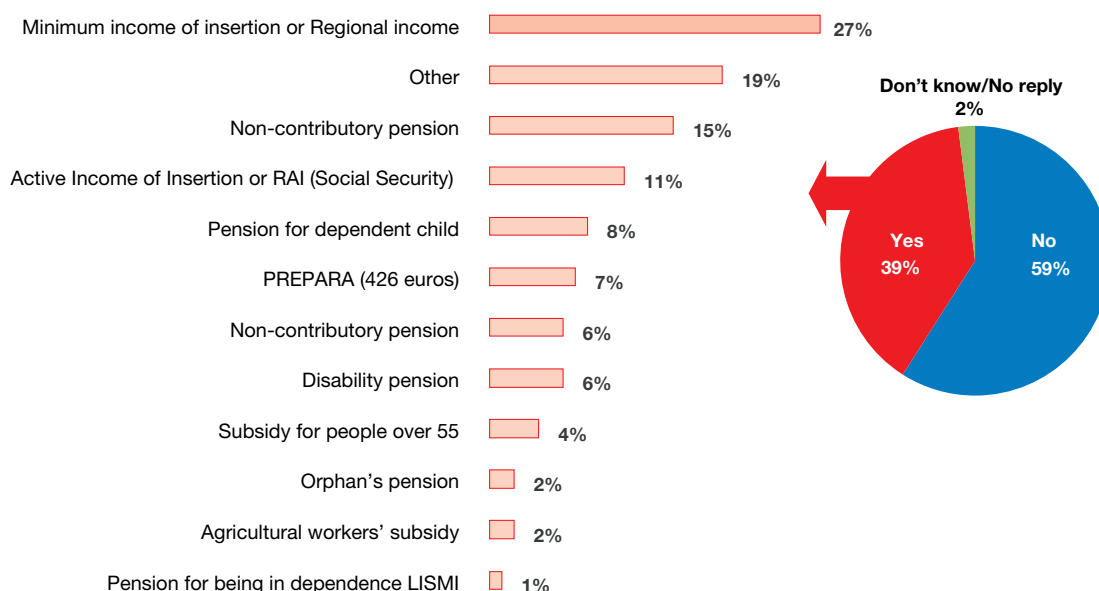
Note: Adults who worked or were in the submerged economy (working without contract or not being registered with the Social Security), without considering the surveyed person.

Receipt of non-contributory income

Some 59% of the surveyed people indicated that they did not receive any non-contributory benefit (Minimum Insertion Income or Autonomous Income, Active Insertion Income from Social Security, Professional Requalification Aid Programme (PREPARA), orphan’s pensions, non-contributory pensions, etc.), and 39% indicated that they did. Some 2% did not answer.

Among those who answered affirmatively, in 27% of the cases it was the Minimum Income of the Autonomous Community, in 15% non-contributory pensions, 11% Active Insertion Income (RAI), in 8% Pension for dependent children, and in 7% PREPARA (Public Employment Service). Finally, 6% received invalidity pensions and the same percentage had non-contributory disability pensions.

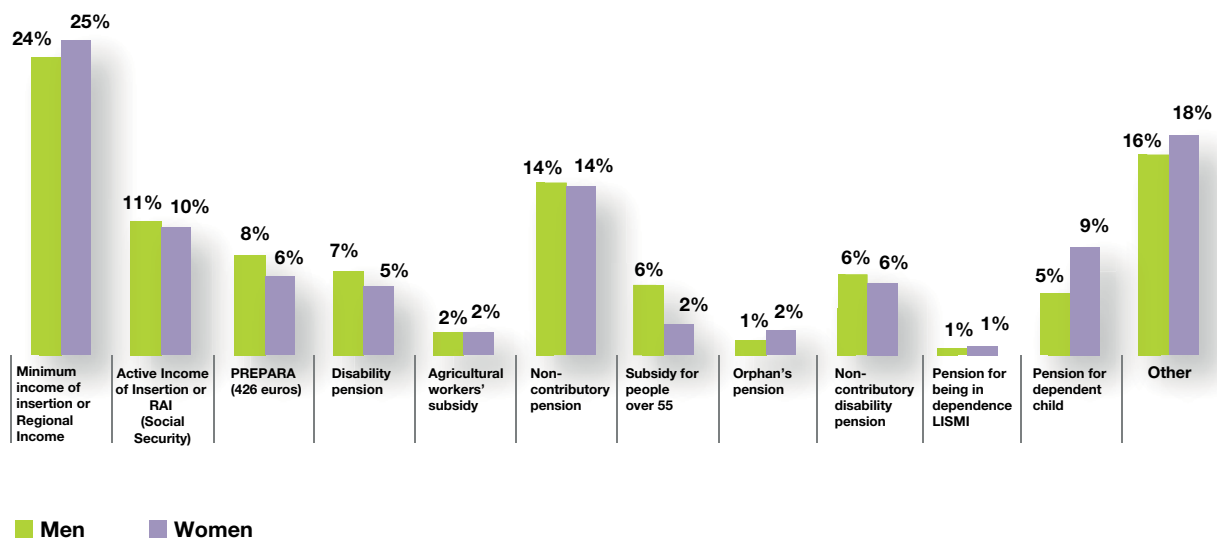
Figure 21. Receipt of other non-contributory benefits and a list of those benefits



Note: the percentages of the question on received pensions, incomes or subsidies do not add up to 100 as the question allowed for multiple answers.

Distribution by gender almost replicates the previous figure, with the Minimum Insertion Income or their Autonomous Community Income being the major benefit. Women received the Autonomous Community Minimum Income and the allowance for dependent children by a greater percentage than the men, while the men presented slightly higher percentages of receipt of the RAI (Active Insertion Revenue), PREPARA, invalidity pension and the 55 years-plus income.

Figure 22. Receipt of other non-contributory income. Breakdown by gender

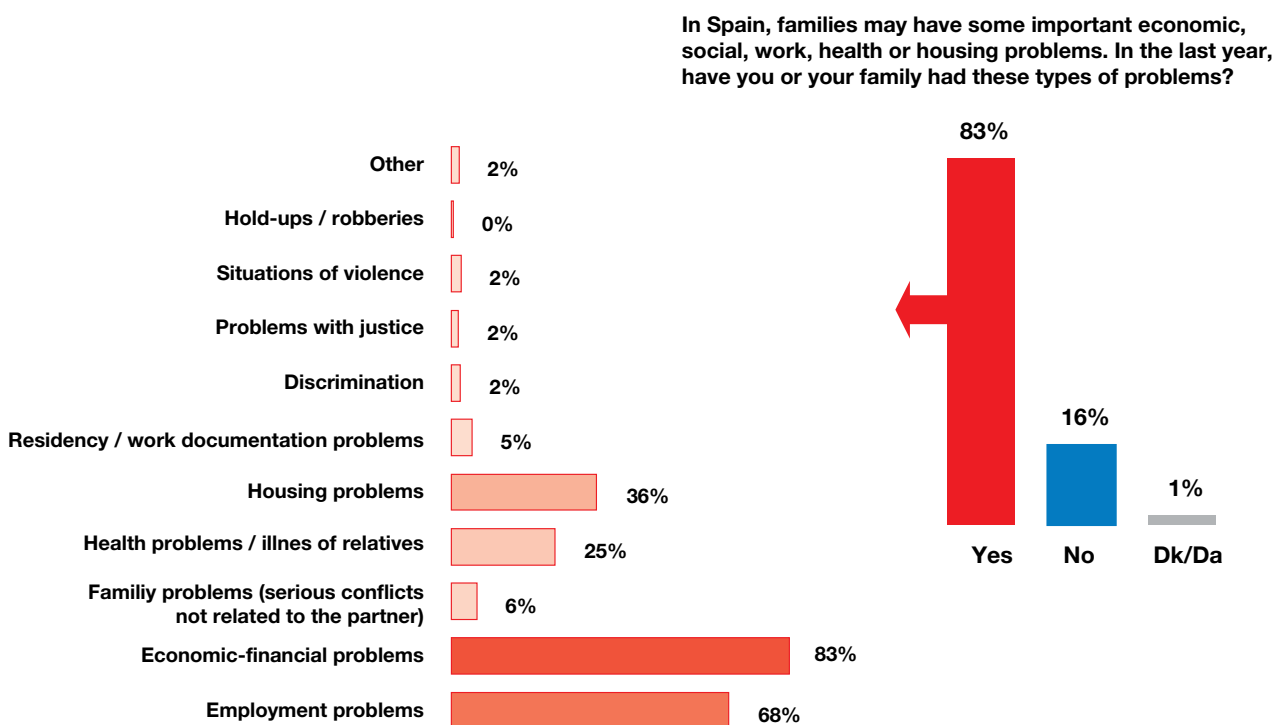


Main problems

Some 83% of the people who received FEAD food indicated that they had had financial, social, work, health, and housing problems in the last year. Some 16% did not recognise having had problems, and 2% did not answer the question.

With respect to the main indicated difficulties, 83% mentioned economic-financial problems, 68% work problems, 36% housing problems, and 25% health problems of their own or of direct relatives.

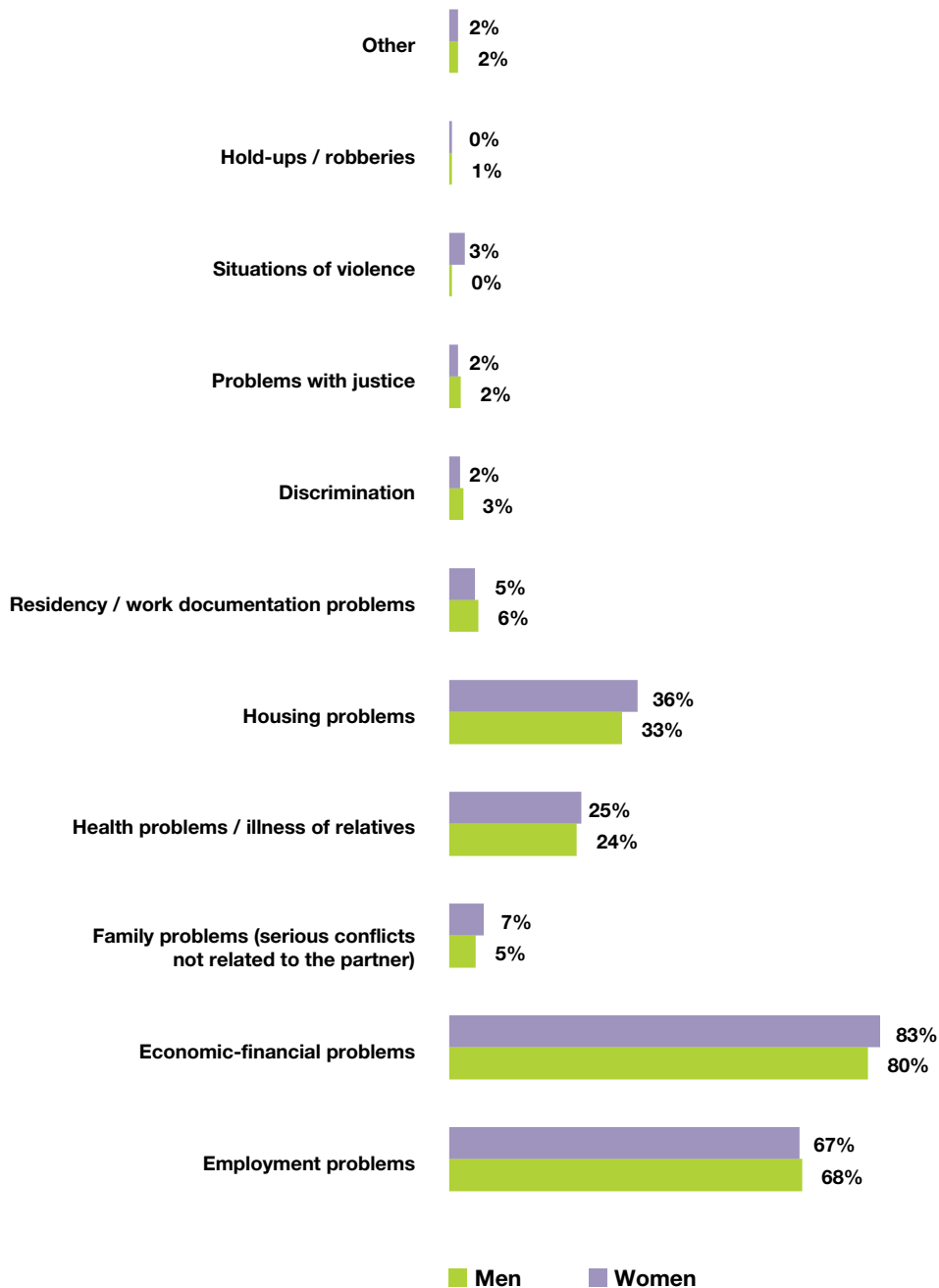
Figure 23. Distribution of the main difficulties indicated by 83% of the beneficiaries who indicated “having problems”



Note: In the Figure on the problems that beneficiaries may have, the percentages do not add up to 100 as the question allowed for multiple answers.

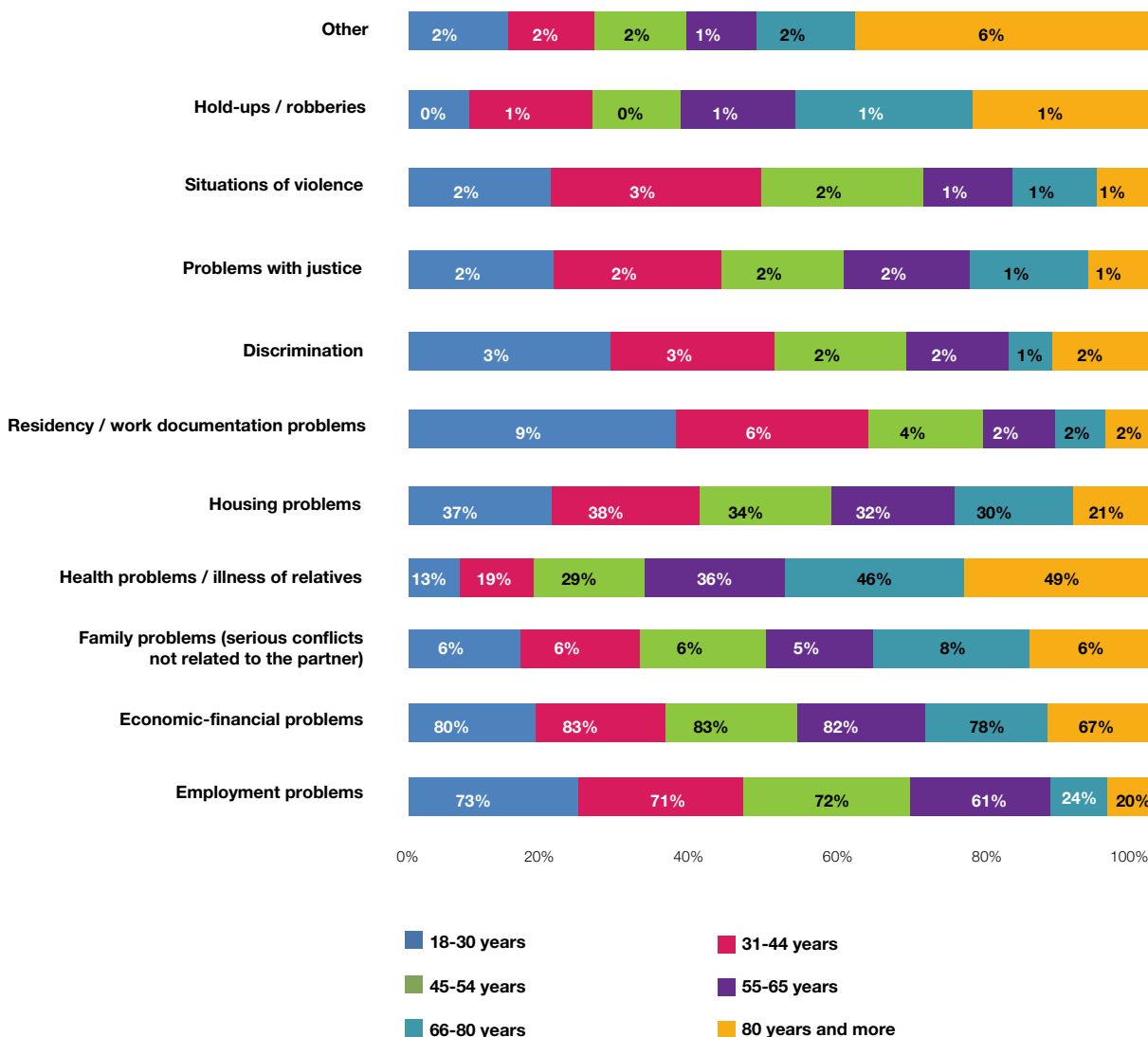
Considering the distribution by gender, the three main problems continued being those with an economic-financial nature, followed by work and housing problems. The percentage of women was higher among those who indicated economic-financial, housing or health problems, whereas there were more men among those who indicated documentation and work problems.

Figure 24. Distribution of the main difficulties referred by 83% of the beneficiaries who indicated “having problems”. Breakdown by gender



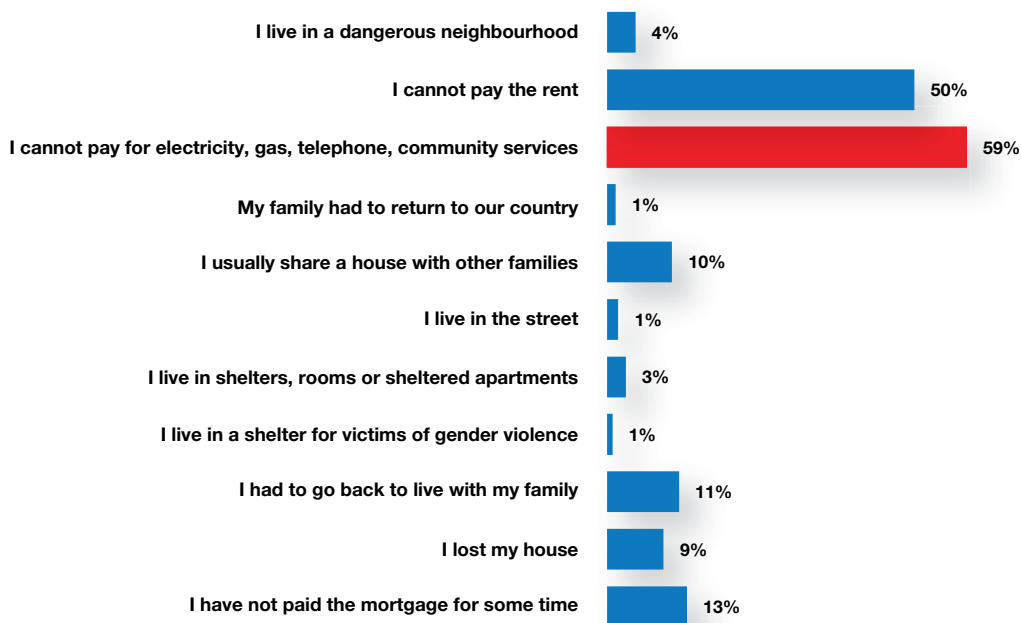
Analysing the data by ages, **the economic-financial problems continued to be the main concern** in all the age groups. These were followed by **work problems** for people of an active working age. In third place came **housing problems** in all the age groups. In the case of adults over 65 years, **health problems** were emphasised.

Figure 25. Distribution of the main difficulties referred by 83% of the beneficiaries who indicated “having problems”. Breakdown by age



Some 36% of the people who indicated going through difficult circumstances in the matter of housing, gave details: 59% indicated that they could not pay for the utilities as electricity, gas, telephone and community; 50% that they could not pay the rent; 13% that it had been some time since they could pay the mortgage and 11% that they had to go to live with other members of their family. Some 10% usually shared a house with other families and 9% had lost their house.

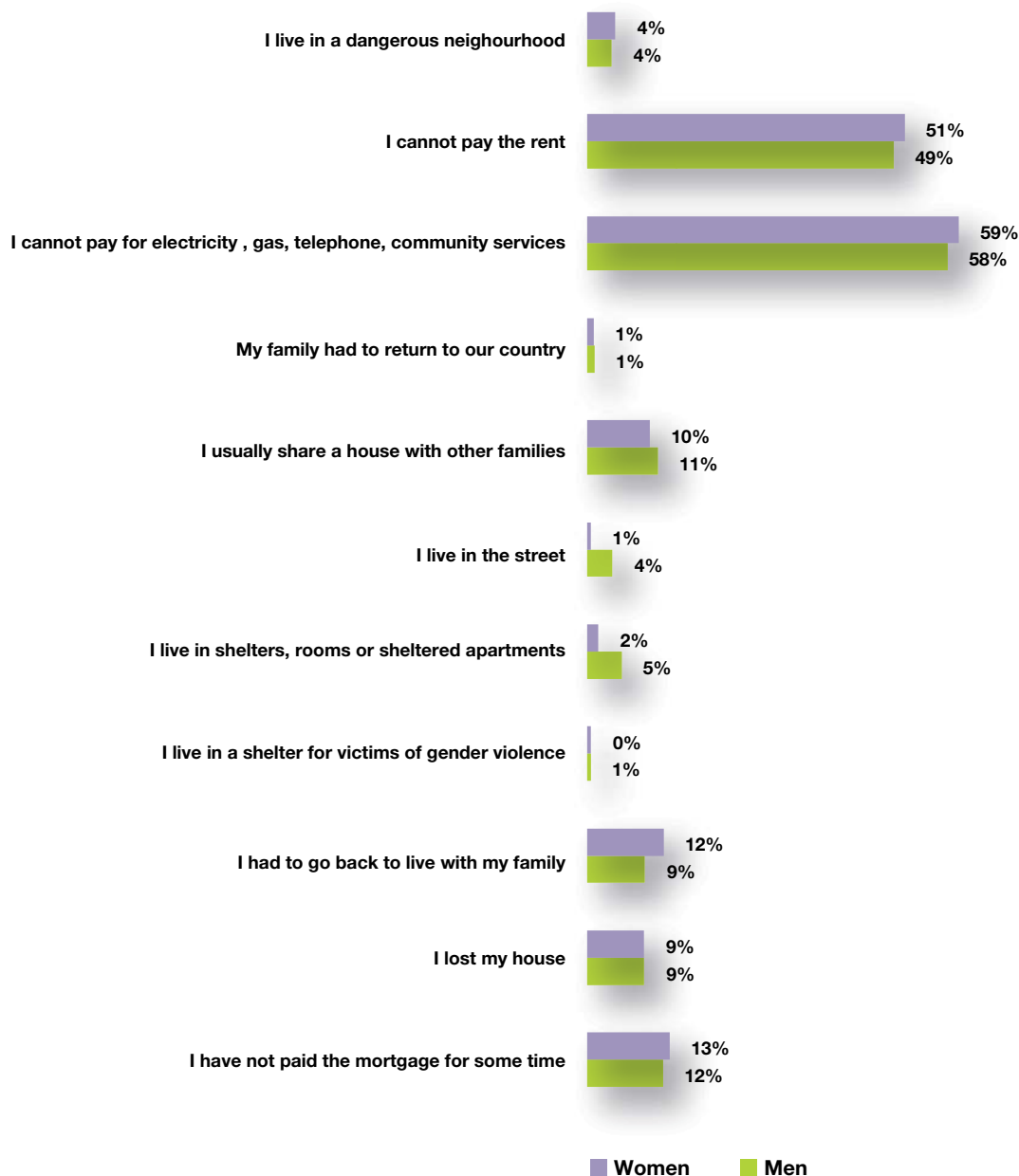
Figure 26. Distribution of the housing associated problems referred by 36% of the respondents who indicated having difficulties in this sphere



Note: In the question on distribution of the problems, the percentages do not add up to 100 as the question allowed for multiple answers.

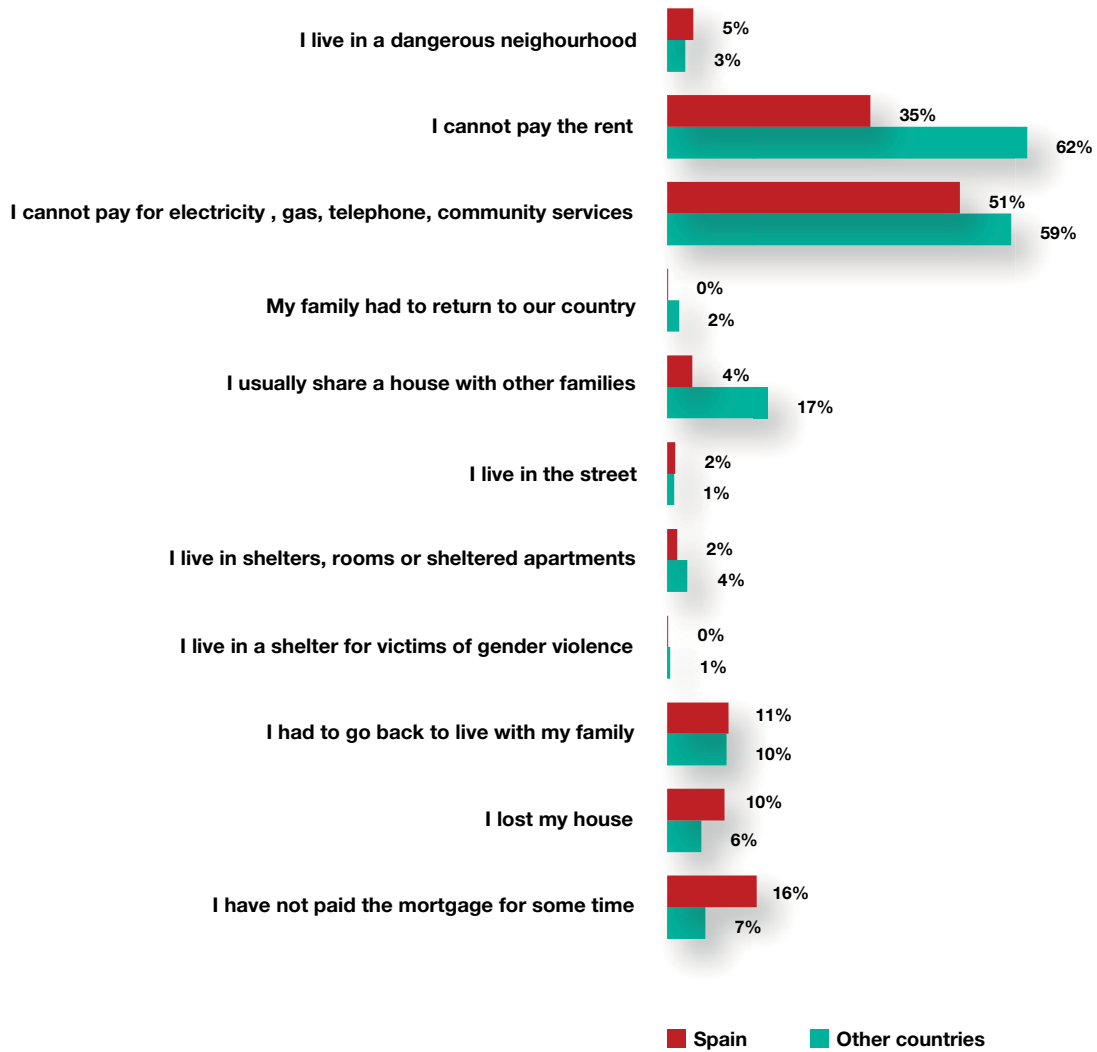
Considering the differences between men and women, almost the same distribution was given in the previous Figure. There was a slightly higher percentage of women that indicated they could not pay the rent, services and mortgage.

Figure 27. Distribution of the housing associated problems referred by 36% of the respondents who indicated having difficulties in this sphere. Breakdown by gender



Considering the problems according to the origin of the beneficiaries, although the two most indicated difficulties continued to be the inability to pay the rent and the electricity, gas and telephone services and the community fees, a greater incidence was seen among the surveyed foreigners. Also, a greater percentage of surveyed foreigners shared their house with other families. There were more Spanish people that indicated that they could not pay the mortgage for their house.

