

Strategic PLAN ^[2007 | 2010] FOR CITIZENSHIP AND INTEGRATION

Spain

Executive summary



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**FOR CITIZENSHIP
AND INTEGRATION**

Spain

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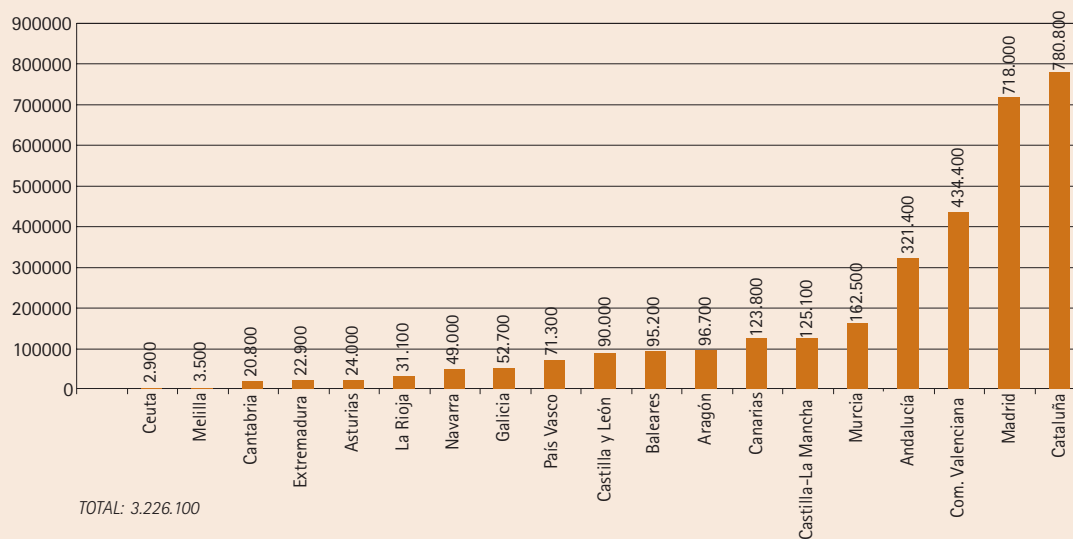
1. The Context of the Strategic Plan for Citizenship and Integration

From a Land of Emigrants to a Country of Immigration

Migrations are a complex social phenomenon due to their causes and consequences, their origins and destinations, and the challenges that they pose both to the societies where immigrants come from and the societies where they settle. Yet with varying degrees of intensity depending on the point in history, all societies have experienced both incoming and outgoing migratory movements. It is the sedimentation of successive migratory currents in a given area that makes all contemporary societies mixed and plural. Migration therefore contributes to moulding the host societies while leaving a deep mark on the societies of origin.

Until recent years, Spain and other southern European countries have been areas of emigration. And the emigrants who left Spain and other European countries moved to the Americas, to Northern Africa and to other European countries over different times in modern history, making a positive contribution to both the development of the host countries and the welfare of the overall population in their countries of origin.

- Num. of Third-Country Nationals registered by Autonomous Communities 1/2006



■ Main countries of origin of foreign population registered, 1 January 2006

	Alien population 1 January 2006		Alien population 1 January 2005	
	Number of persons	% of the total of foreigners	Number of persons	% of the total of foreigners
■ Morocco	563.012	13,59	511.294	13,71
■ Ecuador	461.310	11,13	497.799	13,34
■ Rumania	407.159	9,82	317.366	8,51
■ United Kingdom	274.722	6,63	227.187	6,09
■ Columbia	265.141	6,40	271.239	7,27
■ Germany	150.490	3,63	133.588	3,58
■ Argentina	150.252	3,63	152.975	4,10
■ Bolivia	139.802	3,37	97.947	2,63
■ Italy	115.791	2,79	95.377	2,56
■ China	104.681	2,53	87.731	2,35
■ Bulgaria	101.617	2,45	93.037	2,49
■ Peru	95.903	2,31	85.029	2,28
■ France	90.021	2,17	77.791	2,09
■ Portugal	80.635	1,95	66.236	1,78
■ Brasil	72.441	1,75	54.115	1,45
■ Ukraine	69.893	1,69	65.667	1,76
■ Domenican Republic	61.071	1,47	57.134	1,53
■ Venezuela	51.261	1,24	49.206	1,32
■ Algeria	47.079	1,14	46.278	1,24
■ Poland	45.797	1,11	36.477	0,98

Source: National Statistic Institut (INE)

For the last two decades, Spain has become a country of immigration. This has been the case since the mid eighties in terms of annual flows, and since the beginning of the nineteen nineties in terms of the number of immigrants residing in Spain compared to the number of Spaniards residing abroad. Moreover, with the acceleration of migratory flows registered over the last five years, the proportion of foreigners residing in Spain has reached the high range among European Union countries.

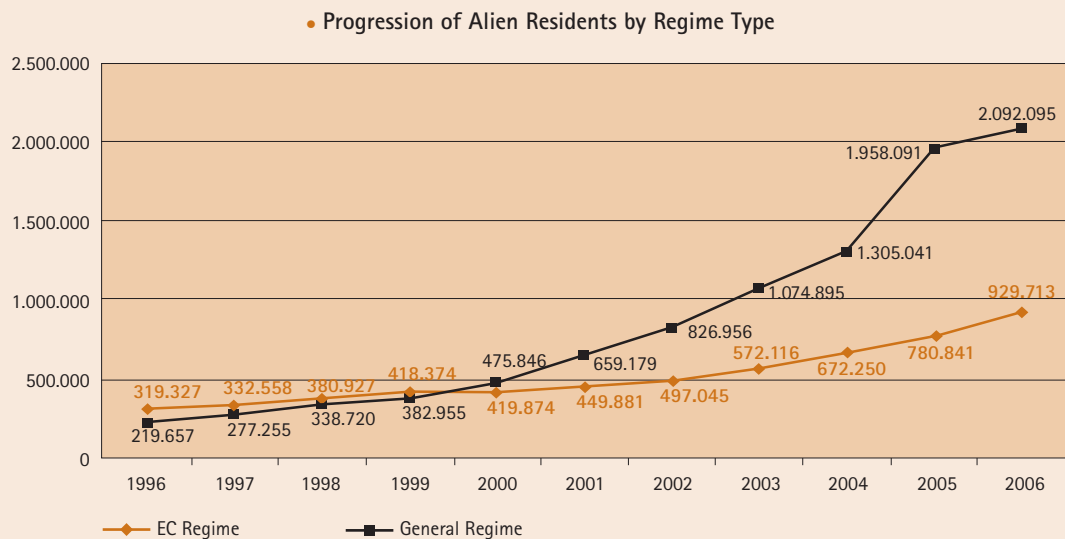
The opportunities and challenges posed by immigration are very similar to those faced by our surrounding countries whose experience in receiving immigration is longer standing. Spain has the advantage of being able to learn from their experiences, from what they did well and from their mistakes when integrating immigrant population. However, aside from the brisk pace of this phenomenon in Spain, our immigration also has specific traits that should be taken into account.

The Consolidation of Immigration

During the first few years of this change in migratory behaviour, one could have thought that Spain was simply a stepping stone along the way to other destinations or that immigration was a temporary phenomenon tied to economic, social or political problems in the countries of origin. Today we know that Spain's becoming a country of immigration and its place on the international migratory map as a potential destination country for many immigrants is a long-term situation that will continue at least over the next several generations.

Immigrants of various origins, cultures and characteristics are here to stay, and make up our common identity as Spanish society. And this is of crucial social significance, because the presence of these immigrants will bring about, and is already bringing about, a deep transformation of our society, both demographically and economically, and culturally and politically.

