

## Chapter 2. Responses to migrant integration in Barcelona

This section is structured following the *Checklist for public action to migrant integration at the local level, as included in the Synthesis Report* (OECD, 2018) and comprises a list of 12 key evidence-based objectives that can be used by policy makers and practitioners in the development and implementation of migrant integration programmes, at local, regional, national and international levels. This checklist highlights for the first-time common messages and cross-cutting lessons learnt around policy frameworks, institutions, and mechanisms that feature in policies for migrant and refugee integration.

This innovative tool has been elaborated by the OECD as part of the larger study on “*Working Together for Local Integration of Migrants and Refugees*” supported by the European Commission, Directorate General for regional and urban policies. The Checklist is articulated according to four blocks and 12 objectives. This part describes the actions implemented in Barcelona following this framework.

**Box 2.1. A checklist for public action to migrant integration at the local level**

**Block 1. Multi-level governance: Institutional and financial settings**

Objective 1. Enhance effectiveness of migrant integration policy through improved vertical co-ordination and implementation at the relevant scale.

Objective 2. Seek policy coherence in addressing the multi-dimensional needs of, and opportunities for, migrants at the local level.

Objective 3. Ensure access to, and effective use of, financial resources that are adapted to local responsibilities for migrant integration.

**Block 2. Time and space: Keys for migrants and host communities to live together**

Objective 4. Design integration policies that take time into account throughout migrants' lifetimes and evolution of residency status.

Objective 5. Create spaces where interaction brings migrant and native-born communities closer.

**Block 3. Local capacity for policy formulation and implementation**

Objective 6. Build capacity and diversity in civil service, with a view to ensure access to mainstream services for migrants and newcomers.

Objective 7. Strengthen co-operation with non-state stakeholders, including through transparent and effective contracts.

Objective 8. Intensify the assessment of integration results for migrants and host communities and their use for evidence-based policies.

**Block 4. Sectoral policies related to integration**

Objective 9. Match migrant skills with economic and job opportunities.

Objective 10. Secure access to adequate housing.

Objective 11. Provide social welfare measures that are aligned with migrant inclusion.

Objective 12. Establish education responses to address segregation and provide equitable paths to professional growth.

**Block 1: Multi-level governance: institutional and financial setting**

***Objective 1: Enhance effectiveness of migrant integration policy through improved vertical co-ordination and implementation at the relevant scale***

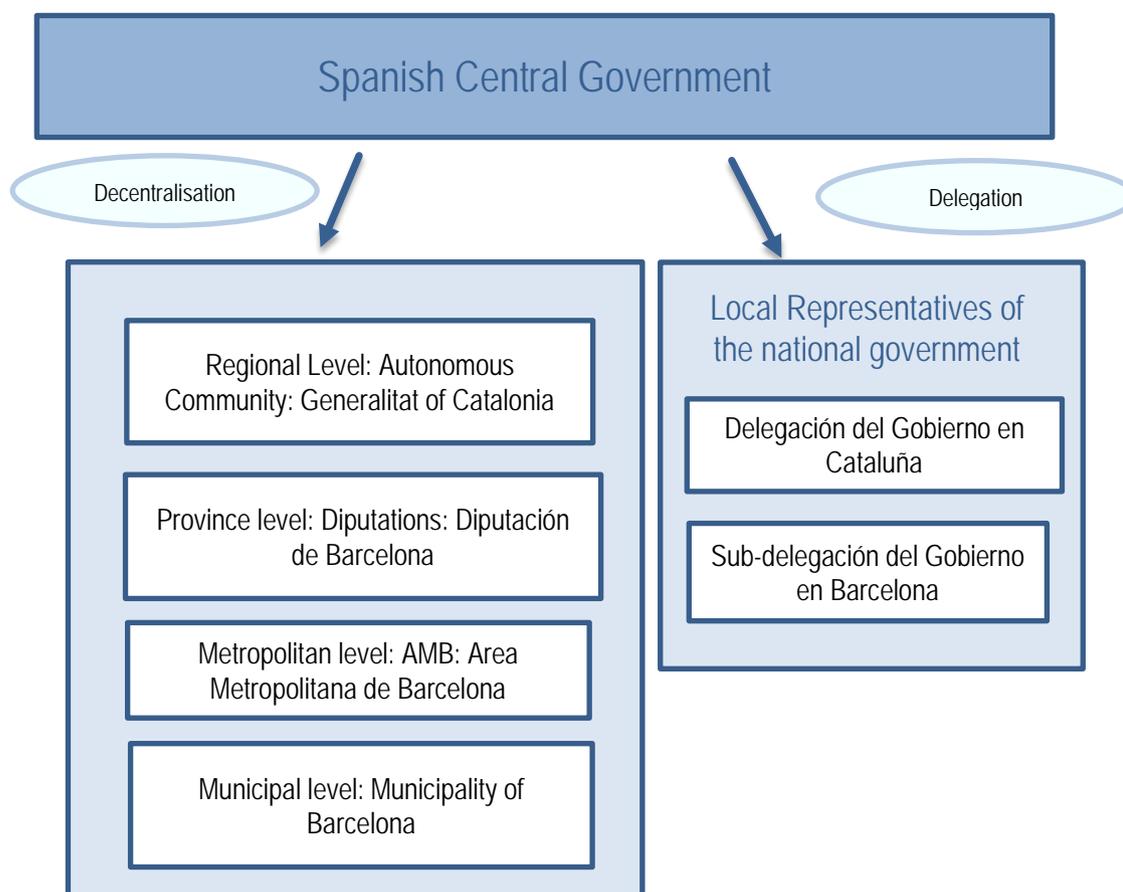
*An overview of the multi-level governance setting of Spain's highly-decentralised organisation*

Spain is a decentralised country with three tiers of sub-national governments each of them responsible for specific competences determined in the Constitution and Statutes of Autonomy. In comparison to OECD countries sub-national government expenditure

represents 20.8% of GDP (OECD average is 16.2%) and 49.2% of public expenditure (OECD average is 40.4%) (OECD, 2018b). Along with the national government (1) Autonomous Communities (CA), (2) Provinces and (3) Municipalities hold specific administrative competences as well as decision and management autonomy. The *Government delegations* are territorialised representations of the central government in autonomous regions and within them, the *Government Sub-delegations* are territorialised representations of the central government in provinces.

Understanding the general organisation of these various levels of government is essential to analyse the multi-level governance of migrant integration (See Figure 2.1). In such a complex institutional and regulatory landscape of shared competences, multilevel governance is essential to coordinate the wide array of highly interdependent actors and institutional structures at multiple levels. While the central government and its delegations manage migrant regulation, key integration domains are handled by subnational governments (See Annex B).

**Figure 2.1. General scheme of the multi-layered government setting in Barcelona**



Source: Author's elaboration.

*National level: approach and competences for migrant integration*

## National approach to migrant integration

As Spain was a country of emigration rather than immigration until the late 1990s, the definition of specific jurisdictional powers (see Chapter 1) and a correspondent approach and policy framework for migrant integration was not considered essential until then. In the meantime, subnational governments all over the country, which are closer to migrant integration realities and have key related competences, have taken the lead in the implementation of migrant integration programs. A similar situation has been observed in Vienna, Austria.

In Spain's short history of immigration, migrant regulation and integration has been approached through employment lenses and placed under the control of the Ministry of Employment and Social Security (MEySS). In 2007, the MEySS developed a National Migrant Integration Policy: National Strategic Plan for Citizenship and Integration or PEC (PEC 1: 2007-2010; PEC2: 2011-2014), thus defining the Spanish integration approach. Since sub-national governments have several competences for migrant integration and they have already set their plans to meet local needs, the PEC established a common framework and attempts to streamline subnational approaches. The PEC recognised the multidimensional scope of migrant integration and the promotion of coexistence in the new diverse Spanish society.

The 2009 reform of the LO 4/2000 stipulated the need for migrant integration policies and established that all public authorities shall promote the full integration of foreigners into Spanish society and that the public administration shall incorporate the goal of integration with a cross-cutting nature and there must be cooperation between levels of government

## Competent stakeholders for migrant integration at the national level

Migration, nationality, asylum, border control and international relations are exclusive competences of the central government.

In Spain, unlike many European countries, it is the **Ministry of Employment and Social Security (MEySS)** which oversees both migration control (i.e. permits) and integration policy.

- Within the MEySS, the General Secretariat for Migration and Emigration (SGIE) designs and manages the procedures for residence and work permits.
- Further, the MEySS sub-directorate of Migrant Integration (SD-MI) designs the Strategic Plan for Citizenship and Integration (PEC) and manages the national migrant integration policy which receives European Funds for integration. Until 2011, under a subsidiary approach, the MEySS allocated funds (around EUR 200 million per year) to Autonomous Communities for migrant reception and integration. Since then, following budgetary constraints, the budget was suspended. The ministry allocates subsidies, through EU-AMIF funds and national funds, to non-governmental organisations for migrant integration through open calls for bids. The 2014-2020 National Programme for the Allocation of AMIF funds in Spain has three key objectives and its budget allocation reflects national priorities and observed trends: 1) Asylum which is managed by the MEySS and Ministry of Interior (28.74%); 2) Integration and Legal Migration (28.60%); 3) Return to country of origin (44.66%)<sup>1</sup>. Local Administrations do not receive EU-AMIF funding directly.

- The MEySS coordinates the social protection programme for asylum seekers (See Objective 3)
- The MEySS oversees the three coordination mechanisms for migrant integration at the national level (See Box 2.2).
- The MEySS holds other key competences for migrant integration as it designs the national employment policies and oversees the SEPE (*Servicio Publico de Empleo Estatal*) which is the national body allocating unemployment allowances to all residents with work permits. There are 12 SEPE offices in Barcelona.

The **Ministry of Interior** is responsible for border control as well as asylum. Further, the Interior Ministry manages the Centres of Internment of Foreigners (CIE) to which irregular migrants subject to possible expulsion can potentially be sent by a judge's decision according to the European Directive 2008/115.

The **Ministry of Justice** has exclusive responsibilities over naturalisation procedures to obtain Spanish nationality.

The **Ministry of Health and Social Services** establishes national guidelines in terms of health policy and distributes funding to Autonomous Communities (e.g. Generalitat of Catalonia), which manages the health system and designs territorialised policies including for non-Spanish people.

The **Foreign Office within the Sub-delegations of the central government in Barcelona**, which is the representation of the central government in the province of Barcelona, is the competent administration for migrant admission and receives applications for residence and work permits. Of high relevance is the permanent coordination between the Foreign Offices and the municipal *Secretariat of "Welcome policies for migrants"* to accompany migrants in their application processes and provide them with the right documents

### **Box 2.2. Coordination Mechanisms for Migrant integration at the national level**

There are three formal coordination mechanisms for migrant integration at the national level in Spain.

1. The National Council for Social Integration of Migrants is coordinated by the MEySS (SD-MI) and takes stock of the wide array of stakeholders involved in migrant integration. This consultation and information sharing platform provides state-of-the-art migrant integration tools and is composed of (1) ten representatives of migrant associations; (2) ten representatives of social action NGOs; and (3) ten public administration representatives including six ministries, two representatives of Autonomous Communities and two representatives of Municipalities. The two municipal representatives are chosen through the federation of mayors, FEMP, which encompasses 90% of municipalities in Spain. Yet several municipalities in big Spanish cities, including Barcelona, are not currently represented in the FEMP and hence are not involved or benefit from this consultation and information sharing platform.
2. The Tripartite Social Committee, overseen by the MEySS, is a consultative forum through which trade unions, employers and national administrations periodically exchange information and have debates on migrant integration. A specific sub-committee on refugees has been established. This sub-committee is informed prior to the arrival of any resettled or relocated refugee. The Tripartite Social Committee shall be consulted prior to the approval of the labour market shortage list and any regulation related to migration. Subnational governments are not involved in this coordination committee.
3. The Inter-Ministerial Commission on Foreigners is a cross-sectoral mechanism that includes all ministerial departments with competences related to migration and asylum. All regulations that could affect migrant or refugees are supposed to be analysed by this committee.

#### *Regional level: The Autonomous Community of Catalonia*

Along with the national government, there are 17 Autonomous Communities with executive and legislative powers. The Autonomous Community of Catalonia is governed by the Generalitat of Catalonia. The competences and financing system of Autonomous Communities and their relationship with the central government, are asymmetric and defined in the Autonomy Statutes (the Catalonia Statute dates from 2006) and are inscribed in the framework of the Spanish Constitution.

The competences of the Autonomous Community (Generalitat of Catalonia) comprise health, education, social services, transport and communication, culture, local economic development, agriculture and energy, urban planning and civil protection. The Generalitat is also responsible for migrant integration (not asylum seekers) within the framework of its competences.

As several key sectors of the multi-dimensional character of migrant integration fall within the regional competences, the Generalitat launched Catalan Integration plans for

migrants. The first Catalan Integration Plan was launched in 1993 and has been followed by five other integration plans during the 2000s, the last being the Citizenship and Migration Plan 2017-2020. The central idea of the plan is equality of rights and opportunities between foreign and Catalan residents, and access to mainstream services for migrants.