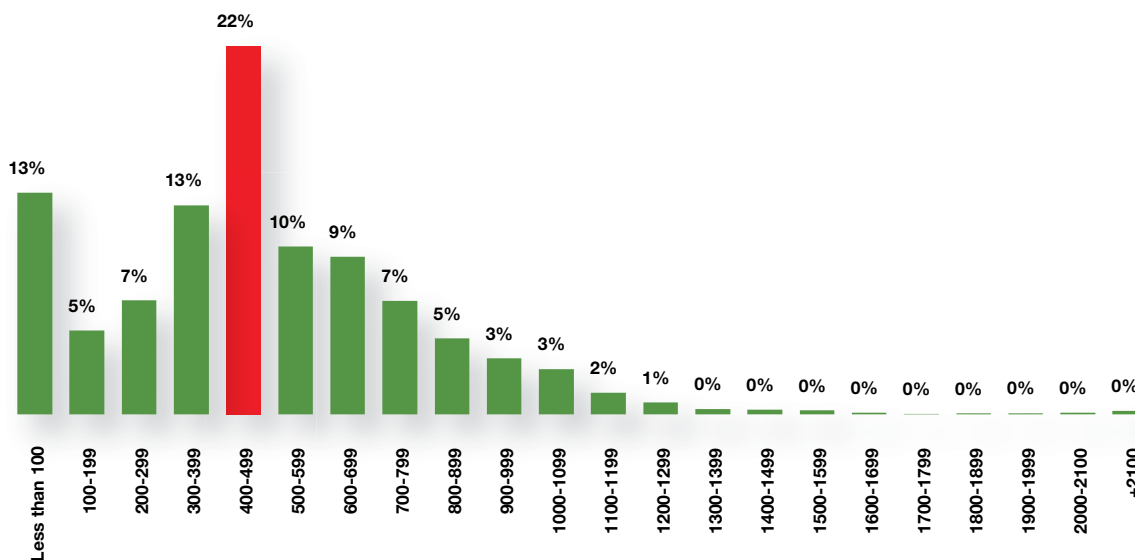
Figure 28. Distribution of the housing associated problems referred by 36% of the respondents who indicated having difficulties in this sphere. Breakdown per origin



Incomes

The total household income of the families of the beneficiaries of the FEAD Aid Programme in the last month was less than 100 euros in 13% of the cases; less than 400 euros in 38%; less than 500 euros in 60%; less than 600 euros in 70%; and less than 700 euros in 79%.

Figure 29. Distribution of the monthly income of the beneficiaries in euros

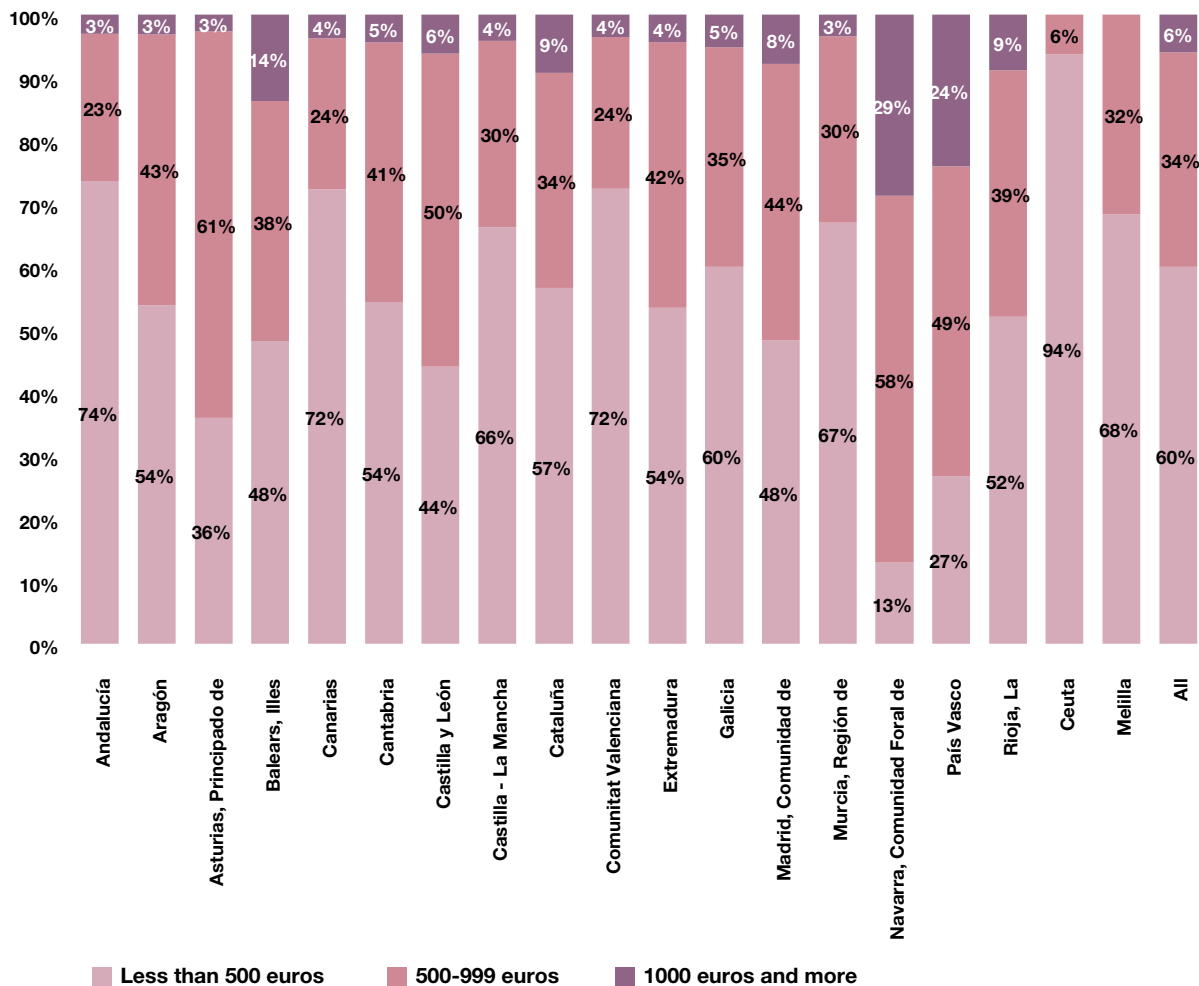


Note: The question refers to the “total household income in any month, for example, in the month prior to the survey, considering the income of all the members of your family”.

There were certain variations in the total monthly household incomes according to the age of the receiving person. For people with an active working age, the monthly income of their household was 400-499 euros in the majority of cases (between 19% for those under 30 and 28% for those older than 55); for people of 66 to 80 years these incomes were 300-399 euros per month in 26% of the cases; for the group older than 80 years they were 600 to 699 euros in 34% of the cases.

In most of the Autonomous Communities, the majority of incomes were below 500 euros. The only exceptions were Asturias, the Basque Country and Navarre, where the majority of incomes were between 500-999 euros. The most extreme case was Ceuta, where 94% of the households had incomes below 500 euros, and none of them had incomes greater than 1,000 euros.

Figure 30. Distribution of monthly income in the households of beneficiaries. Breakdown by Autonomous Communities.



Relative poverty

According to Eurostat criteria, the at-risk-of-poverty threshold is determined at 60% of the annual net equivalised disposable income of households.¹⁰ In agreement with the results of the Living Conditions Survey of the INE (ECV-2017, published on 21 June 2018)¹¹[2], the Spanish risk-of-poverty threshold in 2017 was **8,522 euros per person per annum**, 3.8% more than that considered in the previous year. A household will be under the risk-of-poverty threshold if its standard monthly income is **less than 710.17 euros**.



¹⁰ The intention of equivalising the income per household is to adjust the income to the different sizes and compositions of the households. The at-risk-of-poverty threshold will increase or fall, according to the average income. The annual equivalised income of a household is obtained by dividing the annual net income by the equivalised size of the household. According to EUROSTAT, the equivalised size of a household is calculated as: A weight of 1.0 is assigned to the first adult of the household, a weight of 0.5 to the second adult and any other person of 14 or more years, and a weight of 0.3 to each child under 14 years in the household. Then, the equivalised size of the household is obtained calculating the sum of these assigned weights of each person, that is:

$$H_{di} = 1 + 0.5(H_{di \geq 14} - 1) + 0.3H_{di < 14}$$

where $H_{di \geq 14}$ is the number of people of 14 or more years in the household, and $H_{di < 14}$ is the number of children under 14 years in the household. For this Bulletin, information was only available for the number of children of 16 years in the households, which is why this approach will be used.

¹¹ http://www.ine.es/prensa/ecv_2017.pdf

Of all the people surveyed for this Bulletin, 26,383 provided information on the net monthly income of their household, this was 98.7% of the sample. **Of those, 26,002 are under the risk-of-poverty threshold, which represents 96.6% of the interviewed people who gave information on their income.**

To reflect more severe situations, very high risk-of-poverty and extreme risk-of-poverty thresholds were also used, which were determined as 50% and 40% respectively of the average income per household (or net annual equivalised income of the households). From the ECV-2017 it was deduced that the Spanish very high risk-of-poverty threshold in 2017 was of **7,102** euros per person per annum and that the Spanish extreme risk-of-poverty threshold was **5,681** euros per person per annum. In terms of euros per month, a household will be under the very high risk-of-poverty threshold if its equivalised monthly income is **less than 591.83** euros, and under the extreme risk-of-poverty threshold if its equivalised monthly income is **less than 473.42** euros).

Some 96.0% of the households of the people receiving aid in the FEAD programme were under the very high risk of poverty threshold, and 90.2% were at risk of extreme poverty.

The following Table presents the absolute and percentage data of those households whose standard annual income was less than 60%, 50% and 40% of the average annual net equivalised income, respectively.¹²

Table 5. Households under different risk-of-poverty thresholds

Risk of	% with respect to the total
Poverty (below 60% of the average, 710.17 euros per month)	96.6%
Very high poverty (below 50% of the average, 591.83 euros per month)	96.0%
Extreme poverty (below 40% of the average, 473.42 euros per month)	90.2%

¹² Note that the percentages of Table 5 do not give rise to a probability distribution, in the usual sense, since the households under the extreme poverty line, are also simultaneously under the very high poverty and poverty lines.

Child poverty

A total of 30,206 children under 16 years of age lived in households for which income data was available. Of those, 29,815 were in a situation of child poverty, that is, households under the risk-of-poverty threshold. Thus, **the rate of child poverty was put at 98.7%**. Comparing with the data for the whole of Spain, provided by the last Living Conditions Survey, 28.1% of the population under 16 years of age were at-risk-of-poverty, meaning that the difference was 70.6 percentage points.

In-work poverty

“In-work poverty” is a term applied to those people who have been employed for at least seven months in the last twelve, whilst living in a household with an income below 60% of the average income of the country.¹³[4] **In the case of the people surveyed for this bulletin, the rate of in-work poverty was 97.8%.¹⁴**

¹³ “In-work poverty” is an indicator that has been used since 2005. The rate of the risk of in-work poverty is the proportion of the working population, of 18 years or more, with an equivalised disposable income below the risk-of-poverty threshold, according to the EUROSTAT definition.

¹⁴ This percentage was calculated from the 6,509 people interviewed who gave information on their income and who declared having a job.

Part Two

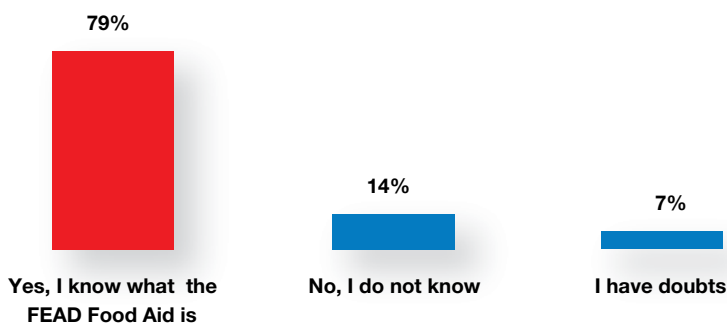
THE FEAD FOOD AID PROGRAMME FROM THE BENEFICIARIES' PERSPECTIVE



Knowledge of the FEAD Food programme

Some 79% of the respondents indicated that they knew what the FEAD programme was, 14% indicated that they did not, and 7% indicated that they had doubts.

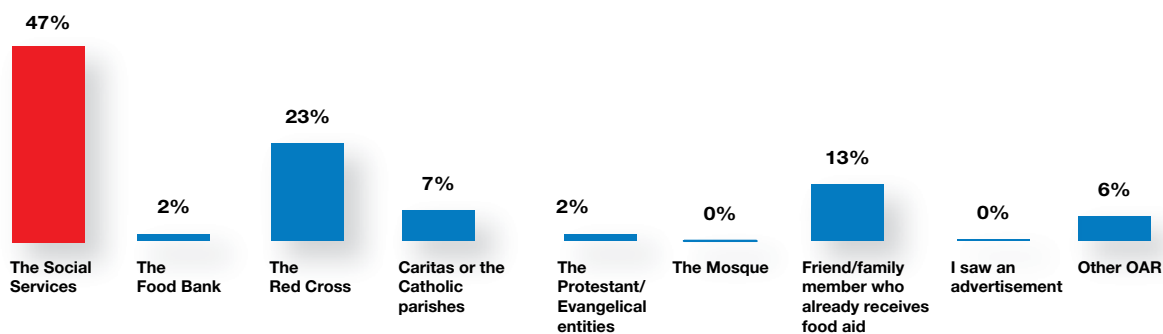
Figure 31. Knowledge about the “FEAD Foods”



Access to the FEAD programme

Some 47% arrived at the food delivery service through the Social Services, 23% through the Red Cross, 13% through friends and relatives who already received food, and 7% through Caritas or their parish.

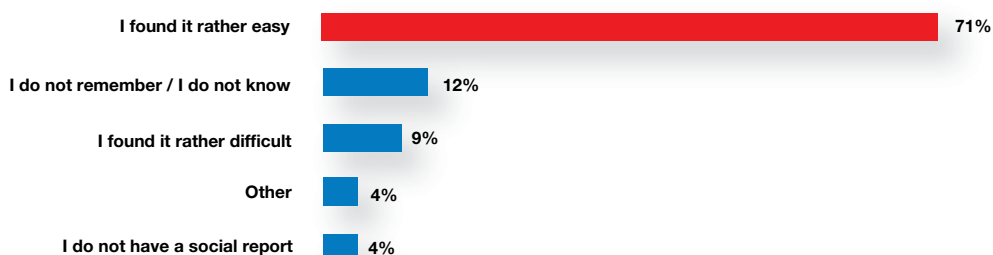
Figure 32. Distribution of the route by which the beneficiaries arrived at the FEAD Foodservice



The Social Report

Some 71% indicated that it was “rather easy” for them to secure the Social Report, which is necessary to be able to access the aid, 12% said that they “don’t remember or don’t know “ and 9% indicated that it was “rather difficult”. Some 4% mentioned that they “didn’t have a Social Report” and another 4%, indicated “other situations”.

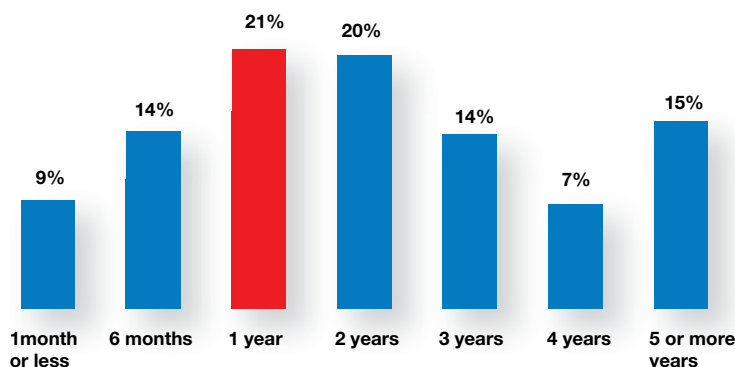
Figure 33. Distribution of the situations that the beneficiaries have found in accessing their “Social Report”



Time of permanence

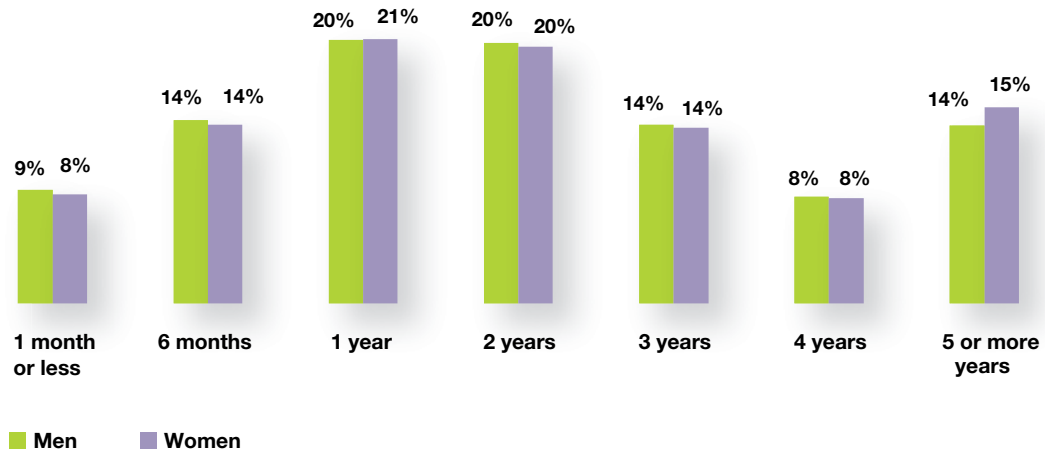
With respect to the time receiving FEAD food, 21% indicated one year; 20% 2 years; 15%, 5 or more years, and 14%, 3 years.

Figure 34. Distribution of the time receiving FEAD food



Analysing the answers by gender, similar situations were observed, although there were more women among those who had been receiving food for 5 or more years, which indicates the worsening of the need situation, especially among the attended female population.

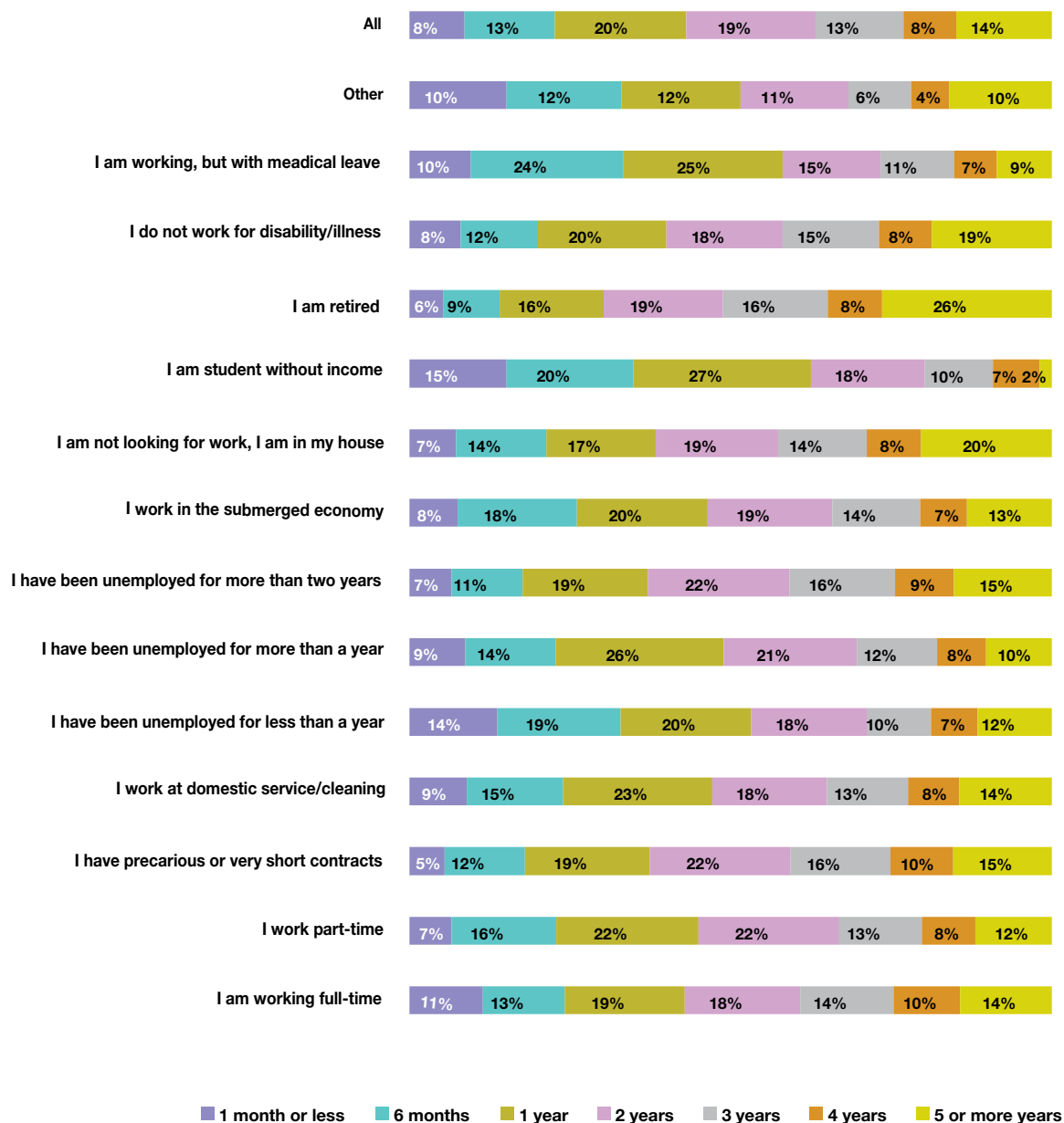
Figure 35. Distribution of the time receiving FEAD food. Breakdown by gender



Considering the employment situation, significant differences can be appraised regarding the time that the beneficiaries had been receiving the aid. **The majority had been receiving it for one or two years. Nevertheless, among the retired people, most had been receiving this aid for five or more years.** This is also the case, although to a lesser extent, with the group of people who are not seeking work, and with those who do not work through illness or disability.

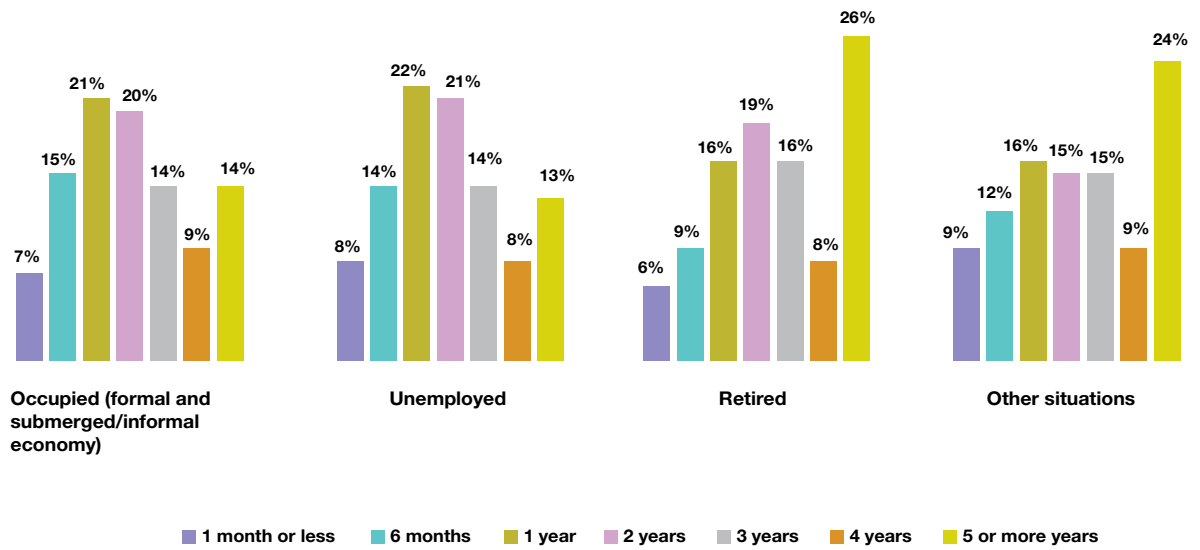


Figure 36. Distribution of the time receiving FEAD food. Breakdown by employment situation



Analysing the grouped employment categories, it was observed that the distribution of the time receiving the aid by the group of employed people, is practically the same as for the group of unemployed people. The main differences were observed with the group of retired people, where 26% of them had been receiving this aid for five or more years; to a lesser extent this also occurred in the group “other employment situations”.

Figure 37. Distribution of the time receiving FEAD food. Breakdown by employment situation, in percentages

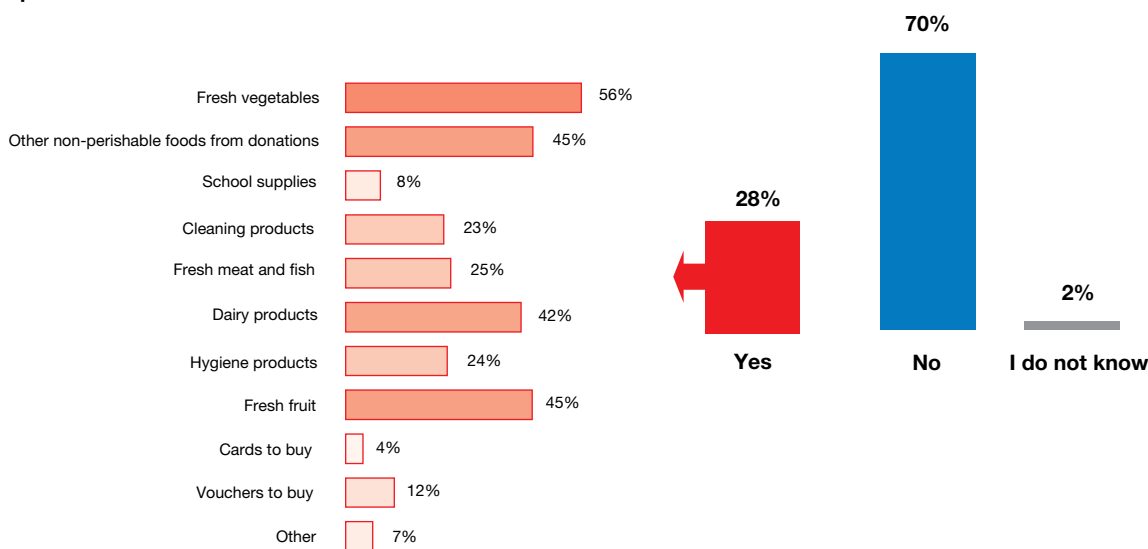


Receipt of non-FEAD food

Some 70% of the respondent beneficiaries indicated **that they did not usually receive other food, in addition to that coming from FEAD**, 28% indicated that they did and 2% didn't know. The 28% of people that answered affirmatively were asked what types of products they received free of charge in their household; the answers emphasised fresh vegetables (56%), fresh fruit and other non-perishable food coming from donations (45%, in both cases) and dairy (42%).

Figure 38. Percentage of beneficiaries who indicated receiving other food, or not, in addition to those from FEAD, and the distribution of the other free of charge products

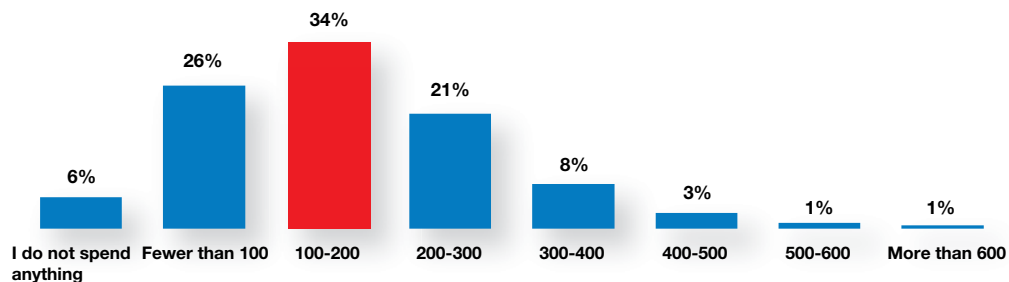
Can you tell me which of these products you receive free in your household (that is, without buying them), in addition to the products from FEAD?



Note: the answers on the products received free of charge in addition to those from FEAD do not add up to 100 as the question allowed for multiple answers.

The monthly food purchases made by the attended people represented an amount between 100 and 200 euros for 34%; less than 100 euros in 26% of the cases; and between 200 and 300 euros for 21%.

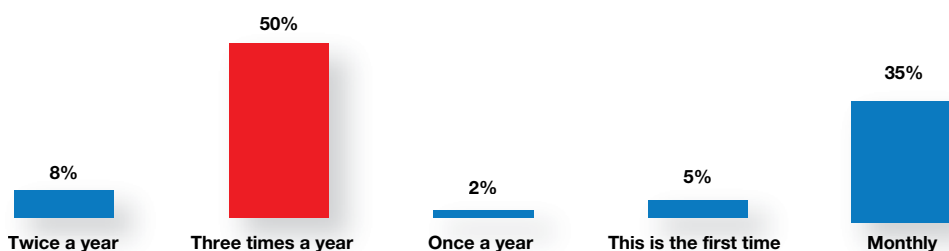
Figure 39. What is the amount in euros of the monthly food purchases that you make, with the money you have available?



