



European Foundation for the Improvement of Living and Working Conditions

Case Study on Diversity Policy in Employment and Service Provision

Mataró, Catalonia, Spain



Author:
dr. Anja van Heelsum
Institute for Migration and Ethnic Studies (IMES)
University of Amsterdam
Amsterdam

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Wyattville Road, Loughlinstown, Dublin 18, Ireland
Telephone: + 353 1 2043100, Fax: + 353 1 2826456

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Foreword

This report is part of the Eurofound project "Cities for Local Integration Policy" (CLIP), which started in 2006.

Mataró is one of the 25 European cities that cooperate in exchanging information on their Integration Policy.

The project aims at collecting and analysing innovative policies and their successful implementation at the local level, supporting the exchange of experience between cities and encouraging a learning process within the network of cities, addressing the role of social partners, NGO's, companies and voluntary associations in supporting successful integration policies, providing objective assessment of current practice and initiatives and discussing their transferability, communicating good practices to other cities in Europe and developing guidelines to help cities to cope more effectively with the challenge of integrating migrants, supporting the further development of a European integration policy by communicating the policy relevant experiences and outputs of the network to: European organisations of cities and local regional authorities, the European and national organisations of social partners, the Council of Europe and the various institutions of the European Union.

The CLIP network is also a cooperation between cities and research institutes. Five research institutes in

Bamberg, Amsterdam, Vienna, Liege and Oxford are taking care of the publications of the CLIP project. The researchers of the Institute for Migration and Ethnic Studies (IMES) of the University of Amsterdam are responsible for this report on Mataró. Together with the contact person of the municipal of Mataró Josep Palacios i Manuel, of the Diversity Department, an enormous effort has been undertaken to find all necessary data on Mataró for this report. Many officials and other parties who are involved with integration and welcome policy have been interviewed during the city visit that took place from 21-25 June 2007, as the list at the end of the report shows. They have provided us with reports, statistics and comments on the concept version of this report. Secondly the Deputacion de Barcelona (DIBA) had helped with filling in our questionnaire in advance and establishing contacts. Thirdly representatives of the Trade Union, the Red Cross and the Moroccan mosque have been willing to provide us with information. And finally researchers from the Institute of Law at the University of Barcelona and of the Autonomous University of Barcelona have provided us with data and useful comments. I want to thank all those who have cooperated in giving information and particularly Sr. Palacios for coordinating the search of data.

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Anja van Heelsum

February 2008, Amsterdam

1 The country: Setting the city and its diversity policies in context

1.1 Brief history of migration to the country and characteristics of migrants and people with a migration background

Spain is situated at the crossroads of the Atlantic and the Mediterranean, Europe and Africa. Between 700 and 1200 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 1236 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 the areas in Africa, Asia, Oceania, and a large part of the current United States and of South America and the Caribbean¹. Except in North America, Spanish is still the national language in many of these territories and there is some movement of people up and down, for instance from Spain to Latin America and back. To put it shortly, Spain's history is characterised by a strong international orientation.

In the first 80 years of the 20th century the economic situation in Spain was not very successful. Emigration became more common than immigration. Between 1850-1950 3.5 million Spanish left for the Americas (Ortega Perez, 2003). From 1950 onwards Spain's workforces moved to the richer industrial areas in 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, Spain made the transition to a democratic state and the economic situation improved fast, 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 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 extra powers in taxation and judicial matters after the referendum of 2006 when a Catalan constitution was approved. One of Spain's most serious domestic issues is a left over from the dictatorship and related to the autonomous regions: the problem with the ETA and the tension in the northern Basque country.

Emigration of guest workers to the north came to a halt because of the world wide economic crisis of 1973. Since 1975 650,000 Spanish returned to the country, while approximately two

¹ 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, Chilli, Bolivia, Colombia, Venezuela, Paraguay, Uruguay, Argentina (South America) and Cuba, Puerto Rico, Dominican Republic, Santo Domingo, Trinidad, Tobago (Caribbean). The Canary Islands, Ceuta, Melilla and the other plazas de soberanía on the northern African coast have remained part of Spain.

million Spanish improved their position in and continued to live abroad (Borkert e.o 2007). On the other hand a considerable part 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 European union 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 country 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 in the European Union.

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

	Number	%
<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%
Total South Americans	1 064 916	2%
Total immigrants	3 021 808	7%
Total	43 964 000	

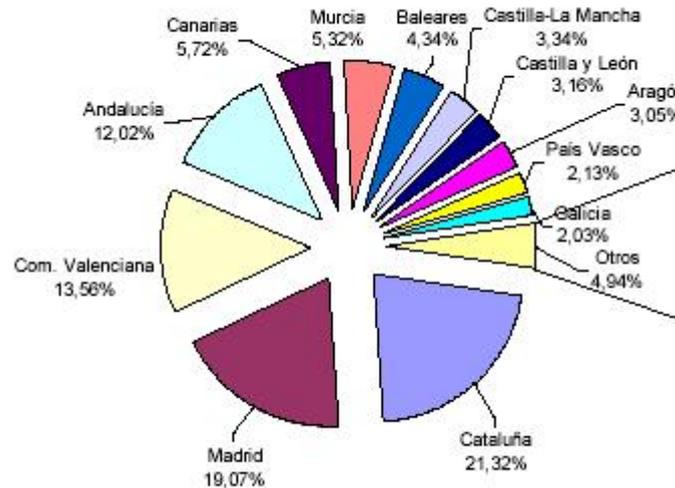
source: Boletín Estadístico, Observatorio Permanente de la Inmigración, January 2007

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 national health system, by registering at the municipals. Research on national level has shown that about half of the immigrants registered at municipals do not possess a valid residence permit. Because of five large regularisation programmes, many former illegals have been legalised. On the other hand 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, especially poorer areas where the agriculture was collapsing. Near industrial areas like Barcelona city and Mataró, housing districts were sometimes to a large extent inhabited by these national immigrants. Since 2000 labourers also come from countries outside the European Union. Figure 1 shows that Catalonia receives 23% of all immigrants in Spain, compared to 19% for Madrid and 14% for Valencia and 12% in Andalusia.

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



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

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 in four provinces. We have also given the figures for the Barcelona province of which Mataró is a part. The figure of the Barcelona province is not very different from the

Catalonia figure, slightly more South Americans and Asians and slightly less other Europeans and Africans.

Table 2 Immigrant categories to Catalonia and Barcelona Province (based on nationality), Dec 31st 2006

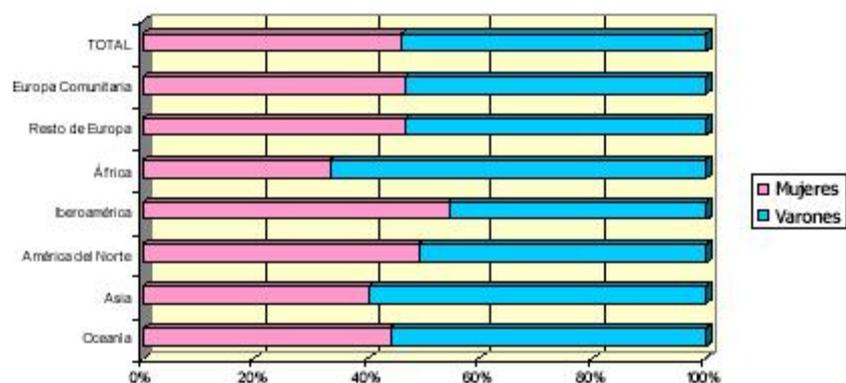
	Catalonia		Barcelona province	
	Number	%	Number	%
Total Spanish	* 6 256 110	88 %	not known	-
Total immigrants	* 878 890	12 %	441 599	-
EU countries	84 265	1%	55 882	-
Rest of Europe	54 495	1%	23 117	-
Africa	216 852	3%	126 642	-
South America	212 615	3%	172 858	-
North America	3 054	0%	2 592	-
Asia	71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

source: Boletín Estadístico, Observatorio Permanente de la Inmigración, January 2007
(* due to missing data we have used another source here!)

