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### Diversity policy in employment and service provision - Case study: Terrassa, Spain

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# Diversity policy in employment and service provision

## Case study: Terrassa, Spain



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# Background

## Brief history of migration to Spain

Spain is situated at the crossroads of the Atlantic and the Mediterranean, Europe and Africa. Between 711 and 1492 the south of Spain was part of several Muslim empires and a lot of movement took place towards Morocco in the south and Italy in the east. In 1492 the Christian *Reconquista* progressed to the last Islamic stronghold, Granada, and a period started in which the empire became a successful seafaring and colonising nation. The Spanish empire was one of the largest in world history and included parts of Africa, Asia and Oceania, and a large part of the current United States and of South America and the Caribbean.<sup>1</sup> Except in North America, Spanish is still the national language in many of these territories and there is some movement of people to and fro, for instance from Spain to Latin America and back. Spain's history is characterised by a strong international orientation.

In the first 80 years of the 20th century Spain's economy was not very strong. Emigration was more common than immigration. Between 1850 and 1950, 3.5 million Spaniards left for the Americas (Ortega Perez, 2003). From 1950 onwards Spain's workforce moved to the richer industrial areas of northern Europe. Because of the 36-year dictatorship of General Franco, Spain became internationally isolated. Only some former emigrants to, and political refugees from, South America immigrated to Spain.

After Franco's death in 1975, the country made the transition to a democratic state and the economic situation improved rapidly, with King Juan Carlos as head of state. In the constitution of 1978 respect for linguistic and cultural diversity within a united Spain is expressed, contrasting with the suppression during Franco's rule.

Currently the country is divided into 17 autonomous regions with their own elected authorities. The level of autonomy of each region differs. Catalonia, the Basque Country and Galicia have a special status with their own language and other rights. Catalonia has had extra powers in taxation and judicial matters since the referendum of 2006 when a Catalan constitution was approved. One of Spain's most serious domestic issues is a leftover from the dictatorship and related to the autonomous regions: the problem with ETA and the tension in the northern Basque country.

Emigration of guest workers to the north came to a halt because of the worldwide economic crisis of 1973. Since 1975 650,000 Spaniards returned to the country, while approximately two million improved their position in and continued to live abroad (Borkert et al, 2007). But a considerable proportion of the foreign residents in Spain in 1981 were retired people from the European Union who moved to the Spanish coast.

Economic growth increased further when Spain became a member of the EU in 1986. The Spanish economy boomed from 1986 to 1990, averaging 5% annual growth. After a European-wide recession in the early 1990s, the Spanish economy resumed moderate growth starting in 1994. Immigration accelerated fast after this, and Spain changed from an emigration to an immigration country.

Between 2000 and 2004 the number of migrants to Spain tripled, amounting to 7% (3,050,847). In 2004 Spain received the largest number of immigrants of any country in the European Union.

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<sup>1</sup> It included the following areas: Spanish Sahara, Equatorial Guinea, Spanish Morocco (Africa), Philippines (Asia), Guam, Micronesia, Palau, and Northern Marianas (Oceania), a large part of the current United States (North America), Mexico, Panama, Guatemala, Equator, El Salvador, Peru, Costa Rica, Chile, Bolivia, Colombia, Venezuela, Paraguay, Uruguay, Argentina (South America) and Cuba, Puerto Rico, Dominican Republic, Santo Domingo, Trinidad and Tobago (Caribbean). The Canary Islands, Ceuta, Melilla and the other *plazas de soberanía* on the northern African coast have remained part of Spain.

Table 1: Largest immigrant groups to Spain (nationality), 31 December 2006

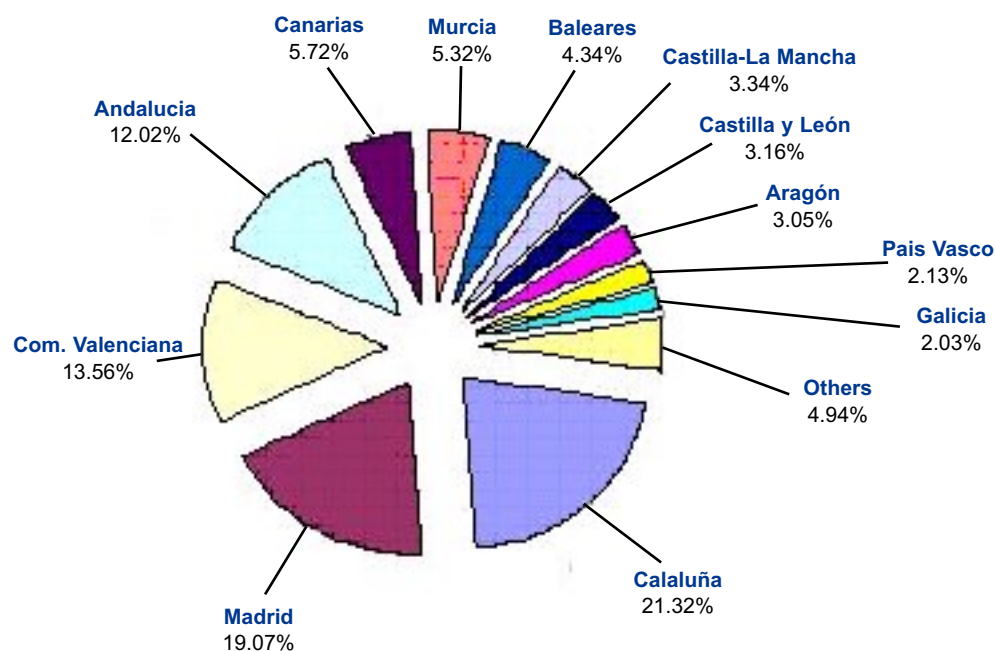
	Number	% of total pop
Total	43,964,000	
<i>EU countries (in 2006)</i>		
United Kingdom	175,870	0%
Italy	98,481	0%
Germany	77,390	0%
<i>Rest of Europe</i>		
Romania	211,325	0%
Bulgaria	60,174	0%
Ukraine	52,760	0%
<i>Non-Western countries</i>		
Morocco	543,721	1%
Ecuador	376,233	1%
Colombia	225,504	1%
China	99,526	0%
Peru	90,906	0%
Argentina	86,921	0%
Dominican Rep.	58,126	0%
<b>Total South Americans</b>		
	1,064,916	2%
<b>Total immigrants</b>	<b>3,021,808</b>	<b>7%</b>

Source: *Boletín Estadístico, Observatorio Permanente de la Inmigración, January 2007*

Borkert and others (2007, p. 28) note that the country has a significant number of irregular entries and/or stays. Irregular immigrants can get access to the health and education services by registering at the municipalities. Research has shown that half the immigrants registered do not possess a valid residence permit. Because of five large regularisation programmes, many former illegals have been legalised. On the other hand, the Spanish authorities failed to renew all residence permits within the compulsory period due to understaffing.

Catalonia has been economically more successful than many other parts of Spain. It had a leading role in the industrialisation in the beginning of the 19th century and is still ahead in GDP and economic growth. First the fast growing industry attracted labourers from other parts of Spain, particularly from Andalusia where agriculture was collapsing. Andalusians were considered different from the native population in language and habits, since they didn't speak Catalan, and many of them were farmers. In industrial areas like Barcelona city and Terrassa, housing districts were sometimes extensively inhabited by these national immigrants. Since 2000, labourers have also come from countries outside the European Union. Figure 1 shows that Catalonia receives 21% of all immigrants to Spain, compared with 19% for Madrid and 14% for Valencia and 12% for Andalusia.