Delivery of FEAD food

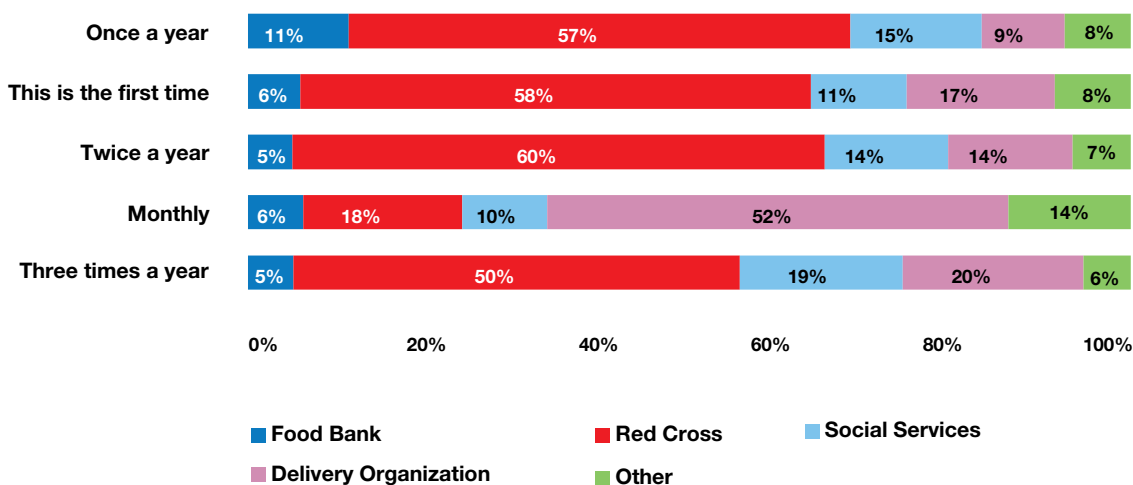
The delivery of FEAD food is made 3 times a year, with a delivery note. In the survey, the beneficiaries were asked how frequently their family received this aid, and 50% indicated three times a year. Some 35% said that it was received monthly.

Figure 40. Frequency with which the individual or family receives FEAD food



Some 35% received food monthly, 52% of that coming from other Delivery Organisations, 18% from the Red Cross, 10% from the Social Services, 6% from the Food Bank and 14% from other sources.

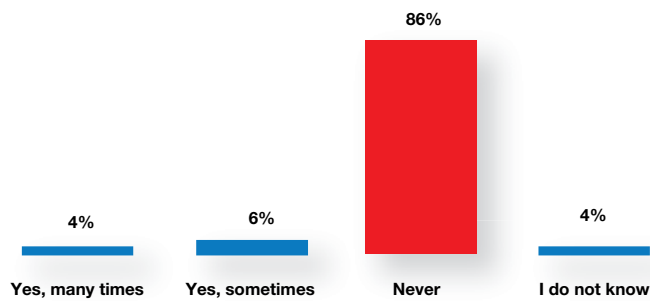
Figure 41. Frequency of FEAD food delivery. Breakdown by Organisation



Attendance at social canteens

The respondent, or their family, were also asked if they went to have lunch or dinner at a social canteen or soup kitchen and 86% responded never. Some 6% indicated that they “sometimes did”.

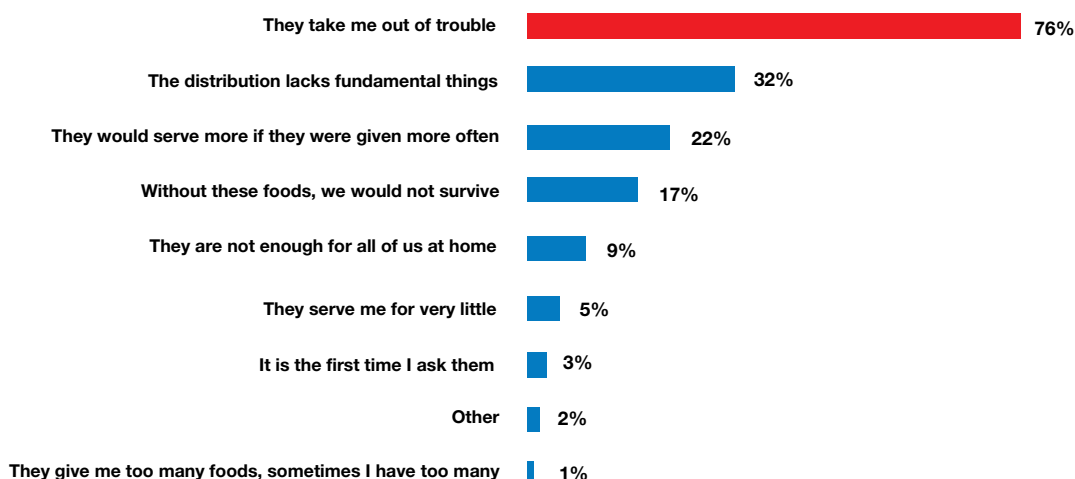
Figure 42. Attendance of the end-recipient or family member at a social canteen/soup kitchen to have lunch or dinner



General evaluation of the FEAD food

Some 76% of the people said that the FEAD food “gets me out of many hardships”. The second most frequent answer was that “the delivery lacks basic things”, indicated by 32%. The third most frequent choice was “they would serve me more if they were given more often”, with 22%. The fourth most selected answer was “without these foods we would not survive”, with 17%.

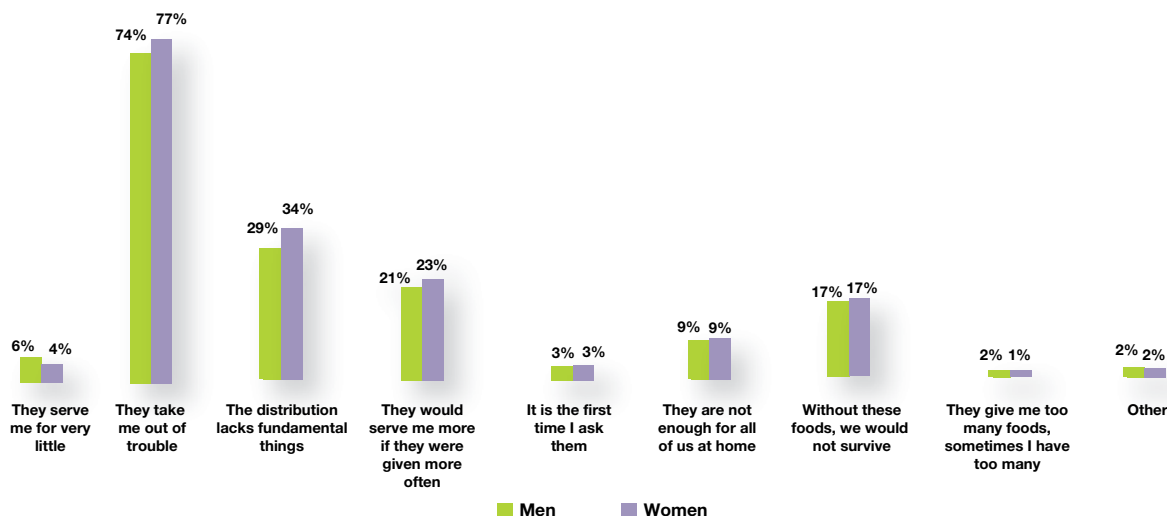
Figure 43. Assessment of the usefulness and adequacy of the aid that the FEAD food represents



Note: In this figure, the percentages do not add up to 100 as the question allowed for multiple answers.

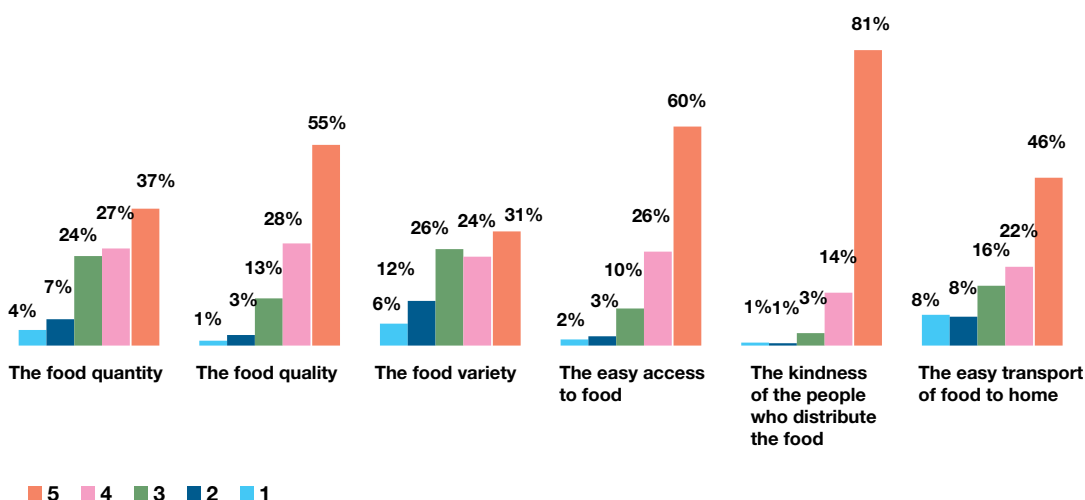
Some 77% of the women and 74% of the men said that the FEAD food “gets you out of many hardships”. Some 34% of the women and 29% of the men thought that “the delivery lacks basic things”. The third most frequent option, “they would serve me more if they were given more often”, was chosen by 23% of the women and 21% of the men. The fourth “without these foods we would not survive”, was chosen by 17% of the women and the same percentage of men.

Figure 44. Assessment of the usefulness and adequacy of the aid that the FEAD foods represent. Breakdown by gender



Regarding the quality of the programme, 81% of the respondent beneficiaries awarded the highest level of satisfaction within the proposed scale (value 5 out of 5) to the kindness of the people who attended them; 60% to the ease of obtaining the food; 55% to its quality; 46% to the ease of getting them home; 37% to the quantity and 31% to the variety.

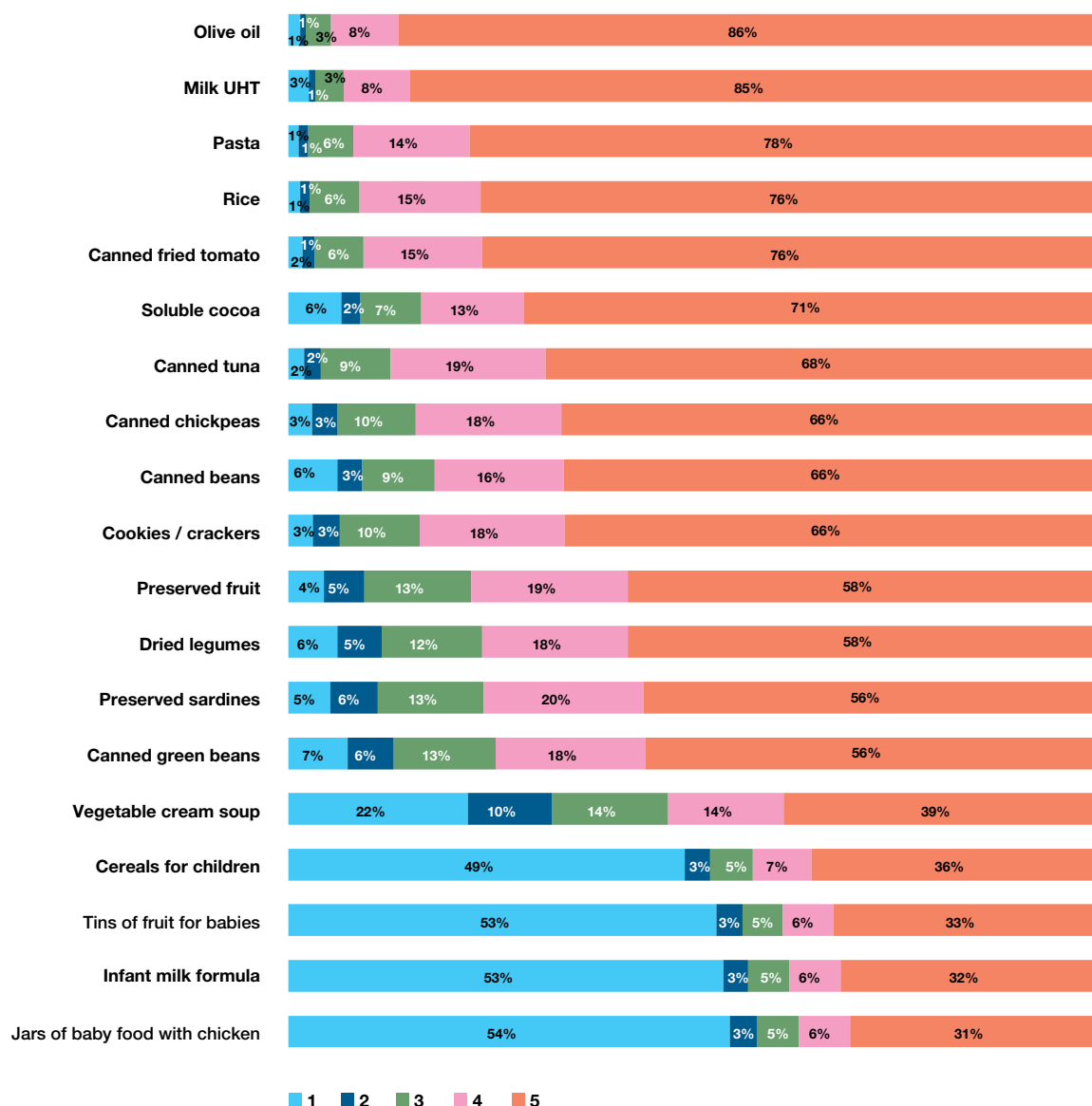
Figure 45. Assessment of aspects related to the quality of FEAD programme (scale from 1 to 5, 5 being the maximum score)



Evaluation of each FEAD food

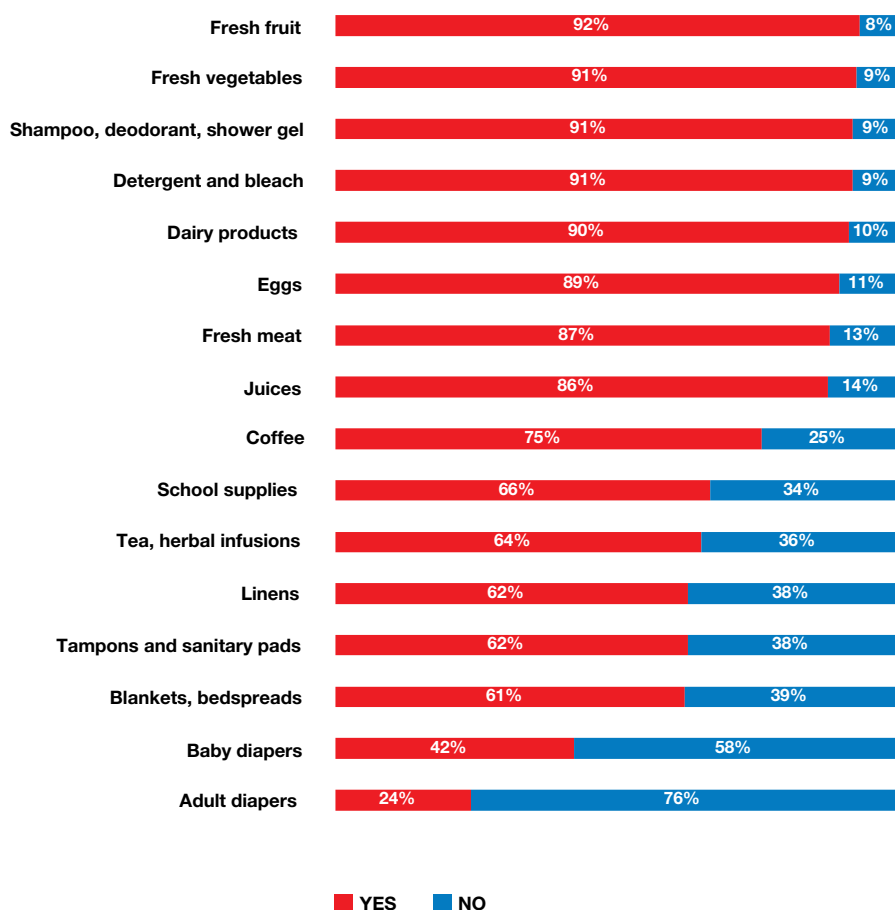
With respect to the products that are currently distributed within the Programme, the most valued (with 5 out of 5), were olive oil (86%), UHT milk (85%), pasta (78%), tins of fried tomato (76%) and rice (76%).

Figure 46. Assessment of the usefulness of the foods received from FEAD (scale from 1 to 5, 5 being the maximum score)



Regarding the products that the respondent beneficiaries thought should be added to the FEAD basket, because they were too expensive to consider buying, most indicated fresh vegetables and fruit (92% in both cases), followed by personal hygiene and cleaning products (91%). Thirdly placed were fresh dairy products (90%).

Figure 47. List of the products that the beneficiaries consider should be added to what they receive from FEAD, because they consider them necessary and too expensive

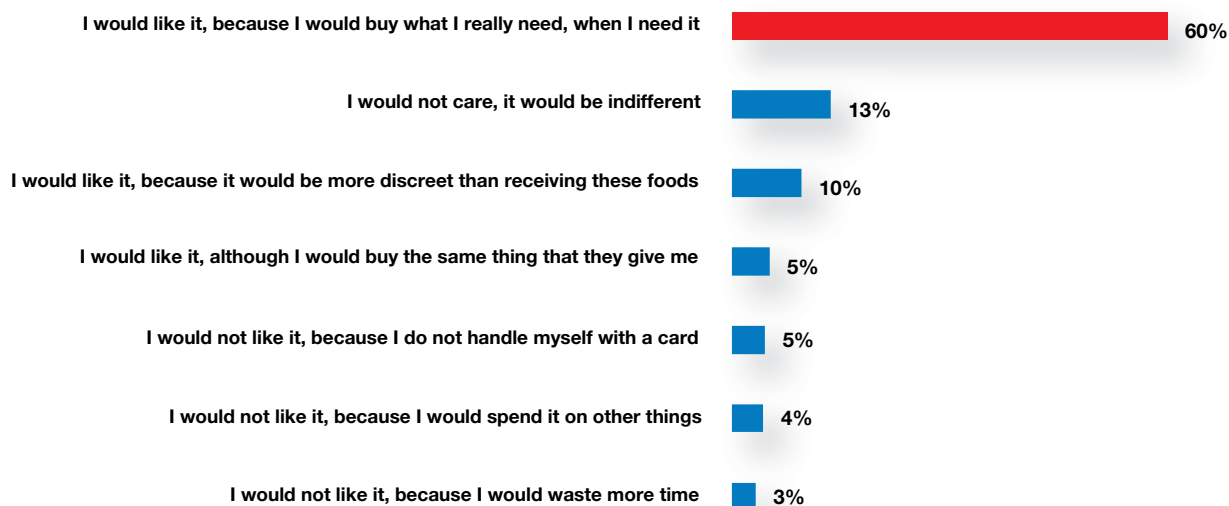


Other products proposed in the answers to the open question were sugar, fish, precooked food and flour.

Alternatives to the FEAD programme

The survey also gauged the opinion of the beneficiaries on the possibility of receiving other aid, instead of food, such as a purchase card or redeem points for a supermarket. Some 60% indicated the option “I would like that because I would buy what I really need, when I need it”. Some 13% indicated that they were indifferent, and 10% emphasised that it would be a more discreet option and they would prefer it.

Figure 48. Assessment of the possibility of receiving a card from a supermarket close to home, with the same value in euros as the products they now receive

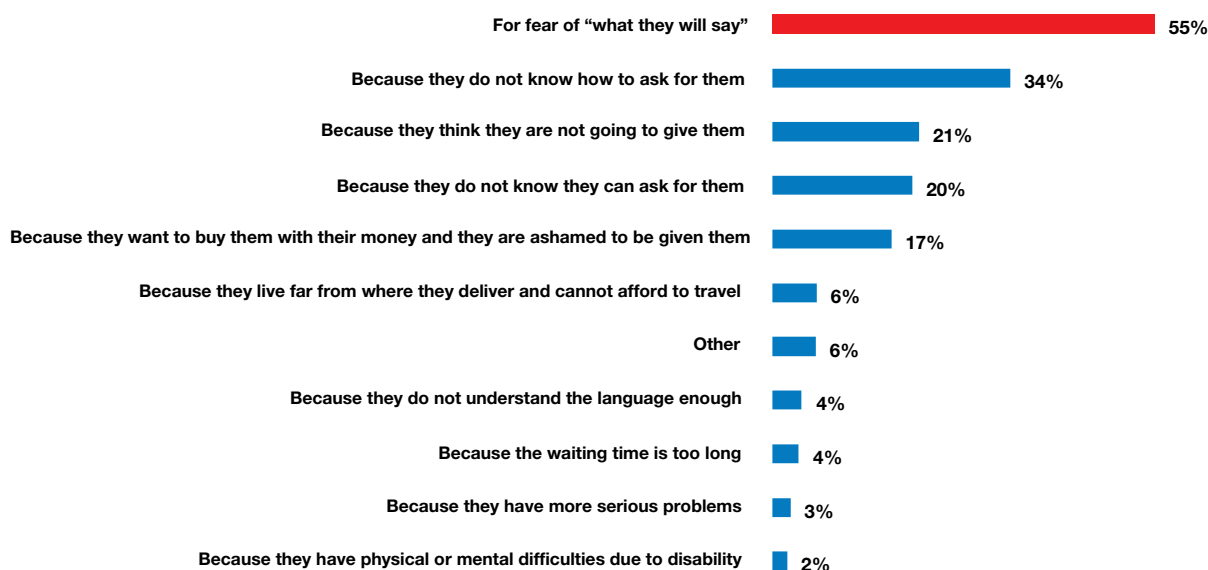


The 60% that chose the option “I would like that because I would buy what I really need, when I need it” was composed of 73% women and 27% men. With respect to the origin, 60% were of Spanish nationality and 40% other nationalities.

Reasons for not applying for FEAD food

There are suggestions that some people who are eligible to receive the aid, are not requesting it. Those surveyed thought that this occurred through “fear of what they will say” (55%), because they do not know how to ask for the aid, (34%), because “they think that they are not going to be given it” (21%) and because “they do not know that they can request them (20%).

Figure 49. Assessment of the causes why some people who have needs and would have the right to receive foods, are not receiving them

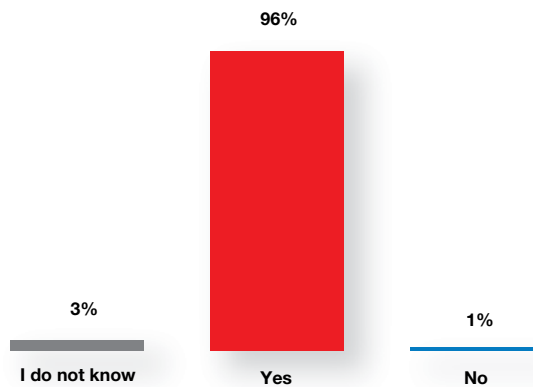


Note: the percentages do not add up to 100 as this question allowed for multiple answers.

Recommendation of the FEAD programme to others

Some 96% of the respondents said they would recommend the delivery of FEAD foods to a person or family friend who is in a situation of deprivation. Some 3% indicated that they did not know, and 1% said that they would not.

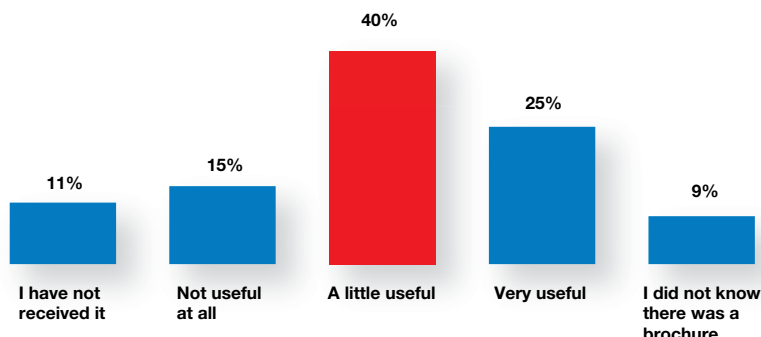
Figure 50. Possibility of a recommendation of the Food Aid Programme (FEAD) to a person or family friend in a situation of material deprivation



Social & Community Resources Brochure and aid received

In reference to the usefulness of the Social & Community Resources Brochure that is given with FEAD foods, 40% indicated that it was “partially useful” and 25% that it was “very useful”. The negative opinions and ignorance of the Brochure amounted to 35%.

Figure 51. Assessment of the usefulness of the Social & Community Resources Brochure given with the food

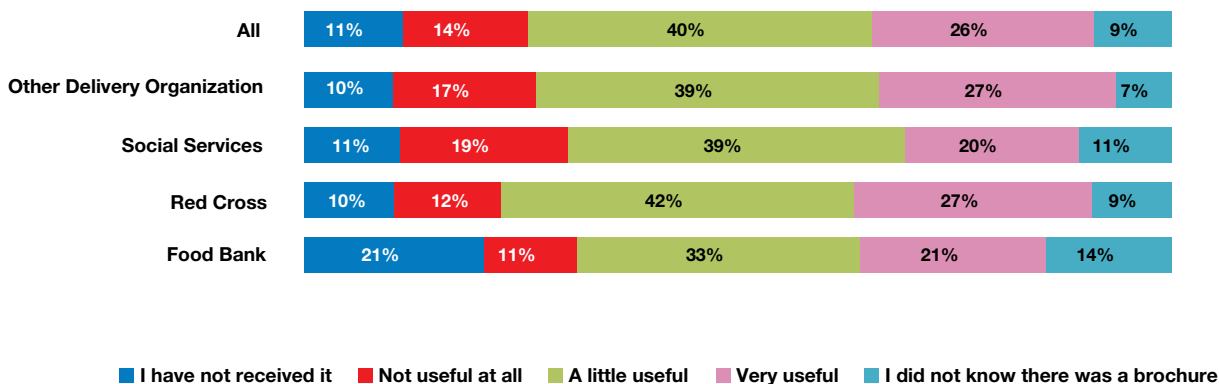


Considering the answers of men and women, the distribution on the usefulness of the Social & Community Resources Brochure is practically the same

Analysing the answers according to the ages, 67% of the people from 45 to 54 years found the Social & Community Resources Brochure of some use or very useful. The most critical group was those of 80 years and older, of whom 23% thought that it had no use. Even so, 52% of them found it of some use or very useful.

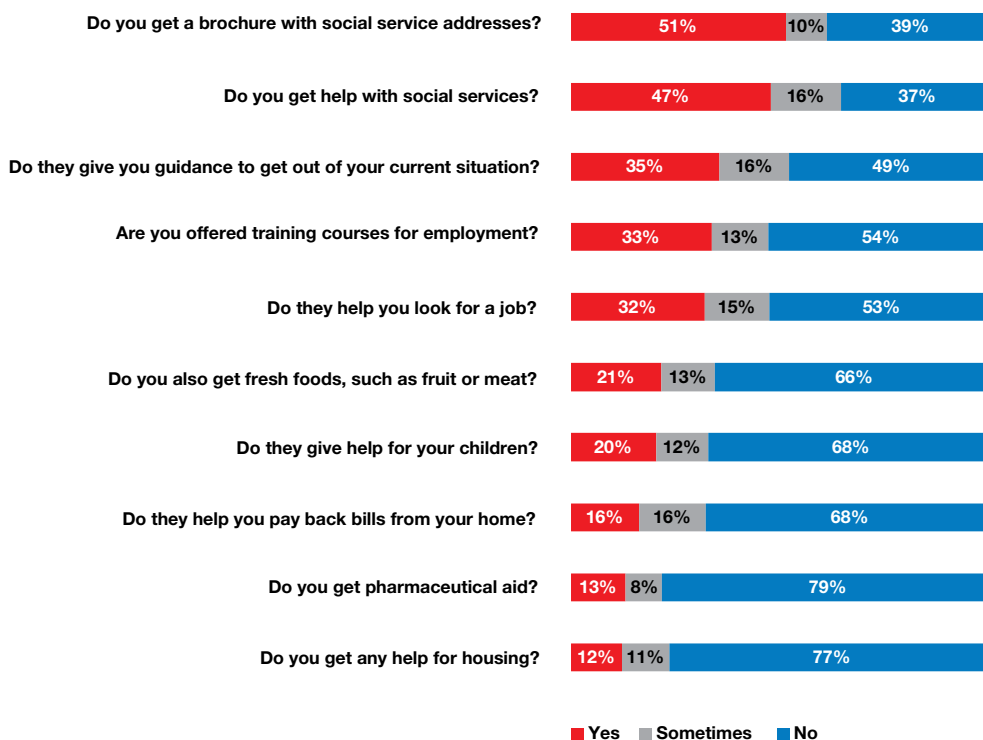
If the assessment of the beneficiaries is considered according to the organisation from which they receive food, 69% of the receivers in the Red Cross found the Brochure of some use or very useful. This was also the opinion of 66% of those who obtained food through the Delivery Organisations, 59% of those who received food from the Social Services and 54% of those who received food from the Food Bank.

Figure 52. Usefulness of the Social & Community Resources Brochure. Breakdown by organisation



On **the complementary support** (accompanying measures) that the receivers of FEAD food were currently receiving, 51% indicated that they were receiving a brochure with Social Services addresses, 47% said that it helped them in procedures with the Social Services, and 35% said that it gave them guidance to leave their present situation and 33% offered them guidance courses for employment. Note that more than half did not receive any type of additional support/aid.