The average percentage of immigrants in Catalonia is 11%, although some cities reach higher figures, such as Barcelona 15%. It is clear that the economic boom that is taking place since 2000 has led to an explosion of activities, especially in the field of building, on which the Spanish economy depends heavily.

The immigrant groups in Spain are relatively new, so most of them still have the nationality of the 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 unbalance 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 Pakistani's (85 % males). Only among South Americans (or Ibero Americans as they are called in the figure), the percentage of females (54% females) exceeds the males.

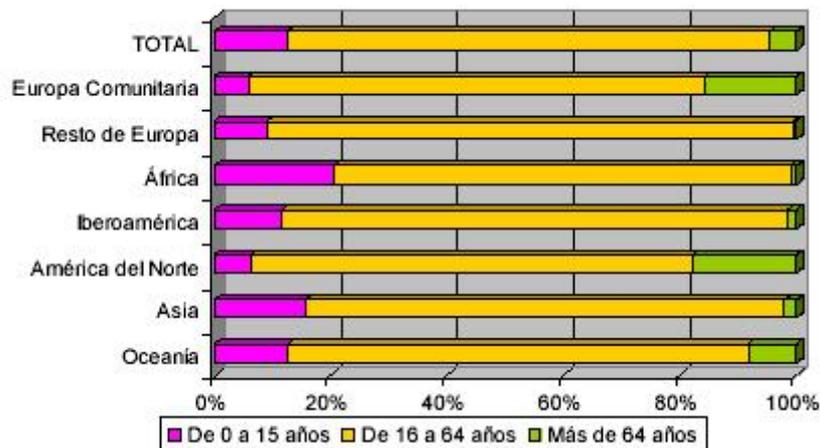
Figure 2 Male-Female ratio of the immigrant groups in Spain (left females, right males) per 31-12-2006 Note that total is the total is the total immigrant population!



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, as we can see in figure 3. The large majority of immigrants are in the working age (15-64). Only immigrants from the European Community and North America have a considerable number of elderly. While the percentage of people above 64 is 18% among the Spanish, we nearly don't see elderly from Africa, South America and Asia.

Figure 3 Age division of the immigrants in Spain, per continent, 31-12-2006



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

Note that total is the total is the total immigrant population!

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

The total unemployment figure in Spain is 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 4 shows that some immigrant groups suffer more from unemployment than others. South Americans seem to have more problems to find work than the other groups, and North Americans, Asians and Oceaneans are below the mean unemployment figure.

Table 4 Number of foreign workers in labour discharge in the social security for Spain in 2007 and in Catalonia in 2005 per continent of immigration (Note that people with an irregular situation also receive welfare!)

	Spain Number	2007 %	Catalonia Number	2005 %
Autochthonous Spanish	16 995 200	90%	not known	-
imm. EU countries *	595 453	3%	60 823	-
imm. Rest of Europe *	69 354	0%	38 430	-
imm. Africa	371 414	2%	102 062	-
imm. South America	6 844	0%	150 554	-
imm. North America	708 442	4%	1 426	-
imm. Asia	119 876	1%	42 855	-
imm. Other	5017	0%	214	-
Total immigrants	1 876 400	10%	396 860	-
Total	18 871 600	100%	-	-

* Note that Bulgaria and Romania were part of EU in 2007, not in 2005

Source: Ministry for Labour and Social Affairs

1.2 General policy context: law and policy on diversity in employment and service provision

Spain didn't have 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 phenomena, immigrants were conceptualised as workers, who required regulation by the Ministry of Labour (Ortega Pérez 2003). When Amnesty International criticized the toughness of the 'foreigners law' in 1989, the first attempt to draft an integration law took place in 1990 (Borkert a.o. 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 that had legalised their status with a one year work permit, had in 1991 fallen back to the illegal status. To compensate for ineffective and restrictive admission policies, regularisation programs have taken place in 1994 (on ground of family reunification), in 1996, 2000.

Besides measures to control the immigration, at this point a start was made for programmes for immigrants' social integration. In 1994 an 'Inter-ministerial Plan for the Integration of Immigrants' was presented, with the intention to grant immigrants the same civil and social rights and responsibilities as Spanish citizens. The concept integration was in this manner 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 culture of migrants (Borkert a.o. 2007:29). The policy was not directed at specific groups, but at granting equal rights for instance for immigrant children at schools.

Only in 1998 the Law on the Rights and Freedoms of Foreigners in Spain and their Integration was passed, which focussed clearly on integration and political and social rights of non-EU foreigners. It took force in January 2000.

When Partido Popular got to power in 1996, this centre right wing government led by Prime Minister Aznar was interested in liberalisations 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 and Labour Affairs 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 plaid an important role to implement 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 on the labour market. While it was intended to regulate the immigration flow, it was seen by many illegal immigrants as a way to gain a legal status and most applications came from undocumented immigrants already in Spain. It was transformed in 2002 so that applications can 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, the layer of the county and after this the municipal make things complicated, also because the budget of the municipals is limited. Immigrants' access to social services depends on their registration in the municipal administration. The only agreement of the Spanish state in which all the political forces agree how to develop immigration policies was signed in 2006: the Civic Responsibility Pact.

2 The city

2.1 Brief description of the city: location, history

Mataró is the capital of the 'Maresme' county, situated 30 km north of Barcelona on the Mediterranean coast. The origins of Mataró go back to the Roman Times: a Roman villa from the 1st century BC is found in the old part of town. In the Baroque period it was extended, but the real enlargement took place after the Second World War. While it had in 1960 41.000 inhabitants, the number has increased on January 1st 2007, to 120.384 inhabitants.

The most important elements of the local economy are: commerce and repair (12%), textile and confection industry (11%), and building (11%). In the near surrounding of Mataró a lot of horticulture is found, for instance flowers, tomato and strawberry farming. These characteristics of the labour market invite a lot of unskilled and semi-skilled labour for both men (construction, industry) and women (horeca, care, housework). Since the population of Mataró is ageing, like in the rest of Spain, labourers had to come from outside.

The city attracts yearly a considerable number of tourists to its beaches, yacht harbour and sport facilities (3000 hotel nights + day tourism), with the Serralada Litoral mountain range on the west side of the city as an extra attraction to walkers and climbers. In the last 10 years Mataró has done great effort to make the city more attractive by laying out parks, renovating old buildings and organising a cultural festival for some weeks in summer with bands and theater.