Figure 1: Share of immigrant population in the different Spanish regions



Source: Observatorio Permanente de la Inmigración (<http://extranjeros.mtas.es/>)

Table 2: Immigrant categories to Catalonia and Barcelona province (based on nationality), 31 December 2006

	Catalonia		Barcelona province	
	Number	%	Number	%
Total Spanish	* 6,256,110	88	not known	-
Total immigrants	* 878,890	12	441,599	-
EU countries	84,265	1	55,882	-
Rest of Europe	54,495	1	23,117	-
Africa	216,852	3	126,642	-
South America	212,615	3	172,858	-
North America	3,054	0	2,592	-
Asia	71,027	1	60,064	-
Other	521	0	444	-

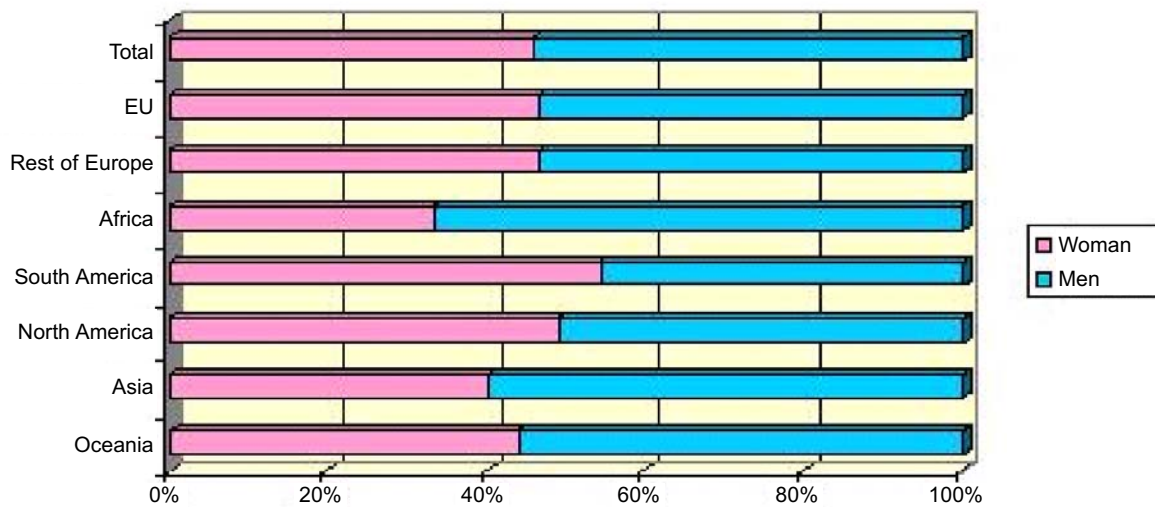
Source: Boletín Estadístico, Observatorio Permanente de la Inmigración, January 2007 (\*other source)

As Table 2 shows, the percentage of immigrants in Catalonia is higher than the percentage of immigrants in Spain as a whole. Catalonia is subdivided into four provinces. Figures are also given for Barcelona province of which Terrassa is a part. The figure for Barcelona province is not very different from the Catalonia figure: slightly more South Americans and Asians and slightly fewer other Europeans and Africans.

The average percentage of immigrants in Catalonia is 11%, although some cities reach higher figures, such as Barcelona's 15%. In Terrassa the percentage of immigrants increased from 3% in 1999 to 10% in 2004. It is clear that the economic boom since 2000 led to an explosion of activities, especially in the field of construction, on which the Spanish economy depends heavily.

The immigrant groups in Spain are relatively new, so most of them still have the nationality of their country of origin, except for about 10% of the Moroccans and 10% of the Chinese. Another consequence is that the percentage of males still exceeds the percentage of females in most ethnic groups, while among the Spanish population the percentage of females is slightly higher. Figure 2 shows that this imbalance is particularly visible among African (66% males) and Asian immigrants (61% males). The groups with the lowest percentage of females are Senegalese (81% males) and Pakistanis (85% males). Only among South Americans does the percentage of females (54%) exceed males.

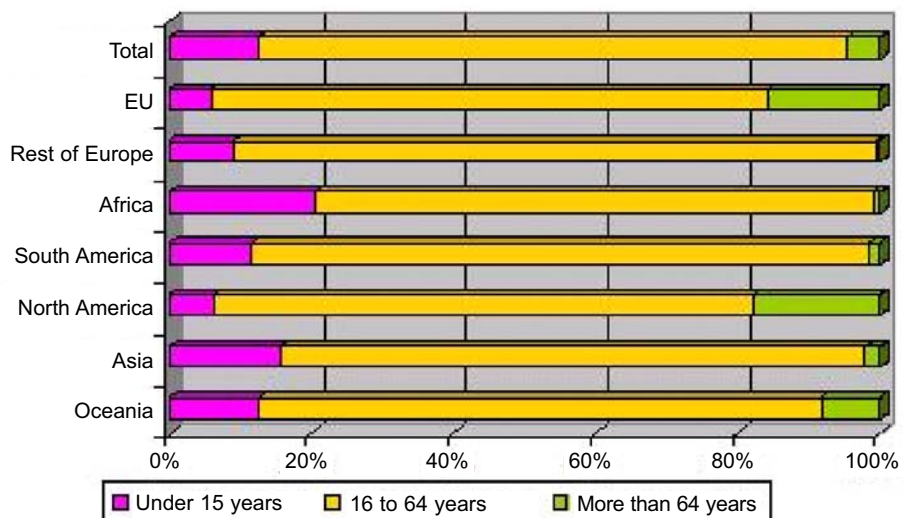
Figure 2: Male-female ratio of the immigrant groups in Spain (left females, right males) as at 31 December 2006 (TOTAL refers to the total immigrant population)



Source: Observatorio Permanente de la Inmigración, <http://extranjeros.mtas.es>.

Another consequence of the recent arrival is that there are not yet large numbers of elderly people, as we can see in Figure 3. The large majority of immigrants are of working age (15–64). Only among immigrants from the European Union and North America do the elderly make up a considerable number. While the percentage of people over 64 is 18% among the Spanish, we see hardly any from Africa, South America and Asia.

Figure 3: Age division of immigrants in Spain, by continent, 31 December 2006



Note: Total refers to the total immigrant population

Source: Observatorio Permanente de la Inmigración, <http://extranjeros.mtas.es/>

One of the most significant socio-demographic phenomena in recent years has been the increase in the number of elderly people in Spain. That the age division of immigrants is very different is in many cases the reason why there is no decline in city populations. The estimated fertility rate in Spain in 2006 is only 1.28 children per woman, which is one of the lowest in Europe. Immigrants have an important share in the number of births. Not all minority ethnic groups have a lot of children, since there is a surplus of single men. The percentage of children between 0 and 15 years old is highest for the African immigrants.

The total unemployment figure in Spain was 8.3% of the active population in the fourth quarter of 2006, and in Catalonia 6.7% (monthly newsletter of labour statistics, Ministry of Labour and Social Affairs). Though immigrants are attracted by the economic situation, not all find work. Table 3 shows that some immigrant groups suffer more from unemployment than others. South Americans seem to have more problems finding work than the other groups, and North Americans, Asians and Oceaneans are below the mean unemployment figure.

Table 3: *Number of foreign workers out of work and on social security, Spain in 2007 and Catalonia in 2005 by continent of immigration (illegals also receive welfare)*

Origin	Spain 2007		Catalonia 2005	
	Number	%	Number	%
Native Spanish	16,995,200	90	not known	-
EU countries *	595,453	3	60,823	-
rest of Europe *	69,354	0	38,430	-
Africa	371,414	2	102,062	-
South America	6,844	0	150,554	-
North America	708,442	4	1,426	-
Asia	119,876	1	42,855	-
other	5,017	0	214	-
Total immigrants	1,876,400	10	396,860	-
Total	18,871,600	100	-	-

Note: \*Bulgaria and Romania were part of the EU in 2007, not in 2005.

Source: Ministry for Labour and Social Affairs

## National policy context

Spain did not adopt an immigration policy until the 1980s. When it joined the European Union, the country was under pressure to restrict non-EU citizen immigration. The immigration policy of 1985 'Ley de Extranjería' approached most immigration as a temporary phenomenon; immigrants were regarded as workers who required regulation by the Ministry of Labour (Ortega Pérez 2003). When Amnesty International criticised the toughness of the 'foreigners law' in 1989, the first attempt to draft an integration law took place in 1990 (Borkert et al, 2007). This led to the establishment of the Dirección General de Migraciones (General Directorate for Migration). Initiated by left wing politicians, a large regularisation of illegal immigrants took place in 1991. This ultimately had little impact, since three years later 50% of the immigrants who had legalised their status with a one-year work permit, had in 1991 fallen back to illegal status. To compensate for ineffective and restrictive admission policies, regularisation programmes have taken place in 1994 (on grounds of family reunification), in 1996, 2000, 2001, 2002 and 2005. The municipalities have their own registration of citizens, which includes the irregular. If a worker gets a year's contract he or she can ask for a work and staying permit and regularise but the regularisation office is slow.