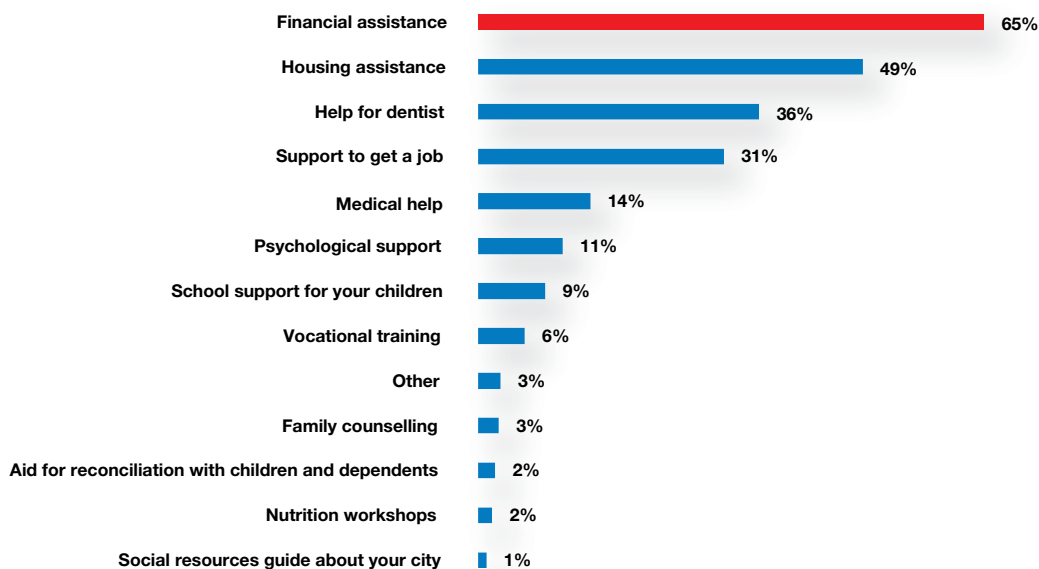
Figure 53. Distribution of the complementary aid that the beneficiaries are receiving



Participation in other social intervention programmes and most outstanding needs

The three needs most emphasised by the respondents in which they thought that the Red Cross and Food Bank could support them, were financial aid (65%), housing aid (49%) and support for going to the dentist (36%).

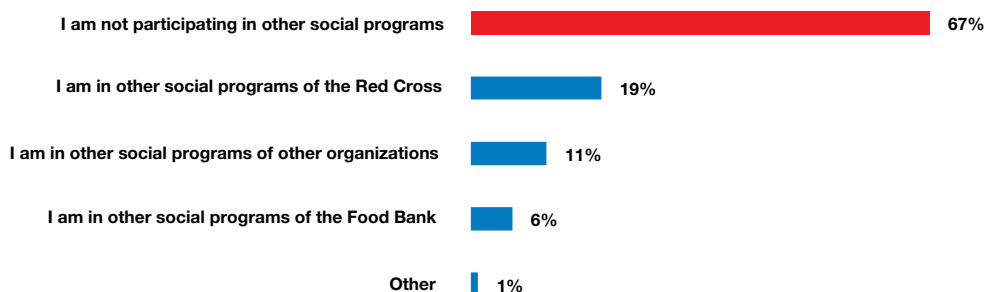
Figure 54. Assessment of the priority needs of the beneficiaries, in which they could receive aid



Note: the percentages do not add up to 100 as this question allowed for multiple answers.

With respect to their participation in other social programmes of the Red Cross or Food Bank, 67% said that they were not in other social programmes. Some 19% indicated that they participated in Red Cross programmes, 11% in social programmes of other organisations, and 6%, in Food Bank programmes.

Figure 55. Participation in some social programmes of the Red Cross or Food Bank



Note: This percentage does not add up to 100% as the question allowed for multiple answers.

Part Three

MAIN RESULTS OBTAINED FROM THE SIX WORKSHOPS HELD WITH THE BENEFICIARIES



The content of this section sets out the opinions of the recipients of the FEAD aid programme. In some cases, nuances are introduced to clarify questions of context related to the bases of the Programme. The six workshops were made following a semi-structured script, in order to obtain comparability of results. The following Table shows their distribution:

Table 6. Distribution of the workshops made with FEAD food beneficiaries

City	Organisation	N° of Women	N° of Men	Total	Observations
Cáceres	Food Bank	5	12	17	People between 40 and 55 years.
Huelva	Food Bank		9	9	All Spanish men, between 50 and 70 years, beneficiaries of the food programme and also volunteers. People who have been in unemployment during the economic crisis.
Alicante	The Spanish Red Cross	5	5	10	Seven foreigners, all from Latin America (Venezuela, Colombia, Argentina). Two Spanish women. Two victims of gender violence.
Mallorca	The Spanish Red Cross	1	2	3	All foreigners (Romania, Morocco, Peru)
Orense	Food Bank	6	1	7	Five Spanish women and one man, a Venezuelan woman. One woman victim of gender violence.
Gerona	The Spanish Red Cross	8	1	9	Six people of foreign origin, two from Argentina and four from Honduras. Three Spanish women.
Total participants		25	30	55	The proportion between Spanish and foreigners was equitable (approximately 30 foreigners).

The participation was very high. Generally, a noticeable need to express their opinion and an important consensus were seen, although some people commented that the conversations delved into very personal subjects and preferred not to participate.

Profiles

Some 55 people participated, 25 of them women and 30 men, and practically all of the adult ages (between 25 and 76 years), although with a prevalence of adults over 55 years. Approximately half were foreign, the majority Latin American (essentially from Venezuela, followed by Colombia, Argentina and Honduras) and a very small proportion came from Morocco and Romania.

The participation of Spanish people was high in half of the cases, and relatively active in the rest.

The majority of the Spanish men were, in addition to users, volunteers in the programme. In one of the workshops with greater male participation, it was said that “men are more ashamed than the women to take the food packages, which is why it is generally the women of the families who appear as beneficiaries”. This occurs unless the men are also volunteers, in which case “they find an incentive to take the food”. The theme of shame, although it appears in the majority, it is a lesser problem in the case of the foreign men. Among them it was more likely to be “expressions of gratitude towards Spain”: they compared the treatment they received in Spain, with that which they might receive in their countries of origin if they were in the same situation, reaching the conclusion that “in Spain, the institutions cover the most basic needs”.

The profiles present in the workshops highlight the variety of situations and living conditions, as well as the multiplicity of factors that led them to the situation of social exclusion. In spite of this diversity, some very clear factors and paths are observed:

1. The basic problem is fundamentally **the lack of employment**, which affects all the active members of the family, or the breadwinner when they are the only one active (for example, in the case of single mothers). In this line, there would be two clear profiles: unemployed adults over 55 years with children of around 20 years of age, who also have problems of labour insertion, and single women with young or adolescent children.
2. On top of unemployment situations, there are others that make any economic activity difficult, such as **chronic illnesses or mental disorders**. Attention is called to the presence of women who have had cancer and are still in the monitoring and control phase, but who have not been granted a temporary disability; or women with fibromyalgia, an incapacitating illness that is not recognised by the Social Security. Also, men are found with partial disabilities, such as immobility of an arm or a leg, sometimes caused by an occupational accident, but who have not been granted, for the moment, temporary or total disability. **The question of not having been classified with disability or incapacity is, to a great extent, due to the fact that they have had a precarious working life**, in and out of the labour market, with short formal contracts and which do not cover the minimum requirements to acquire a pension. In some cases, the qualifications that they obtain for disability or incapacity are very low, which is why they are told to work in “jobs adapted to their situation”, but in practice, they cannot physically do it, or they do not find those jobs because they are not trained. To the situation of illness and unemployment is added the **psychological distress**, which in many cases has led them to suffer from depression, or even for very varied mental disorders to arise. Although the majority say they want to work, many people are not in a condition to do so.
3. Another of the profiles that appeared is that of **families of Latin American origin whose migration is linked very much to exile**, for example, from Venezuela, Colombia or Honduras. These people are in the stage prior to the international protection request procedure. The majority have support networks of friends and relatives but have a lack of resources and conditions of overcrowding of their homes.

4. A fourth profile is that of **female victims of gender violence**, who, in spite of being recognised as such and acquiring aid due to this circumstance, cannot cope with the maintenance of their children. Those who received the aid said: “It is no more than 450 euros and that is not enough”. In this group, one of the outstanding problems was a great concern for their children.
5. Also, among the beneficiaries there appear **a group of men who have worked almost all their active life in construction** (generally with formal contracts, or who have been businessmen with small undertakings or self-employed), but who, through the economic crisis, have lost their jobs and have not been able to get back to work. At the moment, this group exceeds 55 years of age and they have no hope of re-insertion into the labour market, as well as not having too many expectations of training in another sector. Generally, these men have been the main breadwinners of their families, which is why they are affected psychologically through not being able to continue fulfilling this role.

The majority had a low or average level of training, except for the people originating from Latin America, some of whom had higher level training, as did some of the female victims of gender violence.



Distribution of FEAD food aid: frequency and quantities

In all the organisations in which the workshops took place an attempt was made to complement the non-perishable FEAD foods with fresh foods or other products (cleaning or hygiene) originating from private donations, therefore, the majority of the consulted people did not distinguish the origin of each of the foods. It was necessary to explain that the FEAD products were the non-perishables that carry a label of the Ministry and the European Union. Once this was explained, it became clear that FEAD foods had not been received very often, taking into account the time that these people had been beneficiaries of the organisations. This meant that, in spite of their condition of vulnerability, nobody had been an end recipient of FEAD food in a continuous monthly manner. Rather, it was a case of beneficiaries who had received food in an occasional or discontinuous manner. This discontinuity is due to the fact that the programme is organised into three annual phases.

SALVADORA: I have been receiving food for two years, but those from the European Union I believe only three times a year.

MARIEN: Yes, I've been with the Food Bank for a couple of years, and I have only received three or four from FEAD.

ÁNGELES: Two years for me too, I think, and I suppose I've had some four or five from the European Union.

MARÍA JOSÉ: We get confused with the Bank's campaigns. It would be four or five that we have received from the European Union.

LUIS: I've only been going a short time.

VALENTINA: I don't differentiate the foods from the European Union and the rest.

ALEJANDRA: When they are from the European Union you have to sign, for that reason I know that they are from the European Union.

(Orense Group)

The discontinuity in the receipt of FEAD food is due as much to the operation of the programme itself, as to the living conditions of the beneficiaries. Their paths rotate between periods of unemployment and lack of income with others in which for some months they acquire a minimum income, have jobs in the economy, or some member of the coexistence unit begins to have a more or less fixed income. This discontinuity of income has repercussions for the condition of the beneficiaries of the food programme.

ESTEBAN: You receive the package three times and then you have to go through the whole process again, to ask for it again. You renew it once a year, or every six months, as it is, you receive it three times a year and then the following year you go back and request it again.

(Alicante Group)

In addition to the discontinuity, in some places the small quantity received has been emphasised, mainly regarding the most used products.

ALEJO: And it is not enough to live on because, in less than 10 days, you have nothing.

GUILLERMO: It's clear, they give you enough for 3 or 4 days and stop counting. It's like the man says, they give you a lot of tuna.

(Caceres Group)

JOSUA: I firstly want to give thanks to the Red Cross because we would never have seen this aid in my country. But I have been going to collect the food and I really thought that it was a little more. I have been given three packs of biscuits, olive oil, a tin of peaches, a kilo of rice, two packs of noodles, two strips of tuna, a jar of chick-peas, two packs of soup and milk. I am with my wife and we eat that in a week. For example, they have only given me a kilo of rice for fifteen days or three weeks, I don't remember when the next date is... two tins of tomato... I think that they must really see if the products that they are giving last, and if the products are going to be used. Do you agree? There are no strings... I am not demanding or anything, I am giving my opinion nothing else, I am very thankful, but if it can help a little to improve that would be good. For that reason, I say, that perhaps a little more rice, noodles, tuna, something with more protein...

AISHA: In the package, they gave me rice, spaghetti, two tins of tomatoes, six packs of milk, one of olive oil, two packets of sweet biscuits. I didn't get Colacao or sugar... I get a few things for the children, only milk, biscuits, spaghetti... it is not much, OK, I am thankful, but it is not much. It is not sufficient for a person with two children. What they give me lasts a week because the children come from the school, you must give them an afternoon snack, dinner, breakfast to go to school...

AHMED: I'm good with the food, it helps us, we used almost everything. The package lasts us about twenty days or so, they have given us the package twice every six months. What they have not given me are chick-peas or lentils, but tuna yes.

JOSUA: They give it to me, I don't know, maybe every three or four weeks.

(Mallorca Group)

MARIEN: Here, if it was not for the Food Bank, which helps us throughout the year with their campaigns, with what the government would not give us, we would be in a very bad way, very bad, because they [referring to the Food Bank] add what is missing all the year with donations from supermarkets and others.

(Orense Group)

It is important to emphasise that, as mentioned before, the organisations visited receive private donations from supermarkets or foods distributors. The Food Bank signs agreements with these companies. In this way, FEAD foods are complemented with other products, thereby achieving a more continued food distribution. In some places, a purchase card of a certain value is granted instead of food. This option was highly rated by all those consulted.



Content of the FEAD aid

Generally, the food was well valued and usually mostly used, but there were important critiques. The first refers to the poor variety and very repetitive nature of the products.

CARMEN: A little less quantity of each thing, but just a little bit more in the package, because there are foods that are repeated a lot because, for example, if they give me eight packets of purée, what do I do if a child does not eat them, and for example, I don't get any cleaning products, nothing for personal hygiene or cleaning at home.

SANDRA: Yes, sometimes they give you tinned beans or peaches and there is a lot and whenever we come there are the same cans and that does not suit us.

CARMEN: And another thing, I have fifteen jars of chick-peas. Later, for example, we would need more sugar and they never give you much of that. We'll see, I know that this is not a supermarket, but there are products that would be more appreciated.

SANDRA: Yes, I would welcome more biscuits, they only give me a few and it's very rare that they give me milk cartons.

CARMEN: You see, they give me biscuits and milk, but I would need more milk.

JOSÉ MIGUEL: And yes, they are right, normally there are chick-peas, sardines and the green beans which are always repeated a lot.

CARMEN: Peaches, they give us three or four tins of peaches in syrup. My son is allergic to peaches and there they are, why don't they change those tins for tins of pineapple? And it is a pity that another person would welcome them, and I have them stored at home.

CARMEN: And those vegetable sachets... they gave me ten the other day, that means that I must eat purée or vegetable soup every day, on the following day chick-peas and on the following day kidney beans... for me they are not a problem, but they are for the kids, because on the third day they say "again mum?" and for example there is never a pack of eggs, or some potatoes, which are basic for any type of meal or accompaniment. In hygiene also, we all have to shower, and there is no gel. Once they gave me a detergent for the clothes. We must wash ourselves and we must wash the clothes and when you have children it is inevitable that you have to wash clothes every day.

ESTEBAN: Perhaps it would be better not to put so many tins of peaches, nor so many green beans, the jars of chick-peas or beans are OK, and that is because before they gave them dry and you used a lot of gas to cook them. That's why here they give you a form in which you put "I don't want this, I don't want that". When I have been given the dried beans, I said: "That doesn't work for me"; as regards the dry soup packs: "I don't want them". I give them back or if not, I give them to the people who are asking in the street, I ask them: "Is this good for you?" And I give it to them.

JUAN JOSÉ: It is always tomato and peach. In my case I get a lot of fried tomato, OK, I was living with my sister when we got the food, there were nine of us in that apartment. She also received the package, but in another institution, and in the end, we accumulated no end of those cans because, even though we were many, we did not eat so many cans of tomatoes.

(Alicante Group)

LUIS: What I don't understand is that you don't always give the same, milk, chick-peas and pasta and tuna. Tuna I know, I have it in my house...

MAN: To start a store!

GUADALUPE: To start a business!

LUIS: Most months, these people know it, there is no macaroni, there is rice, lentils and chick-peas and stop counting.

(Caceres Group)

MARIEN: And pasta is also good, but they come varied, not always macaroni, because when macaroni comes, well, five packages. Or spaghetti comes, but only that. It would be good to mix, for example, two of macaroni, two of spaghetti. Later, for example, tuna, a lot of tuna comes, last year sardines came, that's fine, but this year no longer. Then, if you could have a variety, for example of sardines, mussels, cockles...

SALVADORA: There you are you see, I disagree with you because I, for example, I use a lot of tuna, it benefits me because I use the tuna with salad...

MARIEN: Yes, if I say that the tuna should be left, but instead of giving us 16 of those of tuna, mix it up...

MARIA JOSÉ: I also use tuna a lot and then we get sardines and don't eat them, and the tuna, they give me a package of tuna and we eat them all. What I do see is that instead of sending so many jars or cans of beans, they could send more jars of peas ...

SALVADORA: Yes, fried tomato...

MARIEN: We get a lot of fried tomato!

(Orense Group)



In addition, they commented that in all the Delivery Organisations the products are exactly the same, which is why changing the association would not give them more variety.

JOSÉ MIGUEL: It's that all the institutions that give food, give you the same, those foods are repeated in Caritas, the Red Cross, there are parishes, associations of Venezuelans who also deliver because they get the government to give them help.

SANDRA: Yes, and the problem is that wherever you go, they are always the same tins, you go to the church, you go to Caritas, you go to the Red Cross... they all give you the same canned goods and there is no variety.

(Alicante Group)

RAMÓN: What I would be more interested in is telling this lady that when I go to collect my food I see that they give me 7 packs of spaghetti... that maybe the food bank, instead of giving 18 packs of Spaghetti, it gives 5 and gives other types of products. Look, for example, what we have taken right now, it seems silly, but everyone takes this in the morning and I have not yet been given a jar of coffee.

NAHUEL: In our case, the quality of the food is good, the necessities, or better allocation, more quantity than what we receive, so that we receive what we need, but not the repetition and, well, the variety if possible, maybe more variety in terms of products.

(Huelva Group)

In addition to the food repetition, such as the fried tomato, peaches in syrup, green beans or chick-peas, there were other foods that were rejected by the majority. For example, the packets of soup or instant vegetables or chopped peaches in syrup.

MARIEN: We, for example, in our parish, have no complaints about what we get, but we would like to substitute some foods, for example, the vegetable sachets that nobody eats!

[All agree]

MARIEN: And another thing, the peaches, those that are whole, they all get eaten, they are delicious, but those that come in pieces, those are very bad, they don't taste of anything, they fall apart, they come out very bad.

MARÍA JOSÉ: Bad, bad, bad! It is a general opinion.

SALVADORA: Yes, the fruit salad is better

(Orense Group)

The pulses were accepted if they came cooked, but not so much the dry pulses. The main reason is that they took a long time to cook and many of these families are in an energy poverty situation.

MARIEN: Later, the pulses, if they come tinned I want them, but if they come in bags, no. The majority of us do not have work or anything, it's very difficult for us to get to the end of month, the electricity goes up, everything goes up, consequently hey, the priority is to pay the electricity, is to pay what we can, when we can, then, pulses or whatever, which takes two hours, you already lose butane, you can use it or you can make it last longer.

[All agree]

SALVADORA: Yes, the cooked ones are better, they don't cost you.

(Orense Group)



There are cultural elements that mean the beneficiaries reject or do not use certain foods. For example, those who come from Latin America do not use olive oil to cook, in its place they prefer to use sunflower oil; they would also prefer that, instead of 'bomba' rice, they were given long-grain rice, which is the one they know how to cook, or that jars of beans or chick-peas are replaced by semolina or maize flours, which are used a lot in countries such as Colombia, Venezuela or Honduras. The Romanian community use fewer chick-peas. In the workshops it was commented that the cultural questions are only taken into account for the Muslim community which is not given food prepared with pork, however, underutilisation of food for cultural reasons may be one of the causes of its return to organisations, causing a surplus or, as has been detected in some cases, to end up in the waste bins.

JUAN JOSÉ: We in Venezuela do not have much of a culture of consuming beans, and making children eat them is truly difficult, so, there are products that we eat in Venezuela that could go in the package. For example, we eat a lot of tortilla, in Venezuela, in Colombia, we need corn flour, that would be good.

ESTEBAN: Yes we in Argentina we consume a lot of polenta, that is a maize semolina, which is very cheap, that could be added.

CARMEN: The Muslim culture is taken into account, they do not eat pork, therefore in the jars, in the things that they give them, nothing comes with pork.

LINA: They give you two bottles of olive oil, but nevertheless that does not serve for frying, besides we do not use olive oil. Nor do we use the 'bomba' rice.

GUILLERMO: The type of oil is of great importance to us, we do not use olive oil, it is very strong for us and to fry we would need another oil, more sunflower oil.

CARMEN: Yes, it is not understood that you have two bottles of olive and one of sunflower, when you have to fry with olive oil, your soul hurts. Sometimes you get a bottle of sunflower oil, but not always and less than the olive oil.

MARISOL: I, for example, am from Colombia, I still can't teach myself about those canned things, the canned vegetables, the beans; neither with the rice, that is... we consume long-grain rice, not the one for paella, we don't know how to cook it.

SANDRA: Oh yes, it makes me dizzy! I prepare it, but it sticks. They give you three packs of round rice and you don't know how to cook it.

GUILLERMO: Yes, that's the truth, that always happens to me with that rice.

MARISOL: It would be good if you could make an exchange of the products with other people because that rice is more useful to the people around here.

(Alicante Group)

AISHA: What I do not use are the chickpeas, we do not eat chickpeas, I asked the lads here to change them for beans because that's what my children like. What I say is not to be bad, it's my idea, I'm really grateful that they give what they give me. I know what is wrong, I also had a bad time in my country, we came here to be better and I'm worse because I've gotten worse with the illness. I worry a lot, I have two children and I have to fight for them.

(Mallorca Group)

The climate partly determines the use of certain foods. For example, at the coast they eat fewer pulses, they are however in much demand in the interior. There does not seem to be a state distribution that considers the climatic variable, although this is hardly avoidable with the present tendering procedure. Several people from Mallorca and Alicante have commented that the pulses always remain as surpluses.

Faced with the repetition of food that is non-perishable and exclusively directed to nutritional consumption, many people suggest including fresh foods and cleaning and hygiene products in the FEAD aid. The cost of these in the stores and supermarkets is higher than that of non-perishable foods and represents an important necessity for the families. Here it is necessary to emphasise that the FEAD programme does not allow the incorporation of fresh or perishable food in Spain, and that the majority of the organisations lack the infrastructure necessary to store these foods and to not break the cold chain. Regarding the incorporation of hygiene and cleaning products, the operational programme for the 2014-2020 period does not allow it, because the Government of Spain only opted for food aid, this could be a proposal to make for the following period.

MAGDALENA: They should donate every 15 days. What about chicken, turkey, lean meat? The red meat, ok, inadvisable, they have it and someone wants to eat it, ok, but it is not advisable. What's up with the eggs? With cheese? With yoghurt? What about the food that has a pyramid? What's wrong with cereals?

MARIA: Nappies for my girl, nobody gives me nappies for my girl.

ALEJO: It should not be only food, because there are places where they give personal hygiene products. We don't just eat...

MAGDALENA: And to wash the clothes. There are times they have given us a softener.

(Caceres Group)

ESTEBAN: Reduce the tins a little and add another food type, as well as things for cleaning or white soaps that can be used for washing, could they help with bedclothes.

JUAN JOSÉ: Proteins, the package is devoid of proteins, ok, the tuna, but it is the only type. If you have an adolescent child protein is fundamental. My daughter and my wife need sanitary towels, they are expensive and sometimes you do not have two euros to buy a pack of sanitary towels.

CARMEN: I miss vegetables, potatoes, onions...

(Alicante Group)

PEPI: I've got nothing to complain about, nothing, I only complain that there are not enough fresh things. I earn very little, I can't buy meat or fish, and that's what I want, even if it's a frozen chicken, even if it's some vegetables, to make them with rice. You take away rice, you take away lentils, you take away chickpeas, but you can't do anything with them! Only fried tomato. Even if it's turkey, some trays of little chicken breasts, well, hey, you get it! Why do we want so much rice or macaroni if we do not have meat, protein!

(Girona Group)

The small variety of non-perishable foods, the repetition of some underused items and cultural idiosyncrasies in the way in which each family cooks and eats, are factors to take into account faced with two observed negative practices: the return of some foods and their surplus in the storage areas, or, as has been indicated before, its wastage.

MARIEN: Yes, but it happens, later they throw them away or they also sell them. There are neighbourhood stores where you see that the products have the labels.

SALVADORA: Around here in the neighbourhood next to me I saw beans, chickpeas, lentils in a waste bin... I've seen all that in a waste bin.

MARIA JOSÉ: It's what I've said before, that many times there are uncooked products and people can't afford to cook, or because, I don't know why... I don't take them, I leave them, maybe someone else needs them and it is a shame to see food thrown away.

(Orense Group)

Some of the participants in the workshops have indicated that sometimes some receivers sell the foods that they reject.

CARMEN: What happens is that when you have so many cans left over because you don't use them, there are people who sell them. And I think there should be more control over that, more control over what happens to the contents of the package for each family, make a follow-up and control so that doesn't happen. They do business with this. I live in a neighbourhood where that is done, I don't know who it is specifically, but I'm aware that they are selling cartons of milk at 1.50 euros and that can't be, because there are people who are very needy of milk. And everyone knows it, the products are sold.

SANDRA: I looked for the food programme in other places, they told me about a place where you could get it and I went, and they charged 7 and 10 euros for the products and I said "come on! I'm not going to pay for those foods."

ESTEBAN: Yes, that is the truth, there are organisations, I don't know if they are co-operatives or what, that charge you 10 euros to buy the food package.

SANDRA: Yes, I also went to another place and when I arrived it was a used clothing store or something like that, and the woman wanted to sell me a package of food for 5 euros, I needed it, I told her to give it to me, but after I saw that I had few things, beans, tomatoes, sardines... no more, then, I said "you keep the package, I'm not going to take it, this is illegal", "it's just to pay for the haulage" she said, and I said "this is illegal!" "nowhere do they charge you for the package".

ESTEBAN: Near the neighbourhood of San Blas, where I live, there is a little store where you pay 5 euros for the package.

SANDRA: It is the same! Yes, they also sell used clothes there. And they wanted money! They said: "Could you give me at least one euro for the guy who off-loads the things from the lorries?", I said: "No, not even that". The funny thing is that this girl even asks you for documentation.

JOSÉ MIGUEL: I have volunteered in an association that gave the food package, but we have never charged for unloading the lorries...

(Alicante Group)

Amount of food and number of members in the family unit

Although the participation in the FEAD programme is determined by the family incomes and other circumstances that affect all the members of a coexistence unit, in all the workshops there arose the subject that there was a certain discordance between the aid that is given, and the needs of the family units (with regard to the number of members and circumstances). It was highlighted that in some places it is said that a person who lives alone receives the same amount as a person who has a partner and two children.

JUAN JOSÉ: I have not received many food packages and I can't give much more of an opinion to what they say, I received it a couple of times, right now we're in the refugees' programme, which they have just granted us, but while we were waiting they gave us food, up to now I am very content with the Red Cross. I only say that it should be necessary to study the needs of the families to whom the package is to be given. I have three small children and that should be assessed. Also, it should be necessary to make a study of the content, the children do not eat so much fried tomato, they are products that we don't get to eat. We are five, we receive the food package, a single package for the five, but for example, my sister, who lives alone, receives an exactly similar food package, and we are five and have small children. I think that the situation of each family should be looked at more, what each one needs.

JOSÉ MIGUEL: I cannot compare because I live alone, but what I can say is that they once gave me two milk cartons that I could not take because they had so short an expiry date that I preferred to give one of the packages away before it expired.

(Alicante Group)

JUAN JOSÉ: Yes, I think the same, I have a girl of three years, how do I tell the girl that I'm going to give her coffee with milk, she does not drink that, she likes Colacao, the chocolate, and they never give us any.

CARMEN: I also need Colacao for example, that is evident when you have children but nevertheless they gave me a pack of coffee, but I need more for my children, I would appreciate it much more, I do not care about not having coffee. I have only been given Colacao once.

(Group of Alicante)

The majority thought that the particular needs of the children were not taken into account. The package usually included milk and biscuits, but lacked cocoa, pâté, toasts, yoghurts that do not require refrigeration, or cheeses, which can be used for the afternoon snacks of the children in the school or when they come out of school. Many mothers of adolescents emphasised the needs of this stage of growth, in terms of quantity of food and protein.

SALVADORA: Perhaps then it would be necessary to assess the type of the families, those that have children, those that don't have children because there are different needs.

MARIEN: Yes, with the children the biggest problem is the afternoon snack, there is a lack of pâté, mini cheeses, cheese portions, there are yoghurts that don't need refrigeration. There are families who don't come when they have children, many of these children don't eat a single yoghurt.

SALVADORA: The mini cheeses, you put them in a slice of bread and you've got the children's afternoon snack.