The city intends to broaden and develop a modern service sector with the new Mataró Tehnocampus Park, a technology space that will house the university, specialized entrepreneurs, technology centres and knowledge-intensive companies, which will become the economic force of the 21st century Mataró.

2.2 City's migrant population, its history and characteristics

As we showed, Mataró's number of inhabitants has more than tripled since 1960. This increase of population was mainly due to internal Spanish migration from Andalusia, Extremadura, Castilla and Galicia.

Since 1970 foreign immigrants started to arrive, the first stream came from Subsaharan Africa, in particular Senegal and Gambia. The council of Mataró developed social, health and education services early. Gradually, the origin of migrants became more diverse. After the Subsaharians, Maghrebians started arriving to Mataró. Moreover, other communities, such as people from Central and South America have settled in Mataró and recently also Asians (China) and East Europeans. Table 4 shows the largest immigrant groups in Mataró per nationality.

Table 4 Largest immigrant groups in Mataró per nationality on June 30th, 2007

	n	% of total population
Moroccan	7 147	5.95
Chinese	1 664	1.39
Gambian	1 334	1.11
Senegalese	1 110	0.92
Argentinian	700	0.58
Malinese	643	0.54
Bolivian	603	0.50
Italian	577	0.48
Equadorian	562	0.47
Colombian	526	0.44
Urugaian	380	0.32
Others	3 285	2.74
Total of non Spanish population	18 531	15.43
Totale population	120 109	100.00

source: elaboracio per Servei d'Estudis i Planificacio, 2007

The foreign population does not only increase through immigration, but also through births. In 2007, 22% of the babies were born in non-Spanish familie, and 78% were born in Spanish families. The large majority of these immigrant children is of Moroccan origin (64%). On the other hand the mortality takes for 99% place in among Spanish citizens. Immigrants have not only arrived in Mataró in 2007 (in total 978 foreign nationals), there was also an outflux 830 foreign nationals. Among other things, this has to do with the seasonal character of the job opportunities, but also with the easy movement to and from other parts of Catalonia.

As in the rest of Spain a large percentage of the immigrants are without resident permit. The percentage of foreigners with a residence permit was 45% in the first trimester of 2002, but has diminished during 2006 and 2007 to 38% in the second trimester of 2007.

It is possible to calculate a segregation index for the different immigrant groups. According to information from the Servei d'Estudis i Planificacio, it becomes clear that Moroccans, Senegalese and Gambians live very often in the same neighbourhoods, while for Chinese this figure is also increasing.

The neighbourhoods of Mataró where immigrants live in high concentrations are: El Palau-Escorxador (36%), Rocafonda (33%) and Cerdanyola (21%), as table 5 shows.

Table 5 Concentration of foreign nationals in the neighbourhoods of Mataró

Neighbourhood	Foreign population	Total Population	Pct foreigners
Center	362	3 937	9.19
Eixample	2 687	28 384	9.47
Palau-Escorxador	2 476	6 877	36.00
Racafonda	3 616	11 078	32.64
Vista Alegre	233	7 008	3.32
Mollins-Roner	402	5 761	6.98
Cirera	832	9 803	8.49
La Llantia	212	3 899	5.44
Cerdanyola	6 130	29 702	20.64
Peramas	876	8 211	10.67
Pla d'en Boet	705	5 449	12.94
Total Mataró	18 531	120 109	15.43

There are neighbourhoods that were built between 1950 and 1980, El Palau and Racafonda North East of the centre and the Cerdanyola North West of the centre. These neighbourhoods are not very big and the quality of the buildings seems not very bad on first sight. Buildings are usually five to six floors high and do not all have elevators. After the first Moroccans moved there, the image of the neighbourhood went down, while actually the house prices went on increasing. Just outside Racafonda on the industrial area that borders the town, a Moroccan mosque is established in the building where the Red Cross is also situated.

Figure 4 Map of Mataró with concentrations of foreign nationals (dark collar)



The unemployment rate in Mataró is 11% (for comparisons: 9% in the province of Barcelona, 11% in Catalonia and 7,6% in Spain). Since we don't have data on the size of the workforce, it is only possible to calculate the number of unemployed of the total population, this results in 5,1% for Spanish and 3,5 % for immigrants (this figure is not the usual unemployment figure, it disregards the different age divisions). The official unemployment registration of immigrants is lower than among Spanish because immigrants arrive in Mataró to work. Since unregistered immigrants form about 38% of the immigrants and it is not clear how many of them are unemployed or have irregular jobs, a large section of the foreign population is not described with these figures.

2.3 The city authority: tier of government, responsibilities, structure

Mataró has a PSC (socialist), ERC (left nationalist) and ICV (ex communist) coalition, the same as the Catalan regional government and therefore working in good cooperation with the Catalan government. The council has signed the “*New Citizenship Agreement* “(2004-2007), which was in more general terms initiated by the Catalan state. Immigrant integration and social cohesion are seen as a shared responsibility of Maresme county, Barcelona province and the Catalan regional government, in this case the Catalan regional policy is very similar to the local one. The municipal policy stresses equal rights and duties for all inhabitants, including immigrants or people with other religions. It speaks of ‘normalisation’ of its institutions when it tries to make services available for all.

The municipal has six main departments (and related political commissions in the council): department of thoroughfares, department of personal services, department of central services, department of territory services, department on innovation, and department of presidency. Within the direct municipal power are also: the labour office and training, social services, neighbourhood relations, town planning and cemeteries. The Catalan government is responsible for education and medical care, though some of its practice is carried out by the municipals.

The (sub)department responsible for the wellbeing of immigrants in Mataró is ‘*Nova Ciutadania*’ (New Citizenship) within the department of Presidency. Within ‘*Nova Ciutadania*’, there is the ‘*Comissionat del Pla de la Nova Ciutadania*’ (commissioner for the Plan of New Citizenship). The New Citizenship department has a staff of 20 (mainly women). When this department has to cooperate with the other departments of the city administration, for instance on employment, the heads of departments make agreements. This works well, according to our informant, since the council as a whole had signed the ‘*New Citizenship Agreement*’ and is fully behind it.

3 The city's approach to diversity

3.1 Historical background: explaining reasons for the development of the city's approach, including influence of national policy and of the media

Since immigration has only developed in the last ten years, there are no earlier policies than that. Mataró started relatively fast with policies for immigrants and is known in Catalonia and in Spain as an example of a well-developed policy. The policy is even presented at congresses for instance in Valencia spring 2007 and attracts the attention of other cities. The immigration took place fast and caused large changes in the cities poorer neighbourhoods.

The general principles of the 'New Citizenship Agreement' are, according to the information in our questionnaire: 'globality' (taking foreigners into account) and 'normality' (which means that foreign citizens have to be able to operate as 'normal' as Catalans). Policies have to be both 'local' and 'integral'; inter-administrative cooperation has to take place and awareness of participation and citizenship are considered important. Strategic lines of the plan are: migrants' integration in democratic principles and values, 'normalisation' of service provision, equal opportunities and quality of life for all citizens, promotion of cultural and social change through social and political consensus.