Besides measures to control immigration, at this point a start was made on programmes for immigrants' social integration. In 1994 an 'Inter-ministerial Plan for the Integration of Immigrants' was presented, with the intention of granting immigrants the same civil and social rights and responsibilities as Spanish citizens. The concept of integration was in this way directly linked with citizenship and the philosophy was based on the principle of equal rights and freedoms for every person. In line with the institutional rights of the autonomic regions, Spain tends to promote and recognise the cultural autonomy of migrants (Borkert et al, 2007, p. 29). The policy was not directed at specific groups, but at granting equal rights, for instance, for immigrant children at schools.

The Law on the Rights and Freedoms of Foreigners in Spain and their Integration was passed only in 1998; it focussed clearly on integration and the political and social rights of non-EU foreigners. It came into force in January 2000.

When Partido Popular came to power in 1996, this centre right wing government led by Prime Minister Aznar was interested in liberalisation and in privatisation. A new organ, 'Delegación de Gobierno para la Extranjería y la Inmigración' was established within the Ministry of Interior Affairs, which meant a shift of power away from the Ministry of Social Affairs where it had been during the Socialist times. In 2000 the so-called 'Plan Greco' was presented, which went more in the direction of migrant adaptation. The Plan Greco addresses four key areas (quoted from Ortega Pérez, 2003):

1. Global, coordinated design of immigration as a desirable phenomenon in Spain, as a member of the European Union
2. Integration of foreign residents and their families as active contributors to the growth of Spain
3. Admission regulation to ensure peaceful coexistence with Spanish society
4. Management of a shelter scheme for refugees and displaced persons.

In the Plan Greco the autonomous communities played an important role in implementing immigrant integration. Besides Spain's work-permit system, the country has experimented with a labour quota system to respond to the long- and short-term shortages in the labour market. While it was intended to regulate immigration flow, it was seen by many illegal immigrants as a way to gain legal status and most applications came from undocumented immigrants already in Spain. It was transformed in 2002 so that applications could only come from abroad based on bilateral agreements with Ecuador, Colombia, Morocco, the Dominican Republic, Nigeria, Poland and Romania.

The current left wing (PSOE) government led by Zapatero that took over in 2004 tends to focus more on improving the social provisions and work situation for immigrants. Officials who work for immigrants experience this as more positive, and the money allocated for initiatives in the social sector has gone up. The complicated bureaucratic system limits the possibilities. National laws, regional Catalan laws, provincial Barcelonan laws, the layer of the county and after this the municipality make things complicated, and municipal budgets are limited. Immigrants' access to social services depends on their registration with the municipal administration.

The latest agreement by the Spanish state in which all the political forces agree how to develop immigration policies was signed in 2006: the Civic Responsibility Pact. For more information on the Spanish Diversity Policy see the Strategic Plan for Citizenship and Integration 2007–2010 of the Ministry of Labour and Social Affairs.

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<sup>2</sup> More information: <http://www.mtas.es/migraciones/Integracion/PlanEstrategico/Docs/PECIRESUMENEJECUTIVOINGLES.pdf>

# Profile of Terrassa

## Brief history of the city

Terrassa is situated 29 km from Barcelona city and part of Vallès Occidental county, in the province of Barcelona. It is located at the foot of the Sant Llorenç del Munt mountain. The city dates back to Roman times when it was called Egara. Several interesting buildings from the Middle Ages – a castle, large bridge and the Sant Pere churches – and from the beginning of the 20th century show that it has been influential in the area. The textile industry was one of the reasons for the economic attractiveness of the city from 1900 onwards. The large textile factories in the city centre were built around 1907. Terrassa has the image of an art town, and has been called the Catalan ‘Athens’. Its successful textile industry has left many interesting architectural highlights, factory buildings, shops and houses of factory owners, like the ‘modernistic’ buildings of Masia Freixa from 1907–1910. Related to the textile industry, a university was founded with technical subjects that could serve the textile industry. As in most of Catalonia the booming economy between 1950 and 1960 led to an influx of a large number of Andalusians and to fewer immigrants from other parts of Spain. Recently there has been an influx of (international) immigrant groups.

The old city centre of Terrassa was built between 700 and 1900. The first expansion phases of the city took place around the 1920s with the growth of the textile industry. At this time the first areas for labourers were built around the old centre. The second extension phase occurred in the 1950s, during Franco’s reign. The Franco government wrote a five-year plan in 1950, and because only Catalonia and the Basque Country were economically successful at that time, the government stimulated economic growth further. Catalonia was a place where poor workers from the rest of Spain could find employment. The national government invested in building the first four social housing blocks, high-rise flats that were disconnected from the city centre with no buses or services or shops. The employees had to arrange their own transport to their factories and to the city centre to shop or to go to the doctor.

After about 20 years, in 1970, the quality of the apartments declined and they were sold to the inhabitants. Nearly all inhabitants bought their flats, and that is why there are hardly any rentals left.

In 1978 with the return of democracy, city planning improved and missing services like parks, schools and offices were built up. Terrassa has high-rises only on the edge of the city; the houses built in the fifties that became later the immigrant areas were mainly four to six floor apartment buildings.

Between 2000 and 2006 a second economic boom took place, causing a dramatic rise in house prices, up to 24% in 2003. The average price of a house increased to €264,000 in 2005. The consequence is that even for the middle class it is not as easy anymore to buy a house, while there are virtually no cheap social rentals. Terrassa’s position in the region is central for the surrounding villages and smaller towns, though the city of Barcelona is the busy capital nearby. Terrassa is the second largest municipality in the Vallès Occidental County, after Sabadell (203,317 inhabitants). It is much bigger than the next city Sant Cugat del Vallès, which has only 70,514 inhabitants. Terrassa also covers the biggest area in the county (70 square kilometres) – the second largest Sant Cugat del Vallès covers 48 square kilometres.

Terrassa is relatively wealthy. Gross family income is second in the county and fourth in Catalonia. In 2001 gross family income was €10,390 a year, though there are big differences between the city districts. Between 1996 and 2002 gross family income increased 36%. In 2006 Terrassa had an unemployment rate of 11% of the active population, which is 3.26 points above the Catalan average. A problem is that the population is ageing: there is a shortage of people from 18 to 45 years old and immigrants have to fill that gap. Most of Terrassa’s work force is employed in industry, but the service sector is growing fast while construction and agriculture are shrinking. The size of companies (number of employees) is also in decline.

## The city's migrant population

What is described above for the rest of Catalonia is also true for Terrassa. International immigration is very new; it is a phenomenon of the last ten years. On 1 January 2006 Terrassa had a total population of 201,442 inhabitants, of which 22,032 were foreigners (12%), while there had been only 3,528 foreigners (2%) in 1995. As Table 4 shows, the largest immigrant groups in Terrassa are: Moroccan (5%), followed by Ecuadorians (1%), Columbians (1%), Senegalese and Argentineans.

Table 4: *Immigrants in Terrassa: countries of origin, 1 January 2006*

Nationality	Women	Men	Total	%
Spain	90,914	87,036	177,950	88
Morocco	3,714	6,873	10,587	5
Ecuador	1,593	1,409	3,002	1
Colombia	617	477	1,094	1
Senegal	168	759	927	0
Argentina	433	413	846	0
Dominican Republic	339	205	544	0
China	284	292	576	0
Romania	244	235	479	0
Bolivia	228	178	406	0
Peru	214	201	415	0
Italy	197	306	503	0
Chile	169	210	379	0
Others	1,840	1,894	3,778	2
Total	100,954	100,488	201,442	100

Source: *Terrassa Statistical Yearbook, 2006*

As the table shows, some groups have a sizable surplus of men, like Moroccans, Senegalese and Italians. In other groups women are a majority, like Colombians, Argentineans, Dominicans and Bolivians. This is due to by the kinds of jobs available in Terrassa. There is a labour market segment where migrants are employed in jobs without qualifications, with low salaries, high turnover and lack of promotion. Male employment focuses on industries and construction, which need intensive labour, while female employment tends to be in domestic services, hotel and catering and care of the elderly and children. There is also a wide range of activities developed in the black market by undocumented immigrants. The most visible are the Senegalese men selling newspapers, DVDs and leather in the street. While the precarious conditions of the labour market affect the whole of society, it appears more pronounced among foreigners.