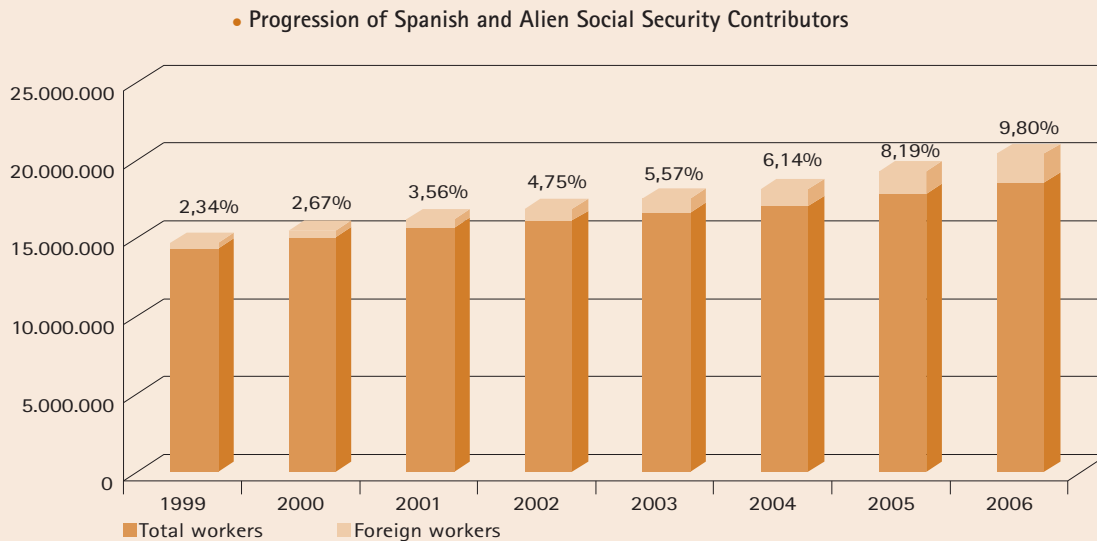
The consolidation of immigration in Spain also points to why we have become a country of immigration. Immigrant men and women have come to settle amongst us basically because they have found opportunities to better their living and working conditions, and because the Spanish labour market has shown it not only has a great demand for immigrant workers, particularly in certain productive activities, but also a great capacity to incorporate these workers. The immigration process has been stabilised through family reunification, joining families and completing the migratory cycle.



Source: Ministry of Labour and Social Affairs. Bulletin of Labour Statistics

Immigrants make a very significant contribution to our society in different ways, generating opportunities not only for themselves and their families but also for Spanish society as a whole.

In terms of Labour and Social Security, it must be noted that immigrants arriving in Spain have activity rates that are twenty percentage points higher than those of the Spanish population at large, and that they perform many socially and economically significant tasks. Furthermore, their joining the Spanish labour market in very significant numbers has been compatible with and complementary to Spaniards' higher level of employment. Unemployment is now lower than the community average and the lowest it has been for two decades. One of the results of immigrants' noteworthy presence on the labour market is their contribution to the Social Security system, where in 2006 they accounted for virtually 10 per cent of all contributors. Immigrants have also made a significant contribution to the economic growth that Spain has registered over the last few years, and they have become a significant group of taxpayers.



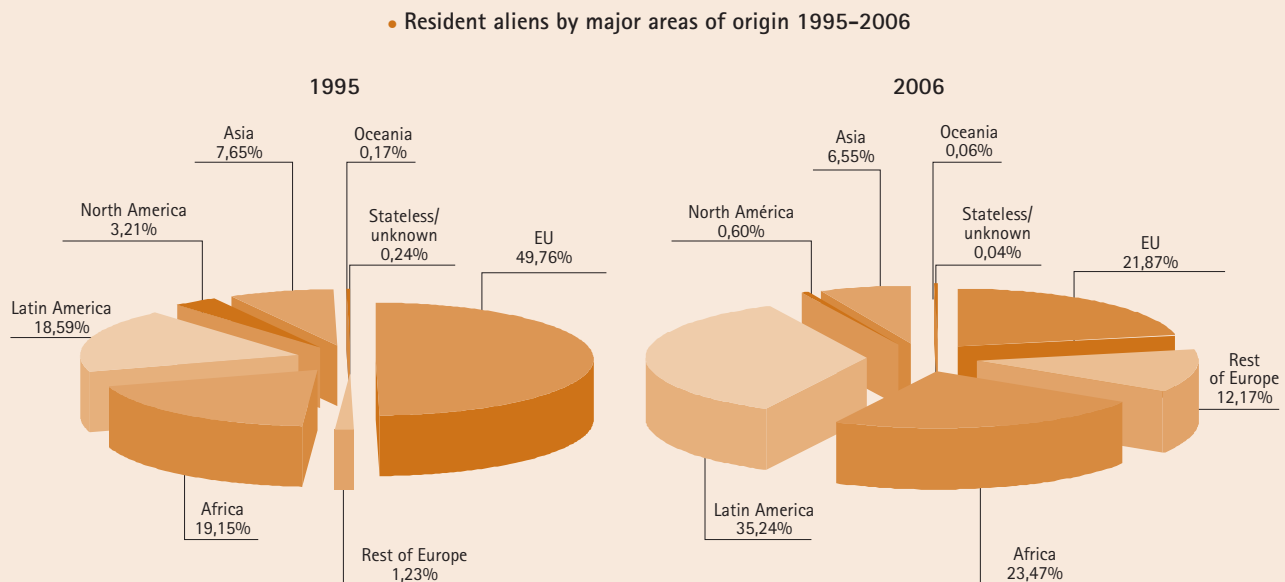
Source: Permanent Observatory on Immigration, Secretary of State for Immigration and Emigration

Immigrants are also extremely important in our demographics, since although immigration itself cannot offset Spain's imbalanced population pyramid, immigrants' gender and ages can and is helping to curb this imbalance both by increasing the birth rate and by picking up the fertility rate in Spain.

Culturally speaking, immigration is contributing to an opportunity filled cultural diversity, and this can only be enriching for a plural society like our own.

Lastly, the immigrant population can make a contribution to improving living conditions in their countries of origin both directly, for their family members, and indirectly, for the population as a whole. They can also contribute to economic, social and political development there. The increasing importance of remittances and the spread of ideas and social practices are very significant assets received by countries of origin thanks to migration.

Spain, like the ensemble of European Union countries, needs immigration and must be ready to adapt its institutions and policies to the new challenges posed by the presence of citizens who have joined us as immigrants.