Mataró states in its welcome guide to new citizens, that it is now undergoing a process of social and economic change, the variety of nationalities is increasing and Mataró is turning into a cosmopolitan city that it hasn't been before. This shows a positive attitude towards immigrants that the authorities are trying to spread among its population. Another guiding principle of the policy is, to adapt the public services so that all citizens can use them equally well. The political will is available and the administration has to adjust to give these citizens the same possibilities and services. Political leaders and city administration undertook action, also because it became difficult to keep services, education and health care on the same level as they were before the population increased.

3.2 Objectives of the policy/approach; to which categories of the city's population it applies and to which sectors of employment, services and external agencies

The Town Hall of Mataró adheres to 'The Town and City Association for Human Rights' (approved unanimously at the plenary session on 3rd Feb 2005) and, with the objective of promoting the values of the European Charter for the Safeguarding of Human Rights in the City. The rights and obligations, based on the values of respect of the dignity of the human being, of local democracy and the right to an existence that allows the improvement of wellbeing and quality of life for everybody, include:

RIGHTS

- The right to the city: the city is a collective space belonging to all who live in it. These have the right to conditions, which allow their own political, social and ecological development, but at the same time accepting a commitment to solidarity.
- Principle of equal rights and non-discrimination: the recognised rights are guaranteed by the municipal authorities, without any discrimination with regard to colour, age, gender,

sexual orientation, language, religion, political opinion, ethnic, national, or social origin, or level of income.

- The right to cultural, linguistic and religious freedom: citizens have a recognised right to exercise their cultural, linguistic and religious freedom.
- Protection of the most vulnerable groups and citizens: the authorities recognise that the most vulnerable groups and citizens have the right to special protection.
- Right of political participation, citizens and their organisations can access public debates, direct enquiries to the municipal authorities over issues concerning the regional and local authority, and express their opinion.
- Right of association, assembly and demonstration: the local authorities encourage associations as an expression of citizenship and respect their autonomy.
- Right to a family and private life, the city protects people's rights to a private and family life and recognises that respect for the family unit, in all its current manifestations, is fundamental element of local democracy.
- Right to information, citizens have the right to information on matters concerning social, economic, cultural and local administrative life.
- Right to public services of social protection, the signatory cities consider social policies a decisive part of their policies for the protection of human rights and they undertake to guarantee these rights within the limits of their authority.
- Right to education: citizens have the right to an education. The municipal authorities provide access to basic education for all children of school age.
- Right to health, the municipal authorities encourage equal access for all citizens to medical and preventive health care.
- Right to a home, the municipal authorities endeavour to ensure an appropriate supply of homes and infrastructure for all their inhabitants, without exception, within the limits of their financial resources.
- Right to work, citizens have a right to enjoy sufficient financial recompense for a worthwhile occupation, which guarantees a satisfactory quality of life
- Right to the environment, citizens have a right to a healthy environment.

OBLIGATIONS

- Obligation to register: people who reside in the city are obliged to register with the aim of acquiring the status of a citizen of Mataró.
- Obligation of solidarity: citizens must show their solidarity to all the people who most need it.
- Obligation of mutual respect: nobody can, through his or her behaviour, undermine other people's rights nor commit an offence against their dignity.
- Obligation of education: families must see to it that their children receive a good education
- Obligation to respect the environment
- Obligation of paying taxes: everyone is obliged to pay the relevant taxes that apply to them as citizens.
- Obligation of to respect the national, cultural and artistic heritage of the city

These are the general principles behind the policy. We will now explain how this is implemented in the concrete activities of the New Citizenship Department.

The three main starting points of the work on New Citizenship are, as the New Citizenship Agreement Pact prescribes: a) reception policy, b) integration policy and c) 'sensitisation' of the autochthonous population. An important principle is the 'transversal' approach to the municipals own service provision, which means from both immigrant and autochthonous side. There are no written targets on employing a certain number or percentage of immigrants, but several departments and institutions that work with immigrants have employed immigrants for language reasons.

ad a. *The reception policy* includes: a letter of the mayor immediately after someone comes to register, an information session of about two hours and an information guide of 29 pages. This part is organised by the register. The information guide includes the full list of rights and obligations that we have summarized above. All this information in the guides is translated in the following languages: Catalan, Spanish, English, French, Arab, and Chinese. The information meetings are held in: Catalan, Spanish, English, French, Arab, Tamazigh, Wolof, Mandinka and Chinese.

Professionals of the staff (from Gambia, Morocco China arranges the sessions in Arab/Tamazigh, Wolof/Mandinka and a Chinese.

After this the second phase starts, organised by staff of New Citizenship: all immigrants are offered a language and information course, which they can take free and voluntary: 10 hours on how the city works ('knowing the environment') and 20 hours of Catalan language. This combination leads to a certificate. With a group size between 10 and 15 persons, and the possibility to have women only and courses in the evening for working people, the municipal tries to keep the threshold low and attract all new citizens. Not many people seem to avoid these courses. Separate sessions are organised for Chinese, Moroccans, Senegalese/Gambians and Spanish speaking South Americans.

After finishing this phase, it is possible to go on to a third phase of further language lessons organised by external services, 'Omnium Cultural', 'Consorti per a la Normalizacio Linguistica' (all under coordination of New Citizenship). One can take courses of 20 hours and go on several levels.

ad b. The work on *integration* includes a service of intercultural mediation, aimed at professionals from different municipal services and the rest of public services, to facilitate the communication between public services and newcomers, favour intercultural knowledge and encourage coexistence of people with different origins and cultures. Since 1996 the service exists and it includes 7 people, 5 of them born abroad. The mediators can intervene in Moroccan Arabic/Tamazigh, Chinese and Wolof/Mandinka. It is possible for instance to phone from a doctor or from a hospital to one of the mediators and get direct translation service. All services that are available for the general public need to become as easily available for immigrants also, for instance support for associations, the use of civic centres, cultural facilities. Other institutions are stimulated also to adjust their services.

ad c. The third aspect of the work of New Citizenship is the '*sensitisation*' of the autochthonous population. It is the explicit intention of the administration to fight racism and

xenophobia in neighbourhoods where workers live. In these neighbourhoods earlier immigrants from other regions in Spain are over-represented, they have the perception that they have to fight for public and labour resources, and compete about resources.

The same principles of living together and rights and obligations that are described in the newcomer guide are promoted here. Since racism and prejudices are not uncommon in the neighbourhoods where immigrants settle, and especially evolve around scarce services like health and education services, activities are organised to get to know each others culture and to get into contact. All kinds of cultural and informational exchange is organised with the intention to increase mutual respect.

3.3 Responsibility: elected representatives and officials

As we explained in paragraph 2.3 ‘New Citizenship’ is part of the Department of Presidency – Nova Ciutadania- Committee of nine councillors from six different parties doing the pursuit of the New Citizenship Agreement. None of them is specifically working on the New Citizenship issues. As we already remarked, all politicians of the council have signed the local version of the New Citizenship Agreement.

3.4 Collaboration with social partners and non-governmental organizations in policy development and implementation

The administration nearly always cooperates with the other institutions when it carries out its work. Often it is the Catalan government or the provincial government (the Diputació Barcelona) and sometimes it is the EU (for instance the Equal programme) and within the city, it cooperates extensively with several general NGO’s, two trade unions and with many migrant associations. Most of the information leaflets that we received from project organisers carry the logos of at least three organisations. It is clear that the cooperation between the municipal of Mataró and social partners is well developed and one of their strong points. It is not only sensible to stimulate the civic society in general, it is also important to communicate with the interest organisations on the issues that concern them.