Migrant women have less access to the labour market than men; their role is limited to domestic service and to care at home or in geriatric institutions. The precarious employment conditions and the incidence of the black economy make it hard to change from illegal to legal status. Since their labour contracts are not for permanent posts, people are changing their administrative positions constantly. Upward mobility is hard to achieve, except in some parts of the secondary sector in which a permanent job implies a better labour situation. Generally speaking, migrants, one of the most vulnerable groups (like youth and women), have less negotiating power, and depend on jobs that can disappear when the economy goes down.

Table 5 shows the educational level of the main immigrant groups compared with the Spanish level. The groups that have the lowest education are Moroccans and Chinese with more than a quarter illiterate, but the percentage of illiterates is often above 15% among Senegalese, Dominicans, Romanians and the other South American groups.

Table 5: *Educational level of the Spanish and 13 immigrant groups in Terrassa, 1 January 2004 (problematic groups are marked in orange)*

Nationality	Illiterate, no education	Primary education	Secondary education	Title medium level	Title superior level	not known
Spain	4%	43%	34%	14%	4%	0%
Morocco	32%	50%	13%	4%	1%	0%
Ecuador	18%	22%	36%	21%	4%	0%
Colombia	14%	14%	39%	24%	9%	0%
Senegal	21%	42%	22%	11%	4%	0%
Argentina	16%	12%	34%	29%	9%	0%
Dominican Republic	19%	32%	38%	10%	2%	0%
China	41%	39%	11%	7%	1%	1%
Romania	25%	14%	30%	25%	6%	0%
Bolivia	17%	14%	33%	29%	6%	0%
Peru	17%	11%	27%	29%	16%	0%
Chile	12%	11%	44%	21%	12%	0%
Total foreigners	6%	43%	33%	14%	4%	0%

Source: *Foment de Terrassa (2005 p. 35)*

As the table shows, there are some groups that have both a considerable low-educated and a considerable high-educated section, like the Peruvians and the Chileans. Some East European groups have better opportunities, because of their higher educational and training level. But these groups also get frustrated, as their educational level doesn't fit their professional category. Table 6 shows the economic status of Spaniards and foreigners.

Table 6: *Economic status of Spaniards and foreigners above the age of 16 in Terrassa in 2001 (high and low cases are marked in orange)*

	Spanish	% of total number of Spanish	Foreigners	% of total number of foreigners
<i>Labour force:</i>	83,382	50	4,119	59
Working	74,637	45	3,400	49
Unemployed	8,745	5	719	10
<i>Non-labour force:</i>	82,675	50	2,860	41
Military service	0	0	0	0
Pensioners	26,497	16	80	1
Disabled	5,789	3	17	0
Students	29,972	18	1,461	21
Housewives	11,907	7	681	10
Other	8,510	5	621	9

Source: *Foment (2005 p. 43–44)*

It shows that the percentage of foreigners that is part of the labour force (59%) is higher than the percentage among Spaniards (50%), the percentage working is also higher (49% versus 45%) but the percentage of unemployed among the immigrants is also higher (10% versus 5%).<sup>3</sup>

Obstacles appear in health at work. Precarious conditions, such as dangerous tasks and high-risk activities, may involve higher numbers of accidents. On the demand side, illegal business practices are common, such as no overtime payment, no recognitions of sickness, or no payment of social security. Intense physical work causes more health problems, and this leads to expulsion and replacement by a younger worker. In some communities, particularly the Latin Americans and Moroccans, the legal vulnerability goes hand in hand with poor negotiating power and lack of knowledge of labour rules. Labour training by trade unions and employers would be suitable for immigrants that first access the labour market, don't know the language and have limited education. Some communities like the Pakistanis and Chinese, who have a strong tradition of entrepreneurship, pursue self-employment.

### The city authorities

The City Council of Terrassa is governed by the Catalan Socialist Party (PSC) in coalition with the ecologist, socialist and left coalition from ICV-EUiA and the pro-independence Left Catalan Republican Party (ERC). The second party, Catalonia's centre right wing party (Convergència i Unió), obtained six seats in the last local elections (2007). Currently both the Terrassa and the Catalan government have the same coalition, and the national Spanish government is also mainly leftist, which make its easy for Terrassa to operate.

Administratively Terrassa is divided into four basic units: El Ple Municipal (the Council of 27 councillors), L'Alcalde (the mayor), Els Tinent d'Alcalde (four deputy mayors) and La Junta de Govern (eight governors).

The administration is divided into five departments:

1. Government, which includes a) finance and treasury, human resources, the legal department, b) information systems, citizen services and general services.
2. Urban planning and territory: which includes a) urbanism, housing and public works, b) mobility, security, cleaning and public roads, c) urban maintenance, d) environment.
3. Innovation and strategic and economic development, which includes: a) labour and economic promotion and European relations, b) trade and tourism.
4. Social action and civil rights, which includes: a) health, citizenship and civil rights, b) social services and the elderly c) consumption.
5. Services, which includes: a) university, information society and sports b) education c) culture d) youth and children e) women f) linguistic normalisation.

Diversity policy falls under the department of social action and civil rights, and has six staff members.

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<sup>3</sup> A table on mean income of Spanish and immigrant groups in Terrassa is not available.

# Approaches to diversity

## Historical background

Many of the policies that are implemented in Catalan cities were initiated and stimulated in the past 15 years since immigration started, by the Catalan government. Only in 2006 did the 'Civic Responsibility Act' of the Spanish government set standards. Some cities, for instance Terrassa, have been more active in implementing policies and finding their own solutions. Awareness of the problems that could develop if nothing was done about integration policy was triggered by incidents between Spanish and Moroccan immigrants in the Ca N'Anglada neighbourhood in 1999. A riot was even described in the national press so became widely known. The neighbourhood had been built for immigrants from Southern Spain who had arrived during the 50s and 60s (Ballarín Elcacho et al, 1996). Because of the street structure, it was physically isolated from the city centre. Its inhabitants didn't speak Catalan but Spanish and already had a history of fighting within the trade union against the authorities over the rights of the textile workers.

When Moroccan men started to arrive in the 1990s, they moved into the most northern blocks of Ca n'Anglada. The Spanish felt threatened and started to move out, both because they were worried that house prices would go down and the area would degrade further, but also because they felt that their squares and other public spaces were being taken over by the Moroccans, who loved to sit outside, just like the Spanish. During a neighbourhood festival some fighting erupted on one of the squares. People were injured, cars were set on fire and a demonstration was held. The festival had to be cancelled. The media were not very positive about the Moroccan immigrants and wrote articles that did not improve the peaceful coexistence of the groups. Because of this event, immigration and its influence on neighbourhoods was put on the political agenda.

Facing the sociocultural, ethnic, demographic and economic changes that have affected all collective aspects of life, including work, organisation and living together, Terrassa was one of first Vallès Occidental county cities that developed an Action Plan on immigrant integration matters, as early as 2003. A department was set up to manage new citizenship, which coordinates a variety of direct or indirect actions and social agents in Terrassa. These actions are meant to adapt society to diversity and to new ways of living together in order to achieve a more diverse society.

The 'Management of Immigration, Diversity and Living Together Plan of Terrassa' (PGID), from February 2003, defines a coherent strategic framework for the local situation.

The influence of the Spanish national government was limited in this, since it only influences regularisation processes. Immigration laws have been modified four times in since 2004, so until now it has been difficult to bring order to the immigration process. This does not affect the great majority of those who are registered at the municipality and have access to basic services, but who are irregular and without work permits or political rights.

## Objectives of the policy

In February 2003 the 'Management of Immigration, Diversity and Living Together Plan of Terrassa' (PGID) was approved unanimously in the municipal plenary session of the City Council. It had been drawn up in the New Immigrations Committee, formed by associations of immigrants, the third sector, unions, City Council professionals, and by a representative of each of the political groups with representation on the Council. Starting with this document the

policies of welcome and coexistence, which are reviewed constantly, were organised. The strategic themes of the PGID and their respective objectives are:

**Theme 1. Tools for the reception of immigrants – objectives:**

- a. To make sure that recently arrived immigrants are informed and advised of existing resources and of their rights and duties
- b. To facilitate the access of this group to occupation policies
- c. To facilitate the access of immigrants to training.

**Theme 2. The management of settlements – objectives:**

- a. Analysis and diffusion of the data extracted from the statistical yearbooks that enables updated knowledge to be obtained about those affected
- b. To improve redistribution between schools to avoid concentration
- c. To promote improved urban development to avoid the segregation.