The **Department of Labour, Social Affairs and Families** oversees employment activation and social inclusion policies in Catalonia by managing:

- The Occupational Services of Catalonia (SOC) which design, implement and finance labour market orientation programmes, vocational training programmes and entrepreneurship workshops to which migrants with work permits have access.
- The General Secretariat of Migration of the Generalitat, which oversees migrant integration programs in Catalonia, has a budget that comes from both regional (Generalitat) funds and European Social Funds (FSE). This Generalitat Secretariat contributes 20% of its budget to the municipal reception mechanism Secretariat of Welcome policies for migrants of Barcelona; the rest is allocated to the remaining of the Catalan region. Also it provides, along with the municipality, the social inclusion reports required for the “Arraigo” procedure and the reports proving housing adequacy required for family reunification. For the provision of such reports, municipality and the Generalitat work in close coordination since in the city of Barcelona most of the reports are made by the municipality under the supervision of the Generalitat.

The **Department of Enterprise and Knowledge** can allocate initial work permits since the decentralisation reforms of the National Foreign law (see Chapter 1). They are granted jointly with the national government and conditioned by national employment situation.

The **Health Department** manages the health system and designs policies at the regional level according to national guidelines. The Department of Health of the Generalitat plans and designs the health policy of Catalonia and launched a compensatory programme to preserve the universal character of the health system

### Box 2.3. A cross-sectoral programme at the regional level

The Health Department and the General Secretariat of Migration of the Generalitat worked together and co-implemented a specific programme for migrant female teenagers from Sub-Saharan countries. The programme aims at preventing genital mutilation after short visits into home countries by co-organising preventive sessions, a test before departures as well as a check-up upon return, which subjects the parents to six years of prison if upon return to Spain genital mutilation has been practiced. 160 teenagers in Catalonia followed this programme in 2016.

*The municipality of Barcelona: its special regime and the use of “consortiums” as multi-level governance devices*

The municipality of Barcelona, like Madrid, has a special regime. The 1998 chart of Barcelona defined the competences, the organisation of the municipality and its financial

system. Larger competences were assigned to the local authority and some are under shared jurisdiction with the regional level. In Barcelona, municipal competences include urban planning, public transport, social services, education, health, social housing and culture.

The Barcelona municipality has a financial trajectory that is different than that of the country's average public administration. In 2016, the city had a budgetary surplus of EUR 97.5 million and 19.5% of gross savings reflecting both an historical strict financial strategy and a solid tax base. This contrasts with the overall deficit of Spain's Public Administrations (-4.3% of GDP), of the State (-2.7%) and Autonomous Communities (-0.8%); and the specific case of the Generalitat of Catalonia (-0.9%). Local administrations had a surplus of 0.6%. In 2017, the municipal budget of Barcelona was EUR 2 739 million (See 2.1.3 for further details on municipal budget allocation). In the policy domains of shared responsibility with the Regional level, allocated due to its special regime, inter-governmental entities – the Consortiums – have been established.

Within the common education framework established at the national level, Autonomous Communities manage the education system. This includes primary, junior high and high school as well as adult education. The **Education Consortium**, directed by the Education Department of the Generalitat and the Social Rights Directorate of the municipality, designs and implements the educational policies of the city. The co-financing of this inter-governmental entity (60% by the Generalitat and 40% by the municipality), allows the local authority to have a greater impact in the educational programmes and to balance funding shortages.

The shared responsibility over housing by the Generalitat and the municipality is implemented through the **Housing Consortium**. This Consortium is co-managed by the Department of Governance, Public Administrations and Housing of the Generalitat (60% of financing) and the secretariat of Housing (within the directorate of Social Rights) of the Barcelona city council (40% of financing). The Housing Consortium regulates access to social housing in Barcelona. It manages *Bagur-SA*, which is a public municipal company financed with municipal capital. This is the entry point for all social housing users or demanders, including migrants. *BagurSA* also offers rent subsidies, legal assistance and manages the social housing stock. In 2017, the governance of housing in Barcelona changed. The municipality created the Municipal Institute of Housing and Rehabilitation (See Objective 2) which integrated *BagurSa* competences and actions.

#### *Interaction with neighbouring municipalities to reach effective scale in social infrastructure and service delivery for migrants and refugees*

Within each Autonomous Community there are provinces. In Catalonia, there are four provinces, one of them is the province of Barcelona. The provincial administration (*Diputació*) does not have competences in terms of migrant integration or implement policies pertaining to integration.

Acknowledging that the boundaries of the municipality of Barcelona did not fit with the broader functional urban area, the Barcelona Metropolitan Area (AMB) was created in 2011 uniting 36 neighbouring municipalities. The AMB is the administrative body of the metropolitan area and manages cross-sectional policies such as urban planning, mobility and transport as well as environmental protection. Its creation replaced three existing entities and streamlined the metropolitan governance of Barcelona. The mayor of Barcelona heads the AMB which includes 90 councillors representing member cities.

The AMB has no competences in terms of migration nor does it implement relevant policies and there is no partnership between metropolitan local authorities on this matter. Yet, further coordination with neighbouring municipalities could better address migrant integration at the right geographical scale and improve the quality and efficiency of services targeting migrants. Such a cooperative approach setup for joint service provision and resource sharing is implemented by the city of Gothenburg, for instance.

***Objective 2: Seek policy coherence in addressing multi-dimensional migrant needs at the local level***

At the national level, examples of a multi-sectoral approach toward migrant integration can be found in the platforms presented in Box 2.3.

*City vision and approach to migrant integration*

The city of Barcelona implements local integration policies following a specific integration strategy at the city level, which is set out in several strategic plans. Overall, the Barcelona approach to migrant integration could be summarised by three key principles: (1) Integral and fast reception for newcomers to foster integration from day one as well as a lifelong orientation; (2) equal access to rights and obligations as residents of the city and to multi-sectoral municipal services; (3) promotion of diversity and interculturalism as intrinsic to the city to preserve social cohesion. These principles are reflected in different municipal strategies and plans.

Since the late 1990s and the 2000s the municipality has implemented a strategy to enhance inter-culturalism. Taking stock of the existing migrant integration approaches implemented in neighbouring settings more experienced in receiving newcomers, and conscious of its respective benefits and difficulties, the municipality implemented municipal integration plans through an intercultural approach (Zapata, 2015). Based both on egalitarian values and principles of cultural freedom, intercultural policies promote tolerance, non-discrimination and highlight the need to create spaces for positive interaction, communication and intercultural relations among diversity (Alvarez Enriquez, 2013; Gimenez, 2003).

The local integration policies are guided by two sets of strategic plans: First, the municipal Working Plans on Immigration (2002, 2008-2011, 2012-2015) and a specific plan for reception mechanisms aim at achieving migrant integration at every level of civic life and identified immigration policies as cross-cutting to address the specific needs of newcomers while preserving social cohesion. The plans establish measures to (1) ensure rapid attention to newcomers when arriving, (2) pursue equity through a mainstreaming approach and lifelong orientation for migrants, (3) promote diversity and positive interaction as essential to preserving social cohesion. Second, the municipality developed two Intercultural Plans. A pioneer intercultural plan was launched in 1997 when foreign residents accounted for a mere 2% of the overall population to preserve foreigners' cultural diversity while enhancing their inclusion through a mainstreaming philosophy (Zapata, 2015). The 2009 plan was elaborated with the participation of the civil society, including migrant associations and social non-governmental entities. The central tenet is positive interaction and enhancing relationships among diverse citizens to curb social segregation and preserve social cohesion (AB, 2008; 2010; 2012).

More recently, the municipality launched the “Municipal measure to favour the access to regularisation and prevent irregularity” in order to improve reception and integration of people living in Barcelona in irregular situations (AB, 2017c). Protecting and supporting

this specific public is a key priority of the current municipal council. More details about this element are in section 2.2.1.

### *City institutional setting with relevance to migrant integration*

The city of Barcelona has an elected mayor and a city council. The municipality is currently organised in five “Areas” directed by Vice Mayors which are elected politicians. Each “Area” oversees different “commissioners” which coordinate “Secretariats”. While there is a directorate of “Citizens rights, Participation and Transparency” with a Migration Commissioner and three secretariats specialised in migration, all the Municipal Migration Plans recognise the cross-cutting dimension of migration and other directorates are involved in migrant integration since they are responsible for key sectoral policies (i.e. housing, social services, education).

**The Area of Citizen Rights, Participation and Transparency – Commissioner of Migration.** The Area of Citizen Rights, Participation and Transparency has five commissioners one of them being the Migration commissioner who coordinates migrant integration at the municipal levels, actions which are undertaken by three secretariats in charge of specific areas. The role of the Migration commissioner is essential and effective to ensure policy coherence and collaboration between the three secretariats involved in migrant integration.

1. *The Secretariat of Welcome policies for Migrants* designs and implements the reception mechanism, information and the integrated support provided to migrants through the migration one-stop-shop (SAIER). A close partnership is engaged with local NGOs through contracts for long-term delegation of services. This secretariat also produces reports proving social inclusion for migrants who are trying to obtain residents permits through the “arraigo” procedure. It works hand-in-hand - and shares information - with the Generalitat and the “*Foreign Offices*” of the central Government sub-delegation. Further, the secretariat increasingly finances emergency shelters for migrants – even though this is not their competence (Social Rights and the Ministry of Employment and Social Security is responsible for emergency accommodations for asylum seekers).
2. *The Secretariat of Citizen rights and diversity* promotes coexistence in diversity, inter-culturalism and anti-discrimination, ensuring that longstanding communities are receptive and interact with newcomers. A permanent coordination is established with non-governmental actors with whom they co-design and co-implement intercultural programmes as well as literacy and Spanish language courses (See Objective 7 and 12).
3. *Barcelona Refugee City* was recently created to improve the existing mechanisms for asylum seekers and refugees in the city in a context of increased asylum in Europe. This municipal initiative was created in 2015 when the municipality declared that Barcelona was a “Refugee City”. It provides all refugees arriving in Barcelona with the necessary services in the aim of providing a comprehensive and permanent refugee policy model at the local level. In collaboration with local NGO partners, a programme for asylum seekers and refugees was created in 2016 to complement the national programme: the Nausica programme, which includes temporary housing structures and an integral support structure for vulnerable asylum seekers and refugees (See page 55).

**The Area of Social Rights** manages social inclusion policies in the city including education, health, social services and housing. The measures implemented under this “Area” do not specifically target migrants yet this population benefits from them within the mainstream universal approach of access to municipal services. The end goal is to provide equal opportunities to all residents. Besides managing the municipal side of the Education and Housing Consortium mentioned above, two other fundamental domains for migrant integration fall under the competence of this “Area”: social housing and social services.

1. The *municipal Housing Commissioner* designs housing policy in the city and directs the Municipal Housing Patronat (PMHB), a public company self-financed but managed by the municipality which builds, administers, buys and maintains the social housing stock of Barcelona. The Patronat generates its revenue from renting and selling housing units, credits from the private market, national subsidies for developing public housing and contributions from the municipality. The current municipality has made the ‘right to housing’ a key priority. Besides designing a new housing action plan, the city modified in 2017 the governance of housing at the local level with the creation of the Housing Municipal Institute (IMH). The IMH is overseen by the municipal housing Commissioner and centralises all housing-related services formerly implemented by the Municipal Housing Patronat and Bagursa including the promotion, management and allocation of social housing, support in housing rehabilitation, economic allowances for households unable to pay housing costs and detection of empty flats for their conversion into affordable housing. This governance reform aims at simplifying citizens’ access to all housing services managed by the same entity.
2. The *Secretary of Social Action* oversees municipal social services and emergency attention in the city aiming to provide universal access and complementing the welfare benefits provided by the Generalitat. They manage temporary shelter and public facilities for homeless residents, mainstream social support and orientation for vulnerable residents but also grants for basic social services for emergency situations to which all people living in Barcelona are eligible regardless of their legal status. This Secretary works in close cooperation with the Secretariat of “Welcome policies for Migrants” sharing information and redirecting users. Access to these emergency grants is assessed by social workers (e.g. from the Social Services Centres – CSS) (See Objective 11).

**The Area of Enterprise, Culture and Innovation.** Although it does not have competences with regards to employment activation, the municipality created in 1986 the complementary agency *Barcelona Activa* to foster economic development and enhance employment and entrepreneurship to transform Barcelona into a knowledge city in a context of tense socio-economic climate, unemployment and economic restructuring (OECD, 2010b). Under the supervision of this Area, *Barcelona Activa* has developed several employment programmes including a start-up incubator, programmes for business support (e.g. access to finance), employment promotion workshops through the employment hub (Porta 22) like training programmes and matching between unemployed and private companies. *Barcelona Activa* is wholly-owned by the municipality but some programmes are financed by the Generalitat, the EU and the municipality while others just depend on the municipality. The latter are accessible to all residents regardless of legal status. The national government also works together with *Barcelona Activa* regarding visa and permits for entrepreneurs and highly-qualified migrants. *Barcelona*

*Activa*, working together with start-ups, identifies new employment needs or gaps and informs the national authorities.