An important organ where this cooperation takes place is the ‘*Consell Municipal per a la Convivencia*’ (Council on Living Together), which has consultative and advisory functions. It is made up of 30 individuals, among which representatives of political groupings and migrant associations. Migrant associations that were included in 2001 were Jama Kafo Association, Muso Kafo Association, Islamic Cultural Ansar Association, Al Ouahda Muslim Cultural Association, Moroccan Migrants Association of Catalonia and the Muslim Cultural Association Nhour. They talk about migrant issues and aspects of the welcome policy are discussed, and task divisions are made.

As we already explained Catalan and Spanish *language training* is also given in cooperation with other institutions and associations, among them are Charitas ‘Omnium Cultural’, ‘*Consorti per a la Normalizació Lingüística*’ (an institute that promotes knowledge of Catalan), but also migrant associations like the Al Ouahda-

The municipal also cooperates for all kinds of other reasons with the ‘*Associació Ajuda Mutua Immigrants a Catalunya*’ (the communal aid organisation for immigrants in Catalonia), the Gambia Kambeng Kafo (Gambian), Mali’s Migrant Organisation, the

Workers Trade Union UGT, trade union COO, ALISHLAH, a cultural associations of migrants, Centre Sant Pau/Caritas Diocesana (church related) and Red Cross.

I will now treat four examples Red Cross, Charitas, the Trade Union and the Moroccan mosque:

1. **Red Cross** is housed in the same building as the mosque, and gets funding through the Central Red Cross, donations and by cooperating with authorities. One of the subsidies from the municipal concerns the work with homeless, which the Red Cross uses to feed (often irregular) homeless for a maximum of two days. The law forces cities to support homeless for maximum three days (hotel, food and a bus ticket), but since this easily eats up the budget on immigrants, it has been arranged with the Red Cross. The Red Cross has given 1500 meals this year for about 500 persons, of which 80% are immigrants. The mosque is supplying free meals on Friday. It is estimated that some 90 homeless travel from city to city to find food every day. The influx on the Canary Islands has caused part of this travelling: when a person has been 60 days at the Canaries without papers, he is send through to certain parts of Spain and the local authorities have to take care of them. Officially there are now 300 persons that have arrived this way, but probably unofficially there are more. The municipal of Mataró holds the opinion that it is their humanitarian duty to cope with this reality of irregular stay and that they have to help.

2. **Charitas**. Charitas is related to the church, it also depends heavily on charity and volunteers, but gets subsidies from the municipal for work on women, youth and supporting unemployed. Five professionals and volunteers give courses. They use an old school building in town so the centre is nearby and easily found by immigrants and their children. Their clients are mainly Moroccans and Sub-Saharians, and they have taken on foreign staff: two Moroccan teachers, one Moroccan man at the reception and one Senegalese. Besides Catalan language courses for women, they also organise cooking activities, which informally leads to talking about any integration problems. From 17-19 P.M. children can go to the centre and receive support with their home work by an educator. Another sensibilisation project is organised with schools for 8 year old children. Information to imagine life in Mali is given to the children. Their employment training targets at norms, cultural habits, punctuality and how to find a job.

3. **CITE**. The workers trade Union CCOO has set up an information centre for immigrants in 1995, Centre d'Informatio per a Treballadors i Treballadores Estrangers (CITE). CITE provides free of charge advice and orientation about immigration law, procedures to acquire a work permit, residence permit, family reunification, citizenship and visa, Catalan language courses and mediation and communication with educational centres around Catalonia. The most common problems that the Senegalese CITE representative in Mataro encounters, have to do with papers, tough work circumstances (hard work), underpayment and lodging. The people from the poorest home country areas have most problems and often also limited work experience. They work in agriculture, hotel business and in people's homes, so in these sector the weakest groups are found. For construction a higher level of language proficiency is needed. CITE has 43 offices around Catalonia, in Mataró there is only one person and one volunteer, but in larger offices there are also advisors and jurists. CITE also organises and

participates in awareness campaigns against racism, in proposal writing on social integration and in publishing several information guides for immigrants (CITE website ²).

4. The **Mosque** organises language courses for Moroccans and provides information and support to all Muslims.

3.5 Policy and practice on monitoring progress

Statistical developments within the migrant population are followed by the city's statistical bureau, while developments on employment are followed by the 'Institut Municipal per a la Promocio Economica' (IMPEM), the (autonomous) institute for economic development. Attitudes of Mataró's citizens are sometimes studied with surveys.

3.6 Key challenges faced in implementation and broad lessons learnt

One of the problems in Mataró is that many services were already not widely available and the public complains that this had become worst after the arrival of large numbers of immigrants. The competition for services is noticeable for instance in public nurseries for low-income groups, health care and education services. An example shows the public perception: while, 10 years ago, five patients were in the waiting room of a doctor, currently five Catalans and five immigrants – derogatorily named 'Morro's' - are waiting to see the same doctor. Another example is the number of nursery places for low-income groups. While objective criteria are used to assign places like income and number of children, the autochthonous are annoyed because they think immigrant kids have advantages. Among the former immigrants from other regions of Spain the view exists that it is not fair that immigrants are helped so much, because they were also not helped in the sixties, when they arrived in Catalonia. The administration finds fighting prejudice one of the challenges.

3.7 Potential future policy development

Immigration will go on and the number of immigrants will increase further in Spain. The second generation will develop further, and will need more attention. Standardisation of services for the migrant population and working in a 'transversal' manner will go ahead, just as the work on the autochthonous population. It can be expected that the municipal services will get better adjusted to immigrants. Since the immigrants haven't started from an equal basis as the Spanish citizens, it cannot be expected that 'normalisation' (getting a comparable position and access) will take place very fast.

² <http://www.ccoo.cat/cite/index.htm>

4 Employment: policy, practice and outcomes

4.1 Profile of city employees: data

We have no data on the number of employees or the ethnic background of employees. In this chapter we will treat the policy towards employment towards all citizens of Mataró, and not the policy that applies only to the city administration.

4.2 Employment diversity policy including target sections of the population to which it is directed and occupations covered

The so-called ‘Local Agreement for Employment’ (2004-2007) is made up after the European strategy for employment. The European policy guidelines are implemented in the national Spanish Employment action Plan, and further into the Catalan Governments Employment Agreement (2003-2006), further into the Barcelona provincial plan and more concrete into the local plan. The Local Agreement on Employment in Mataró has three overall aims: full employment, improvement of the quality and productivity of work and social inclusion and cohesion. More specific, it is worked out in six guidelines: 1) to promote active measures for the unemployed, 2) enhance job creation and entrepreneurship, 3) promote the adaptability and mobility on the labour market, 4) develop know-how and life long learning, 5) increase the supply of workers and promote the extension of working life, 6) guarantee equal opportunities.

The members that have signed the agreement in Mataró are the Council, through the Local Institute for Economic Promotion (IMPEM) and the local institute on urban promotion (PUMSA), the trade unions (UGT en CCOO) and the Federation of employers associations in Mataró and surrounding. Although these guidelines are general, and not specifically targeted at immigrants, some of the more specific local plans address immigrants, such as the ‘life-long learning training’. The principle of life-long-learning was the main subject of a training held in September-October 2006 called ‘Human Resource Management and Diversity’, in which it was stressed that the number of women and third country nationals is increasing in companies, so management of difference is fundamental in running companies nowadays.