(Orense Group)

Other people have stated that they have illnesses that required adapted types of diet. For example, there were people with diabetes or slight intolerances, who would need semi-skimmed milk; celiac or lactose intolerant people. Other people who were overcoming cancer or who underwent anxiety disorders said they needed a well-balanced diet, with the provision of proteins or calcium, which can be found in nuts and dried fruits, or vitamins in the fruit and vegetable. In the organisations which have secured agreements with supermarkets to transact the purchase card, it has been possible to partly resolve these specific needs.

MARIEN: It would also be necessary to assess the subject of gluten, gluten-free products, let it be known what they are and if there are possibilities of sending them too because their products are very expensive.

LUIS: On the subject of milk, there are lactose intolerant people. Even whole milk is sometimes a problem.

MARÍA JOSÉ: Yes, a problem, a semi-skimmed milk is better tolerated, there are people it may be good for, even children.

SALVADORA: In my house, there is no problem with milk, it is drunk as it is, they don't care.

MARIEN: Nor in my house, my daughter drinks it, it's a bit heavy for me, but I don't drink milk.

(Orense Group)

Modality of food delivery

In each site visited, the method of food delivery was very different. In most of the organisations, the deliveries were made by means of a previous appointment and within the distribution premises or warehouses. This avoids people losing time through queuing and also avoids shame and stigma. The visibility of their condition as beneficiaries of food programmes makes people feel ashamed. The form of distribution which most satisfied those who participated in the workshops was that carried out in the municipalities of Catalonia. In these, a large warehouse is generally arranged in a manner similar to a supermarket, and each product has a value. Users are given a card with points, which they can exchange for the products they want once inside the warehouse. Initially, this modality brought overcrowding problems, but it was soon resolved by extending the opening hours (mornings and afternoons) and giving appointments to a certain number of users. The positive assessments of this modality referred to the following questions: it avoids stigmatisation, the people do not feel labelled as poor (they maintain their dignity), they can choose products on the basis of their needs, there is a greater variety of products and they are not thrown away or wasted.

These social supermarkets are co-managed between several of the Delivery Organisations. Similar experiences also exist in other Autonomous Communities.

ANDRÉS: In our town, they give us, for example, for two people, it's for points, fourteen points, and each merchandise carries a score, once a month they give you a card with your name and an expiry date. When you go, and it expires, they take the card away and they give you an appointment to go to Social Services to renew the card.

MARIA: We don't have problems in that sense because they always renew it for you. I receive the non-contributory pension, which is 200 and a bit euro, for that reason they renew it for me without problems.

FRANCIS: We are two, they give us ten points, we have been very well treated, everybody is very amiable, the foods are very useful, the truth is they take a weight off your mind, and that's the truth. They give us a sheet with the points and, like them, we go to the warehouse and take food with the points until they add up to those that we have, but in the end, you are always given a little more, potatoes, tomatoes, fruit or something, always, and that I see as very good. The last time that we were there they gave us bread, and that I see as very good.

(Girona Group)

FEAD foods are combined with fresh products, coming from other sources, mainly from donations. The organisation of the distribution with the supermarket model and by points, although the best assessed, is not exempt from difficulties. The appointments avoid the queues and the delays, but within the warehouse, conflicts can occur over scarce products. In some warehouses, volunteers are there to control what each person takes or to resolve these conflicts.

ISABEL: I was accustomed to the warehouses in Figueras and Salou, which also give you the points card, but a volunteer accompanies you with the cart, in Playa no, in Playa they leave you free and you, for example, want to go and get some soup pasta, of which there is little, I was going to take it and I got pushed... by another person who also wanted the pasta.

MARISOL: Oh, yes, I've seen that.

MARIA: That doesn't happen here.

ISABEL: In La Scala. Excellent! You have a person who accompanies you with the cart and goes through the points you have. I had fifteen points and they gave them twice a month, and they gave me meat, fish, everything... The volunteers or the managers went to the fish market and to the supermarkets to order and you had that fresh too. There were chest freezers, for example, chests that were going to be emptied and it's fresh fish, and you have food that people can freeze. In Playa they did it too.

ANDRÉS: Yes, they also did it in Playa, there were foods that expired the same day, but they didn't have so much to freeze.

ISABEL: All that was also free but did not fit within the points. And another thing to take into account is, for example, the subject of cholesterol. When they got this material, they gave it to the people who need it, for example, skimmed milk. But it has to be the accompanying system.

ANDRÉS: But it is not possible, you can't control so many people.

ISABEL: In Besalú they are there all day, in the morning and in the evening.

MARISOL: Anyway, there may have been crowds before, but now in Playa, for example, there are shifts and we no longer crowded, it's even quieter later, you control the points and what you take, sign and leave.

(Girona Group)

Bureaucracy to access the programme

The general opinion in the groups, with respect to the documentation that has to be presented to be beneficiaries of the programme, was that it is excessive. Only in the Red Cross of Mallorca and Girona was it emphasised that it was fair and necessary to determine the condition of vulnerability, and that, in addition, it was not necessary to return to present everything for each phase. In the remaining places where the workshops were held the opinions were negative. Most highlighted was the institutional circuit through which they must pass to obtain all the documentation, which depends essentially on how the Social Services in each municipality or city are organised. In addition to the information regarding a bank account and local registration, those who want to access the programme must present the Social Services reports, reports stating the absence of any income, and reports from the employment services stating active job seeking. In some places, these reports are requested for all the members of the family and to obtain some of them they have to go to the institutions, even if they are underage. In order to secure all this documentation, it is necessary that the people request an appointment, in advance, and organise themselves, programming the circuit of formal requests and later collecting the papers. Appointments can hinder the accomplishment of training courses (to which they are called precisely through their condition as programme beneficiaries), undeclared work that some undertake or the school schedule of their children.

This question must also be analysed with the opinions given by the respondents. Among those who considered it necessary to make improvements in the management of the Programme, 38% indicated the reduction of the bureaucracy.

In Mallorca or Girona, the Councils or Social Services have centralised a large part of the information of their users, and in some cases process this information directly with the Delivery Organisations. Therefore, it is not necessary that the person must make an actual circuit in person. In addition, to return to being an end recipient of the programme, the only documentation that need be presented is that giving an account of any or no changes in that person's social condition. This has considerably reduced the number of papers to be presented.

LUISA: Had a bad time when they treated me like a ping-pong ball to request food.

DAVID: Here it is expensive to follow the procedures, if you make photocopies, if you must go and catch the bus, because it's far away, if you go in for a coffee...

(Caceres Group)

SANDRA: Uff!, they had me going up and down, they told me to “get downstairs”, to the Social Security where they give you the documentation, the certificates of the people who live in the house. For that, all the children have to go in person to register, also in the employment service and they ask for papers from the whole family.

ESTEBAN: You must request an appointment to go to the National Social Security Institute.

CARMEN: I had to bring a certificate from the Treasury of the Social Security, a certificate from the National Social Security Institute, a Tax certificate, a certificate from the SERVEF (Valencian Employment and Training Service), a certificate from the SEPE (State Employment Service), local registration and some of those for all the children. They request a lot to control you. I don't understand why there is no one organisation that collects all those data and you give it to them in one go.

SANDRA: Supposedly a new law came out that here in the Red Cross you were going to be able to process that certificate that you are not receiving aid from Social Security, supposedly because until now it has not been implemented. When I went to the Social Security and they told me no, that now it was done here at the Red Cross, I came here and they told me no, that the Red Cross was going to start processing it at a later date but not now, they sent me back to Social Security and again they told me no, thank goodness I had asked for a signed paper from the Red Cross... I spent two weeks taking out the papers...

JOSÉ MIGUEL: Yes, the same thing happened to me, I had to walk from one place to another.

CARMEN: A lot of documentation expires in three months, but other documents don't vary, I understand that they want reports from the National Social Security Institute, that is, economic factors can vary with the circumstances, but there are many things that don't change.

(Alicante Group)

SALVADORA: They ask you for a lot of things...

MARIEN: They ask you for a lot of things and then, you know, the Social Workers treat you as if they were doing you a favour, the greatest favour in the world.

MARIA JOSÉ: But that is not the major problem, the major problem is that you must request an appointment with the Social Worker and you can waste two months.

MARIEN: Because our papers are out of date, in the parish they already know it and they say “you go and ask the Social Worker for an appointment”, you ask the Social Worker for an appointment and see that she puts “report for food”, no, because she gives you an appointment for two or three months later, so, if you do not carry that paper, they do not give you the food.

SALVADORA: In any case, our parish has told us that since the appointment with the Social Worker takes so long, it could be processed.

MARIA JOSÉ: Sure, this happens when they already know you in the parish, but for the people going for the first time and don't have that paper, they don't give them food. They also wait about two or three months and they are in extreme hardship, they don't give them food!

SALVADORA: Later you must go to the Council and register and later you must go a day or two later to collect it...

VALENTINA: And what happens then with those people who need food right now!

FOOD BANK OPERATIVE: Well, it is not possible to give FEAD food to those people, but in the parishes, they can at least get something from the donations.

(Orense Group)

The women who are victims of gender violence must present, in addition to the legal documentation (sentences, protection orders), a certification of this condition from the Social Services to process the aid.¹⁵

CARMEN: What I don't understand is, why, if I already have a final sentence that says that I am a victim of gender violence and I have a restraining order, why do they keep asking me for a certificate of violence, which is requested from the Provincial Court?

SANDRA: I spent two weeks getting all the documentation and when I came with everything, they told me "you lack the gender violence certificate, you lack the I don't know what...", and I told them "Please, I can't go and get more things because I am doing a bridging course for Employment and I can't be absent now."

(Group of Alicante)



¹⁵ The document necessary for processing the aid, whether food, subsidised employment contracts, specific benefits or aid for victims of gender violence is the certificate from Social Services or Women's Aid Centres. This is the case because the legal documentation includes sensitive information.

Volunteers

The Food Aid programme is one of those which has a larger supply of volunteers because the needs related to food are easier to understand than those that are less visible. Volunteering generates feelings of solidarity and social usefulness. In order to avoid susceptibilities regarding delivery, the Red Cross does not allow beneficiaries of the programme to be volunteers. This does not happen in the Food Bank and some other organisations, where the same person can be a volunteer and a user at the same time. Although their collaboration makes them feel useful and increases their self-esteem, the volunteers also perceive that their work can generate suspicions.

RAMÓN: I have felt fulfilled, I have changed attitudes and my thinking, whereas before I might say - look at him, “get moving”, “go away” - but now that I am on the inside I think, what must have happened to that man for him to have come to this. It has been therapy for me.

FERNANDO: Have a busy mind, and do something too, say I’m going to do something, I’m not going to be at home all day, I’m going to try to help people because they suggested it to me and I said to myself: “go on” everything I can do” go on” and don’t sit there 24 hours a day on the sofa and I needed to do it because I was falling, but we go deep and this has lifted me up.

RAMON: Yes, that is true, if you sit at home, the house gets on top of you.

SAÚL: You on the inside see it, and those on the outside don’t see it, they don’t see it, nor imagine it.

RAMÓN: Then maybe we should have the obligation to gather them all, by groups and explain how they work, and this and that, and that they all collaborate with us so that they see.

FERNANDO: And might I add that I get up at 7 in the morning, when going for the fruit, and I don’t get home until 8 or 9 in the evening, all day and every day the same. And we are not recognised for anything, on the contrary, we are criticised.

(Huelva Group)

In the workshops, the subject arose that some volunteers/users could be benefitting from a greater number of products or more demanded products, and this led some people to suggest that the practice of attracting volunteers from among the users be reconsidered.

In all cases, the need was detected to work with the volunteers of the food programme. In some workshops, prejudices and stereotypes were expressed in relation to some groups, such as the Moroccan or the Romanian, both by users and volunteers. Some of these comments were clearly classist or xenophobic and they must have no place in a social programme.

ALEJO: Sometimes I have complained about the amount that they give and they have said: “Take that, what you have been given is enough”.

(Caceres Group)

Some results to take into account

The FEAD Food Aid does not completely cover the food needs of the families; it is a contribution whose specific objective, according to the Programme, is to contribute to palliating the worst forms of poverty, providing non-financial aid in the form of food to deprived people. Despite its discontinuity, the occasional practice of review of the condition of vulnerability in each of the phases (which includes or excludes users every six months), the scarce variety of products and certain discordance between the type of foods and the particular needs of each living unit are aspects that diminish its effectiveness and its impact.

The suggestions for improvement of the programme could be:

- To adapt the distribution of foods based on regional needs. On the coast, they do not eat as many pulses as in the interior.
- To rationalise the distribution of food based on the needs of each of the members of the living units, giving special attention to the needs of children, adolescents and people who are ill or who have dietary intolerances.
- To pay attention to the cultural idiosyncrasies that affect food consumption. Otherwise, products are rejected, contributing to increased stock or they are wasted, or uneaten foods are thrown away.
- To make the procedures to renew participation in the programme more flexible and streamlined.
- To develop more activities aimed at guiding families towards an improvement of household administration and diet.
- To cover several months of food needs continually, including fresh products, and cleaning and hygiene products, with other donations, or to introduce a modification in the national FEAD programme to address these product types.
- To implement the consumer card in stores and supermarkets. A novel, and very well assessed method, is the creation of solidarity warehouses in which the people can exchange cards for the products that are there at the time. This requires that the organisations develop an infrastructure similar to that of the supermarkets, and the establishment of prior appointments to avoid queues or overcrowding.
- To train and to raise the awareness of the voluntary personnel of the food programme to combat stereotypes about the people in a situation of social vulnerability, approaching aspects such as classism, sexism and xenophobia.

Parte Four

STAFF AND VOLUNTEERS OF THE **FEAD** PROGRAMME

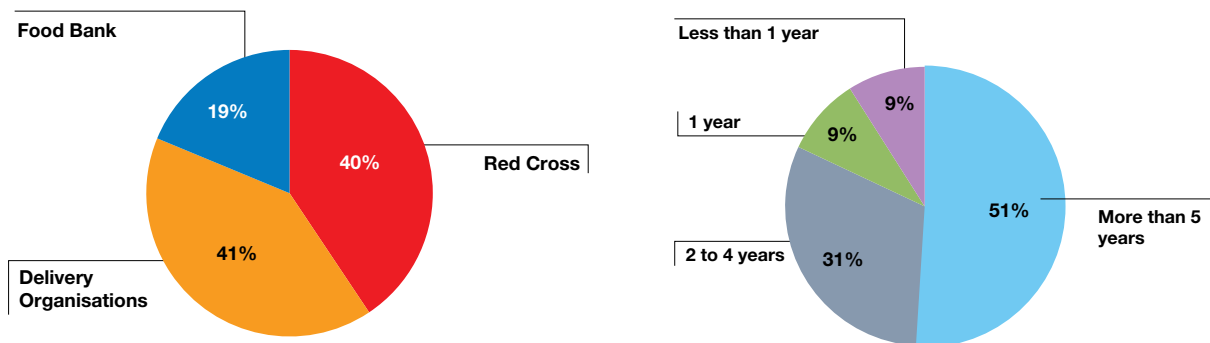


Characteristics of the staff and volunteers

The technical and voluntary personnel of the Red Cross, FESBAL, and Delivery Organisations linked to this programme, completed 3,997 self-administered surveys. These surveys were carried out in an online format, through the Web encuestafacil.com. The survey was active during the months of March and April.

Some 41% carried out their work in other Delivery Organisations, 40% in the Red Cross, and 19% in the Food Bank. Some 51% had more than 5 years of experience, 31%, 2 to 4 years, 9% had 1 year and another 9%, had less than 1 year.

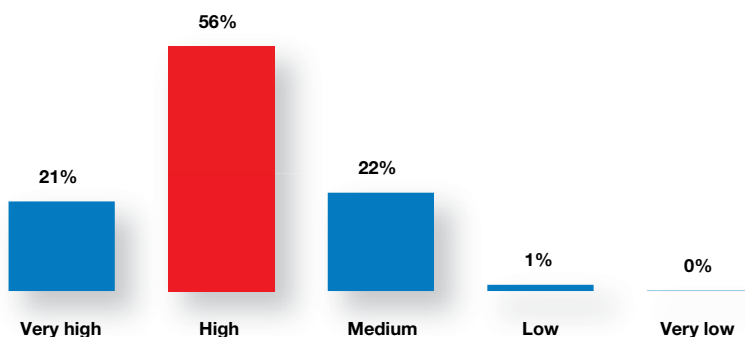
Figure 56. Distribution of the respondent technical and voluntary personnel of the programme in the organisations. Years of experience in the programme



Level of satisfaction of beneficiaries

Some 77% of the technical and voluntary personnel thought that the level of satisfaction of the beneficiaries was high or very high. Some 22% appreciated an average level and only 1% consider that it was low.

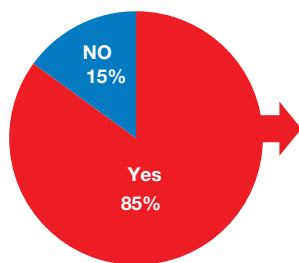
Figure 57. Level of satisfaction of the beneficiaries with the FEAD programme according to the technical and voluntary personnel



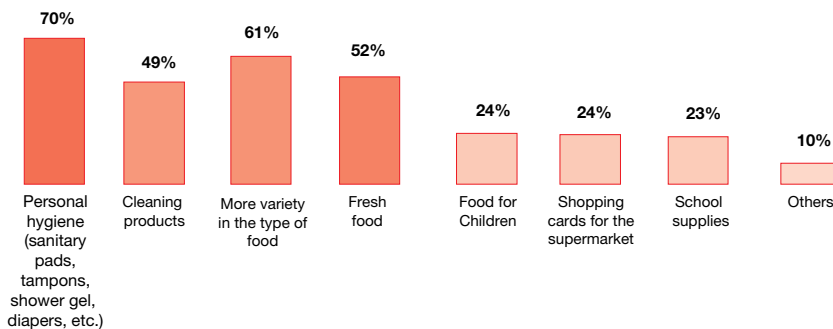
Some 85% indicated that they demanded other foods, mainly hygiene products (70%), more variety of foods (61%), and fresh products (52%).

Figure 58. The opinion of the technical and voluntary personnel on whether the beneficiaries requested other types of product and, if yes, which

REQUEST OTHER TYPES OF FOOD?



You have told us that you would make requests, what other types of products or foods would they be for?



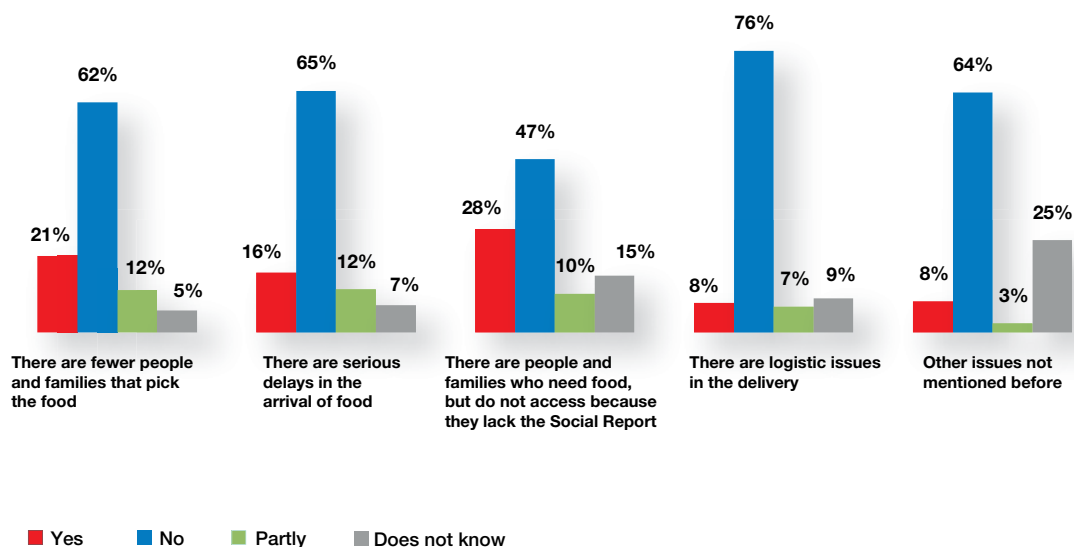
Note: in the case of the Figure on the product types, the percentages do not add up to 100% as the question allowed for multiple answers.

Among the 10% that responded with “others”, the following subjects were indicated:

- Organizational/logistic improvements: to transparently show the delivery criteria; greater coordination between the organisations to avoid duplication; one unique software for all the agents; better organisation and less bureaucracy; and greater frequency of the deliveries. Some people asked for more financial and volunteer support.
- Introduction of new products: in addition to fresh and baby foods, supermarket cards and school material, the need to improve the quality and the flavour were specifically indicated; to introduce sugar, flour and foods for special diets. It was repeated that the foods should not need can-openers and that they can be warmed up and eaten. It has also been mentioned that a greater amount of milk and oil should be contributed. Another important point was to incorporate baby milk (formula) for up to two years of age. Other respondents requested clothes and footwear and cleaning products, particularly soap for washing machines.
- Actions with the beneficiaries: it was indicated that nutritional training would be of benefit, in addition to professional training and support in the search for employment.

When the technical and voluntary personnel were asked if they had noted significant changes in the programme in the last year, the majority had not observed problems of lack of interest in collecting food by the families, nor of distribution logistics; nor were possible delays in the deliveries noted. **Nevertheless, with respect to the fact that the families were not accessing the programme, due to the lack of the Social Report, the responses were divided:** 38% thought that this happened (summing the answers yes, and partly) and 47% thought not.

Figure 59. The degree of agreement among the technical and voluntary personnel with different statements related to the operation of the FEAD programme

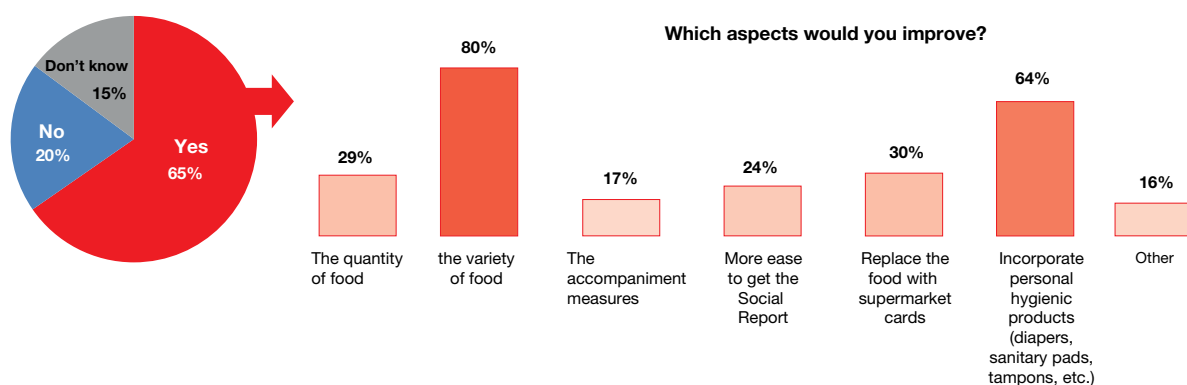


Improvements of FEAD programme

Some 65% of the respondent technical and voluntary personnel would improve the programme, especially the variety of foods (80%), and would incorporate hygiene products (64%).

Figure 60. The opinion on the possible improvement of the FEAD programme and, if yes, the aspects to improve

Would you improve the FEAD food programme?



Note: in the case of the Figure on the aspects to improve, the percentages do not add up to 100% as the question allowed for multiple answers



Part Five

DELIVERY ORGANISATIONS

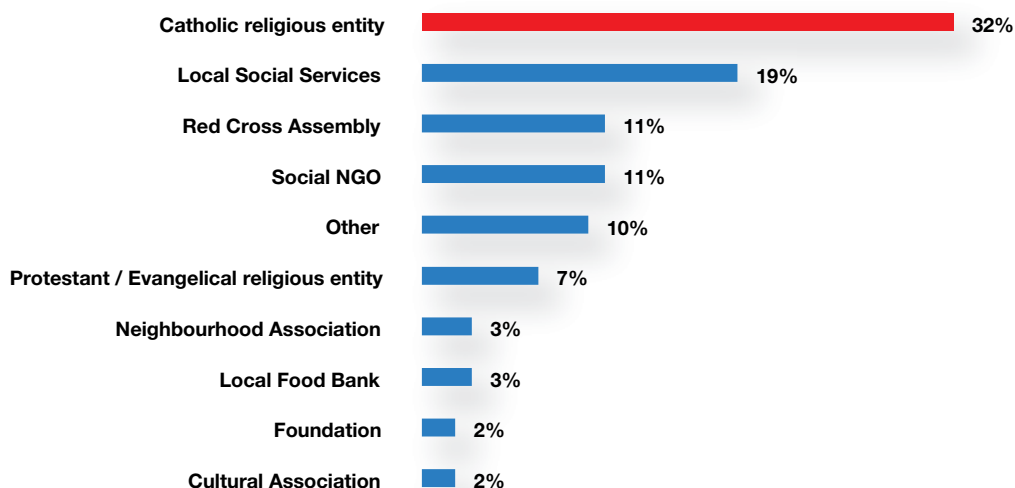


Characteristics of Delivery Organisations

Some 32% of the respondent organisations had a Catholic Religious character, 19% were local Social Services, 11% local Assemblies of the Red Cross, another 11% were social NGOs and 3% Local Food Banks.

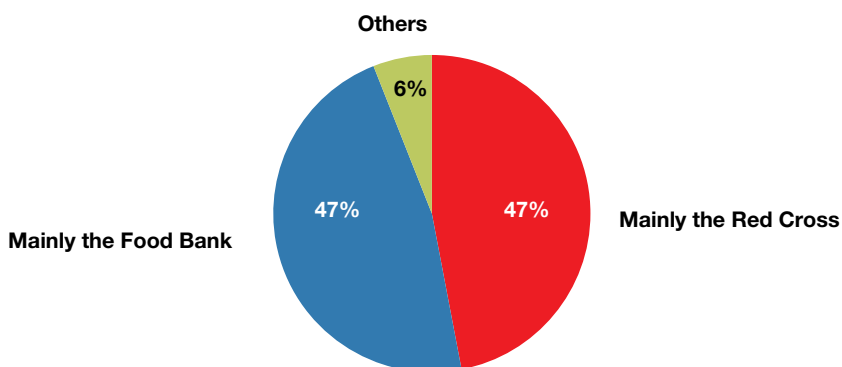
Some 2,320 self-administered surveys were answered, in an online format, through the Web encuestafacil.com. The survey was active during the months of March and April. Some 15% of the surveys were completed in the province of Madrid, followed by those of Barcelona (8%) and Cadiz (5%).

Figure 61. Type of delivery organisation



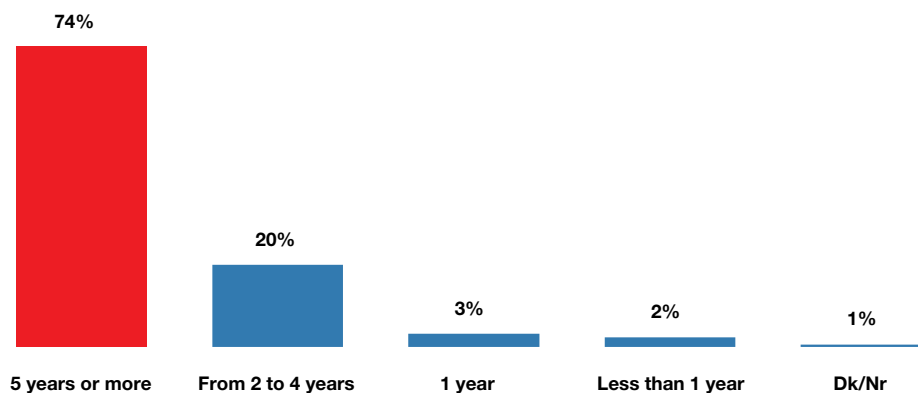
Some 47% of the Delivery Organisations receive foods from the Red Cross, another 47% from FESBAL and 6% from other organisations.

Figure 62. Origin of the foods given by the respondent Delivery Organisations



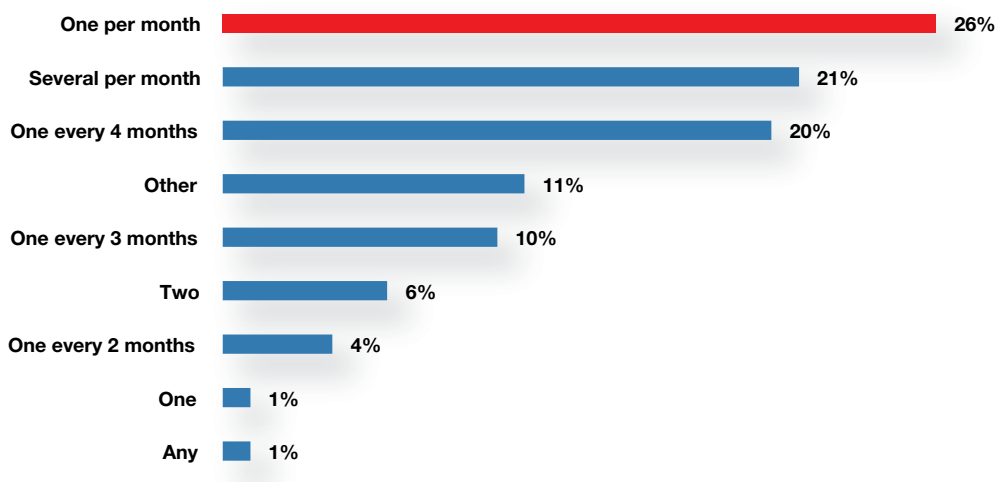
Some 74% have been participating in the delivery for 5 years or more, and 20%, from 2 to 4 years.