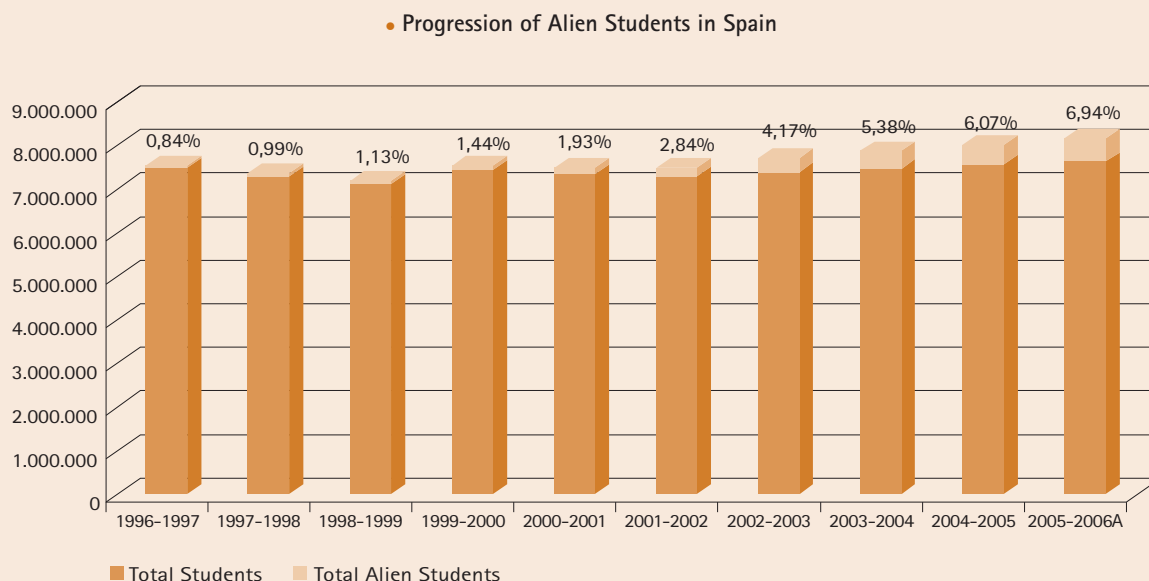


Source: Permanent Observatory on Immigration, Secretary of State for Immigration and Emigration

Immigration as an Opportunity and a Challenge

The fact that a considerable number of immigrants have joined our society, and the fact that this has occurred over a very short period of time, poses challenges that must be faced. The specific dimensions and characteristics of these challenges tied to immigration depend on the social, economic and political context where the immigrants settle.

In certain fields, the arrival of immigrants has acted as a reagent, bringing some of the quantitative and qualitative shortcomings of our Welfare State's services to the fore. Education, health, housing and social services all stand as examples. In addition, the costs and benefits of immigration are unevenly distributed among various social groups since while immigration is positive overall for Spanish society at large, certain social groups benefit more from immigration while others share problems, such as a lack of public services, with the immigrant population. Basically, the presence of immigrant men and women poses the need to adapt these public services to the new reality that is taking shape in Spain, i.e. a more populous, diverse, and plural country. The system must be endowed with sufficient resources to meet the needs of these new citizens. Immigration also poses other specific problems that must be tackled, such as the provision of adequate recep-



tion services, and the promotion of improvements in immigrants' knowledge of the official languages and the social norms in Spain, prerequisites for a cohesive society and for the very social integration of immigrants.

In various areas of social life such as employment, education, housing or segregation of urban space, the presence of a significant number of immigrants has given rise to problems of racial or ethnic discrimination, which must be combated as a first step towards equal opportunities.

In certain cases, problems have been observed in co-existence between neighbours, particularly youth, in certain neighbourhoods or certain cities or towns. Oftentimes, these conflicts have to do with the density of immigrants residing in a given area, or with a shortfall of social resources available for the resident population in these areas, be it Spanish or immigrant, or with problems of unemployment or exclusion suffered by Spaniards and foreigners alike. Different social practices and customs among different population groups also come into play. On certain occasions these problems have led to acts of racism and xenophobia.

Also, the feminisation of immigration poses specific challenges for immigrant integration policies. These challenges must be addressed by taking gender perspective into account both in terms of the specific problems faced by women immigrants and the important role they are called upon to play in the social integration process.

All this merely demonstrates that although integration policies for the immigrant population have been considered at different levels of government, and a host of public messages have been issued on integration, they have not been sufficient, nor have they been effective at changing prejudices and stereotypes that sometimes come into play when tackling immigration and the integration problems it entails. Oftentimes, public controversy over immigration has tarnished the efforts that many governments, particularly town and city councils, have made and are making in social integration of immigrants.

For all of these reasons, a new and definitive push forward should be given to integration policies involving all levels of government, civil society, and immigrants and immigrant organisations. Governing the integration of immigrants should be one of the pillars in building a more just, cohesive society able to generate a feeling of belonging for all of its citizens, male and female alike.

2. The Approach of the Strategic Plan for Citizenship and Integration

A Cooperation Framework for Everyone

This Strategic Plan aspires to become one of the elements driving integration forward. Its philosophy is that public powers must take action to move society in this direction. Underpinning the Plan is not only the idea that society at large must be addressed, including both the immigrant and the autochthonous populations, since integration concerns all members of society, but also the idea that integration policies must be tackled proactively, on a comprehensive, holistic basis.

In several Communications, the European Commission has stressed that integration policies should be based on a *holistic approach*, since they must take into account "not only the economic and social aspects of integration but also issues related to cultural and religious diversity, citizenship, participation and political rights." They must do so by establishing "a long-term coherent overall framework". [COM(2003)336].

But this Plan must also establish proactive policies because it aims not only to provide specific responses to specific problems, but also to establish a framework in which all of the phenomena generated in the context of immigration and integration can be tackled. As the European Commission has also indicated, "more intense migratory flows (in Europe) will be likely and necessary" and "a forward-looking approach is needed which must encompass both the need to promote better integration of new and established immigrants and to prepare for future immigration for the benefit of all." In short, we aim to set the groundwork and provide the tools that will enable us to most adequately manage migratory flows and integration processes and maximise their positive effects while keeping the impact of adverse effects that the process might entail to a minimum.

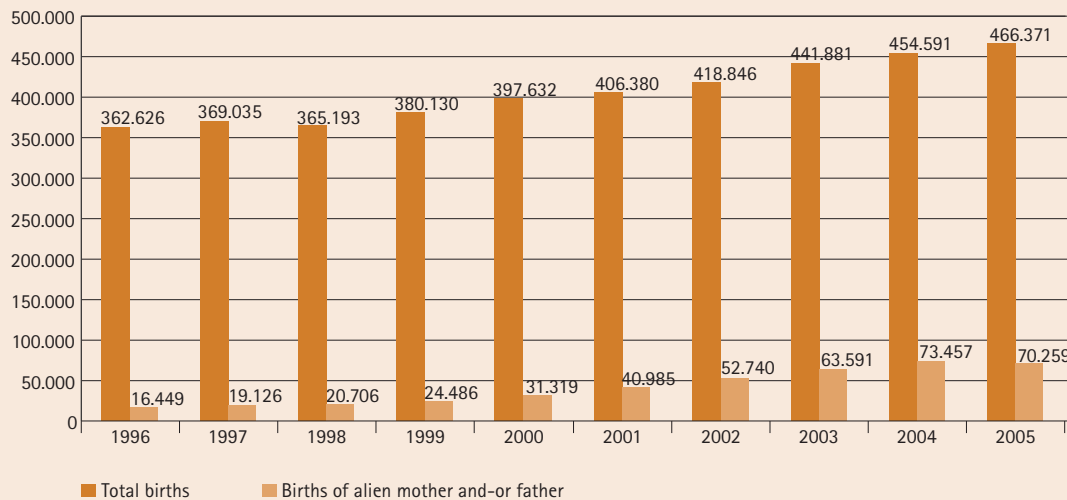
In this sense, one could speak of the Strategic Plan as a key element in governing the process of mutual adaptation of immigrants and the autochthonous population because, through balanced interventions on the part of both public powers and civil society, it aims to contribute to a two-way process by fostering social, economic, cultural and institutional development that is advanced, plural and lasting for all residents in Spain.

Given the framework of competences developed in accordance with the Spanish constitution, cooperation between the various levels of government is a key factor in governance of this integration. Many services provided to citizens, be they Spanish or foreign, are the responsibility of towns and cities, or of the regional governments, the so-called Autonomous Communities. And the General

Administration of the State, in addition to establishing the pertinent legislative framework, must boost these services by supporting the levels of government responsible. Despite this, the Strategic Plan is a State plan in the sense that it intends to boost, consolidate and provide coherence to action taken to foster an inclusive society throughout Spain. In this sense, the Strategic Plan is a framework for the cooperation of all relevant actors.