**The Area of Ecology, Urbanism and Mobility** has exclusive responsibility for urban planning (increasingly shared with the metropolitan authority). There is an historic tradition of public investment in area-based urban policies in Barcelona targeting specific neighbourhoods for regeneration. Some examples can be found in Ciutat Vella (e.g. Rambla del Raval) or Nou Barris (i.e. Metro extension) which are districts with high presence of migrant population.

Further, the current municipality is highly engaged in reducing socio-economic inequalities within the city and has implemented a cross-cutting policy to bridge the divides between neighbourhoods (See Box 2.4).

**Box 2.4. A cross-cutting place-based policy to bridge inequalities among Barcelona residents: The Plan of Neighbourhoods (Pla de Barris)**

In 2016, the municipal council launched the Neighbourhood Plan to bridge inequalities through economic, social and urban measures by targeting the 16 most socio-economically impoverished neighbourhoods.

The targeted neighbourhoods were based on vulnerability indicators and an assessment of territorial inequalities (i.e. household's disposable income, socio-economic privation, housing, education, unemployment and health inequalities). The Neighbourhood plan is a cross-cutting programme that targets four key domains (education, social action, economic activity and urban renewal). It develops specific actions based on local challenges, needs and specificities. Some of the targeted neighbourhoods are also those in which foreign residents are over-represented (e.g. Ciutat Meridiana and Raval).

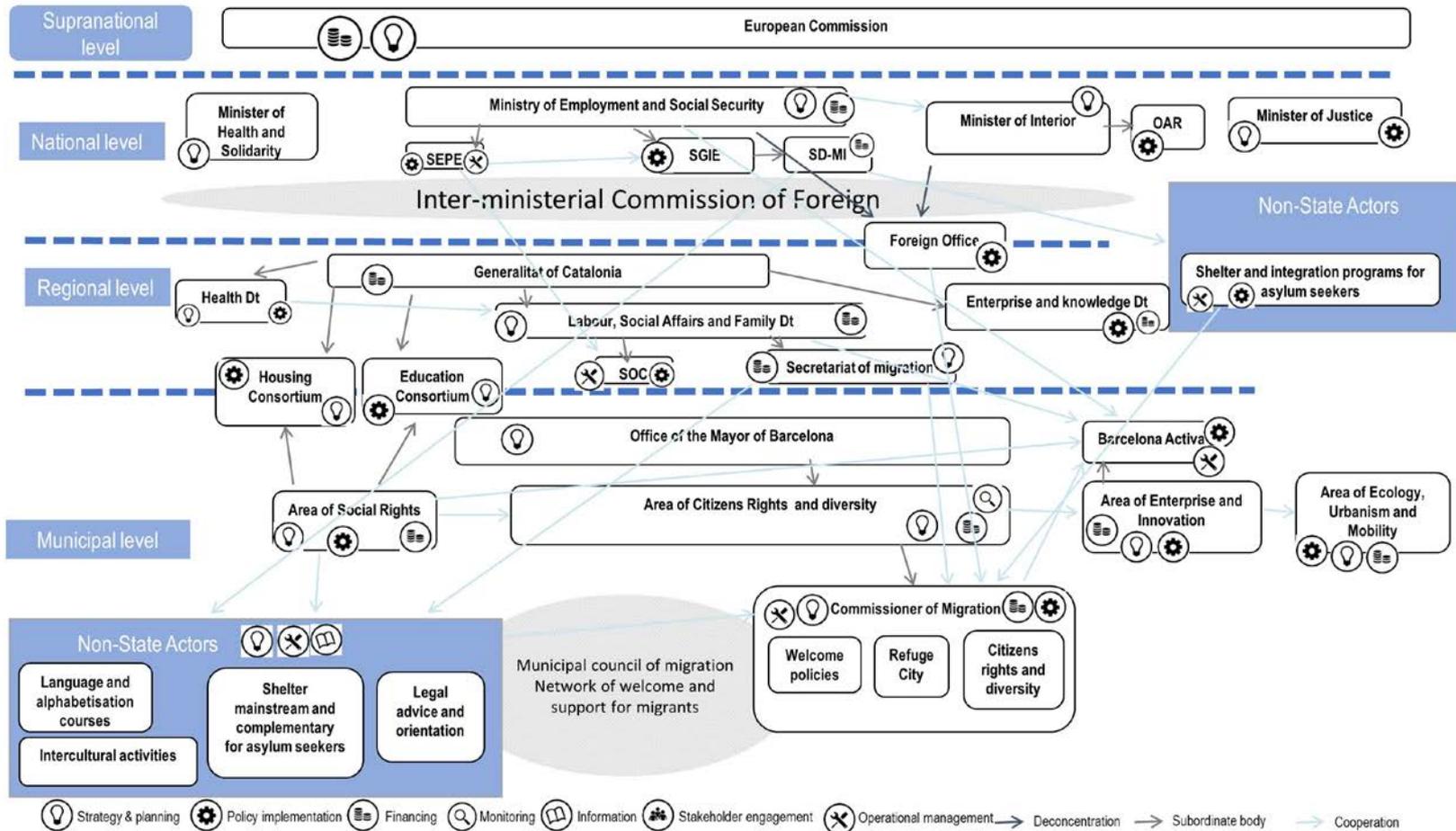
This central policy led by the current municipal council, is implemented in close collaboration with civil society and has received an extraordinary municipal budget of EUR 150 million on a ten-year horizon to bridge inequalities in the city. The 2017 budget was EUR 19.6 million and the 2018 budget proposal is for EUR 49.7 million. In 2017 Foment de Ciutat, a municipal company managed and coordinated the Neighbourhood Plan, which involves a complex governance structure including (1) all municipal Areas; (2) a wide set of social action NGOs and civil society initiatives that participate in the design and implementation of the Neighbourhood plan; (3) as well as external experts.

See <http://pladebarris.barcelona/ca> for more information.

Increasing formal coordination between the municipal areas on migrant integration would improve policy coherence and the pursued cross-cutting approach.

Figure 2.2 summarises the coordination mechanisms between levels of government on migrant and refugee integration.

Figure 2.2. Institutional mapping for migrant and asylum seeker integration



Source: Author's elaboration.

***Objective 3: Ensure access to, and effective use of financial resources that are adapted to local responsibilities for migrant integration***

At the national level, the Ministry of Employment and Social Security (MEySS) is the main actor managing funding for migrants' and asylum seekers' reception and integration. The ministry allocates over EUR 300 million for migrant integration and asylum seeker reception to non-governmental organisations to foster integration of migrants through open calls for bids (Source: Data provided by the MEySS). As the competent authority for accommodation facilities and the asylum integration programme, the MEySS also receives European funds (EUR 260 million allocated through the AMIF and ESF), which are directly managed by the MEySS or allocated to partner NGOs that manage the national accommodation facilities for asylum seekers. Until 2011, following a subsidiary approach, the MEySS allocated the funds assigned to the Strategic Plan for Citizenship and Integration (PEC), to Autonomous Communities (around EUR 200 million per year). As mentioned in 2.1.1, since then, following budgetary constraints, this budget has been eliminated.

In addition to their standard budget (from taxes and grants), the regional authority (Autonomous Communities) can receive European Social Funds (ESF) that can be used for migrant integration policies. Some 20% of the Generalitat's integration funds from the General Secretariat for Migrants are allocated to the Barcelona Secretariat for Welcome Policies for Migrants, which are mostly transferred from European Social Funds.

The municipal budget is EUR 2 739 million (2018) and its main sources are central government transfers and local taxes. In 2018, the main expenditures are in order of importance: (1) Housing and urban planning (EUR 455 million); (2) Urban services (EUR 356 million); (3) Social Services and social promotion (migrant reception and specific budget) (EUR 335 million); (4) Mobility and security; (5) Public Transport; (6) Culture; (7) Education; (8) Economic development and employment; (9) Environment; (10) Sports; (11) Health.<sup>2</sup>

The Migration Commissioner of the Municipality of Barcelona, which coordinates migrant integration programmes, handles an overall budget of EUR 15.7 million divided into three programmes: 1) Services to immigration and refugees (EUR 9.3 million); 2) Social promotion of immigration (EUR 3.4 million); 3) Human rights and non-discrimination (EUR 3 million). This budget includes EUR 1.2 million allocated by the Generalitat of Catalonia from European Social Funds. Since 2011, the municipality stopped receiving Spanish and European funding allocated to the central government (i.e. AMIF funds) which are instead now allocated to NGOs by the MEySS through open calls. The Commissioner extraordinarily provide stop-gap financing for emergency shelter (i.e. pensions and hostels nights) for migrants and asylum seekers (i.e. Phase 0), the cost of which increased by 47% between 2015 and 2016 and reached EUR 1.9 million in 2017. These extra funds were shifted away from other municipal budget items (See Objective 2) (Saier (2016) and municipal internal budgetary documents).

### *Addendum to Block 1: Multi-level governance of asylum seekers and refugee reception and integration mechanism*

#### *The asylum process step by step*

The National Social protection programme for asylum seekers established a four-step programme for the social protection and integration of asylum seekers in Spain.

Phase 0: Evaluation and diagnostic of the application for asylum seeker status (While traditionally this phase lasts 1-2 months, recent increases in the number of arrivals have extended Phase 0 to 5-6 months (data in April 2018))

- Register in the Foreign Offices of the sub-delegations of the Government in Barcelona
- The Interior ministry (OAR) evaluates the application for asylum-seeker status
- Shelter provided to vulnerable applicants by the Ministry of Employment and Social Security (MEySS) within the National Social Protection programme for asylum seekers in collaboration with partner NGOs. In July 2017, an additional temporality criterion was added: can only be sheltered in this pre-phase applicants who have been in the national territory for less than 6 months and on European Union soil for less than two years. The municipality of Barcelona provides additional shelter in this phase to avoid increase in vulnerability and homelessness of applicants not filling the dual criteria, an increasing number since the July 2017 modification.
- If the application is recognised by the Interior Ministry (OAR) (a), the applicant becomes an asylum seeker and his or her international protection application will be analysed. Otherwise (b), the individual becomes a rejected asylum seeker required to leave the country or enters a phase of irregularity.

Phase 1: Reception (6 months) (Up to 9 months for vulnerable asylum seekers including pregnant women, single mothers, handicapped, unaccompanied minors)

- Once their application has been accepted, all asylum seekers are hosted in flats or communal hostels managed by partner NGOs or in centres directly managed by the MEySS
- Geographical mobility: location criteria based on availability of spots in the accommodation facilities in the national territory as well as features and characteristics of the families. A decision is made at the national level by the MEySS according to inputs provided by NGOs managing the accommodation facilities. There is no direct communication between the MEySS and local authorities on opening accommodation facilities for asylum seekers.
- Early integration measures are provided by the MEySS through delegation with NGOs. The integration measures include social, legal and psychological support, language learning, orientation towards education and the labour market.
- After 6 months the asylum seeker is entitled to work and obtains a residence permit

### Phase 2: Integration (6 months) (up to 11 months for vulnerable asylum seekers)

- After the first six months the asylum seeker leaves the housing facilities. It is worth noting that in this phase asylum-seekers are highly mobile within the national territory and municipal authorities are not aware of the number and characteristics of asylum-seekers living in their locality.
- Provision of accommodation facilities is replaced by a monetary allowance for living expenses (to cover housing, food, transport, medication and education expenses) allocated by the central government based on a standardised national amount. The economic allowance depends on family composition and totals EUR 1,200 per month for a family of 4 people - a nationally standardised amount which is not tailored to local specificities. An essential issue in Barcelona is increasing housing costs which makes it difficult to access housing under the national standardised allowance.
- Phase 1 early integration measures are maintained: social, legal and psychological support, language learning, orientation towards education and the labour market.

### Phase 3: Autonomy (6 months)

- Temporary economic and social support can be allocated by the MEySS
- The integration process is considered to be completed: asylum seekers are considered self-sufficient as they have at this stage obtained either refugee status or subsidiary protection.

### *Institutional setting for asylum and refugee integration in Spain and Barcelona*

Art. 149 of the Spanish Constitution establishes that the central government has exclusive competence over asylum (as well as migration, nationality and border control). Art. 13 established the conditions under which asylum can be obtained and the 2009 Asylum law regulates international protection in Spain by establishing the categories of refuge and subsidiary protection (See page 55).

#### At the national level

In Spain, asylum procedures and integration of asylum-seeker integration are exclusive national competences regulated by the central government under shared responsibility of both the Interior Ministry (asylum legal procedure) and the Employment and Social Security Ministry (integration programme for asylum seekers).