**Theme 3. The adaptation of public services to population diversity – objectives:**

- a. To enable, where it is necessary, provision of services in mother tongues, even where they are not official languages of Catalonia
- b. Translation support in the services and organisations, where it is not strictly necessary to have personnel with linguistic skills
- c. To promote adaptability of opening hours, new uses of space and resources
- d. To facilitate adaptability through training plans and information about immigration for staff of the City Council, organisations, associations and bodies that have contact with citizens
- e. To empower professionals with dynamic and material tools adapted to interact correctly with immigrant peoples.

**Theme 4. Construction of a new model of coexistence – objectives:**

- a. To create areas where participation can take place, linking immigrant and native through mutual understanding that goes beyond samples of folklore that perpetuate stereotypes
- b. To promote participation of immigrants in the social fabric of the city
- c. To develop the use by immigrant associations of formal and informal spaces that are not directly related to immigration
- d. To provide immigrants with knowledge of their rights and duties and, specifically, of the rules for coexistence that affect the use of public and shared spaces
- e. To make natives awareness of the reality of immigration with the objective of erasing false stereotypes
- f. To enable the native population to be informed about minority cultures closest to them and to approach the diverse realities of the originating cities, building bridges of exchange, dialogue and cooperation
- g. To raise local media awareness of the need for dealing realistically with immigration, leaving stereotypes and prejudices aside
- h. To campaign positively about the new Terrassa that we are moving towards

**Theme 5. The management of inter-territorial and inter-administrative cooperation – objectives:**

- a. To promote the active formation and participation in forums, networks, periodic meetings and other types of talks with administrations, organisations, associations, etc.
- b. To influence, together with other administrations, the arrival flows of immigrant populations.

Diversity policies are directed at the whole population, independent of origin. It is understood that for good integration, locals need to be made aware that they have to fight against prejudices, as well as enabling immigrants' integration into the city. On the other hand, the individual immigration process is understood as shared and not structural. The person is not an immigrant all his life, which is why Terrassa never works on the concept of second or third generation immigrants. It is understood that a person stops being an immigrant when he becomes integrated into society.

In practice the scope of work that is defined by the Civic Responsibility Pact of the national policy includes: a) the welcome policies, b) the equality policies and c) the coexistence policies. All of them are based on institutional consensus.

The PGID plan aims to develop an intercultural integration policy that is based on different approaches depending on its aspects. The plan shows an assimilationist position regarding universal principles but also includes intercultural aspects and some multicultural elements like the right of migrants to preserve their own roots. The model is a crossbreeding of these approaches.

The PGID states that integration can be understood as a bidirectional process of integration between migrants and natives: acceptance on the one hand, adjustment on the other. It stipulates some aspects that are considered relevant to the integration of newcomers; with labour and training, housing is one of the priorities for the integration of migrants for the Council. Fewer difficulties or even facilities to get access to housing implies a better, easier integration, while too much difficulty leads to failure of the process.

The Council has adopted two key tools: the 'Permanent Observatory of Interculturality' and the 'New Migration Round Table'. The former was created with the aim of supervising the Council's internal actions and discussing the Council's interventions before their submission to the Round Table. The latter aims to be a service of debate, counselling and participation, follow-up and assessment of the local policies linked to integration and above all, a shared working space for the different entities that make up the tool.

It is important to keep in mind that migration is a new reality in Spain and it changes the social structure. As stated in the PGID, as in other official guidelines, the main local objective of current policies is to incorporate the phenomena and to guarantee social cohesion, respect for society's roots and development, and for individual rights.

**Responsibility: elected representatives and officials**

The elected representative responsible for the 'Department of Citizenship and Civil Rights' is the alderman for Social Action and Civil Rights. Because the PGID plan is approved unanimously by the Council, it is not difficult for him to reach agreements with other departments or services whose work is affected by immigration. The Department of Citizenship and Civil rights, that implements the policy, has a staff of seven.



## Collaboration with social partners and non-governmental organisations

As explained earlier, Terrassa has established the ‘New Migration Round Table’, which aims to be a service for debate, counselling and participation, follow-up and assessment of the local policies linked to integration and above all, a shared working space for the different entities that make up the tool. It is formed by migrant bodies’ representatives, NGOs, neighbourhoods associations of Terrassa, political groups with democratic representation in the Council and the different Council departments. All these agents have made it possible to build an important network to ease counselling to migrants, to follow up local policies and to overcome more quickly socio-administrative barriers that migrants often face quicker.

The participating members that have set up and worked out the PGID plan are:

- Terrassa City Council and its municipal companies: Department for Citizenship and Civil Rights; IMSAV (Health and Elderly Municipal Institute); PAME (Municipal Institute for Education); Ca la Dona (Women Promotion Department); IMSS (Social Services Local Institute); and political parties.
- Trade unions, CITE; AMIC; Caritas; Red Cross; CIREM (Centre for the Initiatives and European Research in the Mediterranean; employers association (CECOT); Neighbourhood Associations; cultural and social migrant associations; Centre for Language Normalisation (Catalan language).

Many of these associations are also involved in service provision, for instance in language courses and activities for the unemployed.

## Policy and practice on monitoring progress

Terrassa established the ‘Permanent Observatory of Interculturality’. It was created with the aim of supervising the Council’s internal actions and discussing the Council’s interventions before their submission to the New Migration Round Table. The statistical service of Terrassa monitors numbers of migrants and economic developments. Services have management and result indicators, but since Terrassa is in the middle of a new process, the services are adjusted quickly when this seems necessary.

## Key challenges faced in implementation and broad lessons learnt

Even though Terrassa has experience with the influx of Andalusians into the city in the sixties, the influx of foreigners has caused social tensions. This has to do with the speed with which immigration has taken place, and the huge population increase. Tensions arise around housing prices and competition over services. On the political side, it is good that consensus was reached between all political forces of the Council.

## Potential future policy development

Population growth due to immigration will not stop in the coming years; it is expected that at least a million more foreigners will arrive in Spain in the next 10 years. This will compensate for the low birth rate. In 1995 only 12 million people were contributing to social security, while in 2007 15 million are contributing, so the immigrants are necessary for both work and taxes. For this reason policies on integration and coexistence must continue.

# Employment policy, practice and outcomes

## Profile of city employees

The main sectors of employment in Terrassa in 2001 were: service provision (58%), industry (30%) and construction (12%) (Foment, 2007, p. 23). The service sector and construction have been growing, while industry is diminishing. Table 7 gives information on the types of jobs that the two largest categories of foreigners in Terrassa, Moroccans and Ecuadorians, have. Many of the male immigrants work in construction and many of the females in services.

Table 7: *Moroccans and Ecuadorians working in the different sectors in Terrassa in 2005 (unfortunately data on Spaniards are unavailable)*

	Moroccan	Ecuadorian
Qualified workers in the construction and manufacturing industries	552 (33%)	81 (20%)
Non-qualified workers	551 (33%)	151(37%)
Operators of installations and machinery	216 (13%)	30 (7%)
Workers in the 'horeca' and commerce sectors	174 (10%)	88 (22%)
Administrative workers	74 (4%)	18 (4%)
Technicians and support workers	39 (2%)	21 (5%)
Company and public administration management	28 (2%)	6 (1%)
Technicians and scientific professionals	17 (1%)	4 (1%)
Qualified workers in the agriculture and fishing sector	17 (1%)	4 (1%)
Total	1,668 (100%)	403 (100%)

Source: *Foment de Terrassa, Observatori Econòmic i Social i de la sostenibilitat de Terrassa (OESST)*

Table 8: *Foreign workers within municipal and related social services in Terrassa in 2001*

	Foreigners	Spanish
Public administration and social security	47 (2%)	2,456 (98%)
Education	84 (2%)	4,060 (98%)
Medical and veterinary professions	100 (2%)	4,664 (98%)
Public works	28 (12%)	214 (88%)
Work in associations	2 (2%)	111 (98%)
Recreation and culture	36 (3%)	1,237 (97%)
Several other personal services	37 (3%)	1,121 (97%)
Total	334 (2%)	13,863 (98%)

Source: *Foment de Terrassa (2005: p. 48)*

In the last quarter of 2006, Terrassa had around 87,501 workers and the municipality then employed 1,700 of them. Further data on employment of immigrants within the Council are from 2001, so the number of migrants has probably increased meanwhile. In 2001, of the total 78,005 employees, 74,609 were from Spain, 260 from the rest of the EU, 88 from the rest of Europe and 3,048 from outside Europe. Since there is no information on nationalities, this report assumes that the high-educated South Americans form a relevant percentage. Table 8 lists some job categories from a much larger list of jobs that are related to the municipal administration and social services. This selection of professions might not cover all fields related to social services: for instance the transport sector is not included in the table, because there was no distinction between truck and bus companies.