Furthermore, this process of mutual adaptation must be presided over by consensus, dialogue and participation, both in the formulation of objectives, strategies and policies, and in their implementation and evaluation. In order to fulfil the aim of building a more just, cohesive society together, lasting, stable action must be taken. This consensus implies an open social debate about the integration process and about how we want to live together in a more diverse society. But it also implies renouncing to any political instrumentalisation of immigration and integration policies.

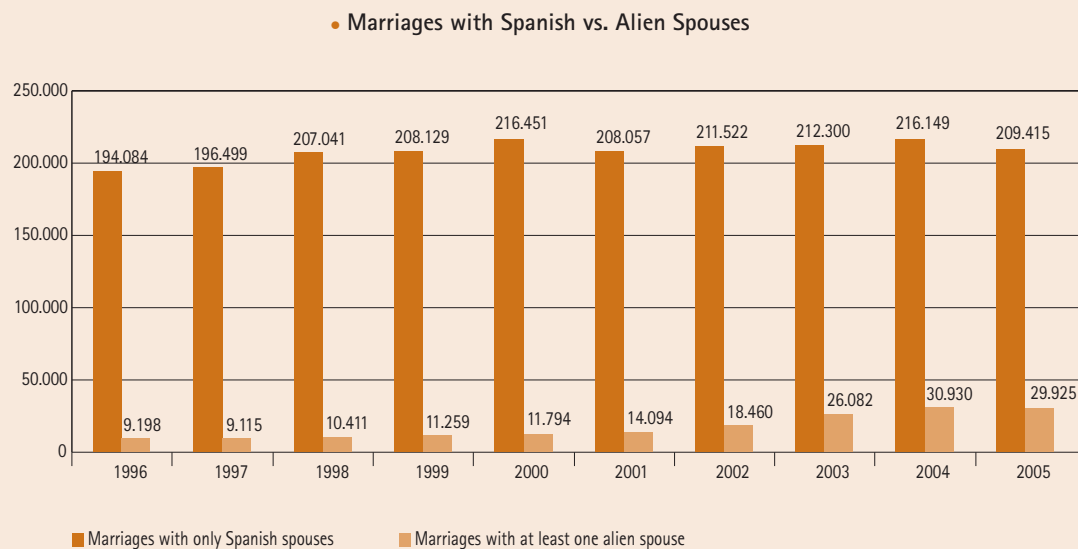
• Births of Spanish Parents and of Alien Mother and-or Father. 1996-2005



Source: Drawn up from National Statistics Institute (INE) data

The Concept of Integration

In order for this new drive in public policy and the efforts made by society as a whole to bear their fruits, it seems advisable to define the concept of integration that was used as a starting point. An excellent reference for this definition is provided by the "Common Basic Principles for Immigrant Integration Policies in the European Union" (2004), approved by the Council of the European Union and the representatives of the governments of the Member States on 19 November 2004. There, integration is defined as "a two-way dynamic process of mutual adjustment on the part of all immigrants and residents in Member States". The principles further affirm that "integration implies respect for the basic values of the European Union."



Source: Drawn up from National Statistics Institute (INE) data (pre-published information)

This formulation includes three key ideas: first, that integration, rather than being a state of affairs at any given time, must be continuously reproduced and renewed; second, that integration requires mutual efforts or a two-way adaptation to a new reality both on the part of the immigrant population and the host society; and third, that the framework within which this mutual effort must be made is circumscribed by the basic values of the European Union.

In Spain, the first article of the Constitution defines this framework, indicating "Spain is hereby established as a social and democratic State, subject to the rule of law, which advocates freedom, justice, equality and political pluralism as the highest values in its legal system". This precept must be read in conjunction with article 10.1, according to which "the dignity of persons, their inherent inviolable rights, the free development of their personality, the respect for law and the rights of others underpin political order and social peace"; and article 10.2 which establishes "provisions relating to the fundamental rights and liberties recognised by the Constitution shall be construed in conformity with the Universal Declaration of Human Rights and international treaties and agreements thereon ratified by Spain". These are the elements that conform the framework of values and basic norms within which integration, as a process of mutual adaptation, must be articulated.

■ Progression of naturalizations grounded on residence in Spain 1996–2005

Nacionalidad	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
■ TOTAL	8.411	10.293	13.165	16.373	11.996	16.735	21.805	26.555	38.335	42.829
■ Morocco	687	1.056	1.542	2.053	1.918	2.822	3.111	6.831	8.036	5.555
■ Peru	1.150	1.159	1.863	2.373	1.488	2.322	3.117	2.933	3.958	3.645
■ Dominican Republic	833	1.256	1.860	2.652	1.755	2.126	2.876	2.648	2.834	2.322
■ Argentina	1.387	1.368	1.126	1.026	661	791	996	1.009	1.746	2.293
■ Columbia	456	478	624	817	594	848	1.267	1.801	4.194	7.334
■ Ecuador	110	107	173	376	292	510	1.173	1.951	6.370	10.031
■ Cuba	249	441	772	1.109	893	1.191	2.087	1.602	1.889	2.506
■ Other countries	3.518	4.401	5.161	5.915	4.355	6.081	7.129	7.730	9.276	9.116
■ Stateless/no information	21	27	44	52	40	44	49	50	32	27

Source: Ministry of Justice

3. The Content of the Strategic Plan for Citizenship and Integration

Structure

The Strategic Plan for Citizenship and Integration is structured into ten chapters. The first five chapters are of an explanatory nature. Chapter one contains a general introduction about the Strategic Plan. Chapter two describes some of the basic traits and figures of immigration in Spain. Chapter three presents the legislative framework in which integration policies are inserted. Chapter four describes how integration policies have evolved so far in the European Union, and Chapter five provides a synthesis of integration related policies carried out in Spain not only on a national but also on a regional and local level.

Chapter six describes the legislative part of the Plan, and includes what could be called the political philosophy inspiring the Plan, which is based on six premises, three political principles and ten major general objectives. Linked to this, Chapter seven explains the participative approach behind the Strategic Plan and summarizes the concept of integration policy governance.

Chapter eight contains the Plan's twelve areas of action, each with its specific objectives, programmes and measures. Chapter nine refers to how the Plan is to be managed, and how compliance with objectives will be evaluated, taking into account the participatory nature of both management and evaluation. Lastly, Chapter ten establishes the Plan's 2007 budget and provides a forecast of budgetary allocations for the 2008, 2009 and 2010 fiscal years.

Premises, Principles and Objectives

The premises, objectives and principles making up the Strategic Plan for Citizenship and Integration's philosophy are detailed below.

Premises

- 1^a Integration is conceived as a **two-way process** of mutual adaptation.
- 2^a Not only the different levels of government, but also society at large, including immigrants themselves and all social players must **share the responsibility** for the integration process and its management
- 3^a The Plan is conceived as a **framework for cooperation** able to mobilise policies, bring together initiatives and provide coherence for action both in the public sector and in civil society.
- 4^a A **global or holistic approach** must be adopted in both immigrant integration and immigration policies.
- 5^a **Integration policies have to be targeted at the citizenship at large**, and public action must be oriented towards promoting and ensuring the **immigrant population's normalised access to general public and private services**.
- 6^a The promotion of integration policies must be instrumented by **mainstreaming** immigrant integration issues **in all relevant public policies**.