**The Ministry of Interior** oversees the asylum procedure through the Office of Asylum and Refugee (OAR) once registered in the Foreign Offices of the subnational delegations. First, the OAR evaluates the application for asylum made at the Foreign offices and either recognises or not the person as an asylum-seeker. This process traditionally lasted between one and two months, yet recent increases in arrivals are causing delays in the registration of asylum procedures. In 2017, the average waiting time for an appointment to register asylum applications was six months (CEAR, 2018). In April 2018, the Interior Ministry increased its capacities to address the increase in applicants and hired more public workers to diagnose and evaluate the applications for asylum-seeker status. During this phase of evaluation and diagnosis of the asylum application, vulnerable applicants have access to shelter (Phase 0 of the National Programme for Asylum Seekers implemented by the MEySS). If the OAR recognises the application, the person becomes

an asylum-seeker and the asylum procedure starts. The recognised asylum-seeker has access to the protection programme for asylum seekers coordinated by the MEySS and implemented with partner NGOs, which includes accommodation facilities and an integration programme (Phase 1, 2, 3). In 2015 in Spain, there were 15 887 asylum applications and the numbers doubled in 2017 with 31 563 asylum seeker applications. Out of the 13 350 decisions taken in 2017 (which do not refer to the 2017 applications since the average asylum procedure lasts 14.4 months), 65% were negative (8675) and 35% were positive (4675), which is a recognition rate that is 10 percentage points below the European average. Among the 4 675 individuals receiving international protection in Spain, 4 080 received subsidiary protection and 595 refugee status in 2017 (Eurostat, CEAR, 2018; ACCEM-ECRE, 2017).

**The Ministry of Employment and Social Security (MEySS)** through the SD-MI designs and oversees the National Social Protection Programme for asylum seekers, which includes accommodation facilities and the integration programme and is financed with national and European funds (AMIF) (See page 80). Through AMIF and ESF, EUR 260 million were allocated by the EU 2014-2020 for refugee and asylum seeker integration to Spain. The MEySS works in close coordination with two stakeholders. They include the OAR (Ministry of Interior) with whom they share information on the progress of the asylum procedures and NGOs that are contracted through “*Convenios*”, i.e. long-term delegation of service agreements, to implement the programme across Spain. These NGOs provide early integration measures and manage most of the housing structures in which asylum seekers are initially hosted. Until 2012, there were three partner national NGOs (The Red Cross, Comisión Española de Ayuda al Refugiado (CEAR), Accem). In response to the increase in asylum seekers, the MEySS has bolstered the national capacities addressing asylum-seeker integration by expanding the list of partner NGOs to 20 (ACCEM-ECRE, 2017). In Barcelona, five NGOs are under contracted and manage the national accommodation facilities for asylum seekers: Comisión Catalana d’Ajuda al Refugiati (CCAR), Accem, Cruz Roja, Apip-Acam, Bayt-Al-Taqafa and Cepaim. The selection of NGOs was based on experience on asylum, adherence to the programme philosophy and diversified presence in the national territory. There is no communication between the national government and local authorities on the opening of accommodation facilities at the local level.

#### At the local level

The local impact of the national programme for asylum seekers is substantial. Along with increased asylum applications in Barcelona, which have risen in the last years (Figure 1.3), the city attracts a great deal of asylum seekers because of the metropolitan labour pool and existing migrant communities, once the National Programme allows migrants to circulate freely across Spain (Phase 2). Until 2018, there is no evidence of information sharing or coordination between the national government and the local authority with regards to asylum seekers and refugees.

While asylum and refuge issues are exclusively national competences, the municipality of Barcelona has always supported asylum seekers and refugees by responding to their local needs. Reacting to the increase in asylum seeker arrivals in the city, the municipality adapted its traditional mechanisms as other European cities have done.

In particular, the municipality responded to the needs of specific migrants who are not covered by the national asylum programme including four main categories : (1) those whose protection status has not been decided yet after the 18 month of duration of the

national protection programme or who have been recognised but are not yet autonomous (i.e. didn't find a job or an accommodation, etc.); (2) individuals whose application for asylum is under evaluation (i.e. Phase 0) but who do not meet the “vulnerability” or “temporality” criteria required to be sheltered before being recognised as asylum seekers; (3) asylum seekers having declined the national programme not accepting the required geographical mobility; (4) asylum seekers in phase 2 of the national programme who are unable to afford the cost of living in Barcelona with the standardised allowance allocated by the national social protection programme.

Traditionally, the municipality has supported asylum seekers through the Secretariat for Welcome Policies for migrants and its collaboration with the Red Cross, which is one of the NGOs working within the municipal migration hub (SAIER). The Red Cross is also one of the MEySS's partner NGOs and manages the National system of attention and integration of asylum seekers in Barcelona. The municipality provides the SAIER space and logistics as well as translation services and complements shelter needs. The sharp increase in asylum seekers has squeezed SAIER capacities. In 2012, 304 individuals required attention and information about asylum in the SAIER, this number swelled to 2,292 in 2016. Out of the asylum seekers attending the Barcelona migration hub (SAIER), 23% are homeless. The SAIER and regular municipal social services finance temporary shelter to asylum seekers fitting in the categories mentioned above: in 2016, the municipality financed emergency shelter to asylum seekers with a municipal cost of EUR 320 000. In 2017, the municipality allocated one-off funds of EUR 1.9 million to shelter migrant and asylum seekers. According to budgetary documents provided by the municipality, the migration Commissioner spent EUR 207 506 for the month of October 2017 in shelter for migrants (spending half of this amount on asylum seekers fitting the categories mentioned above). In the month of March 2018, it reached EUR 312 171. The municipal services believe that this emergency response is pressuring the capacities of the municipal migrant integration services and crowding out regular municipal social services such as municipal shelters (See Objective 3 and Objective 11).

Since 2015, through the municipal Refuge City team, the municipality launched the *Nausica* programme for asylum seekers and refugees. This complementary municipal structure offers integration attention to asylum seekers who are not in the national programme (i.e. the four categories above). This structure is developed in close coordination between specialised NGOs, some of them already implementing the national programme and other local non-profit social entities specialised in asylum. *Nausica* includes six months temporary housing in flats owned by the municipality and managed by the NGOs, an integrated individual support (professional, legal, medical and social support, education orientation, language learning and cultural activities) as well as covering for living expenses during the length of the programme. *Nausica* is completely financed by the municipality with a budget of EUR 1 135 098 between 2016 and 2017 (EUR 293 173 in 2016 and EUR 949 277 in 2017). A set of standards prioritise vulnerable applicants (e.g. families, pregnancy, victims of violence and discrimination, illness, elderly, etc.). Collaboration with experienced partner NGOs allowed the municipality to be aware of the specific needs of LGTBI asylum seekers, and the local government set aside one of the accommodation facilities for such individuals.

Further multi-level dialogue, information sharing and coordination on domains as accommodation facilities and integration programmes for asylum seekers and refugees, could improve the outcomes of the policies implemented in terms of efficiency and quality of the service, enhancing integration and social cohesion.

## Block 2: Time and Space: keys for migrants and host communities to live together

This section aims to describe the leading principles along which reception and integration policies are designed at city level. Across the cities analysed in the study “Territorial Approach to migrant integration” of which this case study is part, the concepts of time and space appear to be essential in implementing durable integration solutions. Time refers to the life-long process of establishing oneself in a city, and the need for solutions to be provided along this process. Besides the objective of facilitating the integration of newcomers, cities must offer entry points for foreign-born or even native-born individuals with a migrant background, to facilitate development throughout their lives. Space is understood as proximity and is well illustrated by the concept of “Connecting” that many cities have adopted in their approach to integration. This concept acknowledges that inclusion does not result automatically from living in the same city but requires real interaction. Cities have a role to play in encouraging such interaction, by supporting local level initiatives and creating public spaces, where connections among different groups can spark a dialogue and all components of the society (host communities, long standing migrant communities, business, etc.) can play their role in a multi-directional integration process.

### *Objective 4: Design integration policies that take time into account throughout migrants’ lifetimes and status evolution*

It is increasingly evident that migrant integration requires public action over time and the Barcelona municipality has taken stock of this essential component in its integration strategies. A central component of Barcelona’s approach to migrant integration is the comprehensive welcome system that starts right after arrival and remains accessible throughout a migrant’s lifetime. Acknowledging that migrant integration is a long process, the municipality tries to involve migrants through an advisory body to improve long-term integration.

#### *An integrated welcome system for newcomers in Barcelona*

The Service Centre for Immigrants, Emigrants and Refugees (SAIER), created in 1989, is a one-stop-shop for migrants in Barcelona. All categories of migrants, regardless of their legal status, find information and counselling, in several languages, about in- and out-migration, asylum, refugee and voluntary return at the offices located in the city centre. It is an integrated municipal service, funded with municipal and regional funds. The SAIER is accessible regardless of legal status<sup>3</sup>. This specialised migration hub is jointly managed by the Secretariat of Welcome Policies for Migrants of the city council and partner private stakeholders (NGOs, trade unions and specialised labour organisations), which have offices within the SAIER (See Objective 7; See Box 2.5)

The main role of the SAIER is to inform and support residents about migration and integration topics. It is composed of three areas. First, a front desk, where basic questions are answered in 12 different languages. There is also a general information service and specialised services managed by partner stakeholders (See Box 2.5). The specialised SAIER services provide support on matters such as language learning, legal advice, health, labour research and skills-recognition and about the national programme for asylum and refugees. The SAIER can also re-direct the users to public or non-state entities such as migrant or neighbourhood associations that complement this support.

A key role of the SAIER for migrant integration is its continued support throughout the application for permits and its production of the required “Arraigo” reports justifying the integration efforts for participants of SAIER activities. The SAIER and the Foreign Offices of the sub-delegation of the central government in Barcelona closely collaborate improving coordination for the regularisation procedures.

Further, the SAIER provides social assistance to the most vulnerable users referring them to the municipal Social Services or directly providing emergency assistance. This includes information but also financing basic sustenance and emergency shelter when needed for the most vulnerable migrants such as undocumented migrants and asylum seekers to avoid homelessness and social exclusion (SAIER, 2016). As mentioned, according to SAIER (2016), emergency shelter expenditure increased by 47% between 2015 and 2016, (from EUR 549 445 to EUR 809 945) evidencing the high pressure of housing costs for migrants in Barcelona.

Complementary to the SAIER, Service of Orientation and Support for Migrant People (SOAPI) are territorialised municipal offices to welcome and support migrants at the district level. SOAPIs are found in the 10 offices of the municipality at the district level. SOAPIs provide information and support to migrants about migration procedures, access to public services (particularly the health system), rights and obligations and about the cultural and social life in the city.

#### *New Families: A specific mechanism for the reception of reunified families*

Following an increase in family reunification applications, the municipality created the New Families programme. In 2016, more than 2 000 families benefited from it.

The rationale behind the programme is that family reunification has the potential to contribute substantially to migrant integration. It reflects a long-term commitment of the newcomer to the host society, can favour his personal sociocultural stability and balances the gender distribution of certain migrant communities. This positive effect is not spontaneous and requires policy action to maximise the beneficial contribution of families. The municipality created the service to support migrants before, during and after family reunification. The programme provides a three-step support for families through the process of arrival of the reunified members – either parents, children or spouses.

**Table 2.1. The New Families programme for family reunification support**

Before the Family Reunification procedure	Once application for Family Reunification accepted	After arrival of the reunified family
Legal and administrative advice to apply for family reunification	Psychological support for parents to prepare the arrival after long-term separation with family members. Also, guidance through the administrative procedure.	Support at the household level to accompany the family and ease their integration in the city. Also, specialised workshops for parents, women and teenagers.

The municipality supports both legally and psychologically migrants in Barcelona before and after reunification. After reunification, the support remains and is complemented with specialised workshops for vulnerable or potentially-isolated incoming members of the family such as teenagers and women. The women workshops aim at preventing isolation. Statistics on participants of the project show that only 7% of the women are working or looking for a job, and 70% have not legalised their education degrees since their purpose is to reunify with their husbands. The workshops consist of language and cultural classes to help reunified migrant women be more autonomous in the city and ease their

socialisation. Teenagers can benefit from accompaniment during their integration in the school system as school dropout rates are high among reunified youth. An evaluation of the programme showed that participating teenagers integrated smoothly in the school system (CIIMU, 2013).

*The inclusive approach to the local administrative census as an instrument for integration*

The national law establishes the existence of an administrative municipal census – the *Padron* – in which every person living in Spain must be registered, automatically gaining the status of “neighbour” of the municipality. The *Padron* is managed by the local authority and is not shared with other administrations unless required for the exercise of their competence. All newcomers can register in the *Padron* regardless of their legal status they only need an identification document– either national or foreign – and a residence address in the municipality. The *Padron* does not give the right to legally reside in Spain. Local authorities can adopt different positions towards this register and the public facilities accessible through it.

The city of Barcelona, has made the decision to adopt an inclusive view towards the *Padron*. This inclusive approach, which is also adopted by some other Spanish cities, is an essential decision for migrant integration, which materialises in two ways. First, the municipality allows those without a permanent address to register with a temporary one. Second, through the *Padron* registry, regardless of legal status, Barcelona residents not only have access to education, as foreseen by national law, but to almost all municipal services of the city. This approach towards the *Padron* provides newcomers with services from day one, avoiding extreme vulnerability while waiting for regularisation, and provides the municipality with detailed information on all its inhabitants reducing informality.

*A municipal action to protect irregular migrants in the city*

Along with the historic inclusive use of the *Padron*, the current municipal council is highly engaged in protecting irregular migrants’ integration in Barcelona (Spencer, 2017).