Other trainings – paid by EU funds such as the Equal programme - have been organised to improve the front desk service provision in the multi-ethnic context. Employees of the front desk are informed about the home countries of immigrants, can improve their language skills in foreign languages and are equipped with information on frequent legal-, health-, education- and labour problems. This course was remarkable because it has made clear how important the information function is in the work on newcomers.

Non-discrimination and equal opportunities are basic principles of the Spanish constitution, and discrimination of communities on the basis of race, sex, language, religion is forbidden. That doesn’t mean that positive discrimination is forbidden when communities need it. As far as we know there has not been any affirmative action within Mataró. The Council engages immigrants in its service provision, not because they are foreigner but because they are experts in a specific area. According to the answers in our questionnaire the policy of equal opportunities has led to more access in the public administration, but the stress is not on getting a certain percentage of immigrants into the administration.

As we already showed in paragraph 3.2, both the welcome service and the intermediation service have purposefully employed people that were born in a third country. Third country nationals have also been employed in the adult schools, the labour office (IMPEM), the local education institute IME and the local police. The labour union has hired a Senegalese to deal with the immigrant office within the union, and probably more institutions have done so. One of the lucky circumstances in Mataró is that the immigrant groups are relatively highly educated, so it has been easy to get immigrants into advisory positions. The Senegalese representative in the labour union is highly educated. The Moroccan secretary of the Adult School in Rocafonda was already highly educated in Morocco (Arab Philology degree) and has a second Catalan degree. This kind of persons can function as example to others in the respective community and the municipal hopes that through building up contacts in immigrant communities others, especially youngsters, will be stimulated to build up their references.

4.3 Challenges and tensions in development and implementation of policy

Up to now there haven't been tensions because of the hiring of immigrants. The opposite is true, since the highly qualified professionals that were found, are highly valued complements to the departments. They are well respected and have been a suitable solution for the problems that the department experienced.

4.4 Recruitment, training and promotion

Recruitment is generally done through the IMPEM, which functions both as labour office, as training provider and as support for new entrepreneurs. At IMPEM a special coordinator for issues concerning immigrants has been hired.

When job hunting immigrants arrive at IMPEM, they are led into the job search area, a large room with many computers and newspapers. An official explains to them how they can look for a suitable job in the computer system, and apply directly. A lady is available to help them, and now and then gives a small course for a small group. For immigrants that cannot read and write, some advertisements are put on a notice board at the entrance, marked with red, and illiterates can come with these advertisements to the lady for help. The database had 1000 advertisements in 2006, and 439 persons got a job through this tool, while about 650 found a job indirectly through IMPEM.

They can make an appointment to get further help with their CV and to talk about career development and schooling. The specialised staff member discusses with them how they can improve their qualifications and tries to convince them of a long term strategy that includes further education. Life-long-learning is the principle. The aim of the labour service at IMPEM is to foster personal autonomy, assuming that a more autonomous person will be better able to adapt to the changing labour market. The methodology is based on the idea that people define their own 'professional project' in the frame of their life, but with professional advice and a broad range of training possibilities available. The first step is professional orientation: what are interests, capacities and aptitudes, and consequently, how will they give shape to their 'professional project'. The second step is professional qualification: existing job qualifications can be improved or better competencies can be developed. There are about

30 courses available (for Spanish and non Spanish) in fields where there is shortage of labour, both full- and part-time, and usually for 3-6 months. One of the possibilities is to have 4 hours of teaching in the morning and 4 hours internship in the afternoon, with work nearly guaranteed. Courses include: hotel business, child caring at kindergartens, business development, plumbing, computer skills, etceteras. In 2006 190 people were attending these trainings.

A next step is labour market access preparation: this includes a three hour training at IMPEM to improve the strategies of searching for jobs, learning to use internet, writing a letter, adapting the CV to the job requirements and passing a job interview successfully. In 2006 500 people participated in these trainings.

The IMPEM representative who deals with migrants told us that most immigrants prefer to take any work as fast as possible and are more interested to make money right away than in improving their status. She has to convince them to go further with language training and to take one of the free courses in their field, not to be stuck later on, when the labour market becomes tenser or they become too old for physical work. She reported that women are often more willing to take her advice than men. Women who work in the hotel sector or in the care sector sometimes have flexible work hours, but also see the need of taking courses more easily than men, who work as builders or in horticulture. It also depends on the starting qualifications whether or not people feel like studying: the ones with school experience are more positive towards further education.

To promote these services among immigrants, migrant associations are made aware of them. Beside specific service and staff members for migrants, IMPEM also has services for youngsters under 25 and for disabled.

4.5 Equal pay and working conditions

Non-discrimination is arranged by law, so equal jobs mean equal payment. Of course the irregular economy is difficult to control. In the irregular economy people work sometimes with lower wages, without contracts or even without getting paid for months, while employers keep promising that they will pay later. If an employee can prove that he has worked for a certain number of hours and that others are paid more, he can complain at IMPEM or the trade union even if he has no papers and the employer gets a fee, while the irregular worker is not punished. In practice it is very difficult to prove that you have worked a certain number of hours.

4.6 Harassment

A few cases of racial harassment (insults) have been treated by the intercultural mediators and the neighbourhood mediators. The police is warned in cases of physical harassment.

4.7 Accommodation of cultural and religious needs

There are no general policies to safeguard cultural and religious needs, but employers tend to make arrangements themselves. Cases are known in which Muslims work in the night shift during Ramadan, so that they can eat during work and won't faint or feel weak. We haven't heard about provisions in companies to pray or rules about head scarves or turbans.

Islamic burying has been an issue in Mataró. The problem was creatively solved by the Council, by sticking to the rule on the obligation to use a coffin, but letting Muslims add sand in the coffin before it is closed, as a compromise.

4.8 Health and safety

Giving information on the possibilities to acquire a free health card is part of Mataró's welcome guide. Several information meetings were organised to inform immigrants about safety at work and safety in the homes (fire prevention). Both IMPEM and the mediation services support this kind of labour mentoring.

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

4.9 Induction and language tuition

As we explained in 3.1, the first language programme for new citizens is organised by the department of New Citizenship (free), and after that people can choose any of the language trainings that are offered by other institutions, usually also for free. They can go ahead many years on different levels.

The Catalan government pays a lot of attention to stimulating Catalan language proficiency, because the Catalan language was suppressed during Franco's times. The 'Consorti per a la Normalitzacio Linguistica' (Language Standardisation Consortium) of the Catalan government was established in 1989 and provides classes and courses on different levels, both for Catalans who haven't learned to write in Catalan because they grew up during the dictatorship, but also specifically directed at immigrants.

The consortium works together with: 'Omnium Cultural' (on the promotion of Catalan culture and language), the Catalan Summer University, the Friends Association of the cot in South France, Association the Circle of Defence and Diffusion of the Catalan language and culture in Italy. The branch in Mataró is called 'Centre Normalitzacio Linguistica Maresme-Mataró'. Besides giving course it has established a 'Linguistic Voluntariat': a language exchange project of Catalan speakers and newcomers with meetings each week in couples and aiming at improving the level of newcomers.