Principles

- 1° The principle of **equality** and **non-discrimination**, that involves equating the rights and obligations of the immigrant population to those of the autochthonous population within the framework of basic constitutional values.
- 2° The principle of **citizenship**, entailing the recognition of full civic, social, economic, cultural and political participation of immigrant men and women.
- 3° The principle of **interculturality**, a mechanism so that persons of different origins or cultures can interact with esteem and respect for cultural diversity

Strategic Plan for Citizenship and Integration Objectives

1. To ensure the full exercising of immigrants' civil, social, economic, cultural and political rights.
2. To adapt public policies, particularly in education, employment, social services, health, and housing, to the new needs generated by the immigrant population. This process must be both quantitative, responding to the increase in new citizens and users that must be attended to by public services, and qualitative, properly managing the diversity of new demand and including any intercultural elements that may be required.
3. To ensure the immigrant population's access to public services, particularly education, employment, social services, health, and housing, in equal conditions to those of the autochthonous population.
4. To establish a reception system for recently arriving immigrants, as well as those in particularly vulnerable situations, until they can access general public services.
5. To foster knowledge among immigrant men and women of the European Union's basic values, the rights and obligations of persons living in Spain, the official languages in the country's different *Comunidades Autónomas*, and the social norms and habits in Spanish society.
6. To combat different manifestations of discrimination, racism and xenophobia in all areas of social life, both in the public and private spheres.
7. To introduce the gender perspective both when drawing up immigrant integration policies and when applying them.
8. To foster co-development policies and experiences in immigrants' countries of origin.
9. To favour the understanding by Spanish society as a whole of migration, to improve the sense of community between cultures while valuing diversity and fostering the values of tolerance and respect, and to support the conservation and knowledge of immigrants' cultures of origin.
10. To stimulate public policies and measures fostering immigrant integration and cooperation both at different levels of government and among civil society.

Areas of Action

These principles and main objectives are materialised in 12 areas of action. Each one of these areas contains a diagnosis section that analyses the situation and pinpoints needs for action, followed by a series of specific objectives, programmes and measures. Overall, the measures provided for are oriented towards: bolstering public services, complementing those areas where the greatest need for intervention has been perceived; enhancing diversity management capacities; raising the awareness of the population as a whole; transferring knowledge and best practice; and to bolstering the third sector and its operative capacity. The following is a list of the areas of action together with their specific objectives and programmes.

1. RECEPTION
2. EDUCATION
3. EMPLOYMENT
4. HOUSING
5. SOCIAL SERVICES
6. HEALTH
7. CHILDHOOD AND YOUTH
8. EQUAL TREATMENT
9. WOMEN
10. PARTICIPATION
11. AWARENESS RAISING
12. CO-DEVELOPMENT

The following pages present the specific objectives and programmes within each one of the areas of intervention. The measures included in each programme are indicated in Chapter Eight of the Strategic Plan for Citizenship and Integration, which may be consulted at:

<http://www.mtas.es/migraciones/Integracion/PlanEstrategico/Docs/PECIDEF180407.pdf>

1. RECEPCION

Objective 1. To provide immigrants the tools they need to attain the autonomy required in order to access goods and services, exercise their rights and perform their duties in equal conditions to those of the autochthonous population.

- *ACO 1. Implementation and application of introductory programmes to the host society*
- *ACO 2. Implementation and application of comprehensive reception projects*
- *ACO 3. Promotion of immigrant reception and settlement in rural areas*

Objective 2. To articulate a State Network of Comprehensive Reception Services throughout Spain (Red Estatal de Dispositivos de Acogida Integral) able to meet the comprehensive reception needs of persons in vulnerable situations and to provide specialised reception.

- *ACO 4. Extension and improvement of current reception services*
- *ACO 5. Quality plan for the functioning of these reception services*
- *ACO 6. Coordination and dissemination of available reception services*

2. EDUCATION

Objective 1. To ensure immigrant pupils' student access to obligatory education in equal conditions

- *EDU 1. Adaptation of the admissions processes of schools supported by public funding in order to avoid segregation in schools*
- *EDU 2. Prevention of truancy in school*
- *EDU 3. Information, orientation, and accompanying of the immigrant population in the Spanish educational system*
- *EDU 4. Implementation of educational reception and integration programmes in schools.*

Objective 2. To guarantee quality obligatory education for pupils regardless of their social condition or origin

- *EDU 5. Educational support*
- *EDU 6. Learning of host society languages*

Objective 3. To suit the educational system to pupils' diversity by properly managing diversity and fostering intercultural knowledge and skills

- *EDU 7. Promotion of intercultural civic education*
- *EDU 8. Support for initial training and life-long-learning for teachers in diversity management*
- *EDU 9. Identification and transfer of best practices in educational strategies that integrate cultural diversity management*
- *EDU 10. Conservation of languages and cultures of origin*
- *EDU 11. Support for transition from school to work*

Objective 4. To transform schools into areas of communication, community and integration

- *EDU 12. Expansion and optimisation of the range of extracurricular educational activities*
- *EDU 13. Fostering of coordinated action between schools and their environment*
- *EDU 14. Promotion of detection mechanisms and intervention protocols in the event of racist, xenophobic or discriminatory outbreaks.*

Objective 5. To facilitate immigrant pupils' access to non-obligatory education

- *EDU 15. Promotion of immigrant pupils' access to early childhood education*
- *EDU 16. Promotion of pupils' access to post-obligatory education and of their continuation there in order to favour equal opportunities*

Objective 6. To improve immigrants' access to adult training

- *EDU 17. Improvement in the range of vocational training, adapting it to the needs of adult immigrants.*

Objective 7. To improve procedures for recognition of academic degrees

- *EDU 18. Improvement of procedures to recognize and validate academic degrees*

3. EMPLOYMENT

Objective 1. To adapt legislation on employment and the Social Security system in order to ensure equality in rights and duties

- *EMP 1. Revision of labour and Social Security legislation*
- *EMP 2. Promotion of the signing of Bi-lateral Social Security agreements with various countries for recognition of pensions and other benefits*
- *EMP 3. Signing of ILO Convention 143 (Convention on Migrant Workers. Complementary provisions, 1975)*

Objective 2. To improve the management of migratory flows on an ongoing basis

- *EMP 4. Impact assessment of the contribution made by the Catalogue of Difficult to Cover Occupations and by other migration management mechanisms to the functioning of the labour market in Spain*
- *EMP 5. Improvement and modernisation of migratory flow management both in Spain and abroad*

Objective 3. To promote job maintenance, career paths and training, and suit immigrant workers' skills to the Spanish labour market's needs and opportunities

- *EMP 6. Improvement of immigrants' access to active employment policies and of their suitability to employment needs*
- *EMP 7. Development and improvement of integrated itineraries for insertion in social and working life*
- *EMP 8. Promotion of professionals in care services*
- *EMP 9. Support for business, self-employment, and micro-credit initiatives*
- *EMP 10. Information and training about occupational safety standards*

Objective 4. To improve labour market intermediation services

- *EMP 11. Revision of intermediation protocols involving immigrants*
- *EMP 12. Training of employment management professionals in the field of immigration*
- *EMP 13. Coordination of farming seasons with and among the Comunidades Autónomas*
- *EMP 14. Research support, innovation promotion, and transfer of best practices in the field of immigration, the labour market, and occupational structures in both Spain and immigrants' major countries of origin*

Objective 5. To combat irregular hiring of immigrant workers on the underground labour market

- *EMP 15. Fight against labour exploitation of both immigrant and other groups*

Objective 6. To fight against discrimination and for equal opportunities for immigrants on the labour market and in businesses

- *EMP 16. Information and training for immigrants and other groups on equal treatment and opportunities on the job*
- *EMP 17. Prevention of on the job harassment due to racial or ethnic origin*

Objective 7. To promote diversity management in companies.