Since legal entrance in Spain is conditioned on national labour, family reunification or humanitarian reasons and very few visas are given for labour purposes in the current economic context, many migrants currently enter the country with touristic visas or irregularly. Often, they remain undocumented for a period of three years before being able to obtain work and residence permits through the “*arraigo*” procedure. During this period, migrants work in the informal sector and cannot access national and regional public services (e.g. employment, social housing and welfare facilities). Further, rejected asylum-seekers and people whose permits have lapsed also enter in phases of irregularity (See page 29).

In 2017, the Barcelona City Council designed and adopted a unique and comprehensive Action Plan to curb risks of social exclusion of irregular migrants, diminishing the impacts of irregularity on their long-term integration perspectives (AB, 2017d)<sup>4</sup>.

The Action Plan addresses negative consequences of migrants’ irregular situation, which affects integration, including (1) the development of an informal job market in which worker’s rights are more easily exploited especially in the domestic and care economy, tourism and construction sectors; (2) immigrant workers’ exposure to economic cycles and hence job instability, which affects their wages and job conditions and destabilises

general labour conditions; (3) distrust of access to public authorities and fear of interment or deportation; (4) administrative exclusion from national and regional services (e.g. employment, welfare and public housing services are inaccessible); (5) heightened risk of social exclusion and segregation linked to irregularity.

The Action plan, which is currently in its implementation phase, has five objectives and provides a set of concrete actions, an implementation timetable and budget to improve the municipal action towards irregular migrants. These include guaranteeing access to municipal services for irregular migrants including language learning facilities or increased information and legal support for irregular migrants. Specific attention is given to economic sectors with more irregular migrants and precarious labour conditions such as domestic and care work. Close collaboration with *Barcelona Activa*, the employment agency of the city, allowed for the development of specific labour market integration programmes for irregular migrants. First, it makes access to the municipally-financed vocational training programmes of *Barcelona Activa* (See Objective 9) universal. Further, a specific municipal budget is allocated to 12-month employment programmes for irregular migrants including vocational training and work placement experiences aiming to facilitate regularisation through the “arraigo” procedure.

#### *A consultative mechanism: The Municipal Council of Migration*

The Barcelona migration working plan 2012-2016 acknowledged the need to enable migrants to be active citizens with participatory capacities to organise political proposals (AB, 2012).

Barcelona has a vast network of NGOs and neighbourhood associations as well as migrant associations specialises in various aspects of migrant integration, based on their nationality (by locality, country or continent of origin) and demographics (Women, LGTBI, Youth, etc.) (See Objective 7).

Since 1997, Barcelona has a local consultative body, the Municipal Council of Migration (CMIB) to encourage migrants’ presence in the local political sphere and to be informed of their position in the policy-making process on integration matters. It is seconded by the Municipality and chaired by the Municipal Commissioner of Migration and a representative of a migrant association. Representatives of migrant associations jointly produced - with the municipality - a working plan with strategic goals for the 2019 horizon and suggested initiatives to achieve them. They included increased interculturalism, promotion and support of migrant associations and improved internal organisation of the CMIB. This platform is key to collect information on the pressing issues affecting migrant communities in the city. The CMIB also allows representatives from diverse migrant associations and backgrounds to meet and interact. Through this platform, non-governmental stakeholders share information, communicate and coordinate their work.

A pending topic is the one of representation, political rights, and access to decision-making bodies. Individuals who do not have Spanish national are forbidden by the Constitution to vote in local elections, which is not the case for other civic duties and benefits. Only foreign residents from countries having signed reciprocity agreements can vote in municipal elections, which excludes *de facto* most migrants, notably Asian and African migrants.

### ***Objective 5: Create spaces where interaction brings migrant and native-born communities closer***

Finding opportunities to bridge the divides and foster togetherness between migrants and natives is a key concern and the municipality addresses it along with civil society organisations. Inter-culturalism and the promotion of mutual knowledge and positive interaction among diverse residents are at the heart of the concept of migrant integration in Barcelona. Along with the design and implementation of anti-discrimination policies, the facilitation of intercultural relations and meeting spaces is a strategy to enhance migrant integration and preserve present and future social cohesion at the local level. The secretariat of “Citizen’s rights and diversity” is in charge of these policies. In 2017, the municipality considered that - while the 2000s were a period of intensification of arrivals in which the reception mechanisms needed to be adapted - a current issue to address for migrant integration is also discrimination and promoting interaction among diverse residents.

#### ***The Anti-rumours programme***

The “anti-rumours programme” intends to build a counter-narrative to rumours about migrants dispelling the myths towards foreigners and constructing a positive discourse about diversity. The municipality organises awareness and communication campaigns (e.g. booklets and comics) to stop the misperceptions about foreigners, showing evidence, refuting fake rumours and giving counter-arguments. The municipality also organises capacity-building workshops to enable witnesses of discriminatory attitudes towards foreigners to intervene. In its six years of existence, up to 3 000 anti-rumour individual agents have been trained in Barcelona (including public administration staff, members of non-governmental associations, private companies and individual citizens) An inner-city network of more than 400 NGOs has been trained and subsidised to develop anti-rumour initiatives to improve communication about migration. Following the terrorist attacks that hit Barcelona on 17 August 2017, the programme ramped up their communication and awareness rising on the topic in an effort to curb the increase in rumours and discriminatory messages on social media targeting ethnic and religious affiliations.

Anchored in an intercultural perspective, the municipality launched in 2017 a Plan to Combat Islamophobia with the goal to portray Islamophobia as a form of discrimination, counteract the spread of negative images about Islam, normalise religious diversity and reinforce mechanisms against this form of discrimination. This 18-month plan has a budget of EUR 55 000 and has been designed with the participation of academics, anti-racism NGOs, Muslim organisations and residents, including youth and women. The municipality decided to intervene against Islamophobia as a phenomenon of stereotypical speech and discrimination towards Muslim residents (or those perceived as such). The plan consists of a set of measures in the short term (e.g. awareness campaigns, inclusion of Islamophobia as a form of discrimination in the directive of the Municipal Police), middle term (e.g. school workshops on stereotypical views of Islam and religious diversity, support for Muslim organisations in creating the “Day Against Islamophobia”) and long-term measures (e.g. establish an observatory for hate crimes, guide for municipal workers, etc.).

#### ***Supporting inter-culturalism at the neighbourhood level***

The local authority subsidises civil society associations active at neighbourhood level (which include NGOs, migrant and neighbourhood organisations) to undertake

intercultural projects and communicate through an intercultural lens. An example of this is the Festival “Soups of the World” organised by several organisations in Nou Barris, a district on the outskirts of Barcelona that has historically been a hub for both domestic and international migrants. This initiative, in which neighbours from all over the world cook soups from their own culture, symbolises the benefits of a co-existence in diversity and of positive interaction. Various neighbours interact during the cooking process and share food, thus fostering mutual knowledge and triggering confidence between newcomers and long-standing communities.

The network of neighbourhood public libraries is also a key tool for municipal promotion of intercultural relations. These public facilities are also situated in disadvantaged neighbourhoods and promoted as spaces of positive interaction among diverse residents. For example, the public library in Ciutat Meridiana built in 2009 improved the quality of public spaces in one of the poorest neighbourhoods on the outskirts of the city with a very high migrant concentration. The library has books in several languages and has targeted the activities offered to the needs of the neighbourhood. For instance, at the request of Moroccan women they activated IT classes for women only, which in turn attracted more women from both migrant and native-born backgrounds. After-school courses are open to kids of the neighbourhood and specific activities are organised for seniors (cinema club, reading clubs).

Involvement of native communities and interaction is a central factor for integration. In Barcelona, the municipality fostered the interaction among newcomer and long-standing shop-keepers. Since the mid-2000s, there has been an increase in ethnic retail shops in specific areas of the city (Serra Del Pozo, 2006). Acknowledging that the interaction between migrant shop-keepers and their Spanish peers was not spontaneous, the municipality coordinated events and programmes in cooperation with various stakeholders (e.g. NGOs, business associations, migrant and neighbourhood associations) to facilitate interaction. Such interactions are essential to foster mutual knowledge and trigger confidence at the neighbourhood level. An example of this was the forum “Retail and social cohesion” organised in 2007 and, more recently, the project XEIX in l’Eixample district which was awarded a 2015 Council of Europe distinction. XEIX was implemented in close collaboration between the municipality and Chinese and Spanish business associations to promote integration through retail-oriented activities including the creation of a commercial association for Chinese shop-owners, the organisation of events, and the organisation of common workshops to counteract stereotypes.

To physically portray the benefits of inter-culturalism and communicate about the diverse character of Barcelona, the municipality also created an intercultural centre: Espai Avinyó. The centre hosts cultural events such as exhibitions, concerts, conferences and several meetings about the diverse cultures of the city.

### **Block 3: Capacity for policy formulation and implementation**

#### ***Objective 6: Build up capacity and diversity of public service, particularly in the key services of receiving migrants and newcomers***

When accessing public services, newcomers can experience language and cultural barriers. Local civil servants’ lack of knowledge and awareness of diversity and migrants’ specific questions might also prevent newcomers from accessing the right services.

To address this issue, the municipality of Barcelona has provided the front-line service of the SAIER - one-stop-shop for migrants – with professionals managing 12 different languages and a system of phone-translators for other languages.

Beyond this frontline specific service for migrants, through the anti-rumours programme, the municipality organises capacity-building workshops and training for public administration staff, partner stakeholders and members of the civil society giving them tools to intervene when witnessing discrimination and prejudice towards foreigners. In six years of existence, around 3 000 anti-rumour individual agents have been trained in Barcelona. More recently, in March 2018, the municipality launched a new programme to curb racism and stop discriminatory procedures among municipal police forces.

In terms of representativeness it can also be noted that the First Deputy Mayor of the local administration is a migrant himself, which may improve the image of image as well as migrants' and citizens' expectations.

Lastly, the municipality participated in June 2017 in the Open Society Fellowship offered to a refugee based in Barcelona who has demonstrated commitment with his or her community. The recipient will work directly with the municipality on projects and programmes related to the inclusion of refugees and migrants. It increases the positive image of diversity and improves communication and collaboration between refugee and migrant communities and city policy makers.

***Objective 7: Strengthen co-operation with non-state stakeholders, including through transparent and effective contracts***

Civil society in Barcelona has traditionally been engaged in several social and political spheres. A vast network of non-profit initiatives and associations work in close collaboration with the local authority in several domains. Migrant integration has become one of the dimensions of their engagement.

There are three key categories of NGOs working alongside the public authorities in this area:

1. Non-governmental organisations (NGOs) specialised in different topics, public or neighbourhoods related to migration, asylum or to relevant topics for migrant, asylum seeker and refugee reception and integration
2. A diverse set of migrant associations created by newcomers and targeting migrants by origin, gender, age or sectoral domains;
3. Neighbourhood associations which have been highly active in the city. While not directly involved in migrant integration, they play a key role in fostering proximity and mutual knowledge between native and migrant communities working in close coordination with other associations, co-organising events and workshops at the neighbourhood level.

The municipality of Barcelona developed two consultation devices with non-governmental organisations which are essential coordination platforms (See Box 2.5) In Barcelona, like in other cities of the sample, NGOs and civil society initiatives are essential in bolstering and bringing municipal action to fruition. The municipality outsources the delivery of some public services to NGOs: it expands service availability, including to irregular migrants when they are ineligible for public services, and they relay migrants' demands to the local authorities. In Barcelona, their role is particularly important in implementing policies related to legal advice, labour market orientation and cultural activities. They are also active in offering Spanish learning and literacy courses

(subsidised by the municipality). They are also pivotal in providing shelter as the limited social housing stock is restricted to regular migrants and the price tensions in the private rental sector highly affect low-income migrants (See Objective 10).

#### **Box 2.5. Consultative platforms in the city of Barcelona for migrant integration**

Barcelona has two coordination platforms enhancing information sharing and cooperation between NGOs, migrant associations and the municipality.

- (1) The Municipal Council of Migration (CMIB) is a consultative local body where non-governmental actors involved in migrant integration can exchange and channel their demands to local representatives. The CMIB has an action plan – currently the 2016-2019 Work Plan – designed alongside the CMIB’s member organisations and the institution itself and incorporates a projected timetable. In this plan, the goals and initiatives to achieve them are specified. The main thrust of the plan is:
  1. The achievement of full citizenship as the CMIB published 67 proposals for the improvement of migrants’ position in legislation
  2. Inter-culturalism
  3. The promotion and support of migrant associations
  4. Internal running of the council
- (2) Since 2007, the Network of Welcome and Support for migrants gathers the municipality and non-state actors (e.g. neighbourhood and migrant associations as well as social non-profit organisations) for coordination as well as material and methodological sharing on topics related to migrant integration. These actors are crucial in complementing the municipal programme for migrants’ autonomous development in the city through language courses, legal advice, employment orientation, social support and cultural activities. The city backs their efforts with subsidies and by facilitating co-ordination among them within this network. Some examples of common actions produced through this network include the joint production of language learning material and integration guides or the organisation of events and journeys related to migration.