To make the threshold lower, language courses are also given at migrant associations and NGO's: Associacio Familiar Mixta d'Africans de Catalunya, Associacio Ajuda Mutua Immigrants a Catalunya, Gambia Kambent Kafo, Associacio Musso Kafo, Organitzacio dels Immigrants de Mali, Unio General de Trabajadores UGT, Associacio per l'Educacio cultural i social dels immigrants (ALISLAH) and at Centre Sant Pau/Caritas Diosena/centre d'Acollida a nouvinguts.

Children can get support classes at school to learn Catalan.

4.10 Recognition of qualifications

Foreign diplomas have to be sent to Madrid to an office on national level for recognition. This is a difficult process that can take up to a year and it than it doesn't always succeed. The representative of the CITE office tells us that he has made people aware that they have the right to submit a requests through the municipal. He says that many people don't know that they have the right to ask for recognition of diploma's, and that the diploma can increase their payment if it suits to the job.

4.11 Complaints

As we explained in 4.5, complaints on unequal payment for the same work can be dropped at IMPEM or the foreigner advice office of the Trade Union and then treated by a judge. It is also possible to complain at the municipal itself or to complain to the ombudsman. A researcher of the Institute for Public Law of the University of Barcelona, N. Caicedo, studies complaints of immigrants in 10 Catalan cities that have gone to the court. She reports that most complaints have to do with staying - and work permits. The first phase after arriving to Spain is getting a staying permit or work permit and this keeps immigrants busy. Since they often have temporary contracts, the work- and staying 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 on the many telephone shops that have been established in immigrant areas (they are not big enough, have not enough light and ventilations, etc.), complaints about the lack of possibilities to use civic centres for celebrations of immigrants and complaints about not being able to burry in the Muslim way, while the law states that it should be possible.

The research also found that not all the money that is designated by the Catalan government for immigrant policy is actually used for it, actually only 40% was used for it and the rest went to general payment of staff. The reason was that municipals have to write proposals and plans and this didn't happen everywhere. It is clear that Mataro is a positive example, because it has done a lot of effort to write plans and employ staff.

4.12 Special initiatives

Beside a training for front desk workers, another training was held for heads of units and officials that lead projects dealing with migrants. This was meant to teach heads about the intentions and political willingness of the council when it comes to adapting the local agreement on new citizenship. If heads would understand the strategy well, they would be better able to transmit this to their staff and implement it with the right focus. Some explanation was given on the history, evolution, agreement and plans around New Citizenship, the integral territorial plan, the challenges of present and future in the domains of welcome, foreigners, housing, labour market and perceptions and positive discrimination.

4.13 Monitoring

During the training of the staff and managers that work with newcomers, discussion took place on the needs of foreigners and the suitability of the services in relation to the needs. Indicators as number of people attending advisory services show that these numbers are

increasing. The number of employees that got into a suitable job related to their profile has also increased. Every service keeps its own records. We have no further information on the monitoring of the policy.

4.14 Impact of policy and lessons learnt

The municipal of Mataró has taken many initiatives, like training, raising awareness amongst employers, work with illegal youngsters, information on social and labour circumstances, mediation and labour services. This is important to avoid social conflict about scarce public resources, and to raise awareness among autochthonous on the consequences of migration. The danger is that unemployment may affect a large part of the population in a period of deindustrialisation and closing down of textile industry. The attempts in Mataró to work within companies on interethnic relations seem successful. But at the same time, working with the migrants that are excluded from the labour market is also necessary, to ease training, give labour advice and mentor towards the labour market.

5 Diversity in service provision

5.1 Services provided and contracted out

The main services that the department of New Citizenship provides/coordinates are:

- a welcome meetings and a first information session with an information guide by the register;
- a first language training for adults of 20 hours by the department of New Citizenship;
- mentoring and sending immigrants on to the other services in town by department of New Citizenship, like the labour office IMPEM, where they are helped to find a suitable job and training;
- for the follow up language courses for adults external institutions get a subsidy. In paragraph 3.4 and 4.9 we have already described the language programmes, which are coordinated and subsidised by the municipal, but organised by NGO's and migrant associations;
- in the educational field, the Education Project of Mataró (PEM) was established in 2002 under auspices of the mayor; it is composed of both administrations and other institutions like schools. It's duties are to develop new educational materials and methods for both kids and adults. It also tries to balance the number of children in classes, since in some neighbourhoods the number of kids was growing faster because of immigration. Thirdly it has set up a support system for migrant youngsters and hired new staff to take care of kids with language problems. New migrant kids get extra language support.
- the intercultural mediation service is organised by the New Citizenship department. Health officers, police, jurists, employers or anybody else can contact them by phone for translation or interpretation, but also for mediation in case of problems among neighbours;

- within the ‘Citizens Information Bureau’, there is a specialised service called ‘Foreigners Information Bureau’ on the central city level;
- for the terrain of health a ‘Welcome Centre in case of emergency and information to migrants’ has been established, and in several health centres and in the hospital the service was adjusted.
- in the three neighbourhoods where migrant live, two community centres already existed. These community centres have been supplied with extra information on all important issues concerning migrants.
- support to find a job, specifically for foreigners and for illiterates is organised by the independent office of IMPEM;

5.2 Diversity policy in services including target sections of population and services covered

The main aim of the council’s policy is to reinforce social cohesion for all and to enhance the associational network. The council opt for mainstream services - as the Catalan government - instead of specialist services, so that services don’t have to be duplicated. However specialist services are necessary at the arrival of newcomers in the city. Since specific needs are detected that the administrative structure cannot cope with, specialist services are developed concerning welcome policy, education, employment and health.

The targeted population are new citizens in Mataró, who do not yet speak enough Catalan and who do not have enough information to find their way independently. IMPEM provides also specific services for illiterates, youngsters under 25 and disabled.

5.3 Employment profile of service providers

The institutions and NGO’s that cooperate or get subsidies from the municipal are either migrant associations or institutions that are adjusting themselves to the new clientele by hiring new staff members. We are not aware of conditions that the council has put on cooperating with other institutions.

5.4 Access to services

Ensuring better access to services is one of the main purposes of the plan and agreement on new citizenship. Raising the awareness of the whole staff and especially those responsible for areas where the immigrant population is a large part of the clientele is an important aspect. Another aspect is the mediation service, that was created to avoid conflicts and to ease mutual understanding between migrants and other citizens/service providers.

5.5 Monitoring of access and outcomes identified

Access to the services is monitored by each of the Councils areas for their domain of work. We have data on the number of people helped by IMPEM (a total of about 1000 go a job), but not how many were foreigners.

5.6 Cultural awareness of staff

As we have described in paragraph 4.2, a training has been given for the front-desk staff and (paragraph 4.12) for managerial staff to raise the cultural awareness of the staff. The local training plan was part of the New Citizenship Plan and is seen as one of the ways to improve services like legal advice, health, education and labour.

5.7 Discrimination against service users

Discrimination is forbidden in the Spanish constitution, but the victims have to prove it themselves, which is difficult if not impossible. Statistics are not accepted as evidence, but there are also nearly no statistics that include numbers of immigrants.