Figure 63. Time participating in the FEAD programme



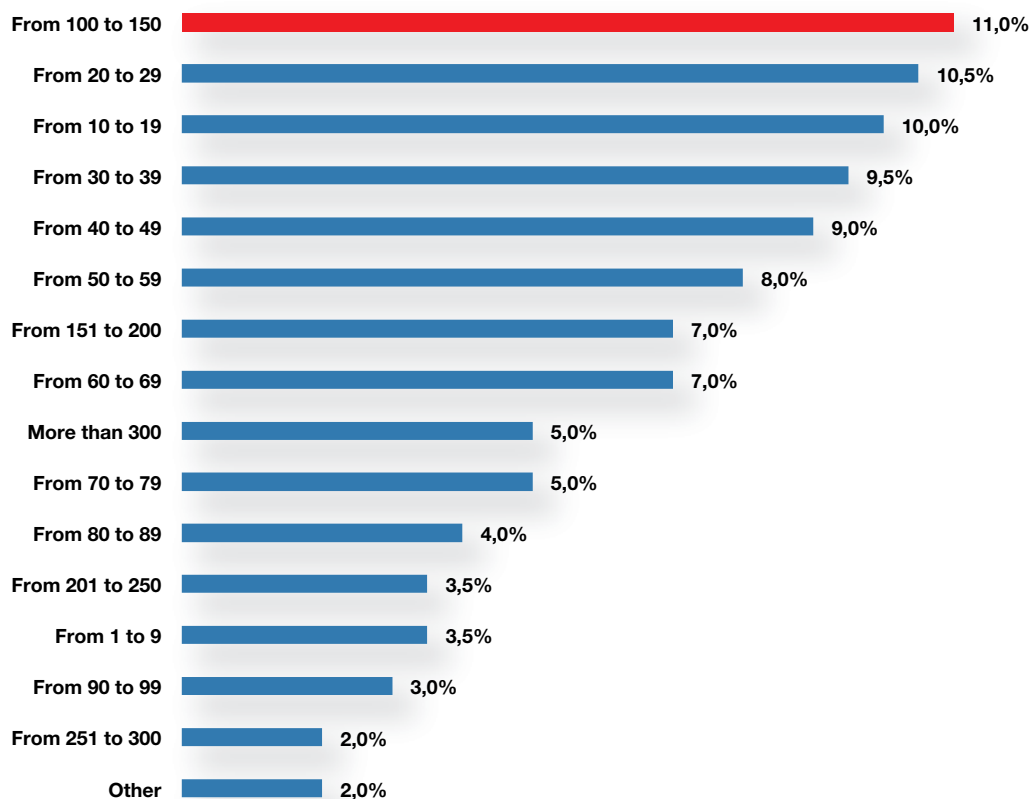
The frequency of food delivery most chosen was that of “one delivery per month” (26%), followed by that of “one every 4 months” and “several a month” (21% and 20% respectively).

Figure 64. Frequency of food deliveries made by your organisation in 2017



Delivery Organisations were asked about the number of families served in the last delivery. In the answers obtained, three big groups are observed, one with 11% that served 100-150 families, and one with 10,5% that delivered food to 20-29 families. Another group with 10% served 10-19 families.

Figure 65. Families served in the last delivery (2017)



Changes seen in the last year

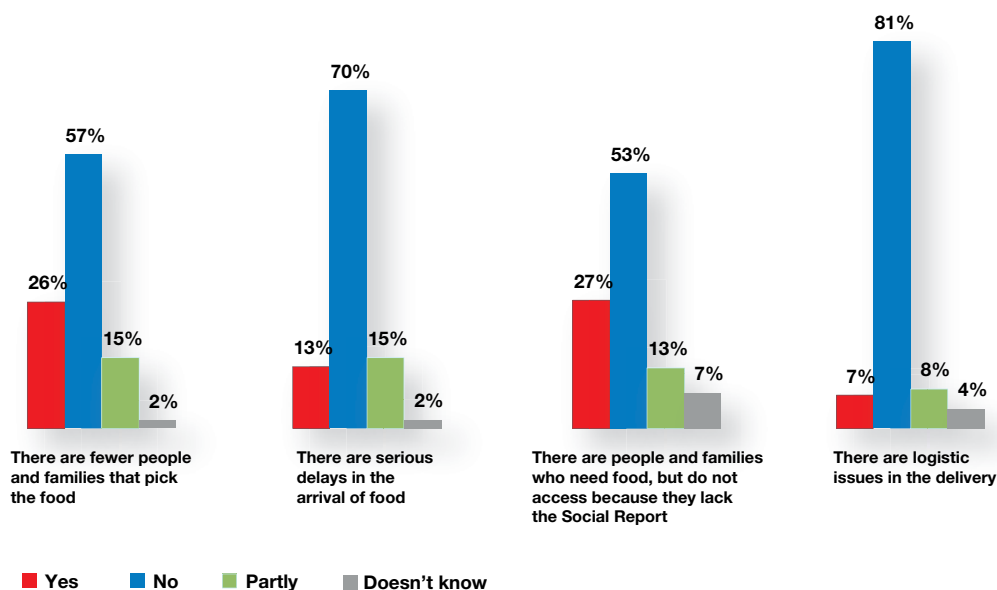
With respect to the changes seen by the Delivery Organisations, in relation to the variations in the user population, 57% indicated that it did not note a reduction in the number of user families who collected food. **Nevertheless, 26% had detected it and 15% had partly noted it.**

With respect to the delays in the arrivals of food, 70% had not seen such, but 28% had or had partly.

Some 53% did not think that the administrative requirement of the Social Report could be restraining the collection of food, but 27% did, and 13% thought that it was partially certain, which represents that 40% had at least doubts on the matter.

Some 81% did not note distribution logistics problems, but 15% detected this difficulty, at total or partial level.

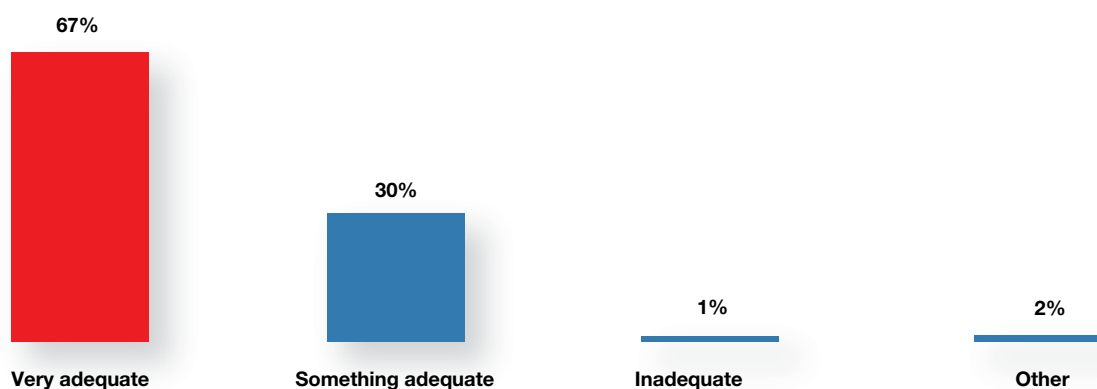
Figure 66. Changes seen in the last year by the Delivery Organisations



General evaluation of the FEAD programme

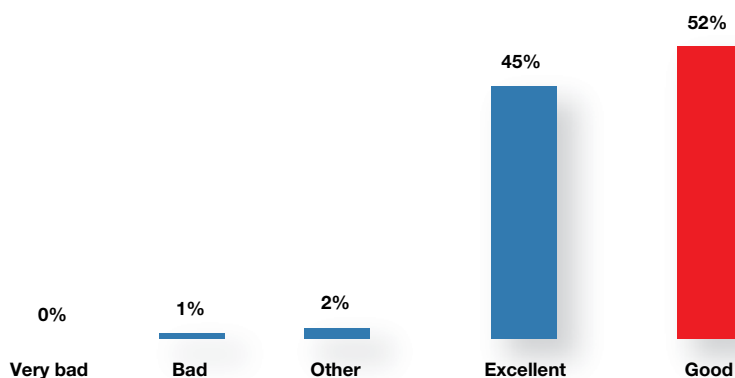
The opinion of the Delivery Organisations on **the information received from the Red Cross or the Food Bank** was positive, since this “was very adequate and sufficient” in 67% of the cases, and “partially adequate and sufficient”, for 30%.

Figure 67. Assessment of the information received



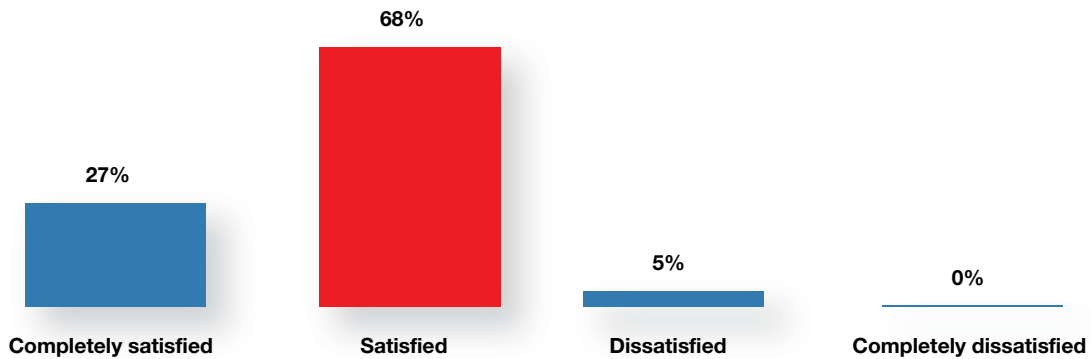
With respect to the relationship and coordination with the organisation which distributed food to them, 52% indicated that it was **good** and 45% **excellent**, that is, **97% approved it**.

Figure 68. Assessment of the relationship and coordination with the organisation which distributed FEAD food to them



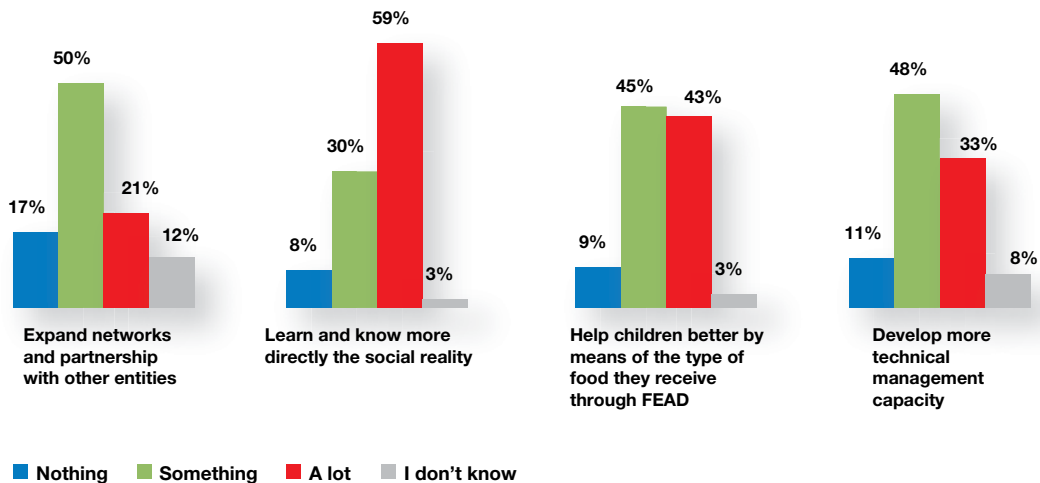
Some 95% of the respondent organisations considered the FEAD programme satisfactory; of those, 27% gave them the maximum level of satisfaction.

Figure 69. Satisfaction with the FEAD programme



Some 59% of the respondents from these organisations commented that, thanks to the FEAD programme, the organisations knew the social reality **far better**; 43% said that it allowed better attention to the child population; 33% indicated that they had acquired **more** capacity of technical management; and, finally, 21% maintained that their networks with other organisations **had been much extended**.

Figure 70. Contributions of the FEAD programme



Food accumulation

The Distribution Organisations have information that has suggested an accumulation of FEAD food is taking place in some areas. Asked about the subject, only 10% of the organisations indicated clearly that it accumulated food, whereas 88% indicated that they did not do so.

With respect to the first group (the organisations that accumulate food), the proffered explanations are the following: they accumulated only certain products (47%), the products were the less demanded (43%) and they accumulated because they received the same articles, from other origins or sources (25%).

Figure 71. FEAD food accumulation

Some reports have indicated that some delivery organisations say they accumulated food from one phase to another. Does this happen in your organisation?



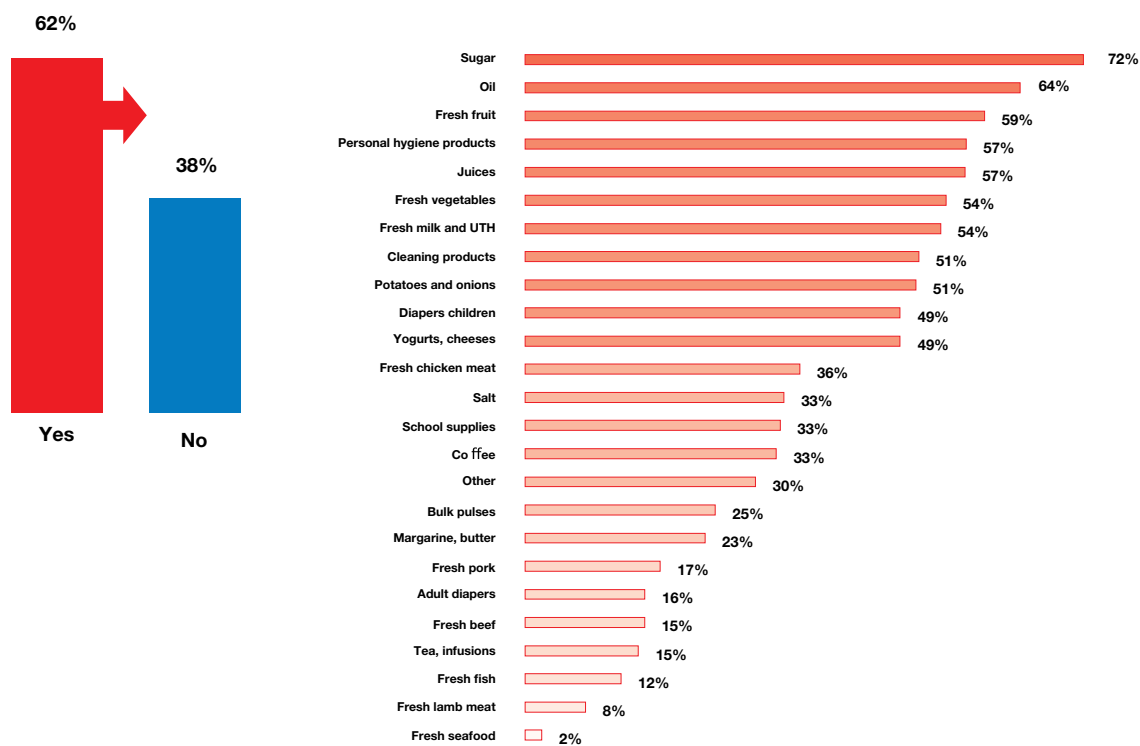
Note: in the case of the Figure on the reasons for food accumulation, the percentages do not add up to 100% as the question allowed for multiple answers.

Distribution of non-FEAD products

Some 62% of the Delivery Organisations also distributed non-FEAD food, whereas 38% did not do so. The group that distributed other products mainly delivered sugar (72%), oil (64%), fresh fruit (59%), juices (57%) and personal hygiene products (57%).

Figure 72. Organisations that delivered non-FEAD food and types of delivered food

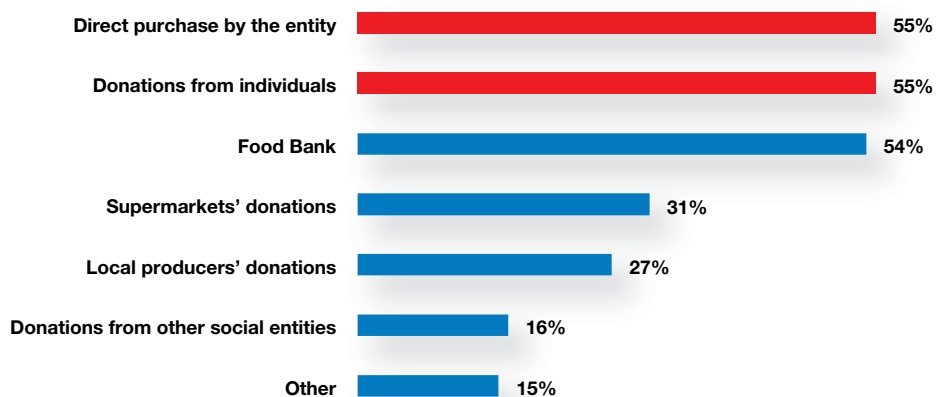
Does your organisation deliver non-FEAD food?



Note: in the case of the Figure on delivered products, the percentages do not add up to 100% as the question allowed for multiple answers.

These foods come, in equal proportion (55%), from donations from individuals and direct purchase by the organisation, whereas 54% of them are provided by the Food Bank.

Figure 73. Origin of the non-FEAD food that is delivered



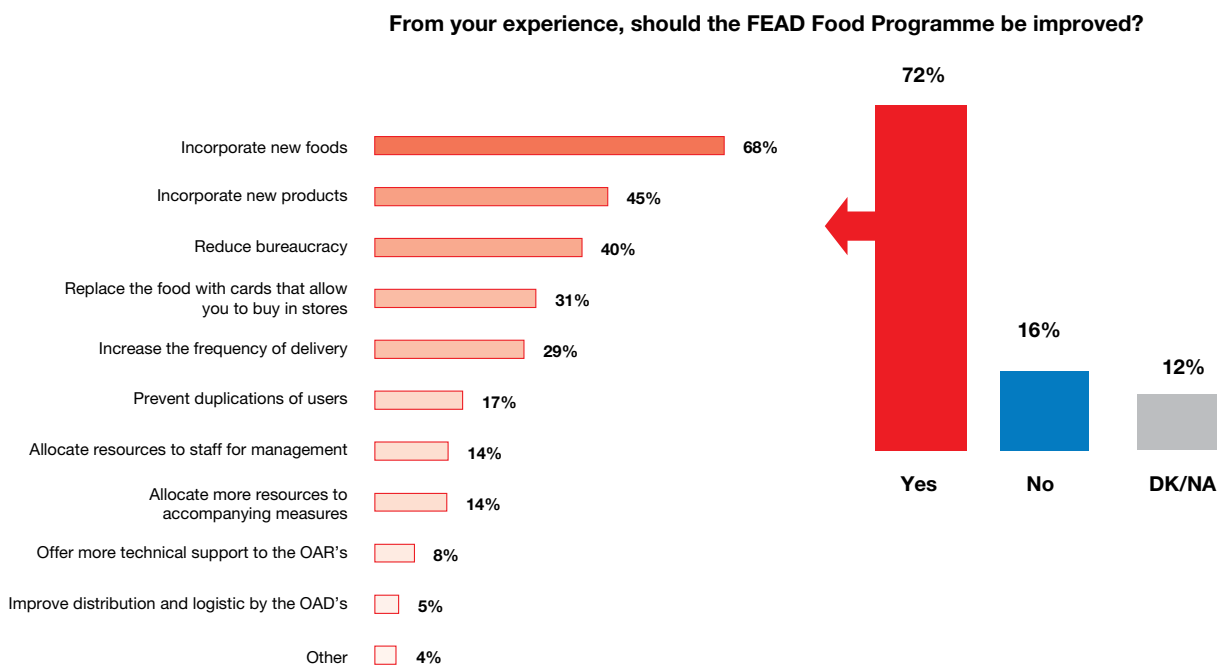
Note: in the case of this Figure the percentages do not add up to 100% as the question allowed for multiple answers.



Improvements of FEAD programme

In spite of the high degree of satisfaction with the FEAD programme indicated in this survey, 72% of the Delivery Organisations indicated that it should be improved. Within this group, the three most emphasised agreements were: to incorporate new foods (68%), to add new products (45%), and to reduce the bureaucracy (41%).

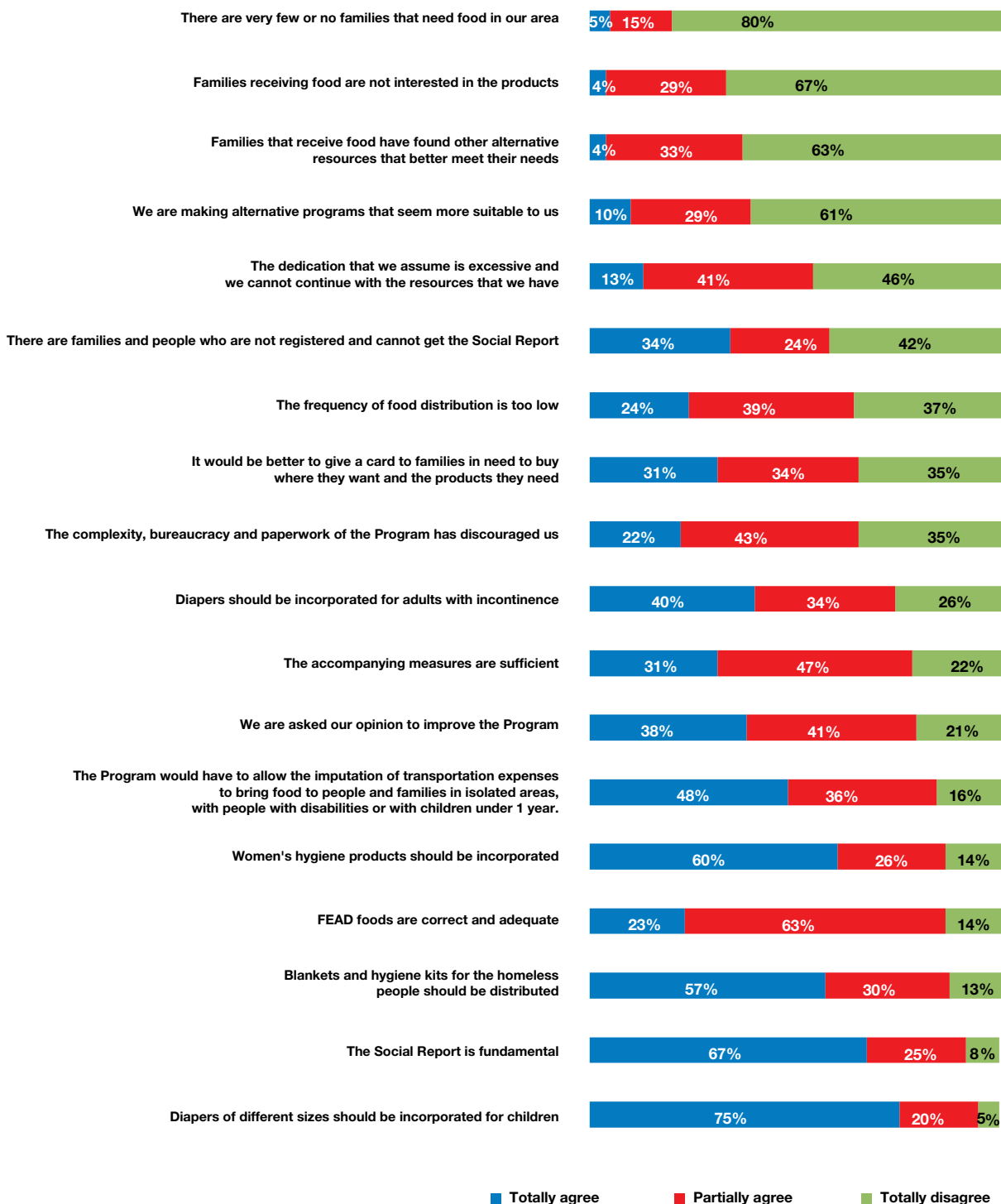
Figure 74. Assessment of the Delivery Organisations about a possible improvement of the FEAD programme and, if yes, the aspects to improve



Note: in the case of the Figure on the aspects to improve, the percentages do not add up to 100% as the question allowed for multiple answers

Next, the degree of agreement and disagreement with statements regarding the FEAD programme is analysed. Initially, the major agreements are presented, followed by the major disagreements and, finally, the consensuses, from major to minor.

Figure 75. Degree of agreement with statements regarding the FEAD programme



The aspects in which there was “total agreement” were the following:

- Some 75% thought that baby’s nappies of various sizes should be incorporated.
- Some 67% thought that the Social Report is essential to give food.
- Some 60% indicated that feminine hygiene products should be incorporated.
- Some 57% thought that blankets, hygiene kits and food packages should be distributed for homeless people.
- Some 48% considered that the programme should allow transport costs to be covered for taking food to people who are in isolated areas, people without mobility and with children under 1 year of age.

The opinions with which there was absolute disagreement were the following:

- There are very few or no families who need food in our area (80%).
- The families who receive food are not interested in the products (67%).
- The families have found other alternative resources that better cover their needs (63%).
- We are making alternative programmes that seem more suitable to us (61%).

If the statements that produced a certain consensus (“total agreement” and “partial agreement”) are analysed, the first three would be the following: it is necessary to distribute baby’s diapers (95%), the Social Report is fundamental (92%), is necessary to distribute blankets and hygiene kits for homeless people (87%).



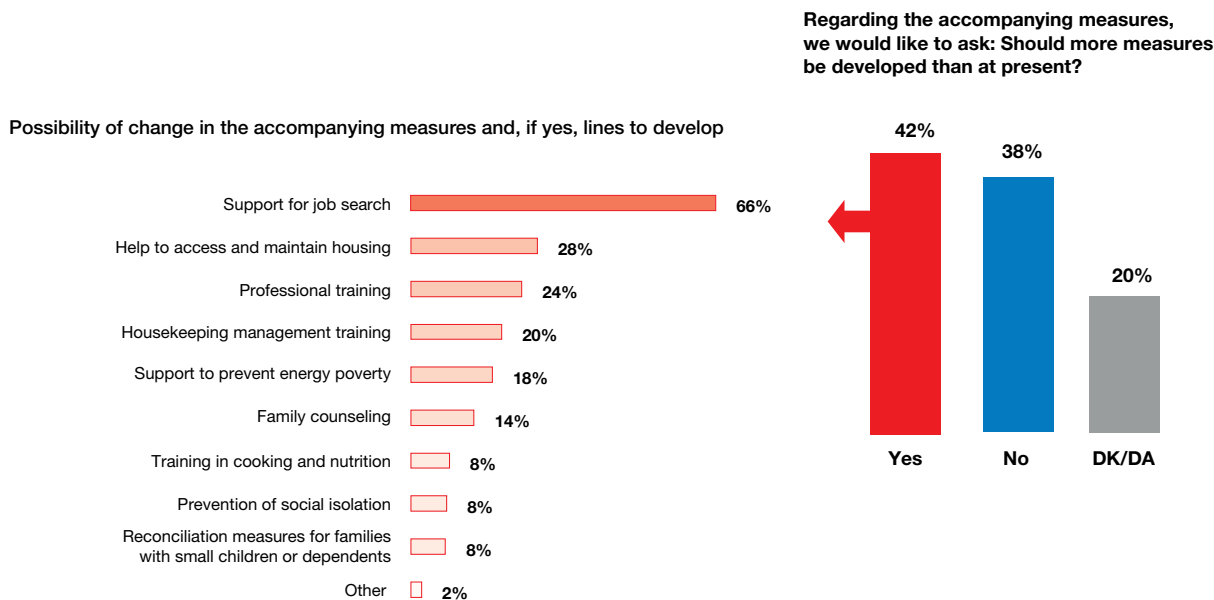
Figure 76. Degree of consensus with statements regarding the FEAD programme: “totally in agreement” and “partially in agreement”



Evaluation of the assistance offered to individuals and families

Some 42% of the Delivery Organisations believed that more accompanying measures should be developed than at present. Some 38% thought not and 20% did not know or did not answer. Of the group that said that more measures should be implemented, the three most selected were: job seeking support (66%), aid for access to and for maintaining the home (28%), and training - professional qualifications (24%).