These partner stakeholders operate within three financial frameworks. First, they can be entirely privately financed as is the case of religious foundations providing shelter. Second, some of them have signed bi- or tri-annual contracts with the municipality. This is the case for partner private organisations providing essential services in the municipal one-stop-shop SAIER (See Box 2.6). Last, most non-governmental actors involved in migrant integration work through temporary subsidies allocated by the different government levels through calls for projects. This method was reported as causing financing and sustainability issues by partner stakeholders in OECD meetings. It was considered an unstable financial method as subsidies are granted annually – whereas projects for migrant integration last longer – but also because they are usually disbursed at the end of the year, which means that NGOs need to foot the bill upfront through private market loans. In addition, since subsidies can only finance up to 50% of a project, NGOs need to cumulate subsidies, which requires a capacity that they might not always have.

**Box 2.6. Municipality and NGOs working together in delivering migrant integration services at the local migration hub SAIER**

The SAIER is the municipal migration one-stop-shop in the city of Barcelona (See page 60) where municipal workers and partner NGOs deliver specialised services for migrants. Since SAIER's launch in 1989, key services have been outsourced to NGOs to gain efficiency as they were already experienced service deliverers in specific integration related domains. The SAIER is jointly managed by the Secretariat of Welcome Policies for Migrants of the city council and private stakeholders (NGOs, trade unions and specialised labour organisations) that share offices with the SAIER. The municipality renews contracts every three years with these partner stakeholders. In fact, out of 62 workers of the SAIER, the coordinator is the only public servant, the other workers are outsourced.

**Table 2.2. Services provided at the SAIER by partner non-governmental stakeholders**

Service provided (Name of the partner stakeholder)	Organisation	Number of users in 2015
Service reception and general information and support	NGO(ABD)	9 996
Social Attention and health	NGO (Red Cross)	1 563
Council and document processing	Trade Union(CITE)	4 122
Legal advice	Lawyers professional organisation(ICAB)	2 050
Legal advice for refugees	NGO(ACSAR)	699
Standardisation and recognition of titles and competences, Employment orientation	Trade Union(AMIC)	1 431
Language learning	Public entity(CNL)	1 074

***Objective 8: Intensify the assessment of integration results for migrants and host communities and their use in policy design***

*An annual monitoring of foreign residents in Barcelona through the Padron registry*

The existence of the local Padron registry allows officials to track, on an annual basis, foreign presence at the city, district and neighbourhood level and make comparisons at the regional and national scale. Through the Padrón, the municipality gathers information about migrants' nationalities, demographic profile, territorial distribution within the city and educational level. With this data and other statistical sources, the municipality's department of Statistics publishes an annual report on the foreign population in the city, which enables it to better monitor migration trends and outcomes and assess policy design for migrant integration.

*Evaluate the performance of the migration one-stop-shop*

The local one-stop-shop for migrants (SAIER) has the capacity to store data about its users, and to exploit and adapt its services accordingly. The SAIER produces an annual report about its users' demographic and socio-economic characteristics. As a result, the SAIER rapidly reflects migration trends and adapts its services to the needs of users. As an example, in 2013, the office started to provide information about emigration and

voluntary return. More recently, to respond to the specific needs of asylum seekers and refugees, the SAIER recruited a supplementary psychologist on top of the two provided by the Red Cross. The information about SAIER users is also shared with the social services of the city (Area of Social Rights). This statistical monitoring is complemented by an evaluation of the service through focus groups and satisfaction surveys completed by its users. This includes an evaluation of SAIER staff. In 2016, 55% of SAIER users stated that the service was very good and 34% that the service was good (SAIER; 2016).

### *Track residents' perception and social values*

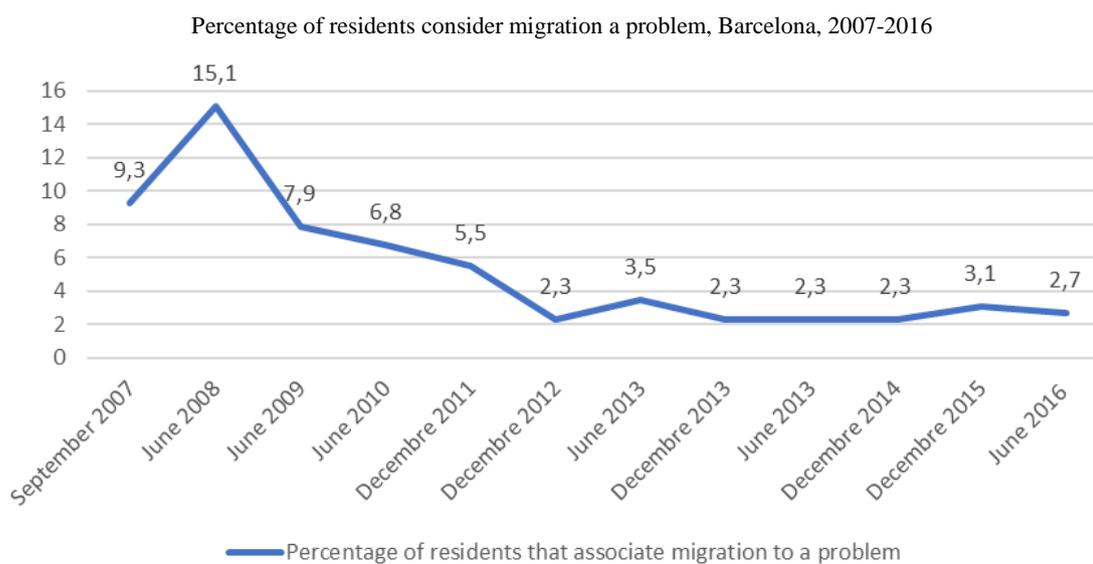
The municipality monitors its residents' perception and social values through the Municipal Social Value Survey (MSVS). The MSVS, which is based on 1 500 personal interviews and published every four years, includes questions on several domains (e.g. taxes, migration, civic behaviour, etc.) and reflects residents' values over time. In particular, it illustrated the effects of the economic crisis.

Results from the 2014 Municipal Social Value survey indicated that Barcelona is a progressive city. Equality is considered as one of the most important values by 68% of residents (after freedom) and 80% consider that the State is obliged to provide decent living conditions for everyone (AB, 2014). Residents are favourable to diversity: in 2014 83% considered that it is better for a country if its residents come from diverse traditions and coexist with one another (AB, 2014).

The Municipal Social Value Survey includes the perception of residents towards migration among the topics monitored. Even in poor economic times and international migration flows, Barcelona residents have been welcoming and there has not been major conflicts. Any misgivings about migration have not been reflected in a political response (Zapata, 2015).

This generally positive perception of migration is not equally shared by all population groups as unemployed residents with low socioeconomic profile and the elderly tend to see migration with more reticence than the average (AB, 2014). Such perception is in conformity with statistical evidence about European regions provided by the OECD in the synthesis report related to the territorial approach to migrant integration (OECD, 2018).

Further, for over twenty years, the municipality has tracked residents' perceptions by undertaking, twice a year, an opinion survey called the "Barometer". The percentage of citizens who consider migration a problem has decreased in the past ten years even as the socio-economic context soured (See Figure 2.3). The comprehensive municipal policy to combat misconceptions and rumours about migrants might have contributed to this result (See page 64). The overall welcoming culture was also highlighted by a Mixities report (2013) and demonstrated in February 2017 when the civil society organised a walk to welcome refugees.

**Figure 2.3. Changes in residents who consider migration problematic, Barcelona**

Source: Data provided by the municipality based on the Municipal Baramotre data. [http://ajuntament.barcelona.cat/premsa/wp-content/uploads/2018/01/r17010\\_Baròmetre\\_Desembre\\_Evolució.pdf](http://ajuntament.barcelona.cat/premsa/wp-content/uploads/2018/01/r17010_Baròmetre_Desembre_Evolució.pdf)

#### Block 4: Sectoral measures for migrant integration

##### *Objective 9: Match migrant skills with economic and job opportunities*

###### *Why is it important?*

Employment is an essential aspect of the integration process. It is not only migrants' primary source of income but also a key entry to social integration by, for instance, supporting their access to adequate housing and facilitating their interaction with native born residents.

The Spanish labour market is highly affected by unemployment. The country ranks at the bottom half of OECD countries with an unemployment rate of 16.6% in 2017. During the economic crisis unemployment peaked (See page 32) particularly affecting foreign-born people. At the national level, the unemployment rate of non-EU foreign residents is 10 percentage points higher than the one of natives. At the level of the Catalonia Autonomous Community, where unemployment rate is lower than the country's average (14,9%), non-EU foreign unemployment is still much higher than the average (almost 30% in 2016) (See Table 2.3).

**Table 2.3. Unemployment by nationality at the national and regional (t12) level, 2016 T4**

Unemployment rate by nationality, 2016T4		
	Spain	Catalonia
Spanish	17.8	13.1
Foreign: total	24.7	25
Foreign: EU	20.1	13.2
Foreign: Non-EU	27.4	29.2
Total	18.6	14.9

Source: Ministerio de Empleo y Seguridad Social.

National data on unemployment also indicates a three-percentage point gap between foreign-born men and women, the same proportion as the native-born gender gap (OECD data base on migration)

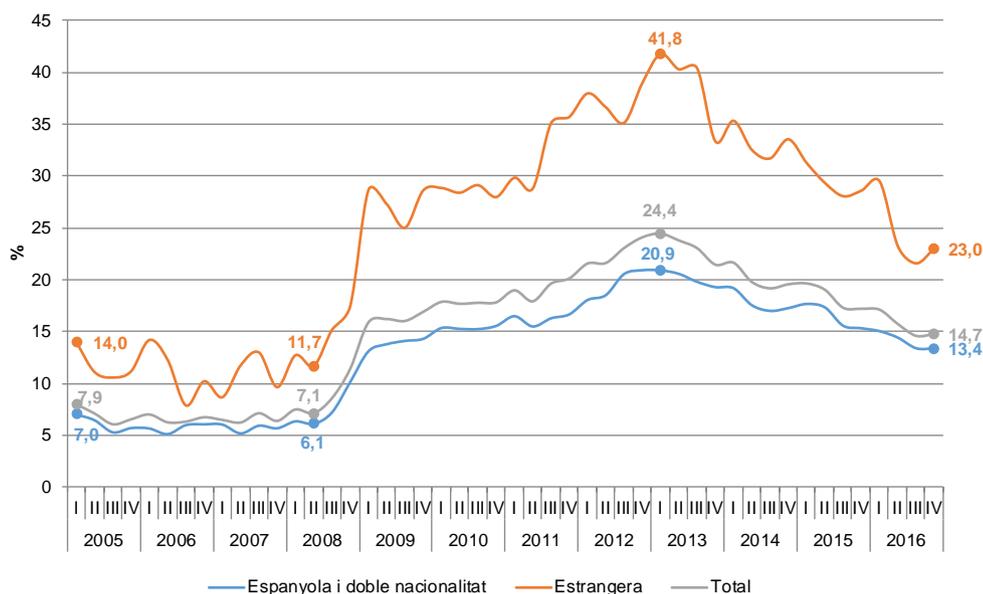
Local migrant unemployment reflects similar trends. One out of five unemployed is foreign in Barcelona.

**Table 2.4. Changes in foreign unemployment as a percentage of total unemployed**

Rate of foreign among unemployed				
	Barcelona (city)	Barcelona (province)	Catalonia	Spain
2011T4	22.1	20.6	22.9	14.2
2013T4	19.3	17.5	19.7	11.9
2015T4	17.7	16.9	19.9	11.9
2017 T4	19.7	17.7	20.7	12.2

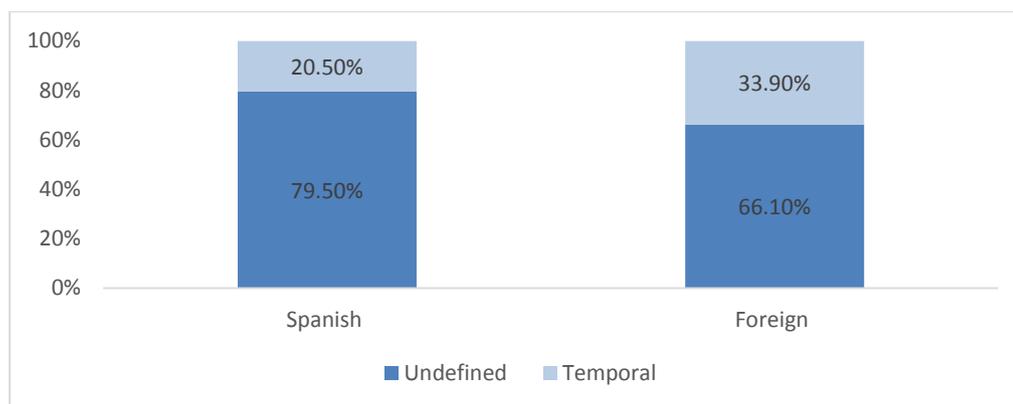
Source: Barcelona Economia, Observatori d'Empresa I Ocupació and Ministry of Employment and Social Security.