According to the research of the Public Law Institute in Barcelona, immigrants are often not aware of the fact that they could complain about social services, because they think it is a kind of charity. They assume that they don't have rights, and are happy if their staying and work-permits are in order. If discrimination takes place, it is hidden and usually directed at the Moroccans, who are less liked than for instance Senegalese. In the educational field, there have been some cases of private and half-private schools that have been refusing immigrant children. The half-private schools have lost their subsidy after a new law was passed to prevent this kind of discrimination. Spanish parents tend to take their kids from public schools and send them to private schools, and black schools develop.

The ombudsman has no complaints from immigrants and nothing on religious or ethnic discrimination. The complaints that he has handles are about Spanish gypsies (gitano's), minors living in the street and lack of access of buildings for handicaps.

5.8 Special initiatives

The round table 'Consell Municipal per a la Convivencia' where immigrants, social partners and local officials cooperate, is worth mentioning here. See paragraph 3.4.

5.9 Impact of policy on access to and quality of services and lessons learnt

The labour service provisions and the migrant policy have kept the quality of life and social cohesion at an acceptable level. The provincial government sees a high that competition arises about scarce public resources and perceptions of autochthonous about immigrants deteriorate. The positive impact of the active role and the dedication of the officials and politicians in Mataró in this should not be underestimated. That the municipal is giving out very positive messages on solidarity and interethnic relations is very important. Even if less positive messages are given out by for instance national and international TV, the sense of Mataró being different and welcoming is very important to stop racist and xenophobic tendencies.

6 Conclusion: Key challenges, lessons and learning for CLIP

In this overview of the policies of Mataró it has become clear that the situation of Mataró has some specific characteristics, compared to other CLIP cities. Mataró is dealing with large influx that has developed over the last 10 years, it has to deal with a considerable number of irregular migrants and consequently many immigrants are stuck with legal problems that they have to solve before they worry about their integration. The administration has done great effort to adjust its general service provision, to train its staff on multicultural issues and to establish specific services where necessary. It assumes that specific services are only needed for new immigrants, that are not yet speaking Catalan, while it is a general goal to get immigrants into the mainstream institutions.

People working on immigrants in the Catalan municipals have often too much work and not enough funds. A large part of their funds has to go to personnel costs, and that means there is not much left for the real support of immigrants. Mataró has been actively looking for political support and for extra funding and is setting an example for other municipals in the region. While in other municipalities only 40% of the funds for immigrants have been used, Mataró is doing everything possible to extend its policies. It is clear that the inspiring leadership of the New Citizenship Department is an important condition to make this all work. The foresightedness and the strong ideological basis has made the policy move much faster than in other municipals around Mataró.

From 1999 onwards the municipal had to go against the general public opinion, which was becoming more negative towards Muslims, due to the Afghanistan and Iraq war. It became for instance more difficult to find a space for the Alouahda mosque because neighbours started to complain and in the end the mosque had to move to the industrial terrain. It is important that the municipal is taking a clear stand on the importance of equal rights to all citizens, including non-nationals. There were also more complaints about specific service provision for immigrants. But the municipal has consistently spread a clear and ideological message.

The strong and well developed cooperation between municipal and NGO's and migrant associations is another very positive aspect of the work in Mataró. In general stimulating the civic society in a town is good for the development of social capital. Information spreads more easily and weak groups can have a voice. Cooperation between municipals and civic society guarantees that certain groups of the population that are difficult to reach are also contacted. There are a few specific reasons in Catalonia why it is a good solution for a municipal to work together and forward money to NGO's. Firstly it is cheaper since NGO's work with volunteers. Secondly the municipal is concerned about provided services to illegals, because they consider it their humanitarian duty to do so, but of course the national government cannot support that. If money is given to the Red Cross, this contradiction can be handled. A third slightly less positive reason might be that the municipal avoids that complaints can be directed towards them. A common complaint by the public in Catalonia is that immigrants get too much extra services. By forwarding money to NGO's the municipal cannot be accused of working only for immigrants. The backside is that some competition may arise about who gets which subsidy and who gives which course and it for an outsider it looks difficult to choose to which language course at which NGO one should go.

Mataró has done great effort to improve its services for immigrants. The adjustments within the labour provision IMPEM is one of the examples where other cities could learn from. The approach towards every job hunter is direct and personal and the official working with immigrants has to convince them of a long-term strategy instead of the fast money solution. That a large amount of free courses is available makes it possible for people to develop themselves and not to remain for the rest of their lives in the lowest segment of the labour market. In the end they become more independent and will be better able to adjust to the changing labour market.

Another interesting example for other cities is the training for heads of units and officials that lead projects with migration. Only because heads of units are able to explain the reasoning of equal rights for all, which is behind the policy, it is possible to convince the more conservative layers of the staff and population that measures on immigrants are necessary and will hopefully avoid problems in the future. The immigrants that we have talked to were all much more positive than we have seen in other European countries. Both the Pakistani shopkeeper and the illegal Senegalese worker and the Moroccan representative of the mosque praised the Spanish for their welcoming attitude and were not very worried about their integration. The biggest worry of immigrants in Spain seems their staying permit. The system of temporary permits that are not always renewed fast enough is a nuisance to all. Of course the recent date of the immigration is related to these perceptions and it is probable that in 20 years many other worries will start to prevail, concerning for instance children and youngsters and elderly that are disabled because of the hard work they have done. But a situation like in the Netherlands, where a large number of elderly Moroccans doesn't speak the Dutch language will probably not develop, since Catalonia is giving a lot of language training from the start.

As we have seen Mataró, foreign staff is hired for their expertise. A policy of trying to get the same percentage of foreigners in the staff of the administration and institution has not developed. Mataró doesn't feel urgency to do this, and the monitoring to arrange it is not available. Only the Red Cross is consciously trying to raise the percentage of immigrants among the volunteers and professionals to a representative level. As we know from other countries, it is everywhere difficult to prove discrimination. We expect that there is a lot of hidden discrimination towards immigrants, but they are maybe not always aware of it, or take it as natural because of their recent arrival date, but surely don't know how to handle fighting it. It might be possible to try and extend monitoring and develop anti discrimination measures further.

Interviews (21-25 June 2007)

Josep Palacios i Manuel, Head Department of New Citizenship (city representative)

Lidia Arias, Department of International Relations, Deputation de Barcelona

One of the officials responsible for welcome policy, Department of New Citizenship Mataró

One of the intercultural mediators, official responsible for contacts with the Gambian and Senegalese community of the Department of New Citizenship Mataró

Montse Molina, official responsible for campaigns on intercultural relations, Department of New Citizenship Mataró

Carme Marti and Christina Lopes, responsible for migrant issues and work, Institut Municipal de Promocio Economica, Servei d'Occupacio (IMPEM)

Lourdes o Maria, coordinator of courses at Centre Sant Pau de Caritas

Carlos Garcia, Creu Roja Mataró (Red Cross Mataró)

Driss i Mofadal, board member of the Moroccan Mosque El Ouada

Idrissa i Jalika, migrant information office CITE at the trade union COOP

Albert Terrones, researcher Autonomous University of Barcelona, who has studied the Rocafonda neighbourhood

Nathalia Caicedo, researcher Public Law Institute, who has studied legal complaints by/on immigrants, University of Barcelona

Ali Suman, Pakistani shop owner

irregular Senegalese street seller

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