Figure 77. Possibility of change in the accompanying measures and, if yes, lines to develop

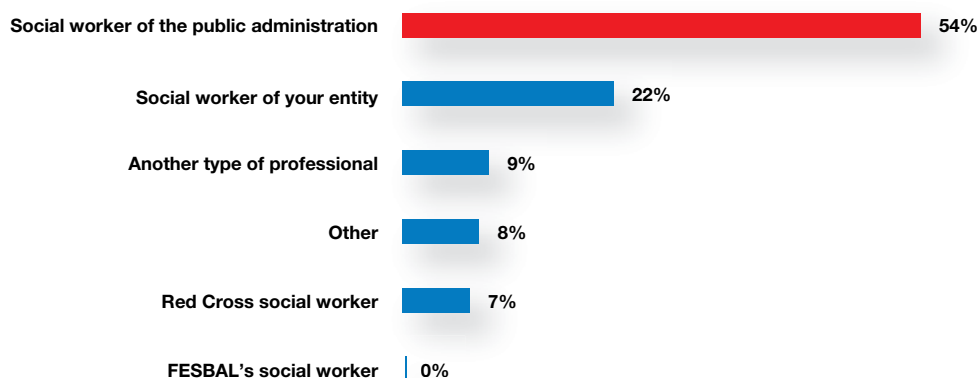


Note: in the case of the Figure on the lines that should be developed, the percentages do not add up to 100% as the question allowed for multiple answers.

The Social Report

The Social Reports are obligatory. The Delivery Organisations were asked who was responsible for making these Reports, and 54% indicated that they were made by the Social Worker of the public administration and, 22% indicated that it was the people who work in the organisation itself.

Figure 78. People responsible for producing the Social Reports according to the respondent Delivery Organisations



Suggestions

Among the Delivery Organisations who responded to the open answer on “suggestions and comments”, the following trends, proposals or complaints were observed.

Improvement of the management and less bureaucracy:

- “Appointments for the Social Reports should be faster.”
- “Greater coordination between the OARs close to each other, to avoid duplication and to strengthen the accompanying measures that are made by the Primary Care Social Services. Improve control over the possession of Social Reports by the users, since there are users without a Social Report who are receiving food in some Council OARs.”
- “The project should be less rigid, we are working with people of very low or limited economic, social and cultural resources that hinder certain activities. The times are sometimes very limited for the accomplishment of some tasks. People’s situations change, and the programme can be terminated for them without them having substitutes. The organisations are generally already undertaking accompanying measures through other projects, in addition to FEAD. The users complain that they carry large amounts of some foods and demand others.”
- “The FEAD food serves to palliate a situation, but it does not resolve a problem. The families who do not have access to work have limited resources, which means that the problems are not over. ‘They are only temporarily masked’.”
- “Given the present situation and the numbers that we have indicated, we understand that it is vitally important for the NGO that we dedicate ourselves to the delivery of food, that the national and European FEAD/FEGA project is continued, and that the variety of food and other cleaning and personal hygiene products are improved and extended. We also wish to put on record our gratitude for the food that has been received in our organisation since 2011, firstly from the Food Bank, and currently from the Red Cross.”

To solve the problems with the transport:

- “Allow and cover the transport costs.”
- “The cost of the transport, although just, seems a little high to us and, although luckily our Foundation can afford it at the present time, we understand that there will be other OARs that could have problems with it. On the other hand, the bureaucracy seems to us somewhat suffocating in some cases. We understand the need for the Social Report, it is something that we already did before participating in the programme, but there are increasingly more papers to fill out and that hinders the delivery.”

More frequency:

- “Increase the number of deliveries per year.”

Supermarket cards or other systems:

- “The delivery of food generates an important stigmatisation for the families, which could be avoided with consumer cards in supermarkets.”
- “The food tickets seem a good idea to me, and that they buy where they want and what they want, always a first necessity.”
- “I believe that, in its day, this support with FEAD food was very good, as a containment measure, but now the people are already tired of always eating the same products that really do not solve much, sometimes they do not even know what to do with so many of the same packages. The ideal would be a card with which they could buy what they really need.”
- “The most suitable is that the needy people become responsible for the choice of the food that each family needs. That is more dignified than giving a limited assortment of food, which is the same for all, regardless of their needs. Therefore, it would be a good idea to give them purchase cards, so that they can buy what they really need in the local shops. Our organisation and the Social Workers of the district would be in charge of monitoring that the purchases made with the card are destined for basic products, by means of the periodic control of the receipts of purchases made with the card. If this solution was not possible, then for us the next best thing would be that the products are delivered from the OADs (Food Bank or Red Cross) in a flexible and decentralised manner, to increase the frequency of the delivery to the OARs, so as NOT to insist that it must all be taken in one go, but to allow it to be collected in several trips.”



Changes in the food:

- “Personal hygiene products should be incorporated.”
- “In spite of the goodwill on the part of our organisation, there are many difficulties. From the lack of technical and voluntary personnel to adequately carry out giving the food, to the imbalance of some foods with others, since many kilos of one product arrive and very few of others, this is why we, in turn, must give a large amount of one product and very little of others. For example, many kilos of rice and very few litres of milk, and so people are accumulating rice at home and sometimes end up throwing it away when it has expired.”
- “We have had many problems in giving cans of vegetables (green beans), we do not know if it has been something cultural, not knowing the product, in spite of all the recommendations and recipes for eating this product. There have also been problems giving creamed vegetables and in the end, the people also leave jars of pulses, because these are always the same (chick-peas all year). There has been a lack of oil, which only arrived in the third phase. We have been able to fill these gaps with the monthly delivery from the Food Bank.”
- “As many of the families are Latin American and African I would suggest increasing the rice and reducing the chick-peas, beans and lentils that many do not know what to do with them, and some way, whether frozen or by means of a coupon, that they could receive meat, chicken or fish occasionally. Also, they send a lot of biscuits of the same type. Consider that there are diabetics and celiacs who are not taken into account.”
- “As the aid we received from FEAD is very important to us, we think that there is: 1) very little variation in some products, which are accumulated as they are not eaten much, such as the creamed vegetables, pulses or pasta (only chick-peas, for example, instead of varying the same amount with lentils and string beans, for example, or vary the spaghetti, with macaroni and noodles during the winter); 2) a large quantity of some products, such as pasta or jars of pulses, which although eaten a lot, also arrive from other sources; 3) a small amount of certain heavily consumed products, such as milk, oil, cocoa or baby foods (jars, cereals and milk).

Other products:

- “It would also be advisable to change the food products from time to time, and to include products that are not strictly nutritional, such as nappies or hygiene products.”
- “We need some specific aid for things we cannot deal with, such as aid to buy glasses, medicines, travel costs, etc., which remain without a solution.”

Accompanying measures:

- **“As an accompanying measure, we found it very necessary to extend and to facilitate the access to care for the younger children, so that the mothers can work, especially the single mothers.** Otherwise, their labour insertion is frankly made difficult and the reality is that there are few resources in this sense and much delay in the incorporation of the children, which represents a loss of employment opportunities for very needy families. Measures of other types also seem essential to us, but we or through other organisations take care of them, for that reason we have not selected them, such as cookery courses, use of resources, family guidance, training for employment, etc.”
- “People need other accompanying measures, such as guidance to secure employment and support for single women with children.”

Part Six

FEEDING ORGANISATIONS



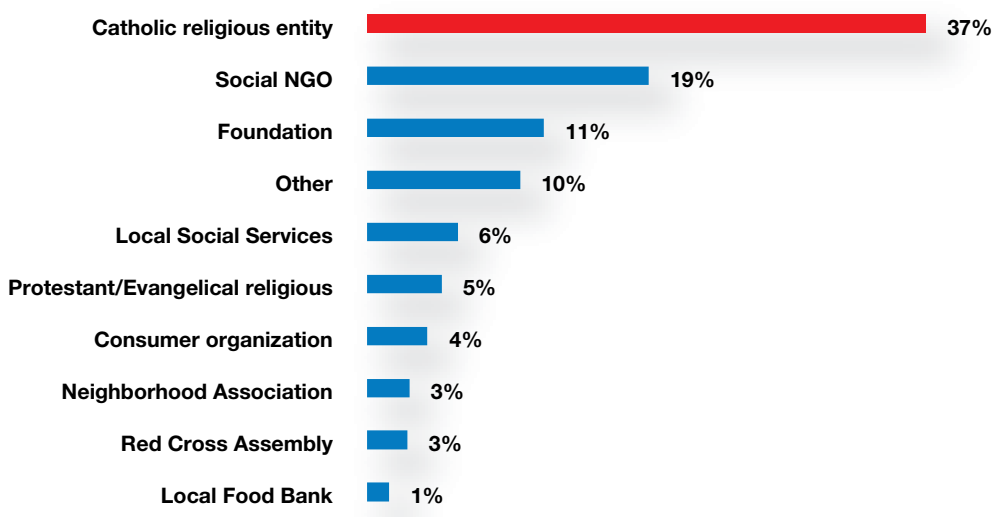
Characteristics of the Feeding Organisations

Some 875 self-administered surveys were answered, in an online format, through the Web encuestafacil.com. The survey was active during the months of March and April.

The percentages of the respondent Feeding Organisations were 13% from Madrid, 6% from Barcelona, 5% from Badajoz. The rest had response percentages lower than 4%.

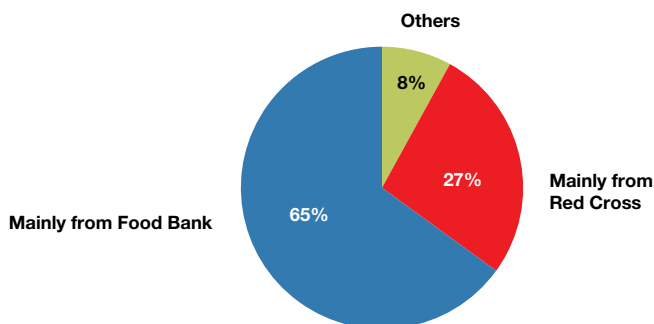
The first group in number corresponded to the Catholic Religious organisations (37%), followed by NGOs (19%) and Foundations (12%).

Figure 79. Types of Feeding Organisations



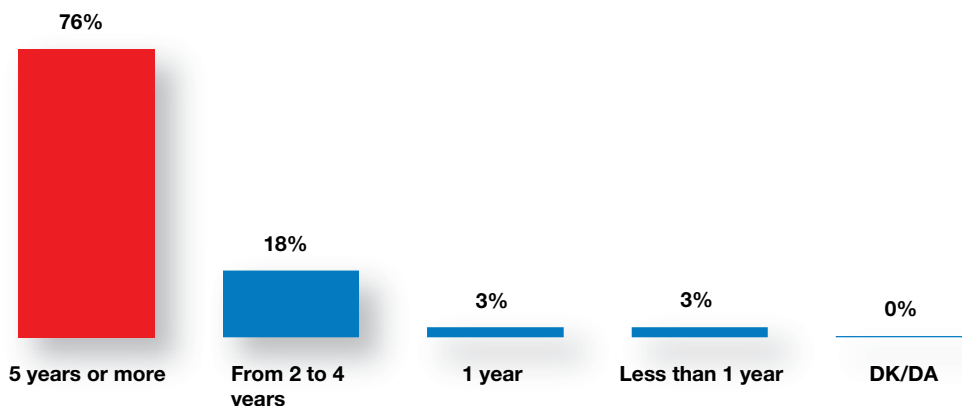
Some 65% received FEAD food from FESBAL, 27% from the Spanish Red Cross, and 8% from other.

Figure 80. Origin of the FEAD foods received by the Feeding Organisations



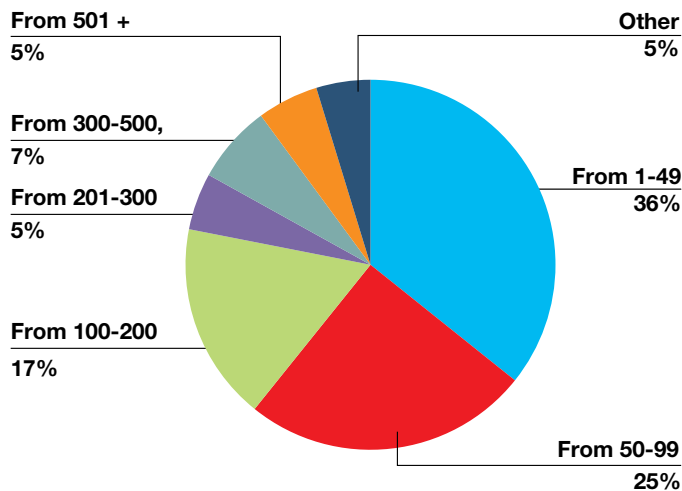
Some 76% have known the FEAD programme for 5 years or more and 18% for between 2 and 4 years.

Figure 81. Time the Feeding Organisations have known the FEAD programme



The most numerous group of Feeding Organisations served between 1 and 49 people with FEAD food. The second group served between 50 and 99 people. The third party, between 100 and 200 people.

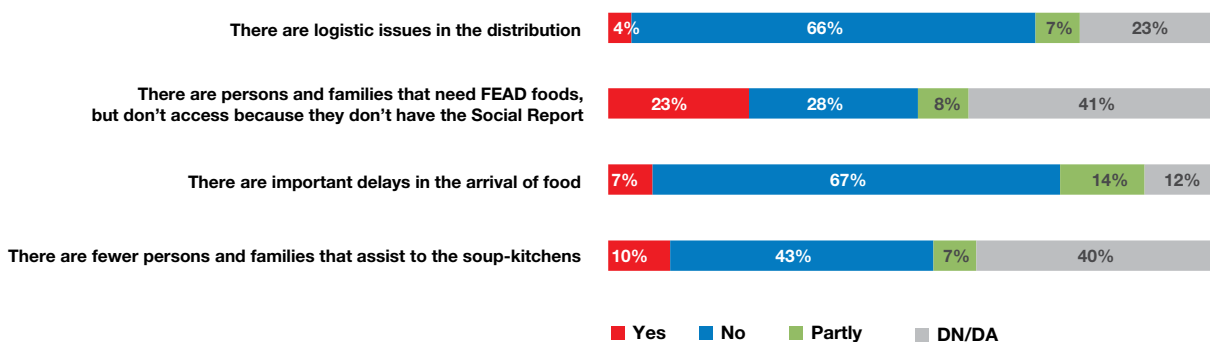
Figure 82. Family units served by the Feeding Organisations with FEAD food



Changes seen in the last year

Generally, the respondent Feeding Organisations had not noticed major changes in the last year, although 17% observed a smaller attendance of people or families in social canteens, 21% delays in the food delivery, and 11% logistical problems in the distribution. Some 31% emphasised that there were families who did not access food because they lacked the Social Report.

Figure 83. Changes observed in the last year by the Feeding Organisations



General evaluation of the FEAD programme

The assessment of the FEAD programme was very positive. The relationship and coordination with the Distribution Organisations of the programme were excellent or good for almost all the Feeding Organisations (99%). Some 72% of the Feeding Organisations indicated that the information received was very suitable and sufficient. Some 99% of the organisations were satisfied or completely satisfied with the programme.

Figure 84. Assessment of the importance of the FEAD programme by the Feeding Organisations

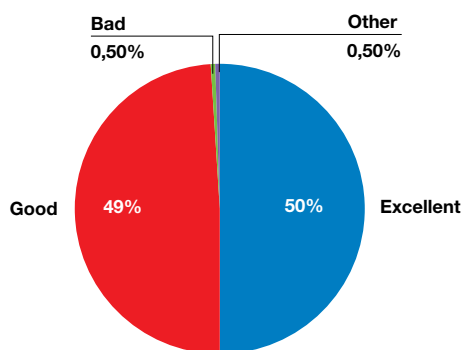


Figure 85. The information received by the Food Bank and the Red Cross

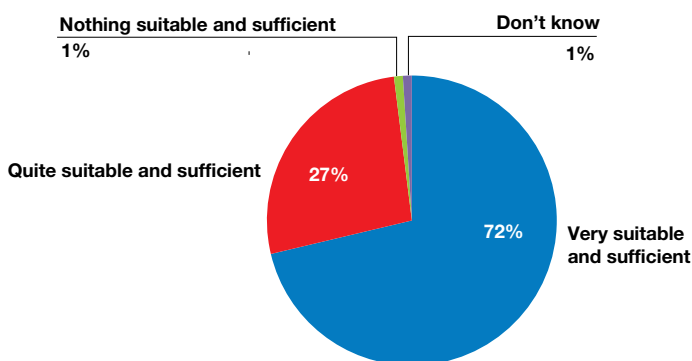
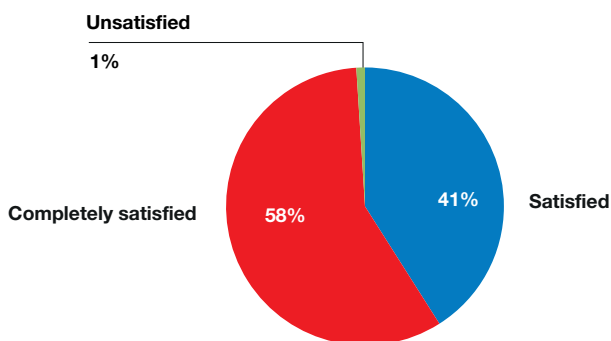
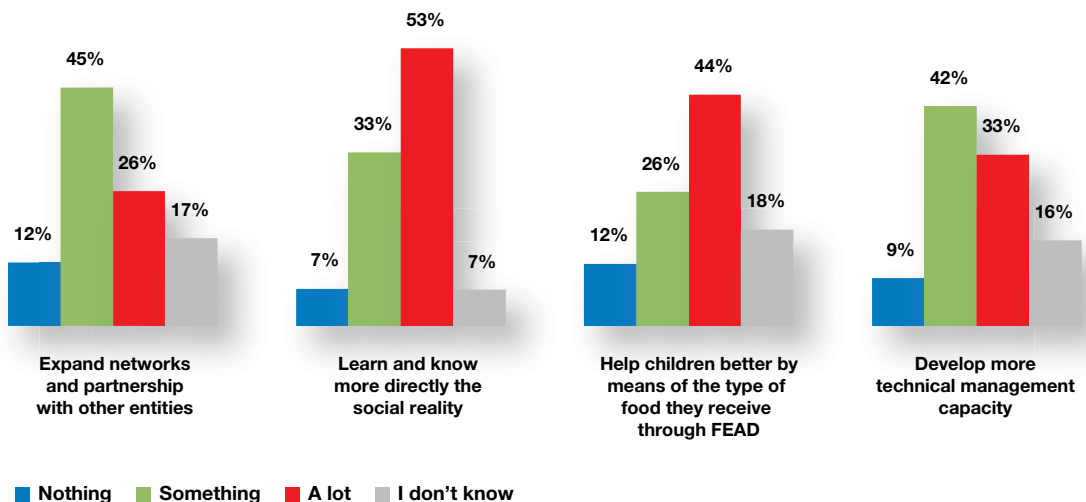


Figure 86. Degree of satisfaction with the FEAD programme



With respect to the usefulness of the programme for its organisational development, 71% believed that FEAD had helped partially or a lot to extend networks. Some 86% said that it had served partially or a lot to directly understand the social reality. Some 70% indicated that it had helped partially or a lot to better deal with the children. Some 75% said that it had served partially or a lot to develop management capabilities.

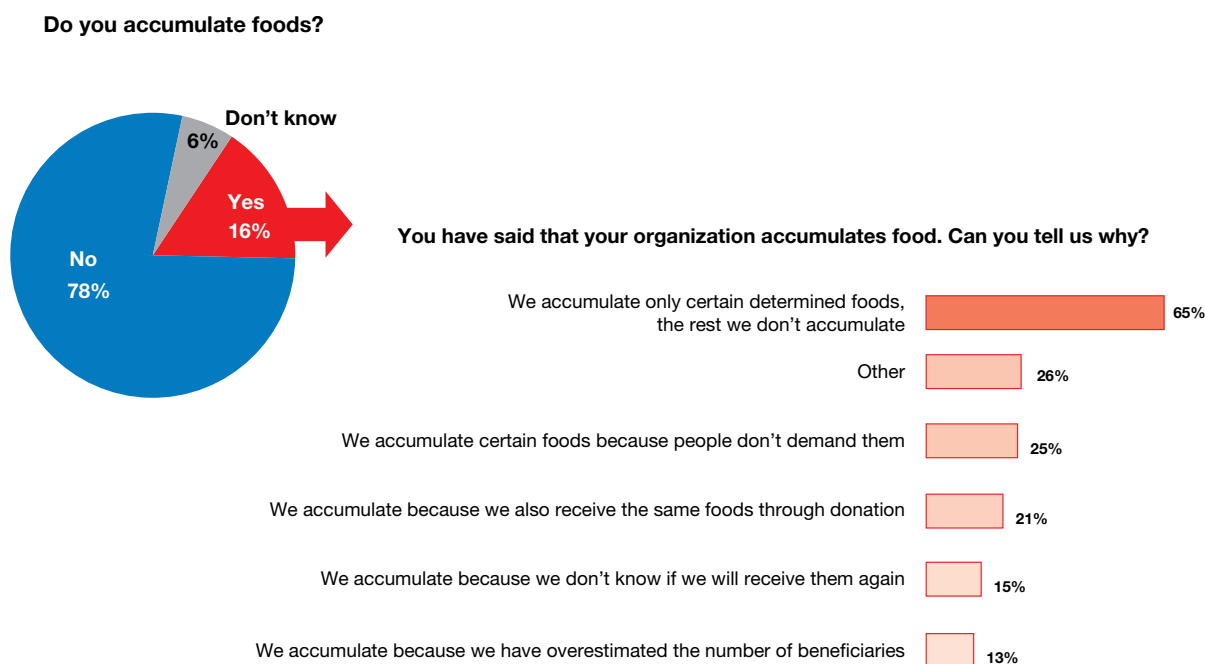
Figure 87. Impact of the FEAD programme in the organisational development of the Feeding Organisations



Food accumulation

Some 78% of FeedingOrganisations indicated that they did not accumulate food, and 16% said they did. Of this group, 65% did so with some certain foods, 25% for which there was less demand. Some 21% said they accumulated food because they received the same food from other donations.

Figure 88. Possibility of accumulating foods and, if yes, reasons for the accumulation

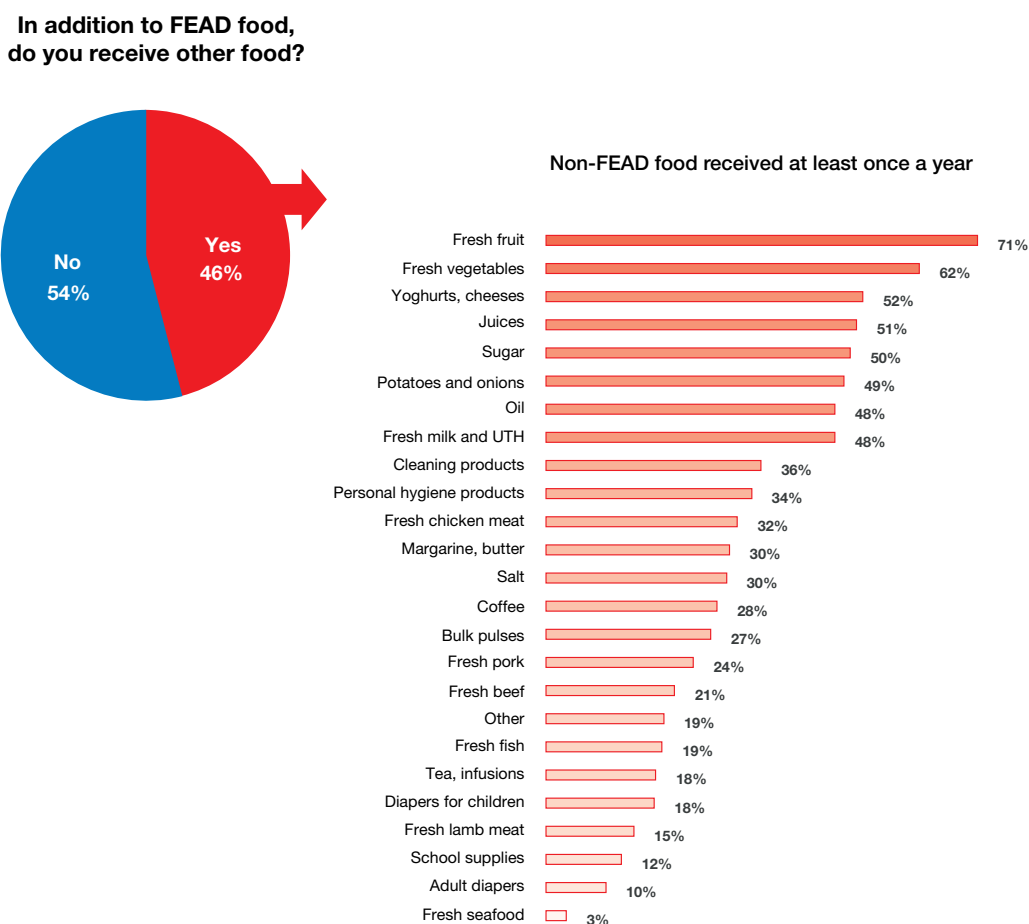


Note: in the case of the Figure on the reasons that food is accumulated, the percentages do not add up to 100% as the question allows multiple answers.

Receipt of Non-FEAD products

Some 46% of the Feeding Organisations also received food from other sources, in addition to FEAD. The products most received were: fresh fruit (71%), fresh vegetables (62%), yoghurts and cheeses (52%), juices (51%), sugar (50%).

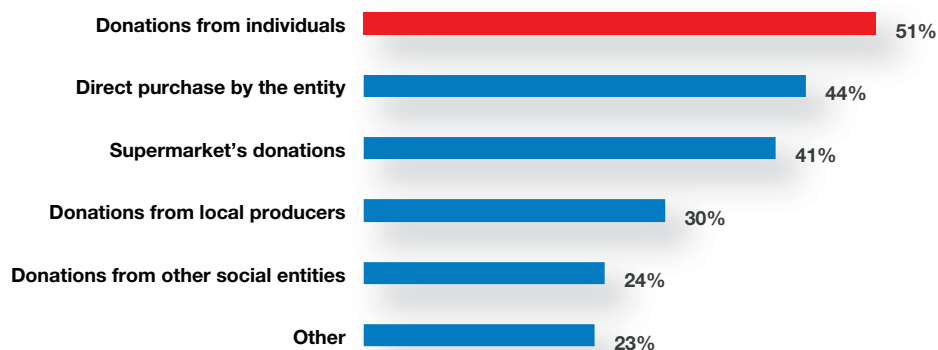
Figure 89. Possibility of receiving other foods and, if yes, what food is received



Note: in the case of the Figure on the products that are accumulated, the percentages do not add up to 100% as the question allowed for multiple answers.

The most usual origins of the other food were donations from individuals (51%), direct purchase by the organisation (44%), and donations from supermarkets (41%).

Figure 90. Origin of the other non-FEAD food which is received by the Feeding Organisations



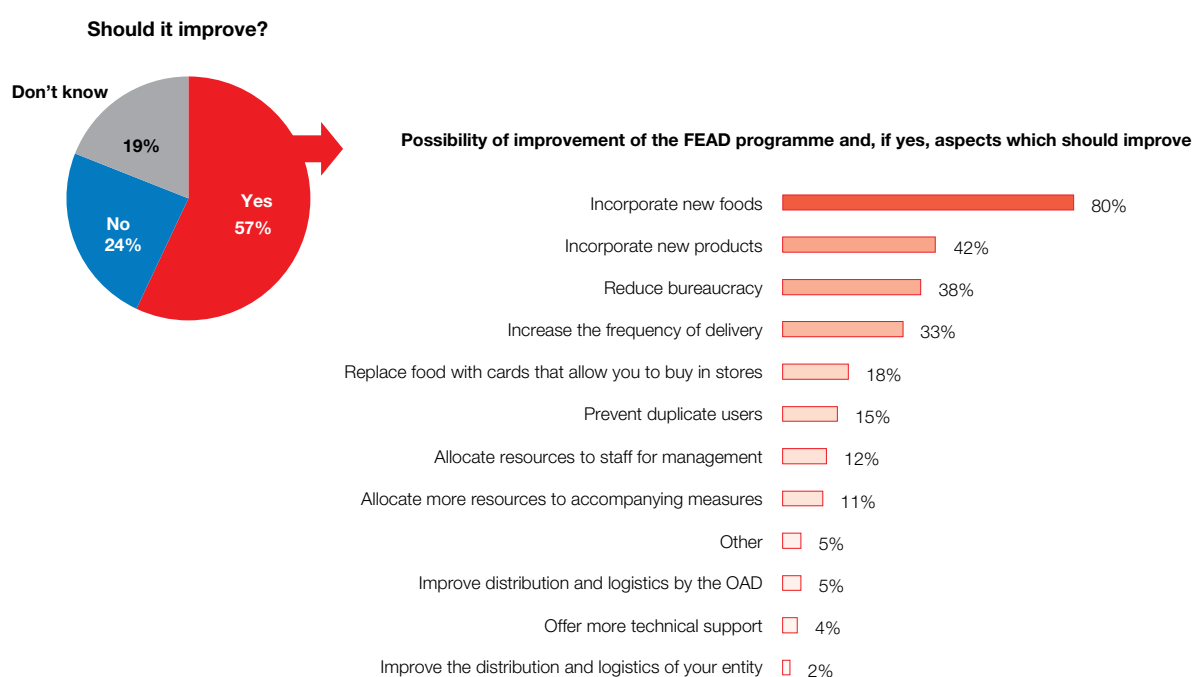
Note: the percentages do not add up to 100% as the question allowed for multiple answers.