A recent IERMB study (2017) shows that between 2005 and 2016, foreign unemployment rates almost permanently doubled Spanish rates in the province of Barcelona (See Figure 2.4). While with the economic crisis unemployment raised on both sides, the increase for foreigners is higher. In 2013, unemployment among foreigners reached 41.8% while for Spanish nationals it peaked at 20.9%. While economic recovery decreased relative unemployment, differences persist: unemployment for foreigners is double that of native Spaniards (IERMB, 2018; See Figure 2.4). In Barcelona, non-EU migrants largely work in wholesale and retail, tourism, construction and personal care, which are sectors with high levels of informality, low productivity and high exposure to economic cycles and downturns.

**Figure 2.4. Unemployment rate by nationality, Province of Barcelona (TL3), 2005-2016**

Note: Blue line - Spanish and double nationality; Orange line - Foreign nationality; Grey line - total  
 Source: IERMB (2017; 2018) based on microdata from EPA, INE.

Another essential element with which to assess migrant labour market integration is their over-representation among temporary contracts. While there has been an improvement of employment performance since the 2012 Spanish labour market reform, the labour market is increasingly dual and the labour market insecure. Since 2010, temporary contracts have increased by 10% while undefined contracts have decreased by 3.2% in Barcelona. Today, the breakdown between long-term and temporary contracts is 77%/23%, a dual structure which hurts migrants in particular (34% of foreigners work under temporary contracts, (AB, 2017c) (See Figure 2.5). Foreigners are thus affected to a considerable degree by low-quality, temporary contracts and thus more vulnerable to economic downturns (AB, 2017c; IERMB, 2018).

**Figure 2.5. Employment by type of contract and nationality, Barcelona, 2015**

Source: AB (2017c); Based on data from Mostra Continua de Vides Laborals (MCVL).

Often self-employment/entrepreneurship is a way into the labour market for migrants. Specific migrant communities are highly entrepreneurial in Barcelona mainly in the retail sector as is the case of Pakistan and Chinese nationals (Serra del Pozo, 2006; Guell, 2017). Their location is highly concentrated in the Ciutat Vella districts and correlated to the residential location of similar foreign groups (Serra del Pozo, 2006; Guell, 2017).

#### *Local responses for migrant integration in the labour market*

Provided they have legal authorisation to work in Spain, economic migrants and refugees benefit from full access to the labour market and are entitled to receive the economic integration services provided in the city by the different levels of government. The right to work and recognition of competences are national competences and do not depend on the local authority; however, the municipality plays a role as intermediary between migrants and local businesses.

While access to employment is not a municipal competence, the municipality has historically engaged in developing employment and local development programmes.

Local responses for migrant integration in the labour market are developed below. Traditionally, and adapted to a context of general high unemployment, Barcelona has not focused on developing specific policies for migrant labour integration but has actively promoted their integration in undifferentiated labour market channels addressed to the unemployed and vulnerable citizens of the city. Further, recently the municipality developed employment programs for undocumented migrants (See Objective 4).

#### *Support for accessing the labour market in the migration hub*

In the migration one-stop-shop (SAIER) through the outsourcing to the partner trade union- UGT-AMIC migrants are accompanied in their labour market integration. On site, UGT-AMIC provides support for diploma recognition, employment search and vocational training. These services are offered not only to newcomers but also long-standing migrants in employment difficulties, as has increasingly been the case after the economic crisis. The most usual profiles requiring support for labour research are ex-workers of the construction sector highly affected by the crisis or women working in domestic care services (SAIER, 2016).

#### *Access to mainstream employment services*

Migrants with work permits have access to the same employment activation programmes as nationals once registered as being unemployed (no need to have previously worked: e.g. recent graduates looking for a job with a valid work permit can enrol in the employment programs). In Barcelona, such schemes are offered both by the regional government –through the Occupation Offices of the Generalitat – and the municipality – through *Barcelona Activa*.

Migrants with work permits can register and benefit from the labour market orientation programmes, vocational training and entrepreneurship workshops developed by the Occupation Offices.

*Barcelona Activa* (See Objective 2) does not offer unemployment allowances but rather services including job hunting support, labour mediation, advice and training for self-employment and entrepreneurship-related services geared to specific sectors, vocational training, business incubators and business lending services. The local agency is financed mainly with municipal and European funds. Some 35% of *Barcelona Activa*'s users are

foreign from non-EU countries. More specifically, 24% of the users of the entrepreneurship programmes are foreign from non-EU countries; 34% of the users of the Labour Integration Programme addressed to people at risk of exclusion are foreign from non-EU countries. The latter is a programme addressed to unemployed residents at risk of exclusion or experiencing social difficulties. It consists in formulating a personalised path to access the labour market with individual tutoring, employment advice, skill development and pairing migrants with companies. It can be accessed through municipal social services. Foreign women use these services less (only 19% of the women using the entrepreneurship programme are foreign) and foreigners use less vocational training (e.g. only 7% of the participants in such courses are non-EU nationals).

The recent “2016-2020 Employment Strategy for Barcelona” included “attention to diversity” among its top priorities to “fight against the discrimination of groups such as LGTBI, immigrants, the disabled or those suffering mental health issues”. With a EUR 15 million uniquely municipal budget, these programmes partially tackle migrant integration in the labour market since they are in part geared towards irregular migrants working in particularly vulnerable informal jobs. They include activities linked to the feminisation of poverty and the increased vulnerability of specific professional domains in which female migrants are overrepresented like domestic work.

#### *Collaboration with the private sector for vulnerable residents’ integration in the labour market*

In 2016, the municipality Directorate for Social Rights launched an innovative programme to enhance access to employment for the most vulnerable unemployed residents of the city through training and direct partnership with private companies. *Labora* is a mainstream programme to which vulnerable residents of the city can have access (including migrants with work permits filling vulnerability criteria). Through a close coordination between the municipal social services, 2 000 private companies and NGOs, the programme *Labora* connects residents at risk of exclusion with private employers with matching and vocational training. The companies are ensured that the matched worker corresponds to its needs and receives support in the selection process. In addition, they benefit from incentives. First, it represents strong engagement with corporate social responsibility and the municipality delivers a “*Labora* seal” crediting the company as a “solidarity organisation”. Further, participating companies can benefit from economic incentives from the Area of Enterprise and Employment of the municipality (i.e. up to EUR 12 000 allocated by person hired). In 2016, *Labora* had more than 8 000 participants and 1 967 contracts were signed in diverse sectors such as human care, retail and hospitality with partners companies including local branches of large European companies.

#### *Working with the Social Economy to foster migrants’ integration in the labour market*

The municipality has also coordinated the creation of cooperatives within the social solidarity economy in sectors where irregular migrants worked in vulnerable positions such as street vendors or scrap-dealers. Becoming a member of the cooperative, the person can easily obtain regular status through a working permit, and improve their socio-economic situation and integration in the city.

Supporting private initiatives of the social economy has also been implemented by the municipality to foster labour market integration. *Mescladis* is an example of such a social

enterprise for migrant integration. Through the programme Cooking Opportunities, Mescladis offers vocational training to migrants as cooks and waiters according to their cultural and culinary skills to empower them in accessing the labour market. The training programmes last three months (around 250 hours of class) and around 70 migrants are trained every year. Mescladis has a restaurant where participants in the Cooking Opportunities programme practice and which partially sustains the programme economically.

### ***Objective 10: Secure access to adequate housing***

#### *Access to decent housing as a bottleneck for integration*

Access to good quality and proper housing is an essential aspect of migrants' well-being and successful integration. Poor-quality and unstable housing conditions tend to be associated with lower educational attainment, higher risks of social exclusion and poorer health status (Salvi del Pero et al., 2016).

Housing regulation is a national responsibility and the provision of public housing is generally under the competence of Autonomous Communities along with a municipal responsibility in the case of Barcelona. Historically, Spanish housing policy has promoted home ownership through fiscal incentives and social housing is marginal all over the national territory. In the city of Barcelona, public housing only accounts for a mere 1.5% of the housing stock (11 544 flats).

In this context of historical weak social housing availability, access to housing and spatial distribution of migrants is linked to housing access and affordability in the private rental market. The private rental market is the predominant channel for migrants' housing provision (Pareja-Eastaway, 2009), which renders migrants more exposed to price tensions in the private market. As mentioned above, if housing costs were not an issue only 19% of foreigners would be threatened by poverty in Barcelona, the part of them at risk of poverty, instead of the current 30% (See Table 1.8). There are major price tensions in the private rental market in Barcelona. International attractiveness is squeezing the private rental sector: between 2016 and 2017, according to the INCASOI, rental prices increased 11.4% on average in the city.

The preponderance of the rental sector and more empty and easy to rent flats through informal submarkets, smaller apartments and better affordability of the housing stock has turned historical downtowns into “welcoming districts” and long-term residence (Pareja-Eastaway, 2009) for foreigners. In fact, such housing is close to employment opportunities in the service sector and provide “agglomeration effects” – i.e. the support network and potential housing opportunities provided by previous cohorts of immigrants (Pareja-Eastaway, 2009; Castles, 2004). Traditionally, and unlike other cities where migrants only concentrated on the outskirts of the urban areas, the historical downtown of Barcelona (Ciutat Vella) has played a central function in housing migrants (See page 32).

Among the characteristics that help understand Ciutat Vella's traditional role as a gateway for migrants are (AB, 2015):

1. The part of the private rental market in this neighbourhood represent 56.5% of total housing stock, almost double than in the rest of the city where private rental represents 30% of the housing stock

2. living conditions are worse: 22% of flats have good accessibility versus 49% in Barcelona, and 30% are in bad or unsatisfactory shape (vs. 6% in Barcelona on average)
3. units are smaller (over 50% of the flats are under 60m<sup>2</sup>);
4. the housing structure is very old (77% of the units were built before 1940 whereas in Barcelona only 11.4% of the stock was built before 1940)

Further, migrants have increasingly concentrated on the outskirts of the city in neighbourhoods such as Ciutat Meridiana, which was built in the 1960s to accommodate internal mobility inflows of workers from other parts of the national territory. Ciutat Meridiana was highly affected by the wave of foreclosures after the economic crisis and was nicknamed “Foreclosed city” (“*Villa Desahucio*”) (Darribau and Bhandar, 2016).<sup>5</sup> Many foreign low-skilled workers having bought flats through mortgages in this area were among those with a high risk of arrears and defaults and over-represented among households experiencing foreclosures (Cano Fuentes et al., 2013). Further, the deepening price tension in Ciutat Vella, is increasingly triggering more migrants to leave the historical downtown. According to the INCASOL, rental market prices increased by 11.4% between 2016 and 2017 in Ciutat Vella, two percentage points above the city average, and have increased by 16% since 2013 in Ciutat Vella.

Overall in Barcelona migrant residents tend to live in more disadvantaged residential conditions marked by abusive rental conditions and overcrowding (Bayona and Rubiales, 2015). Some 30% of SAIER (2016) users declare having moisture, isolation or temperature problems in their homes and the neighbourhoods with more overcrowding in Barcelona are also the ones with more foreign residents (El Raval with 437 flats with more than 9 residents vs. 190 for the second densest neighbourhood).

### *Local policies for housing in Barcelona*

Housing policy (i.e. rent legislation, social housing) is regulated at the national level. Social housing is implemented through a shared responsibility between the municipality and the region by the housing Consortium and the Municipal Housing Institute (formerly *BagurSa* and *Patronat de l’Habitatge*) which defines access to social housing, offers rent subsidies, legal assistance and manages the social housing stock. There is no specific policy for migrants’ access to housing in Barcelona, which seems in line with a general context of housing shortages.

As mentioned above (See Objective 10), social housing is marginal in Barcelona and accounts for a mere 1.5% of the housing stock. Public housing is homogeneously well distributed within the city being highly superior in Ciutat Vella (5%) and Nou Barris (3.5%) yet limited in comparison with other European cities (e.g. 20% in Paris). Migrants with permits having lived in the city for over a year can access public housing under the same conditions. In fact, 19% of public housing residents are foreign, and there is a high proportion of foreigners among renters of social flats according to data provided by the municipality. Building new public housing is difficult in Barcelona as natural barriers limit the city’s expansion and there is almost no suitable land available.

The current municipal government has made housing affordability a strong priority. Housing and urban planning is the biggest expenditure of the municipal budget in 2018 (EUR 455 523 199). The municipality launched a 10-year ‘Right to Housing Action Plan’ (*Pla pel dret a l’habitatge 2016-2025*)<sup>6</sup> with a set of objectives and actions to respond to the key local housing challenges identified in the city including increasing rent prices,

evictions, lack of public housing or the use of housing units for touristic functions. The new municipal approach aims at guaranteeing the social use of housing. Among the actions pursued are buying empty flats from private banks or individuals to increase the stock of public and affordable housing as well as the prevention and support to residents at risk of evictions. Diagnosis and specific measures are designed according to different district needs. The overall budget of the plan supposes a total cost of EUR 2 973.2 million including EUR 1 666.2 million financed directly by the municipality.

Further, as public housing is limited, the municipality recently designed through the 2017 Neighbourhood Plan, “Anti-gentrification” clauses to protect affordable housing in central areas after regeneration processes. The municipality allocated subsidies for building rehabilitation and refurbishment in Ciutat Vella, but conditions it to an engagement of not increasing rent prices once the building improvements are complete.