- *EMP 18. Support for innovative action and exchange of best practices in diversity management in business.*

4. HOUSING

Objective 1. To increase protected housing's relative weight on the overall housing market, and to promote a greater balance between renting and home ownership for low income persons

- *VIV 1. Access to home ownership for underprivileged groups*
- *VIV 2. Rental homes for underprivileged groups*

Objective 2. To prevent the generation of slums and crowding during the initial settlement phase

- *VIV 3. Information and orientation about accommodation resources during the initial settlement phase*
- *VIV 4. Support for pilot programmes to integrate immigrant families into sparsely populated areas in the framework of local rural development projects*

Objective 3. To combat discrimination against immigrants in the housing market

- *VIV 5. Support for intermediation programmes and combating of discrimination in the housing market.*
- *VIV 6. Research, promotion of innovation, and transfer of best practices*

Objective 4. To enhance the sense of community and prevent residential segregation

- *VIV 7. Fostering of public aid for rehabilitation and improvement of housing that may be used by the most vulnerable segment of the population*
- *VIV 8. Support for pilot rehabilitation programmes and improvement of services provided and local development in neighbourhoods with high percentages of immigrant population*
- *VIV 9. Support for action tending to enhance the sense of community in neighbourhoods and to bolster social cohesion*

5. SOCIAL SERVICES

Objective 1. To suit the public social service system to the needs of a more diverse society in order to guarantee access in equal conditions for all citizens

- *SES 1. Fostering of social service plans including factors affecting the immigrant population in particularly vulnerable situations*
- *SES 2. Training of social service personnel to be able to handle new social and cultural situations*
- *SES 3. Encouragement of intercultural community programmes or actions*

Objective 2. To bolster social services in order to ensure access of all citizens in equal conditions

- *SES 4. Reinforcement of human resources working on social and cultural factors affecting immigrants, and particularly those in vulnerable situations*
- *SES 5. Reinforcement of material resources allocated to addressing social and cultural factors affecting immigrants, and particularly those in vulnerable situations*
- *SES 6. Inclusion of the immigrant population in particularly vulnerable situations in aid programmes*

Objective 3. To develop institutional coordination and management of available information at different levels of government and in entities providing social services

- *SES 7. Harmonisation of the Public Social Services System in order to attend to immigrants in vulnerable situations*
- *SES 8. Identification and transfer of best practices in intervention on social and cultural factors affecting the immigrant population*
- *SES 9. Evaluation of actions, programmes and services as well as immigration's impact on social services*

6. HEALTH

Objective 1. To guarantee immigrants' right to health protection

- *SAL 1. Guarantee of effective access to the health system*
- *SAL 2. Adaptation of health information systems*
- *SAL 3. Normalisation of social determining factors in health*
- *SAL 4. Health promotion, prevention, and care for the specific needs of immigrants*

Objective 2. To improve identification of immigrant's socially related health needs

- *SAL 5. Studies on social factors determining the health of the immigrant population*
- *SAL 6. Specific studies on determining factors for health among the immigrant population*
- *SAL 7. Studies on the rates and prevalence of certain diseases among the immigrant population*
- *SAL 8. Identification and transfer of best practices*

Objective 3. To improve the training of health personnel in health management techniques for the immigrant population

- *SAL 9. Training programmes in immigrant health management*
- *SAL 10. Adaptation of health professionals' post-graduate curricula*
- *SAL 11. Fostering of training programmes for health care personnel*

7. CHILDHOOD AND YOUTH

Objective 1. To favour normalised access of immigrant minors and youth to childhood and youth programmes

- *INJ 1. Reinforcement of the inclusion of minors and adolescents of immigrant origin in childhood and youth programmes*
- *INJ 2. Inclusion of the immigration and interculturality perspective in childhood and youth programmes*
- *INJ 3. Fostering of the participation of minors and youth of immigrant origin in the Youth in Action programme*

Objective 2. To promote attention and social intervention for immigrant minors and youth in particularly vulnerable situations

- *INJ 4. Provide attention for foreign minors at risk or in situations of abandonment, ill treatment and/or exploitation*
- *INJ 5. Comprehensive attention for non-accompanied minors*
- *INJ 6. Prevention of the creation of youth gangs which are violent or have xenophobic, racist or sexist ideologies*

Objective 3. To support social participation of immigrant minors and youth

- *INJ 7. Support for the associative fabric*
- *INJ 8. Fostering of integrated spaces and participation mechanisms*

8. EQUAL TREATMENT

Objective 1. To combat racial and ethnic discrimination in the framework of the fight against all forms of discrimination in order to guarantee equal opportunities

- *IGU 1. Training in discrimination and equal treatment*
- *IGU 2. Involvement of citizens in combating discrimination and in equal treatment*
- *IGU 3. Identification and promotion of best practices in equal treatment and non-discrimination*
- *IGU 4. Comprehensive programme for discrimination victims*

Objective 2. To include equal treatment in all public policies

- *IGU 5. Fostering of anti-discrimination policies implemented by Regional and Local governments*
- *IGU 6. Identification of factors that lead to discrimination*

Objective 3. To implement tools for promoting equal treatment and non-discrimination based on racial or ethnic origin

- *IGU 7. Implementation of the Council for the promotion of equal treatment and non-discrimination based on racial or ethnic origin*
- *IGU 8. Development of the Spanish Observatory on Racism and Xenophobia (Observatorio Español contra el Racismo y la Xenofobia)*

9. WOMEN

Objective 1. To include gender perspective in all phases of migratory policies

- *MUJ 1. Research programme on immigration, gender, and interculturality.*
- *MUJ 2. Programme for designing and including gender strategy in migrations*
- *MUJ 3. Spaces for transfer of knowledge and good practices*

Objective 2. To favour women immigrants' normalised access to specific programmes aimed at women in general

- *MUJ 4. Programme to favour access, participation and involvement of women immigrants in all spheres of social life*

Objective 3. To facilitate the social integration of women immigrants in particularly vulnerable situations

- *MUJ 5. Programme to combat gender violence*
- *MUJ 6. Programme providing social measures and accompanying for women immigrants who are prostitutes and for victims of trafficking in persons for sexual exploitation*

10. PARTICIPATION

Objective 1. To consolidate the immigrant association movement and its interaction with the overall associative fabric

- *PAR 1. Support for immigrants' association and fostering of their interaction with the autochthonous population*
- *PAR 2. Bolstering of the immigrant association movement's operative capacity*
- *PAR 3. Exchange and establishment of networks of immigrants associations and associations supporting immigrant integration*
- *PAR 4. Research, promotion of innovation, and transfer of best practices*

Objective 2. To raise the level of immigrants' participation in general associations

- *PAR 5. To promote immigrants' joining neighbourhood, school, sports, leisure, trade union, business and professional associations.*

Objective 3. To expand and improve channels for immigrants' political participation

- *PAR 6. Enhancement of channels for communication with the different levels of government and participation in designing integration policies*
- *PAR 7. Fostering of citizens' participation in local public affairs*
- *PAR 8. Favouring of bilateral conventions including the right to vote in municipal elections*

11. AWARENESS RAISING

Objective 1. To improve immigration's public image and promote positive aspects of a society characterised by diversity

- *SEN 1. Promotion of better understanding of migratory processes and phenomena*
- *SEN 2. Promotion of spaces for encounter, reflection and mutual familiarity*
- *SEN 3. Fostering of immigrants' participation in cultural and social spheres*