The data show that migrants were not yet in public administration itself in 2001, but in ‘public works’ there was already a considerable number (this includes garbage collection, control of the sewerage system, putting up road signs, etc.). There were then 47 foreigners in public education, 84 in education and 100 in the medical and veterinary professions.

### Employment diversity policy

Employment policy is the same for nationals and migrants. Every citizen is treated the same, no matter what his background is. General measures are formulated from the EU guidelines, implemented in the national Spanish Employment Action Plan, made more specific in the Catalan Government Employment Agreement (2003–2006), in the Barcelona Provincial Plan and in local employment plans.

Foment de Terrassa provides these general services, as explained below. Though the policy is general, the specific services all have experience with helping immigrants and try to adjust to specific needs of individuals. This means for instance that there are some special programmes for people with different features and specific improvement needs, like language capability.

Within the municipal offices some Senegalese and Moroccans have been appointed to the translation and mediation service, the welcome service, the customer service and the neighbourhood bureau in Ca n’Anglada. They were not appointed because of their nationality but because of their specific expertise. Positive action is not considered. As we saw in Table 8 the number of foreigners was 334 in 2001, working in different sectors related to social services – probably these are often higher-educated South Americans and Europeans. Undoubtedly the number has increased since 2001. There are no Moroccan policemen, and very few schoolteachers.

### Challenges in development and implementation of policy

The foreign staff members in projects like the Ca n’Anglada neighbourhood office seem to have been accepted easily, without problems. They are contracted on a project basis.

### Recruitment, training and promotion

In the absence of much specific information about the internal policies of Terrassa’s local administration, the rest of this section treats the general labour policies that apply to all citizens. ‘Foment de Terrassa’ organises the recruitment of labourers in Terrassa. It is a municipal public enterprise that has three main functions: 1) information and guidance on the labour market for both the unemployed, people who wish to improve their professional situation and companies that are looking for personnel, 2) it provides training and job search programmes 3) and it organises the so called ‘business incubator’: support for entrepreneurs with business ideas, especially for newly created and micro companies in the city.

- 1) Labour office function. For someone who needs a job, the first step at Foment de Terrassa is the Portal d’Ocupabilitat i Formació de Terrassa (POF).<sup>4</sup> This includes a large job search room at the entrance with many computers and newspapers. An official explains how one can look for a suitable job via the computer system, and apply directly. Someone is available to help in case the person needs explanation. It is possible to make a personal appointment and to get tutorship in both the search for a job (CV writing and interview training), the choice of training and the company placement.

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<sup>4</sup> POF has a website: <http://www.pof.cat>

2) Training. There are many free training programmes available for people who want to improve their chances. IMPEM specialises in:

- white collar tasks (office automation, accountancy, staff administration ...)
- industrial jobs (welding, CNC, lathing and milling ...)
- trade (painting, carpentry, metal works, gardening, electricity ...)
- peoples care (geriatrics, house assistant ...)
- catering (cooking, bar service ...)
- new technologies (internet, websites ...).

Within this office special programmes are set up when a group can be formed with special difficulties in occupational integration; this is done whenever it is needed.

3) The business incubator. To helping entrepreneurs with a business idea, and supporting newly created and small companies, Foment de Terrassa provides: information and advice on the creation of a business (legal tools, marketing, taxes, human resources, costs, financing), business plan support and preferential financing, training. For companies that have been chosen as part of the 'seedbed' (a selection that seems promising): premises, use of shared space and resources (rooms, telephone, fax, etc.) and accountancy and staff management. To consolidate and improve micro and small companies, innovation programmes are set up, with quality enhancement and consolidation programmes.

The official that supports people with business plans says that requests from immigrant communities in the past year have been: telephone business and grocery shops from Moroccans, and restaurants and general shops from the Chinese. She explains that Chinese usually arrange their business without the help of the municipality and rely on other Chinese for finances and support, while they could actually get a lot of support from the municipality and would have less trouble. The service is spreading information in the Chinese community, but they do not trust official involvement. A lot of support is possible from the administration, and Foment de Terrassa can help finding micro credit from a least four banks in Terrassa, when a certified business plan is made up correctly.

## Equal pay and working conditions

The national non-discrimination law forbids discrimination based on sex, religion, age and ethnicity, so that applies in Terrassa. But that doesn't mean payment is equal and working conditions are the same. Foment de Terrassa describes in its report on foreign workers how discrimination affects them (Foment 2005, pp. 119–122). It gives 26 examples of people that nearly all had both regular and irregular jobs in the past. Foreigners report that they have to do the less pleasant jobs, while the Spanish usually do the easier work. The jobs without work permits clearly pay the least; for instance an Argentinean lady works five days in a kitchen for 300 euro, a 19-year-old Moroccan gets three euros an hour to deliver pizzas, a 56-year-old Peruvian gets four euros an hour to work for the elderly. Often these jobs are also without a contract. The official jobs pay 700–800 euros, as the examples of an Ecuadorian lady who works in domestic service, a Pakistani electrician and a Russian security officer show. Some have extra income through unofficial jobs: women with care, kitchen work or cleaning and men with agricultural or construction work. It shows that most first take low-paying unofficial jobs, often even without contract, and they improve to a contract and then manage to get an official job with a work permit after some time. There are three examples of people who have worked officially for a long time, but fell back to a job without a work permit; this happened in agricultural jobs, domestic service and construction.

The workers' trade union CCOO set up an information centre for immigrants in 1995, called the 'Centre d'Informació per a Treballadors i Treballadores Estrangers' (CITE). CITE provides advice free of charge to both regular and irregular immigrants and provides orientation about immigration law, procedures to acquire a work permit, residence permit, family reunification, citizenship and visa. It also organises Catalan language courses and mediation and communication with educational centres around Catalonia. CITE has 43 offices all over Catalonia. In Terrassa CITE is run by a Moroccan. The trade union gets complaints of underpayment and long working hours for migrants and takes employers to court. This problem is particularly seen among irregular migrants but also among immigrants whose diplomas are not recognised. Irregular migrants are easily abused, and it is also difficult for them to prove that they have done the same work as others who were paid more. The trade union has lawyers to support illegals with this kind of problems. If an employer is caught, he is penalised and the illegal worker is not thrown out of the country.

### Harassment

There is no specific policy within the municipality against harassment of immigrants. The general rules apply and general services are available: mediation for quarrels or conflicts in neighbourhoods, and the police in cases of physical harassment. There is a branch of the French organisation, SOS-Racisme, in Barcelona where complaints about discrimination can be dropped. Barcelona is active in the European network of cities for human rights, and has held international conferences on this issue.

### Accommodation of cultural and religious needs

There are no general policies to safeguard cultural and religious needs, but managers/employers tend to make arrangements themselves. Cases are known in which Muslims work on the night shift during Ramadan, so that they can eat during work and won't faint or feel weak. There are examples of employers adjusting breaks to prayer times, but not, in this research, of provisions in companies for prayer or rules about headscarves or turbans.

### Health and safety

In general many leaflets on health and safety are translated into languages that immigrants use. In Terrassa's welcome meetings, information is given to all immigrants on the possibility of acquiring a free health card, even for irregulars, so they can get at least health support. We are not aware of specific health and safety leaflets for people working in the local administration.

The immigration secretariat of the trade union CCOO in Terrassa provides leaflets in Catalan and Arab about safety at work and prevention of accidents. It lists risky situations about which workers can complain like machinery that is not in order, unstable climbing equipment, lack of helmets, etc. This campaign was co-financed by the foundation for the prevention of labour risks (Fundación para la Prevención de Riesgos Laborales).