### ***Objective 11: Provide social welfare measures that are aligned with migrant inclusion***

#### *Social services and welfare measures*

Previous sections have shown that there is a large gap between foreign and native-born income and employment levels meaning that migrants are potentially over-represented among social welfare users.

#### *Social assistance in Barcelona*

The provision of municipal social assistance in Barcelona follows a mainstream and universal approach and is accessible to all residents registered in the municipal Padron regardless of their legal status based on vulnerability criteria.

The municipality has a network of Social Services Centres (CSS) at the neighbourhood level that provide information, and advisory services to residents in socio-economic need. CSS are managed by the Secretariat of Social Action of the city, which designs, implements and finances the municipal social and emergency services. Among the functions of the CSS are the evaluation of needs, information and counselling to vulnerable residents, management of emergency welfare allowances and support in filling out administrative documents, referring specific cases to the specialised welfare and social services and to partner with social action stakeholders.

Along with the CSS, the municipal Area of Social Rights also manages the *Centre d’Urgències i D’Emergències Socials de Barcelona* (CUESB), which is a centre for social emergencies that offers continuous psychosocial services. The CUESB provides emergency services to vulnerable residents of the city who unable to cover immediate and vital needs (e.g. food, clothes, hygiene, health). The CUESB also provides temporary accommodation on-site or redirects individuals to hostels for stays lasting from 3 to 5 days. Once the emergency solved, the person in need is redirected towards the mainstream social service system (CSS) or specific specialised services (housing, health, etc.).

The municipality is responsible for providing basic social protection and for covering vital needs through social restaurants offering daily meals, as well as hygiene services (showering and changing clothes).

### *Provision of welfare allowances*

Migrants with resident permits have access to the same welfare benefits as Spanish residents. The Generalitat provides a basic income (the RMI *Renta Mínima de Inserción*, whose amount is fixed since 2011 at EUR 424/month) along with an individualised support plan (PI) for those in Catalonia in socio-economic difficulty whose own resources are not enough to maintain a decent standard of living. The RMI aims at supporting its beneficiaries with basic needs and preparing them for social and employment integration. Within the Generalitat, the business and Occupation Department finances the allowances and the Social Welfare and family department manages the RMI (control and follow-up). Receiving the RMI is subject to a list of conditions among which lack of income, housing vulnerability and children in the household as well as risk of isolation. Requirements include being “empadronado” –registered in the padron- of any Catalonian municipality, being a resident for a continuous time of two years and for foreigners to have a valid permit of stay. The standard amount is complemented for additional children, isolation or single-parent families. It has been observed that migrants do not make full use of this service, as they are often unaware of their entitlement. Only 23.8 % of Barcelona residents receiving the RMI are foreign which is below the rate of poverty of this group. To curb this trend, the municipality is engaged in raising awareness and providing information to migrants on this benefit through the SAIER.

Complementing the RMI, the municipal Area of Social Rights, provides basic additional funding thanks to municipal revenues to the most vulnerable categories of the population enrolled in the Padron regardless of legal status. As it is ultimately responsible for providing basic social services, the municipality finances - through the CSS - small emergency grants to vulnerable residents who need to pay basic bills in a variety of areas (rent, water, electricity, food etc.). The Secretariat of Welcome Policies for Migrants works in close coordination with the Area of Social Rights, sharing information and referring migrants to social services.

### *Health*

Spain performs well in terms of health status comparing to other OECD countries (OECD, *How is life in Spain*). The allocation of competences is tripartite in the health dimension. The central government has the legislative competence on the basic regulation of the health system at the national level to ensure territorial coherence and, accordingly, the Spanish Ministry of Health establishes the general health guidelines. Health is under the jurisdiction of regional governments, which manage hospitals. The municipal level has few responsibilities in terms of health. Because of Barcelona’s special regime, the city is co-responsible for Primary care health centres (CAP) as well as some hospitals.

In terms of access to healthcare, Catalonia grants universal access to the public health system to migrants regardless of their legal status based on a public health approach.

The role of the municipality in terms of access to health is limited to informing newcomers through municipal staff within the SOAPI and the SAIER to ensure that their right to access the healthcare system is upheld. The municipality also prints flyers in several languages including maps which are distributed through municipal social services to explain how to access the healthcare system. Further, Barcelona finances intercultural mediators to work with certain migrant nationalities affected by specific health problems.

***Objective 12: Establish education responses to address segregation and provide equitable paths to professional growth***

*Why is it important?*

While most adult migrants receive their initial education in their country of origin, the host country can play a significant role in enhancing migrants' educational level and qualifications to match the requirements of its labour market. Likewise, migrant child integration in the school system is essential and schools are usually the first point of contact between migrant families and the host society.

*Adults level of education*

The average qualification of Barcelona's residents indicates that foreign residents are on average better qualified since there is a lower illiteracy rate and a higher percentage of individuals holding university degrees. Yet, there are in fact two different trends among foreigners in Barcelona: most EU foreigners are highly qualified whereas non-EU residents tend to have few qualifications albeit to a lesser extent for Latin American nationals versus Asian or African residents (See Table 2.5).

**Table 2.5 Level of education by nationality, Barcelona, 2011**

Level of education (%)	Spanish	Total Foreign	Italy	Pakistan	Morocco	Bolivia
No studies	7.5	2.1	0	0.9	1.3	0.1
Primary	11.7	22.7	3.4	64.7	52.4	27.1
Junior High	20.8	18.1	9	20.6	20.8	29.1
High school and professional path	28.1	21.1	27.8	6	14.6	27.7
High professional path/ University	32	36	59.3	5.4	9.1	13.6
No information			0.5	2.4	1.9	2.4

Source: Ajuntament de Barcelona, Departament de Estadístiques; AB (2016a).

*School outcomes and segregation of migrant children*

Almost all foreign children of school age registered in the Padron are enrolled in the Catalan school system – with a small percentage enrolled in private international schools. While 60% of Spanish pupils are enrolled in private or semi-private schools, only 30% of foreign pupils are enrolled in such schools in Barcelona (CEB, 2016).

The distribution of foreign pupils across Barcelona's public schools reflects a spatial segregation: pupils with more difficulties are concentrated in public schools located in low-income neighbourhoods (IIAB, 2017). The IIAB (2017) notes that the uneven distribution of socially-disadvantaged pupils negatively impacts the latter in terms of school results as they have worse grades than the socially-mixed school centres. Foreign pupils are overrepresented in specific territories and schools - while 40% of Ciutat Vella pupils are foreign (55% in public schools), they represent 3.3% in the district of Sarrià Sant Gervasi, which are those with more schools considered of “*maximum complexity*” (in the districts of Ciutat Vella, Nou Barris and Sants-Montjuic) (IIAB,2017).

Foreign pupils are highly concentrated in the most disadvantaged schools, which negatively impact both their results and educational paths. In Catalonia, foreign pupils tend to score 10 points below native students (Generalitat de Catalunya, 2014 based on OECD PISA results 2012). In Barcelona, the rate of foreign pupils who have to repeat

grades is higher, especially for boys. In Ciutat Vella, the neighbourhood with the most foreign pupils, 6.3% of 16-year-old Spanish boys repeat grades (which is higher than the city's average) versus 19.2% of foreign boys (IIAB, 2017) (See Table 2.6).

**Table 2.6. Percentage of students repeating grades by gender and nationality in the last year of Junior High (4t ESO), 2015-2016, Barcelona**

	Girl Spanish	Girl Foreign	Boy Spanish	Boy Foreign	Total
Barcelona	2.4	10.2	4.5	14.8	4.7

*Source:* Author's elaboration from IIAB (2017); Based on data from the Departament d'Ensenyament de la Generalitat de Catalunya.

These poor results impact the possibility to continue after secondary compulsory school. Foreign 16-18-year-old pupils are over-represented among students choosing vocational professional paths and under-represented in the academic paths. There is a gender component as this is particularly true for foreign males and less marked for foreign females (IIAB, 2017) (See Table 2.7 and Table 2.8).

**Table 2.7. Percentage of 16 to 18-year-old students registered in high-school (Bachillerato) by gender and nationality, 2015-2016, Barcelona**

	Girl Spanish	Girl Foreign	Boy Spanish	Boy Foreign
Population 16-18	41.6	6.6	44	7.9
Bachillerato	48.3	4.8	43	3

*Source:* Reproduced from IIAB (2017); Based on data from Departament d'Estadística de l'Ajuntament de Barcelona, Departament d'Ensenyament de la Generalitat de Catalunya.

**Table 2.8. Students registered in vocational school, by nationality, 2015-2016, Barcelona**

	Registered students 2015-2016	Foreign (%)
CFGM*	12 095	14.2
CFGS**	22 112	22.5

*Note:* CFGM= Formation Cycles of Medium Grade; \*\*CFGM= Formation Cycles of Superior Grade

*Source:* Reproduced from IIAB (2017); Based on data from Departament d'Estadística de l'Ajuntament de Barcelona, Departament d'Ensenyament de la Generalitat de Catalunya.

### *Local responses for migrant integration through education*

#### Courses for adults

The municipality of Barcelona implements courses for migrants through two main channels. First, by directly co-implementing language courses with the Generalitat of Catalonia through the municipal Secretariat of Welcome Policies for Migrants. Second, the municipal Secretariat of Citizen's Rights and Diversity allocates subsidies to NGOs and migrant associations for the provision of complementary language courses and literacy classes for migrants.

#### Access to education for migrant children

In accordance with national prerogatives, access to public education is universal and compulsory for all children under 16 registered in the Padron, regardless of their legal status.

Education is regulated at the national level and provided at the regional level. In the case of Barcelona, the municipality is co-responsible (with the region) for providing education through the Consortium of Education, as they co-finance, co-design and co-implement primary and secondary education (See page 48). The municipality oversees kindergartens. Through the reception mechanisms (SAIER, SOAPI, New Families), the municipality provides information to newcomers about the educational system to ensure that migrant children have equal access to public education and that parents understand the system.

Responding to the increase in foreign pupils (from 3% in 2000 to around 12% in 2016 - reaching 22% in the public school system) and their specific needs, the Consortium has implemented since 2007 “Welcome classes” in public schools with high concentrations of foreign pupils. Recently-arrived pupils have tailor-made programmes for a few hours per day and the rest of the day they are integrated into regular classes. Welcome classes last two or three years depending on the difficulties of the pupils and contain, as well, psychological support and interaction with the families to help them understand the local school system. There are around 150 Welcome classes in the city (CEB, 2016; 2016b). The co-funding of Welcome Classes in the framework of the Education Consortium safeguarded them from budget cuts during the financial crisis. Parent associations (AMPA) in each school are responsible for schoolbooks when households cannot afford them. However, not all schools have active AMPAs and schools in disadvantaged neighbourhoods tend to have fewer AMPAs (e.g. Ciutat Vella, Nou Barris) (IIAB, 2017).

In addition, understanding integration as a two-way process, the Education Consortium has adapted school programmes for all children to diversity and geared toward young children. They encourage pupils to interact with each other in diverse settings.

Further, the municipality “Immigration department” organises, through the New Families programme, activities targeting school-age migrants to support their integration outside the classroom, including support for 12-18-year-old teenagers during the school year and an enrolment dropout prevention campaign. Through the programme “In summer, Barcelona Welcomes You”, recently-arrived teenage migrants can participate in language, cultural and urban activities during the summer to build their confidence before the beginning of the academic year.

## Notes

<sup>1</sup> <http://ec.europa.eu/transparency/regdoc/rep/3/2015/EN/3-2015-5328-EN-F1-2-ANNEX-1.PDF>

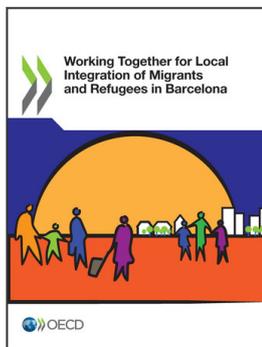
<sup>2</sup> <http://ajuntament.barcelona.cat/estrategiaifinances/pressupostobert/ca/politicas#view=functional>

<sup>3</sup> In 2015, 45% of the users were undocumented migrants (SAIER, 2016).

<sup>4</sup> [https://bcnroc.ajuntament.barcelona.cat/jspui/bitstream/11703/102541/5/MGIrregularitat\\_3.pdf](https://bcnroc.ajuntament.barcelona.cat/jspui/bitstream/11703/102541/5/MGIrregularitat_3.pdf)

<sup>5</sup> In 2013, 20% of Ciutat Meridiana apartments were involved in eviction proceedings (Darribau and Bhandar, 2016).

<sup>6</sup> The new municipal action plan can be found here: [http://habitatge.barcelona/sites/default/files/documents/pdhh\\_volum\\_ii\\_pla\\_pel\\_dret\\_a\\_lhabitatge\\_2016-2025.pdf](http://habitatge.barcelona/sites/default/files/documents/pdhh_volum_ii_pla_pel_dret_a_lhabitatge_2016-2025.pdf)



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## **Working Together for Local Integration of Migrants and Refugees in Barcelona**

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