Objective 2. To generate changes in attitudes regarding immigration

- *SEN 4. Identification of actors and factors determining immigration's public image*
- *SEN 5. Action to raise awareness among segments identified as priorities*
- *SEN 6. Improved portrayal of immigration by the media*
- *SEN 7. Promotion and dissemination of anti-discrimination legislation*
- *SEN 8. Fostering and implementation of best practices in awareness raising*

12. CO-DEVELOPMENT

Objective 1. To identify and promote opportunities in Spanish immigration's countries of origin

- *COD 1. Promotion of co-operation between organisations and different levels of government in order to carry out co-development activities*
- *COD 2. Promotion of productive and community development initiatives*

Objective 2. To include the co-development perspective in the immigrant integration process

- *COD 3. Promotion of activities geared to immigrants' becoming players in co-development*
- *COD 4. Promotion of co-development activities carried out by non-profit social organisations*

Objective 3. To promote activities aimed at avoiding de-capitalisation in countries of origin

- *COD 5. Accompanying of trans-national families*
- *COD 6. Support for the voluntary return of qualified immigrants*

4. Drawing up the Strategic Plan: Dialogue, Participation and Consensus

One of the premises on which this Plan has been built is that responsibility for the autochthonous and immigrant population's mutual adaptation process must be *shared* and therefore must involve all public administrations, social actors (trade unions, management associations, NGOs, immigrants organizations, etc.) as well as the host society at large.

In order to make this idea of shared responsibility materialise, the Strategic Plan was drawn up based on dialogue with the different levels of government, i.e. the central government, the *Comunidades Autónomas*, and the local governments, as well as with all of the pertinent social actors involved in immigrant integration.

Since mid 2005, a reflection and consultation process was therefore opened consisting of the following phases:

Initial Consultation Phase Five thematic seminars were held with the participation of more than 250 technical experts from different levels of government, trade union and management organizations, NGOs and immigrant organisations, and the academic sphere. During these seminars, held during the months of May and June 2005, virtually all areas of action in the Strategic Plan were addressed. The conclusions were compiled in nine documents in which, for each sub-area addressed, the major elements for the diagnosis of the situation were presented together with proposed objectives, strategies and programmes. The outcome was a broadly shared diagnosis and approach to the types of integration policies that should be developed.

Compiling of a Draft Strategic Plan: Based on the work done in the seminars, on the expert's contributions, and on the experience of the *Comunidades Autónomas* and Town and City governments in their plans, as well as the Common Basic Principles for Immigrant Integration Policies in the European Union, the first draft of the Strategic Plan was put together by the Secretariat of State for Immigration and Emigration. In order to draw opinions on that text, bi-lateral meetings were held with those areas of government most closely linked to immigrant integration: the Ministry of Education, Science and Sports, the Ministry of Health and Consumer Affairs, the Ministry of Housing, the Ministry of the Interior, the Ministry of Justice, the Ministry of Foreign Affairs, and the Ministry of Public Administration. Naturally, meetings were also held with the departments in the Ministry of Labour and Social Affairs involved in immigrant integration: Secretariat of State for Social Services, Family and Disabilities, Secretariat of State for Social Security, General Secretariat for Employment, General Secretariat for Equality Policies, State Employment Service (INEM), Directorate General for

Labour, the Youth Institute (*Instituto de la Juventud*) the Women's Institute (*Instituto de la Mujer*), Institute for the Elderly and Social Services (*Instituto de Mayores y Servicios Sociales*), and the Institute for Labour Health, Safety and Inspection and Social Security.

Once it had passed the Higher Council on Immigration Policy (*Consejo Superior de Política de Inmigración*), the Ministry of Labour and Social Affairs presented the Strategic Plan for Citizenship and Integration to the 23 June 2006 Council of Ministers. The draft was then published on the Ministry's web site and a social and institutional consultation process was opened on the Strategic Plan. This process was instrumented through the web site where two forms were placed, one for amendments to the draft and the other for proposals for integration policies. Any entity, institution or private citizen could use these forms to make contributions to the Plan's content. Overall, more than one thousand contributions were received, the most important part of which stem from the *Forum for the Social Integration of Immigrants* and its members.

The definitive text includes many of these contributions, which significantly enhanced the original draft. This process was implemented in order to comply with one of the requirements for good governance, which is for the State's public integration policies to be opened up to participation from the very first stages of their design.

The draft Strategic Plan thus entered into its *formal processing phase* and was put, as required, to the Inter-ministerial Commission on Aliens and the Forum for the Social Integration of Immigrants. Both of these bodies issued favourable reports on the draft. The Strategic Plan for Citizenship and Integration 2007-2010 was approved by an agreement of the Council of Ministers on 16 February 2007.

5. The Development and Evaluation of the Strategic Plan: Co-operation and Co-responsibility

Managing the Strategic Plan for Citizenship and Integration

According to Royal Decree 1600/2004, dated 2 July, the Secretariat of State for Immigration and Emigration, under the authority of the Ministry of Labour and Social Affairs, is charged with directing the Government's alien and migration policy. Management of the Strategic Plan is therefore the responsibility of the Secretariat of State for Immigration and Emigration through the Directorate General for Immigrant Integration. In addition to the strict management of the Plan, the governance of this process requires that in the entire Strategic Plan implementation process an important role be played by participation and consultative organisations in the field of immigration, i.e. the Inter-ministerial Commission on Aliens, the High Council on Immigration Policy, the Forum for the Social Integration of Immigrants, together with the entities that belong to these bodies.

The Secretary of State for Immigration and Emigration shall take on the following functions in order to implement the management of the Strategic Plan:

- Drive for both the building of integration policy in the European Union and the inclusion of the Strategic Plan's integration policies in the State Government's general policies.
- Agreements with the *Comunidades Autónomas* in order to foster and manage programmes within both their jurisdiction and that of local governments
- Agreements, contracts and subsidies with social agents and NGOs
- Direct management of certain programmes
- Promotion of the exchange of experiences and good practice among the various actors involved in integration programmes and policies
- Promotion of innovation in both the integration programmes and the intervention techniques applied to those programmes
- Drafting of studies affording better knowledge of the status of integration and the measures to be developed
- Information and consultation with the participation bodies
- Monitoring and Evaluation of the Strategic Plan
- Proposals for Annual Priorities

The General Directorate of Immigrant Integration shall therefore have a *Strategic Plan Technical Unit* to coordinate implementation.

The *Spanish Observatory on Racism and Xenophobia* shall contribute to the management of the Strategic Plan by examining, analysing and putting forward proposals on equal treatment and non discrimination as well as all other issues related to racism and xenophobia.

The *Permanent Observatory on Immigration* shall contribute to compiling and analysing both quantitative and qualitative data related to the Strategic Plan and its action programmes.

Participation in the Management of the Strategic Plan for Citizenship and Integration

The consultative and participation bodies involved in the management of the Strategic Plan are the Inter-ministerial Commission on Aliens, regulated by Royal Decree 1946/2000 dated 1 December, the *High Council on Immigration Policy*, regulated by Royal Decree 344/2001 dated 4 April, and the *Forum for the Social Integration of Immigrants* regulated by Royal Decree 3/2006 dated 16 January. It is stipulated that these bodies:

- Shall be periodically informed on the monitoring and evaluation of the Strategic Plan's implementation;
- Shall be able to make proposals and recommendations on the Strategic Plan's programmes;
- Shall be able to make proposals and recommendations in order to reformulate the Strategic Plan's priorities;
- Shall issue reports on proposed legislative changes that may affect the Strategic Plan's implementation.