The municipality organises information meetings to inform immigrants about safety in their homes (fire prevention). Within the neighbourhood where the 'Pla de Barris' is implemented, which are the four neighbourhoods where immigrants live (Ca n'Anglada, Torre-Sana, Vilardell and Montserrat), a 'guia d'autoprotecció' (guide to self-protection) has been compiled and is distributed. It was written in cooperation with the Catalan government, Terrassa, the Red Cross and Tothom Suma (this is a campaign 'Everybody adds' of the City Council for promoting the participation of citizens, promoting the feeling that every citizen has something to add to the city) and targeted at the home and the neighbourhood. The booklet in Spanish and Catalan shows with pictures how to prevent dangerous situations like fire in the home and what to do if this happens. For illiterates the pictures make clear what to do without reading the text. In the booklet some figures depicted are brown or wear headscarves or jelibias (Moroccan coats).

## Induction and language tuition

Free language courses in Catalan and Spanish are given to newcomers, currently mainly for Arab speakers. The City Council mediators also help newcomers. New immigrants are – after registration – immediately guided to the project coordinator of the reception service. They can get legal advice and a welcome session; they are immediately sent to a Catalan language course of eight to 10 lessons, and they get about 20 hours of social training on the services in Terrassa. This training includes: how health care functions, education, work, rules, laws and the constitution, and, for instance, on culturally acceptable behaviour and relations between men and women. After this immigrants can go on with an advanced language course in Catalan. Cooperation takes place with other institutions for the organisation of these courses, for instance with the Red Cross, and the Catalan institute for language promotion. There are also language courses in Spanish and oral (Darija) Arabic for Spaniards. All courses are free and have professional teachers.

## Recognition of qualifications

Foreign diplomas have to be sent to Madrid to a national office for recognition. This is a difficult process that can take up to a year and even then it doesn't always succeed. The trade union made people aware that they have the right to submit requests through the municipality. Many people do not know that they have the right to ask for recognition of diplomas, and that the diploma can increase their pay if it is relevant to the job.

## Complaints

Terrassa has an office where people can complain about anything that public services do wrong; it is called the 'Sindicatura Municipal de Greuges'. The statistics of complaints show that 85 complaints were made in 2006, of which 72 could be addressed by the service. One third of the complaints were about traffic fines, seven about taxes, six about building licences, five about street cleaning, four about pollution and three about public housing; many other issues occurred only once. Not one of the complaints had anything to do with immigrant issues.

A researcher of the Institute for Public Law at the University of Barcelona, N. Caicedo, studied the complaints by immigrants in 10 Catalan cities that went to court. She reports that most complaints have to do with residence – and work permits. The first phase after arriving in Spain is getting a residence permit or work permit and this keeps immigrants busy. Since they often have temporary contracts, work and residence permits have to be renewed frequently and some become irregular while they have actually worked for a continuous period. Four other types of complaints have occurred more than once in the last five years: complaints that have to do with living together in an apartment block (noise, disturbance), complaints about the many telephone shops that have been established in immigrant areas (they are not big enough, do not have enough light and ventilation, etc.), complaints about the lack of possibility of using civic centres for celebrations of immigrants and complaints about not being able to bury in the Muslim way, while the law states that it should be possible. The research also found that not all the money designated by the Catalan government for immigration policy was actually used for it (only 40%); but in Terrassa this was not the case.

## Special initiatives

Neighbourhood work is well developed in Terrassa, due to the Pla de Barris development office and the activities that this office engages in. Activities for the elderly and children, activities to keep the neighbourhood clean, an exchange of small services like shopping for the elderly or picking up children from school (el banc del temps). There are courses for the uneducated unemployed in four fields: shop assistant, cleaning, painting, and metal work. This is specifically directed at youngsters between 18 and 25 years old, who haven't finished any job training. Immigrant families usually have a work permit for the father, but when sons become 18 years old, they need an independent work permit. An employer has

to request a work permit for them, and that is difficult to arrange for the sons and daughters of immigrants. The course puts them in a system which gives them the possibility to prepare for a job, and helps them to find work.

## **Monitoring**

The ‘Observatori Econòmic i Social i de la Sostenibilitat de Terrassa’ (Economic and Social Observatory of Sustainability) within Foment de Terrassa keeps many statistics on Terrassa. In the statistical yearbook of 2006 there is a lot of information on occupations but nationality is almost never specified as a separate category. In April 2005 this service published a 200-page volume on foreign workers and the structure of the economy (Foment 2005), which gives a lot of details. It includes information on where foreigners work, how many are irregular, the number of temporary and stable contracts, duration of contracts, etc. Secondly it provides a list of services for foreigners by the NGOs and migrant associations, used extensively for this report.

Indicators such as the number of people attending advisory services are kept by most services.

## **Impact of policy and lessons learnt**

Information services and language courses for new citizens are an important and necessary part of municipal policy, starting with welcome courses immediately after immigrants arrive. This seems obvious, but has not been practised everywhere. In countries where such systems were not used in the past, like the Netherlands during the guest worker period (1960–1970), we still find many former guest workers and their wives, who have grown old without knowing the language. They have difficulty supporting their children’s school careers and miss a lot of information. It is important that immigrants start with language training when they are still young and, because of their new arrival, are more motivated to learn. Immigrants feel more welcome because of this reception, and it is probable that they will be more interested in becoming part of the receiving society.

# Diversity in service provision

## Services provided and contracted out

In the report on foreign workers and the economy by Foment de Terrassa (2005, pp. 82–86) there was an extensive list of the services provided to immigrants. These include:

- a. the information, translation and mediation service by the municipality, from which all other services or persons can obtain translation or interpretation
- b. the welcome activities.

Three more services are listed:

- c. the welcome and language service by Caritas
- d. the Centre d'Informació per a Treballadors Estrangers CITE (Centre for Information for Foreign Workers) within the trade union CCOO, which gives advice to legal and illegal workers on everything that concerns immigrants and
- e. L'Associació d'Ajuda Mútua a l'Immigrant de Catalunya, AMIC (the association of mutual help for immigrants in Catalonia) in the other trade union UGT.

In the field of education and work five programmes are distinguished:

- a. the labour, information and training service of Foment de Terrassa, that has already described
- b. Escola Municipal la Llar, a school that gives courses in reading and writing for illiterates, basic education and language training in Spanish and Catalan and more specific work related courses
- c. Confederació Empresarial Comarcal de Terrassa CECOT, an organisation that selects workers abroad and offers exchange of workers with the countries of origin
- d. Migració Caritas Terrassa, the department of Caritas that works for immigrants offers four courses: a general course for migrant women to adapt to their new surroundings, a course on entering the labour market for women, a course on entering the labour market for men, and a service of socio-linguistic mediation
- e. Darwuka project, a literacy project by the Red Cross
- f. The Consorci de Normalització Lingüística CNL, consortium for the normalisation of the Catalan language offers Catalan language courses to immigrants. This is an institution that we find everywhere in Catalonia, and that was established after the dictatorship ended. It also gives courses in writing Catalan to the elderly who had no Catalan in school, since they grew up in Franco's era.

In the field of 'sensibilisation' (awareness by local people), the activities include:

- a. The civic action of the municipality already described.
- b. Project 'Dones d'Egara' (women of Egara), in cooperation with the adult school AVV and the library
- c. Project 'Social cooperation for one Europe without exclusion', with the Erasmus university of Rotterdam and the 'World of NGOs' from Vienna
- d. Project 'Living together in Ca n'Anglada', together with the Vallès Occidental county.



Within neighbourhoods there are two more interesting projects:

- a. AVV Montserrat, an association of inhabitants in Montserrat neighbourhood that has established several activities for immigrants and locals like sewing courses, carnival celebration, and activities for children.
- b. The library of Ca n'Anglada has a workgroup on migration, it tries to find material which is interesting to both adult immigrants and children, it looks for material about the home countries, for information that is easy to read for people who have not mastered Catalan well and they have activities on intercultural dialogue (e.g. inviting a Senegalese writer).

In general these services are a cooperation between the municipal and others; other institutions or NGOs get subsidies for their work.

### Diversity policy in services

The general policy of Terrassa's City Council is not to offer specific services for immigrants, unless this is strictly necessary. Only the first phase of immigration services like processing residence, work and naturalisation permits, translation services and language training is considered necessary. The intention is that immigrants should as soon as possible be able to use general services independently, just like a person born in the city. Rights and duties will then be the same. The specific services are 'bridging projects' that only exist when it is strictly necessary due to the difficulties or deficiencies of the immigrants. The promotion of peaceful coexistence and living together in neighbourhoods are based on the idea that the diversity policy has to address the whole population.