Improvements of the FEAD programme

In spite of the high degree of satisfaction indicated in the survey, 57% of the respondent Feeding Organisations said that the programme should improve. Among them, 80% mentioned that the routes should be incorporating new food, 42% indicated adding new products (hygiene, nappies, etc.), and 38% advised reducing the bureaucracy.

Figure 91. Possibility of improvement of the FEAD programme and, if yes, aspects which should improve



Note: in the case of the Figure on the aspects that should improve, the percentages do not add up to 100% as the question allows multiple answers.

Next, the degree of agreement and disagreement with statements regarding the FEAD programme is analysed. Initially, the major agreements appear, then the major disagreements and, finally, the consensuses, from major to minor.

Major agreements (“totally in agreement”) with respect to changes and aspects of the FEAD programme

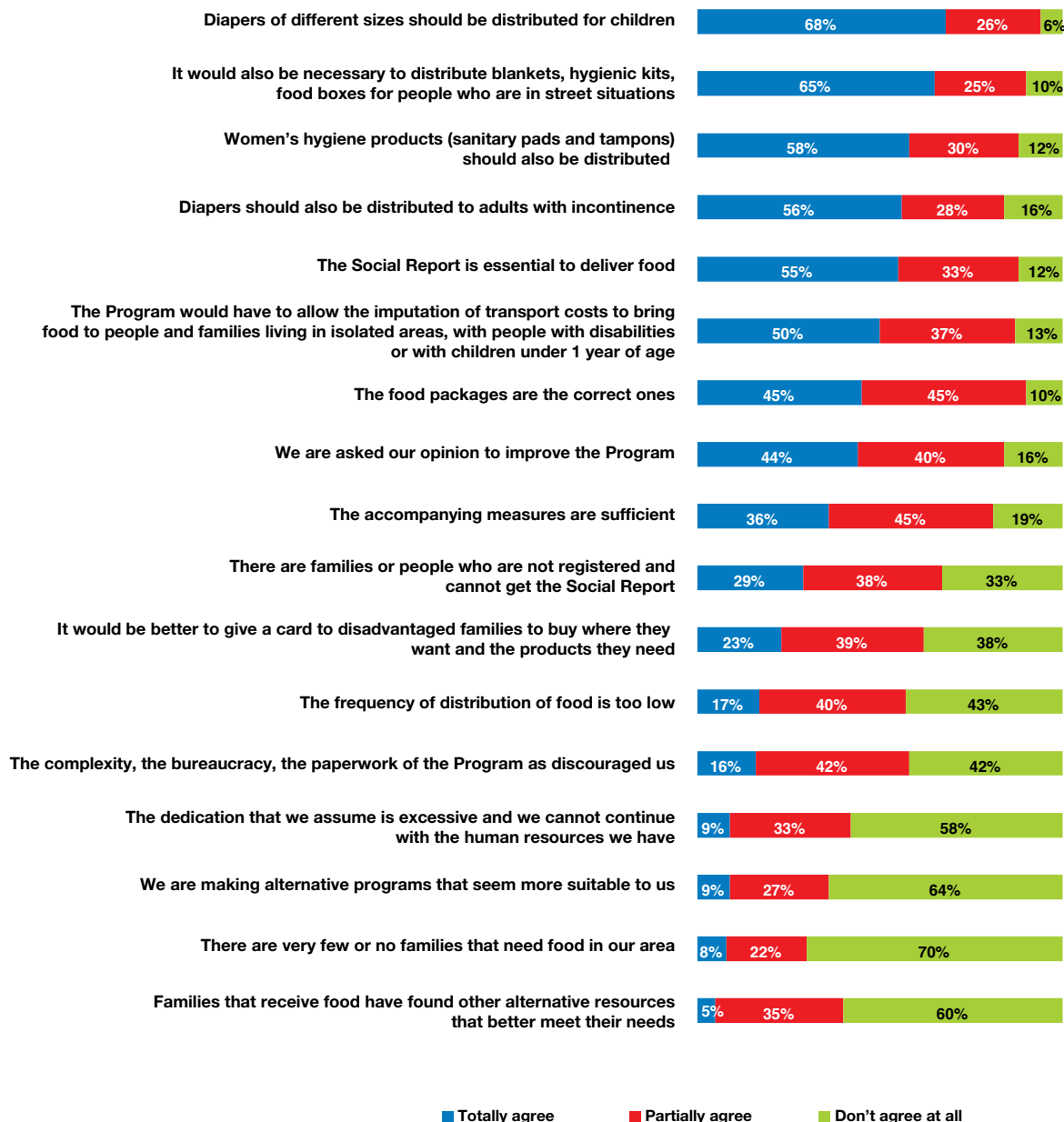
- Nappies of various sizes for babies should also be distributed (68%).
- Blankets, hygiene kits and food packages should also be distributed to homeless people (65%).
- Feminine hygiene products should also be distributed (sanitary towels and tampons) (59%).
- Nappies for incontinent adults should also be distributed (56%).
- The Social Report is fundamental for giving foods (54%).

Major disagreements (“nothing in agreement”) with respect to the circumstances of the FEAD programme

- There are very few or no families who need food in our area (70%).
- We are making alternative programmes that seem more suitable to us (64%).
- The families who receive food have found other resources (61%).
- The dedication that we represent is excessive and we cannot continue with the human resources that we have (58%).



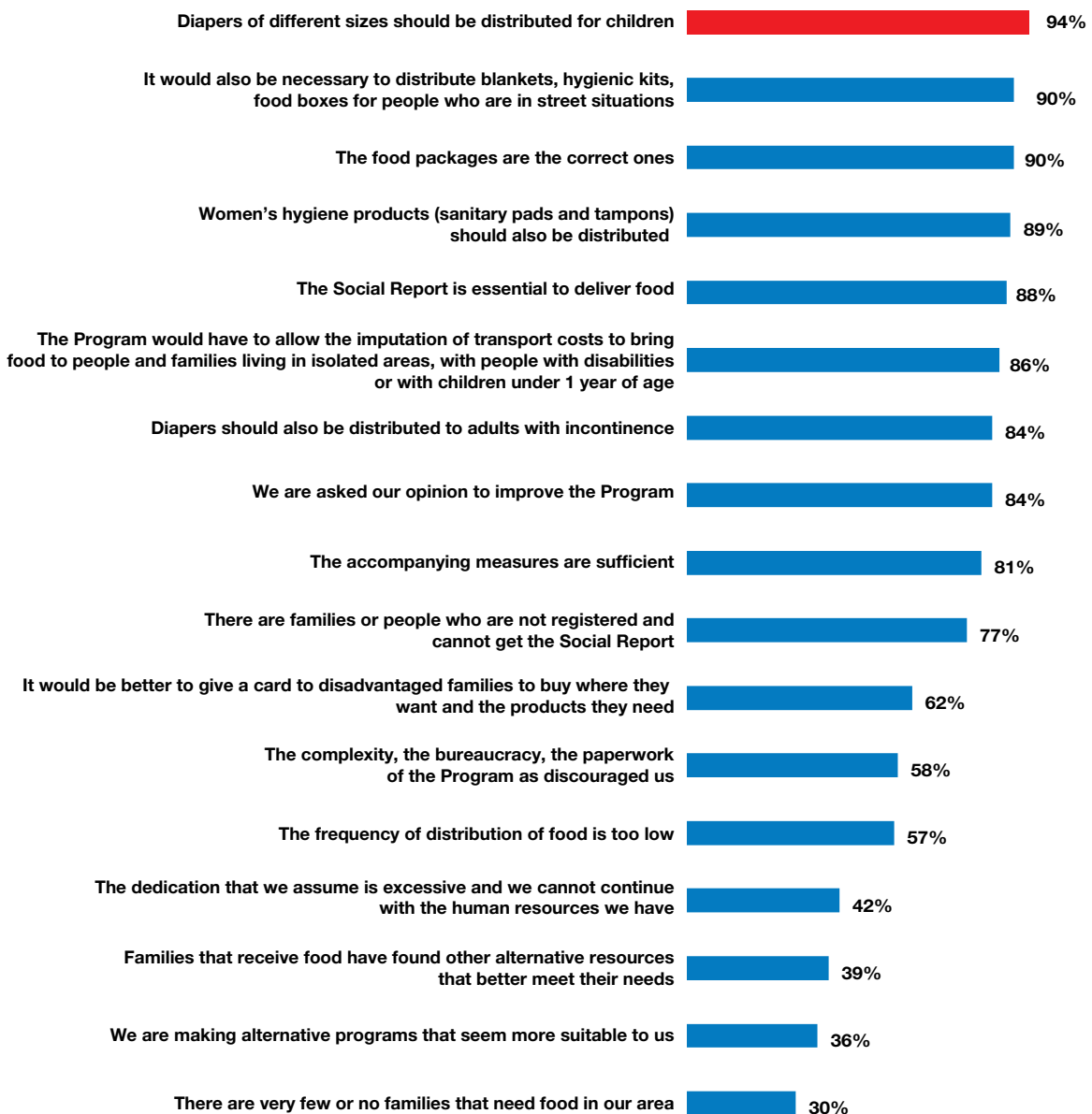
Figure 92. Degree of agreement with some statements regarding the FEAD programme by the Feeding Organisations



Consensuses

Considering the categories “totally in agreement” and “partially in agreement”, the statements that gained major consensus were: “distribute nappies for babies” (94%), “distribute blankets and hygiene kits for homeless people” (90%), “the food of the lots are correct” (90%), “distribute feminine hygiene products “ (89%), and “the Social Report is fundamental” (88%).

Figure 93. Consensus (“totally” and “partially in agreement”) on statements regarding the FEAD programme, by the Feeding Organisations

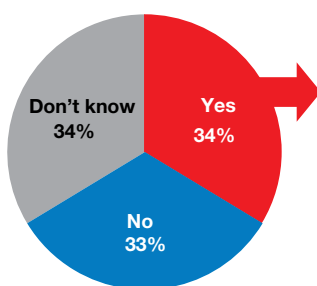


Evaluation of the assistance offered to individuals and families

With respect to whether they believed that more accompanying measures should be developed, the opinions of the organisations were divided, 32% said no, 34% did not know and the other **34% were in favour**. Of that group in favour, **61% agreed in supporting job seeking and 31% in supporting aid for the access to and the maintenance of housing.**

Figure 94. Assessment by the Feeding Organisations on the possibility of developing more accompanying measures

Should more accompanying measures be developed?



Which aspects should be improved



Note: in the case of the Figure on the improvement of accompanying measures, the percentages do not add up to 100% as the question allowed for multiple answers.

Suggestions

Among the Feeding Organisations who responded to the open answer on “suggestions and comments”, the following trends, proposals or complaints were observed.

- “More variety of products, more quality and more deliveries throughout the year are suggested.”
- “The food programme requires technical dedication and contribution of infrastructure and materials that entail a budgetary cost, such as, warehouse rental and maintenance, electricity and water expenses, material for the movement of products (pallet trucks), renting of vehicles for the collection of food, as well as personnel for the delivery of the food lots, which would all have to be subsidised in order to facilitate the work of the Delivery Organisations and which must be done with their own funds or with their own resources.”
- “We need financial aid for the transport of food and hygiene products.”
- “The files of the accompanying measures are not operational as the collection of so many signatures represents a superhuman effort, and the people complain of having to sign so many times for the type of food that is offered, with the basket being incomplete for what is needed for a family. The Social Reports must be carried out by the Social Workers, which is the working tool of these professionals and not by assimilated personnel.”
- “We need to lower costs. Adding aid is a priority to maintain social resources of general interest and which we cannot allow to be ignored.”
- “The Social Worker’s Reports are quite concise and, in addition, appointment waiting times are too long (more than a month and a half), do something that does not prevent the families being helped.
- “In our area, we value the aid-collaboration that we receive very positively. We believe that, above all, we must work together to be able to get to many people who have food needs.”
- “It is necessary to seek channels to facilitate food variety, in short, to grow to improve our delivery and dedication.
- “Although we are a centre for elderly people, food such as the jars, cereals, etc., classified as for children, are very convenient for us because many of those people need their food to be ground up. Thanks so much for your aid.”
- “It seems to us at our centre that all the foods that they provide to us are very good and in very good condition, but with the amount of milk that they send to us we do not manage to cover the weekly needs of the families and all of them have dependent children. It would be advisable to add meat and fish to offer a well-balanced diet.”
- “We would like to be able to have other foods to help us vary the supply of products that we make available in the hostel. Distribute, for example, small bricks of juices, which allow optimal amounts to be taken in an individual, hygienic and simple manner. Have products such as coffee, infusions or broths, that allow them to have something hot. Have more tailored deliveries to be able to vary the products, so that we can offer them what they need most, at the time. Reduce the minimum number of families required to be able to request accompanying measures as an independent organisation (without having to be a partner).”
- “All those products that can be useful are well received.”

EXECUTIVE SUMMARY

This Executive Summary contains the most important information from the research in relation to the beneficiaries of the FEAD Programme and its assessment by the distribution and Delivery Organisations' users, staff and volunteers; it includes their proposals for improvement as well.



SOCIODEMOGRAPHIC CHARACTERISTICS AND FACTORS OF VULNERABILITY

Gender: 71% of the surveyed beneficiaries were women.

Ages: The majority group (40%) was integrated by individuals between 31 and 44 years of age; 26% between 45 and 54 years of age; 16% between 55 and 65 years of age; and, 12% between 18 and 30 years of age. Those over 65 years of age constituted 6%.

Origin: 61% were Spanish and 39% foreigners. Among the latter, the most represented country was Morocco, followed by Colombia and Ecuador.

Level of studies: The majority had a low level of studies; 54% had primary studies (including 25% who never completed them), 7% had never gone to school and 19% had completed secondary education.

Family situation: 41% of the surveyed people were married, or in a relationship, and had children. There was an important presence of single-parent families (15%). The majority of them was in charge of women (79%).

Household composition: 21% were made up of three people and another 21% had four members. In 18% two people coexisted; the single person households amounted to 17%. In 14%, there were five people coexisting and 5% had six members. Men were the majority in the single person households.

Childhood: There were children under 15 years of age in 73% of the households. 5% of the families had children with disability.

Seniors: 7% of the population that lived in the households of the surveyed people were older than 65 years of age. 1% presented disability or serious illness.

Disability: People with disability or serious illness lived in 16% of the households.

Occupational situation: The occupational situation of the attended people was very conditioned by unemployment and in a smaller, although significant, percentage by precarious employment, which underlines the growth of in-work poverty. Some 25% of the surveyed people face very long-term unemployment (more than two years). This situation affects Spanish people more than foreigners. Some 14% had been unemployed for more than a year and 10%, less than a year. Some 3% of beneficiaries worked full-time, 7% had precarious or very short-term contracts and 8% worked part-time. Some 6% were retired and 3% worked in the submerged economy.

Rate of unemployment: Considering people of working age, the rate of unemployment was 52.4%.

Intensity of work in the home: Only 22% of the aid beneficiaries lived with people in the household who provided income from work..

Non-contributory benefits: Only 39% of the surveyed people received a non-contributory benefit. The majority were Minimum Incomes from the Autonomous Community, non-contributory pensions, benefits for dependent children and PREPARA (benefit subsequent to the unemployment benefit). Some 6% received invalidity benefits and another 6% disability benefits. Among the benefits received by the women, the majority were Regional Minimum Incomes and child benefits, whereas, in the case of the men, most came from the Employment Service or the Social Security.

Main problems of the beneficiaries: Some 83% of the surveyed people indicated having suffered economic, social, work, health and housing problems in the last year, confirming the multidimensional character of the poverty and exclusion phenomena. **The financial economic** sphere is highlighted as a generator of vulnerability in all the age groups and in all the people who had recognised having undergone difficulties. **The employment problems** affect 68% of this group and are more emphasised by the people of working age. **The housing problems** occupy the third place (36%) and affect all the age groups. Among those who indicated these problems, more than half could not pay the electricity, gas, and telephone bills and community charges, and could not pay the rent. This problem had greater incidence among the foreigners, who were also those of whom a greater proportion shared a house with other families. In fourth place came **health problems**, which were indicated by 25% of the people who had recognised problems and which occupied a notable place among the older people.

Beneficiaries' household income: Some 13% of the families received less than 100 euros a month; 38% did not reach 400 euros, 60% did not reach 500 Euros, 70% received less than 600euros and 79% lived with incomes of less than 700 euros per month.

- **Relative poverty:** 96.6% of the beneficiaries were in relative poverty (less than 710.17 euros per month). 96% were in very high poverty (less than 591.83 euros per month) and 90.2% in extreme poverty (less than 473.42 euros per month).
- **Child poverty:** Was recorded at 98.7%.
- **Rate of in-work poverty:** This affected 97.8% of all the working beneficiaries of the Programme.



BENEFICIARIES PARTICIPATION AND EVALUATION OF THE FEAD PROGRAMME

<p>Knowledge of the FEAD Programme: Some 79% of the surveyed people indicated that they knew the Programme, 14% said they did not and 7% had doubts.</p>
<p>Access route: Some 47% came to the Programme through the Social Services, 23% through the Red Cross, 13% by means of friends and relatives who already participated in the Programme and 7% through the parish or Caritas.</p>
<p>Social Report: Regarding the mandatory social report, 71% indicated that they obtained it easily; 12% said that they did not remember; 9% highlighted difficulties in obtaining it; 4% indicated not having the report and the same percentage indicated “other situations”.</p>
<p>Time of permanence: The time of permanence in the Programme is high, which can indicate the worsening of the situations of poverty and material deprivation. Thus, 15% of the surveyed people had been in the FEAD Programme for five years or more. In this group, women and retired people were in the majority. Some 14% had been in the Programme for three years; 20% for two; 21% for one and 14% for six months.</p>
<p>Receipt of non-FEAD food: 70% indicated that they did not receive other foods in addition to those included in the Programme, 28% said that they did and 2% did not know. The majority of those who did, said it included fresh fruit and vegetables, dairy products and other non-perishable foods.</p>
<p>Monthly expenditure on food: Some 34% of the surveyed people spent between 100 and 200 euros on their monthly food purchases, 26% less than 100 euros and 21% between 200 and 300 euros.</p>
<p>Access frequency to the FEAD food: Some 50% indicated that they received food three times a year, and 35% monthly. Only 6% mentioned using the social canteens.</p>
<p>Evaluation of the FEAD food: Some 76% of the surveyed beneficiaries emphasised that the FEAD food saved them from many hardships. Some 32% indicated that the delivery lacked basic things. Some 22% thought that a more frequent delivery would be of more use. Finally, 17% indicated that without these foods they would not survive.</p>
<p>Degree of satisfaction with different aspects: In relation to the satisfaction scale, 81% of the surveyed people gave the maximum score to the kindness of the people who assisted them, 60% to the ease of obtaining food, 55% to its quality, 46% to the ease of taking them home, 37% to the amount and 31% to the variety.</p>

Most valued products: Olive oil (86%), UHT milk (85%), pasta (78%), tomato and rice (76%). It must be emphasised that most of the surveyed people indicated the need to expand the variety of products by including, for example, fresh fruit and vegetables (92%), personal hygiene and cleaning products (91%) and fresh dairy products (90%).

Alternatives to the FEAD Programme: Among the people consulted, 60% would prefer to have a card to buy “what they really need and when they need it”, 10% would also prefer this modality “because it would be more discreet” and 13% said they were indifferent.

Reasons for not requesting FEAD food: 55% thought that the reason why there was not a greater number of applicants in the Programme was due to the “fear of what they will say”, 34% that the people did not know how to request the aid, 21% that they thought that they would not be included in the Programme and 20% through ignorance.

Recommendation of the FEAD Programme to other people who need it: Some 96% of the people assisted would recommend the Programme, 1% would not and 3% did not respond.

Usefulness of the social and community resources brochure: Some 69% of the beneficiaries of the FEAD through the Red Cross, 66% of those who received food in other Delivery Organisations, 59% of those who did so through the Social Services and 54% of the users of the Food Bank considered that the brochure was useful (responded partially or very useful). Nevertheless, 34% of the group expressed negative opinions or ignorance. The most critical group was that of those over 80 years of age.

Participation in other social intervention programmes: Some 19% of the respondents indicated that they participated in other social programmes of the Red Cross, 11% in programmes of other social organisations and 6% in Food Bank programmes. Regarding the needs for which they asked for support from the organisations, they prioritise financial aid (65%), aid regarding housing (49%), and the dentist (36%).

**PROPOSALS MADE BY THE BENEFICIARIES**

General evaluation: The respondents considered that the FEAD Programme was important to complete the family diet, although it did not completely cover the nutritional needs of the families. In the working groups organised with the participants, key aspects were detected which, in their opinion, reduced the effectiveness of the aid and its impact. Among others, these aspects were discontinuity in delivery, the practice of some Delivery Organisations to review the condition of vulnerability in each of the phases, the excessive documentation that had to be presented to be in the Programme and the institutional circuit that must be followed based on the organisation of the Social Services in each municipality or city. In the cases where this happens, it was mentioned that the existence of queues on the street contributes to the stigmatisation of the beneficiaries. Other aspects detected referred to the poor variety of products and their uniformity, without consideration of the regional differences, the relationship between the amount of food and the number of members of the family unit, and to certain discrepancies between the content of the deliveries and the particular needs of each household. Generally, the attitude of the volunteers who collaborate in the Programme merited an excellent evaluation, although in some cases discriminatory attitudes were also mentioned.

Suggestions for improvement of the Programme: The improvement proposals gathered from the groups include the above-mentioned aspects: (1) Adapt the distribution of products based on the regional peculiarities. (2) Rationalise the distribution of the packages based on the needs of each of the members of the household, paying special attention to the needs of children, adolescents and people who are ill or have food intolerances. (3) Consider the cultural idiosyncrasies that affect the consumption of food. (4) Make the procedures to renew participation in the Programme during the successive phases more flexible and faster, especially avoiding having to be asked again for all the documentation that had been requested in previous phases, if the situation of the people has not changed. (5) Develop more activities oriented to prepare the families for an improvement of domestic and food management. (6) Cover several months of food needs in a continual manner, including fresh food, cleaning and hygiene products. (7) Implement the consumer card in stores and supermarkets. (8) Train the voluntary personnel of the food programme to fight stereotypes about the people in situations of social vulnerability.



IV

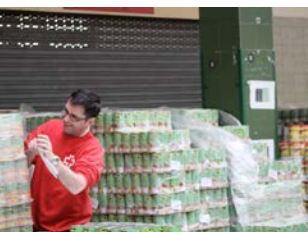
EVALUATION MADE BY STAFF AND VOLUNTEERS OF THE FEAD PROGRAMME

Evaluation of the degree of satisfaction among the beneficiaries: Some 77% of the people who compose the staff and volunteers of the Programme thought that the level of satisfaction among the beneficiaries was high-very high. Some 22% perceived an average level and only 1% considered it low.

Other demands of the beneficiaries: Some 85% of the consulted staff and volunteers indicated that the beneficiaries demanded a greater variety of products, especially the inclusion of hygiene products (70%), more diversity in the food type (61%) and the inclusion of fresh products (52%).

Improvements. The respondents indicated the need to include organisational and logistical improvements (clarify delivery criteria, strengthen co-ordination to avoid duplication, one single software program, reduction of bureaucracy, greater frequency in the deliveries and more support for the volunteers, improvements in relation to the variety, amount and type of products and the need to strengthen actions with the beneficiaries).

Problems accessing the Programme: In relation to the reduction in the number of users, the majority of the respondents did not attribute it to lack of interest or logistics difficulties or delays. Some 38% thought that the families were not accessing the Programme because they lacked the Social Report, whereas 47% thought that was not the case.



V

PARTNER DELIVERY ORGANISATIONS

Changes observed in the last year. As in the previous case, the majority of the respondents in the Delivery Organisations had not appreciated significant changes, although 40% thought that the requirement for the Social Report could be restraining the requests for food; 26% noted a reduction in the number of families and 15% highlighted it partially, 28% indicated delays in the arrival of foods and 15% noted problems in distribution logistics.

General evaluation of the FEAD Programme: Some 97% of the people who collaborate in the consulted Delivery Organisations considered that the information received from the Red Cross or from the Food Bank was appropriate and sufficient. The relationship and co-ordination with the distribution organisation was considered good or excellent in 97% of the cases.

General satisfaction with the Programme: Some 95% of the respondents in the Delivery Organisations indicated satisfaction with the Programme. Some 89% underlined that the Programme offered the organisations a greater knowledge of the social reality; 88%, that it served to offer better attention to childhood; 81%, that they had acquired more capacity for technical management; and, 71%, that it had extended their networks with other organisations.

Food accumulation: Some 88% of the respondent organisations said they did not accumulate food, 2% did not know and 10% said they did. The three most frequently given replies were: they accumulated only certain products (47%), they accumulated the less demanded foods (43%), and they did so because they received the same products from other sources (25%).

Delivery of non-FEAD food: Some 62% of the Delivery Organisations also distribute other foods. Mainly, these are sugar (72%), oil (64%), fresh fruit (59%), juices (57%) and personal hygiene products (57%). These products come from donations from individuals and direct purchase by the organisation.

Improvement of the FEAD Programme: In spite of the high degree of satisfaction indicated with the Programme, 72% of the Delivery Organisations indicated the need to incorporate improvements. Within this group, the three most pressing improvements were: to incorporate new foods (68%), to add other products (45%) and to reduce bureaucracy (40%). In particular, the need was emphasised for the distribution of children's nappies and feminine hygiene products, as well as blankets, hygiene kits and food boxes for homeless people. Also, there was considerable consensus about the need to take foods to isolated people, or those who have difficulties leaving their home. Some 92% agreed that the Social Report had to be maintained and 86% in maintaining the foods that were currently provided.

Evaluation of the attention to individuals and families: Some 42% of the respondent organisations thought that more accompanying measures should be developed, 38% thought not and 20% did not know. The three more important actions to incorporate would be: Support in job searches (66%), aid for accessing and maintaining the home (28%) and training / professional qualification (24%).

FEEDING ORGANISATIONS



VI

Changes observed in the last year: Although the majority of the respondents in the Feeding Organisations had not noticed changes in the last year, 31% indicated that there were families who did not have access to the food because they lacked the Social Report; 21% noted delays in the food delivery; 17% noted a lower presence of individuals or families in the social canteens; and 11% noted distribution logistics problems.

General evaluation of the FEAD Programme: The relationships and co-ordination with the distribution organisations were excellent or good for practically all the Feeding Organisations (99%), and 72% considered that the received information is very appropriate and sufficient.

General satisfaction with the Programme: Some 99% of the Feeding Organisations were satisfied or completely satisfied with the Programme. Some 86% said that it had helped them to understand the social reality more directly; 75%, to develop the management capacity; 71% to extend their working networks, and 70%, to take better care of children.

Food accumulation: Some 78% of the Feeding Organisations did not accumulate food, but 16% did. As in the case of the Delivery Organisations, they only did so with certain products (65%), they accumulated the least demanded (25%) and the accumulation took place because they received the same foods by other routes (21%).

Use of non-FEAD food: Some 46% of the consulted Feeding Organisations also received food from other sources, basically fresh fruit (71%), fresh vegetables (62%), yogurts and cheese (52%), juices (51%) and sugar (50%). The most usual sources were the donations from individuals, direct purchase and the donations from supermarkets.

Improvement of the FEAD Programme: in spite of the high degree of satisfaction that the Feeding Organisations showed with respect to the Programme, 57% thought that improvements should be carried out, in the same sense as that expressed by the Delivery Organisations: Incorporate new foods (80%), add other products (42%), and reduce bureaucracy (38%). Again, the greater consensus appeared around the need to distribute children's nappies, blankets and hygiene kits for homeless people, and to incorporate feminine hygiene products. They also mainly agreed that the foods that currently figured in the Programme should be maintained and that the Social Report was necessary.

Evaluation of the attention to individuals and families: Some 34% of the consulted Feeding Organisations believed it was necessary to extend the accompanying measures, 33% did not consider it necessary and 34% did not reply. Among the first, the options with greater consensus were the support in job searches (61%), and aid to accessing and keeping their home (31%).



Spanish Red Cross

Every day closer to people

Spanish Red Cross belongs to the International Federation of Red Cross and Red Crescent Societies which promotes humanitarian activities of National Societies in favor of the most vulnerable.

Through the coordination of International Aid in Disasters and the promotion of Development, it endeavours to prevent and alleviate human suffering.

The International Red Cross Red Crescent Movement comprises the International Committee of the Red Cross, the International Federation of Red Cross and Red Crescent and the Red Cross /Red Crescent National Societies worldwide.

Humanity

The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

Impartiality

It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

Neutrality

In order to continue to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

Independence

The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

Voluntary service

It is a voluntary relief movement not prompted in any manner by desire for gain.

Unity

There can be only one Red Cross or one Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

Universality

The International Red Cross and Red Crescent Movement, in which all Societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.

 **Fundación Cruz Roja Española**

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