Cooperation with Other Levels of Government and Civil Society

Cooperation between the State government, the *Comunidades Autónomas* and local governments in applying this Plan is underpinned and structured by the annually agreed upon *Autonomic Action Plans*, containing a description of the measures to be jointly financed by both levels of government and those to be implemented by the Town and City Councils in each *Comunidad*. The Plans of

Action also establish both the way in which actions are to be monitored and the indicators that will be used to evaluate the efficacy of measures taken. The financial tool sustaining these actions is basically the Immigrant Reception and Integration Support Fund (*Fondo de Apoyo a la Acogida y la Integración de los Inmigrantes, así como al refuerzo educativo*), allocated in the General State Budget. In addition, calls for subsidies are also specifically made for Town and City Councils.

Co-operation with actors in civil society is based on ongoing interlocution, both on a bi-lateral basis and through the participation bodies. It is also based on supporting immigrants' associations and organisations that support immigration, and on specific, concerted action and partnerships serving to develop integration policies identified as priorities in the framework of this Plan. Institutional cooperation agreements and calls for subsidies for projects aimed at integrating immigrants are the main tools for articulating this co-operation.

Evaluation of the Strategic Plan

The evaluation of public policy should be part and parcel of any good governance as it is a tool for seeking ongoing improvements in the quality of services provided to citizens, be they Spaniards or immigrants. Evaluation contributes to rationalising the use of resources and enhancing the quality of services. It fosters participation and transparency and helps to ground the process of adopting strategies and priorities.

Naturally, the consultative bodies intervening in the management of the Strategic Plan, that is, the Inter-ministerial Commission on Aliens, the High Council on Immigration Policy, and the Forum for the Social Integration of Immigrants all have a significant role to play in the Plan's evaluation process. This participatory nature of the Strategic Plan's evaluation will enable both the evaluation process and its results to serve as tools to foster political and social debate on immigrant integration and public policy in this field.

The Strategic Plan as a whole, its different areas and the different programmes it contains will be subject to a two-fold monitoring and evaluation process.

In order to evaluate the Strategic Plan, three methodological documents will first be produced. These documents aim to perform a two-fold function, on one hand to set the groundwork for the Plan's evolution, and on the other, to stimulate the

evaluation of other plans or programmes geared towards immigrant integration. The methodological documents are the following:

1. *Evaluation Methodology for Immigrant Integration Policy*, to analyse the criteria for choosing the strategic properties to evaluate immigrant integration policies and procedures to carry out their evaluation process using various institutional hypotheses.

2. The *Strategic Plan's Evaluation Indicator System*, which shall establish an ordered, balanced set of duly defined quantitative and qualitative indicators to enable evaluation of the general objectives of the Strategic Plan, the specific objectives of the various areas, and the various dimensions of the Strategic Plan's programmes of action.

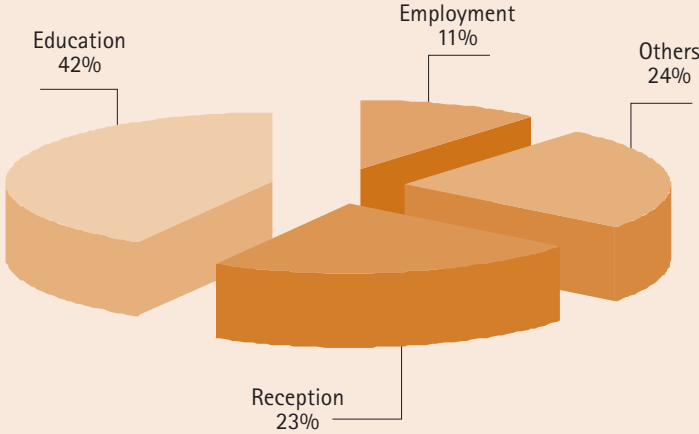
3. The *Methodological Guide for Internal Evaluation of Immigrant Integration Programmes*, which aims to be a self-evaluation tool for the players participating in projects deriving from or related to the Strategic Plan. This tool will enable them to critically evaluate congruousness, pertinence, efficacy, efficiency and impact, and potential alternatives to the actions implemented.

The Strategic Plan will be evaluated in two phases. An intermediate evaluation will take place after the close of the 2008 fiscal year, and an overall evaluation of the plan will take place after the close of the 2010 fiscal year. The Directorate General for Immigrant Integration shall draw up an *Intermediate Evaluation Report* (2009), and at the end of the Strategic Plan's implementation period, an *external evaluation* will be commissioned and the Directorate General of Immigrant Integration will draw up a *Final Evaluation Report*.

6. General state budget

Areas	Ministry	2007	2008	2009	2010	TOTALS
<i>amounts en euros</i>						
■ Reception	Ministry of Labour and Social Affairs	106.966.953	112.315.301	117.931.066	123.827.619	461.040.940
	Ministry of Justice	180.000	189.000	198.450	208.373	775.823
	Ministry of Health and Consumer Affairs	480.000	504.000	529.200	555.660	2.068.860
	Total	107.626.953	113.008.301	118.658.716	124.591.652	463.885.622
■ Education	Ministry of Labour and Social Affairs	90.000.000	94.500.000	99.225.000	104.186.250	387.911.250
	Ministry of Education and Science	104.089.878	109.294.372	114.759.090	120.497.045	448.640.385
	Total	194.089.878	203.794.372	213.984.090	224.683.295	836.551.635
■ Employment	Ministry of Labour and Social Affairs	52.542.704	51.973.151	51.487.458	51.092.287	207.095.600
■ Housing	Ministry of Labour and Social Affairs	7.486.843	7.861.185	8.254.244	8.666.956	32.269.228
■ Health	Ministry of Labour and Social Affairs	8.000.000	8.400.000	8.820.000	9.261.000	34.481.000
	Ministry of Health and Consumer Affairs	8.652.000	9.084.600	9.538.830	10.015.772	37.291.202
	Total	16.652.000	17.484.600	18.358.830	19.276.772	71.772.202
■ Social Services	Ministry of Labour and Social Affairs	18.673.159	19.606.817	20.587.158	21.616.516	80.483.650
■ Childhood and Youth	Ministry of Labour and Social Affairs	23.441.579	24.613.658	25.844.341	27.136.558	101.036.136
■ Equal Treatment	Ministry of Labour and Social Affairs	8.400.000	8.820.000	9.261.000	9.724.050	36.205.050
■ Women	Ministry of Labour and Social Affairs	7.826.506	8.217.832	8.628.723	9.060.159	33.733.220
■ Participation	Ministry of Labour and Social Affairs	6.976.883	7.325.727	7.692.014	8.076.614	30.071.238
	Ministry of Culture	150.000	157.500	165.375	173.644	646.519
	Total	7.126.883	7.483.227	7.857.389	8.250.258	30.717.757
■ Awareness Raising	Ministry of Labour and Social Affairs	12.643.987	13.276.187	13.939.996	14.636.996	54.497.166
■ Co-development–Migrations and Development	Ministry of Labour and Social Affairs	3.940.896	4.137.941	4.344.838	4.562.080	16.985.756
	Ministry of Foreign Affairs and Cooperation/ Spanish International Cooperation Agency	6.762.555	8.768.385	10.881.865	13.371.264	39.784.069
	Total	10.703.451	12.906.326	15.226.703	17.933.344	56.769.825
■ Total		467.213.944	489.045.655	512.088.649	536.668.843	2.005.017.091

• Budget of the General State Administration



<http://www.mtas.es/migraciones/Integracion/PlanEstrategico/Docs/PECIDEF180407.pdf>



MINISTERIO
DE TRABAJO
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SECRETARÍA DE ESTADO
DE INMIGRACIÓN
Y EMIGRACIÓN

DIRECCIÓN GENERAL
DE INTEGRACIÓN
DE LOS INMIGRANTES