### Employment profile of service providers

The process of hiring immigrants in the public administration has just started, but is actually moving fast. Since 2001 more officers have been hired in customer services, and in advisory, translation and mediation jobs in the municipality, in the neighbourhood office in Ca n'Anglada. In public work there was already a considerable number. They are hired because of their professional qualities, and that can sometimes include their language proficiency in for instance Arabic, Wolof or Chinese.

### Access to services

The main provision to ensure that immigrants can have access to services in the same way as the locals is the translation and information service. Medical personnel, teachers, employers, municipal staff and other individuals can approach this service, when they have to deal with an immigrant who doesn't speak the language. Two groups are more at risk of having less access to services: the illiterate and the irregular.

The municipality tries to encourage all immigrants, including illiterates, to take courses so that illiteracy will disappear. It is not clear whether or not illiterates participate in the course to the same extent as literate immigrants. Since 41% of Chinese and 33% of Moroccans are illiterate, these two are the most problematic categories. Another group that is at risk are the irregulars. For this group it is difficult to formulate municipal policies. But in health care an initiative has been taken. There is a gynaecological care service for non-regularised women, since dangerous situations can develop without such support. The Red Cross also actively takes care of irregulars. The CITE office within the trade union does not distinguish between regular and irregular, so legal support to obtain papers is also given to irregulars.

## Monitoring of access and outcomes identified

The 'Observatori Econòmic i Social i de la Sostenibilitat de Terrassa' (Economic and Social Observatory of Sustainability) within Foment de Terrassa keeps many statistics on Terrassa, and the services keep their own records on the number of users.

For instance, more than 30% of social service users were foreigners in 2006, while 51% of the people registered for Catalan courses are foreigners; 12% of the school population (compulsory part) are of foreign origin, and 6% of applicants for public authority subsidised flats were foreigners. Outcomes and new policy directions are discussed in the 'Permanent Observatory of Interculturality'.

## Cultural awareness of staff

Training has been given to the staff members that work with foreigners, including within the police. This training includes information provision on the consequences of immigration for Spanish society. They approach the issue from a cross-cultural point of view. Besides a cultural awareness training, officials can take a Darija course (spoken Moroccan Arabic).

## Discrimination against service users

There are no records on discrimination that occurs in services and no complaints have been filed. Of course the specific services for immigrants are only available for immigrants, which might be considered discrimination by the Spanish. The intention is to have these as temporary bridging projects and to avoid segregationist policies. This is also the reason why free language courses in other languages are offered to Spaniards. Within Terrassa there are no cases known of private schools refusing immigrant kids (in other cities there were incidents reported in the newspaper).

## Special initiatives

A special initiative is the Nora project, instigated by the Department for Promotion of Women and the Red Cross in Terrassa. Women from the Maghreb are supported individually and in groups. This includes many aspects like first welcome services, crisis intervention in case of problematic family situations, legal help in acquiring residence permits, and with divorce and children, psychological help, orientation on the labour market, and support in finding jobs and even counselling for Maghrebian lesbians. The Red Cross serves as an information point, has a separate language programme (Darwuka), supports immigrant youngsters over 16 with their problems (they have to arrange their residence permits) and is giving support for non-Catalan speakers to get through the theoretical part of the exam for a driving licence.

## Impact of policy on access to and quality of services

Each service has quantified its number of users. Only with regard to peaceful coexistence and living together is it difficult to quantify the results. Since 1999 no riots have occurred, so that might be an indication that the policy has worked in a positive manner.

# Key challenges and lessons for CLIP

Terrassa has been confronted with a recent influx of immigrants in the last eight to 10 years, and has started to build up services and to adjust the existing service provision to these new groups. The general assumption is that specific services are only needed to bridge the period until the immigrants can fully participate and use in the mainstream institutions.

Firstly a general problem in Spanish cities, which is not under control, is the enormous number of workers in the informal economy, as the report by Foment (2005) shows. The consequences for employees are among others: working without contracts, underpayment, no insurance and limited safety. Though controlling agencies check and punish employers, there is still a huge task in further controlling the informal sector.

In service provision for immigrants by the municipality, lack of money is a problem in all Catalan cities. Terrassa has been actively involved in finding additional money for the immigrant policy, for instance by writing the Pla de Barris plan for the neighbourhoods where the highest concentrations of immigrants are found. Political backing was strong after the riots between Moroccans and Spaniards in 1999. It seems that the strong point of Terrassa's approach is that a lot of attention is paid to the neighbourhoods. Living together starts in the neighbourhood and more directly in the apartment building and this is the level where immigrants are addressed. The activities focus on good relations in the community, public space and in schools, and the message is that integration takes place between people. A service bureau has been established in Ca n'Anglada neighbourhood, and since most immigrants don't immediately find their way through the bureaucracy of a European town, it is a good to have a local office near the people it concerns. The local office has a lot of contacts and can also easily report back what it sees among its clients.

Another strong point is the 'New Migration Round Table'. Since all partners that work on migration meet here, it is an important initiative that makes discussion, counselling, participation and assessment of the local policies possible, with a direct possibility of adjusting the system. The civic community of immigrants is also addressed, and direct contact with the migrant associations is possible. Working with NGOs also solves some of the financial problems, since NGOs work with volunteers.

Terrassa is doing well in collecting and processing statistics. The report 'Els treballadors estrangers en l'estructura econòmica de Terrassa' by Foment de Terrassa (2005) is an important overview of the situation in which the foreign workers are found. It is clear that conclusions from this report give warnings about problems that might develop. The high illiteracy rate among Chinese and Moroccans is one of the problems that have to be tackled, because it influences their careers and the possibilities for supporting their children. The relatively high unemployment rate among foreigners – double the Spanish rate – is another issue that needs attention. Prejudice and stigmatisation of Moroccans, especially young Moroccan men, are described as a point that needs attention.

Terrassa is consciously against a policy of positive action, because this is considered discriminatory for the other Terrassans. The Council is convinced that all citizens are equal and that means no preferential treatment. The language and information courses are already seen by a part of the population as excessive, and some of the former immigrants from Andalusia complain that they were not helped when they arrived. The Council is optimistic about the speed with which integration can take place and thinks that nobody has to remain behind: the second generation will automatically have the same chances as natives, the illiterates will study and learn to read and write and the illegals will become legal. Problems with youngsters are not yet very visible, but it remains to be seen whether they will not develop in the future.

It is not surprising that immigrant employees are not apparent in the administration in large numbers, since immigration is new. It seems that it is not impossible for immigrants to get a job there, though South Americans seem to have more chance than Moroccans and Senegalese, with their knowledge of Catalan and their higher educational levels.

As far as this research is aware, anti-discrimination bureaus have not been established in Terrassa; complaints can be sent to a branch of the French organisation SOS-Racisme. It is possible to complain about municipal services at the office of the ombudsman (Sindicatura de Greuges), but none of the cases had to do with ethnicity. Complaints about labour conditions are taken by the office for immigrants CITE at the labour union. The biggest problem for foreign workers in Terrassa is to get legal status and a work permit. The municipality itself cannot easily set up services for illegals, but the general feeling is that illegals need help for humanitarian reasons. The Red Cross, the trade unions, Caritas and other NGOs play an important role in coping with these problems.

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# List of persons interviewed (15-18 July)

Joan Chicón, Department of International Relations Terrassa (city representative)

Gemma García and other representatives of the, Department of Citizenship Services and Human Rights, responsible for Diversity and Integration policies in the municipal of Terrassa

Representatives of the ‘Observatori Econòmic i Social i de la Sostenibilitat de Terrassa’, Foment de Terrassa (statistical office)

Trini Esponellà, Foment de Terrassa (labour office)

Representative of the ‘Institut Municipal de Promoció Econòmica’, responsible for supporting people who want to start a small business

Representative ‘Foment de Terrassa, Portal d’Ocupabilitat i Formació de Terrassa’, responsible for training and courses

Ester and Daniel Soto, organisers of several projects for immigrants at the Red Cross Terrassa

Nuria Alcal, supporter for immigrants at the Workers trade union COOP

Albert Terrones, researcher immigrants and city policies, Autonomous University of Barcelona

Natalia Caicedo, researcher on complaint considering immigrants, Public Law Institute, University of Barcelona

**Anja van Heelsum**, Institute for Migration and Ethnic Studies (IMES), University of Amsterdam

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