



European Foundation for the Improvement of Living and Working Conditions

Case Study on Diversity Policy in Employment and Service Provision

Terrassa, Catalonia, Spain



Author: dr. Anja van Heelsum
Institute for Migration and Ethnic Studies (IMES)
University of Amsterdam
Amsterdam
February 2008

Table of Contents

1	The country: Setting the city and its diversity policies in context.....	5
1.1	Brief history of migration to the country and characteristics of migrants and people with a migration background.....	5
1.2	General policy context: law and policy on diversity in employment and service provision	10
2	The city.....	11
2.1	Brief description of the city: location, history	11
2.2	City's migrant population, its history and characteristics	12
2.3	The city authority: tier of government, responsibilities, structure.....	15
3	The city's approach to diversity.....	16
3.1	Historical background: explaining reasons for the development of the city's approach, including influence of national policy and of the media.....	16
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.....	17
3.3	Responsibility: elected representatives and officials	19
3.4	Collaboration with social partners and non-governmental organisations in policy..... development and implementation	19
3.5	Policy and practice on monitoring progress.....	20
3.6	Key challenges faced in implementation and broad lessons learnt.....	20
3.7	Potential future policy development	20
4	Employment: policy, practice and outcomes.....	21
4.1	Profile of city employees: data	21
4.2	Employment diversity policy including target sections of the population to which it is directed and occupations covered	22
4.3	Challenges and tensions in development and implementation of policy.....	22
4.4	Recruitment, training and promotion.....	22
4.5	Equal pay and working conditions.....	24
4.6	Harassment.....	24
4.7	Accommodation of cultural and religious needs	24
4.8	Health and safety.....	25
4.9	Induction and language tuition.....	25
4.10	Recognition of qualifications.....	25
4.11	Complaints	26

4.12	Special initiatives	26
4.13	Monitoring	26
4.14	Impact of policy and lessons learnt.....	27
5	Diversity in service provision.....	27
5.1	Services provided and contracted out	27
5.2	Diversity policy in services including target sections of population and services covered.....	28
5.3	Employment profile of service providers	29
5.4	Access to services	29
5.5	Monitoring of access and outcomes identified	29
5.6	Cultural awareness of staff.....	30
5.7	Discrimination against service users.....	30
5.8	Special initiatives	30
5.9	Impact of policy on access to and quality of services and lessons learnt	30
6	Conclusion: Key challenges, lessons and learning for CLIP.....	31

Foreword

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

Terrassa is one of the 25 European cities that cooperate in exchanging information on their Integration Policies to start with on the terrain of housing and in the future on more terrains.

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 Terrassa. Together with the contact person of the municipal of Terrassa Joan Chicón of the Department of International Affairs, an enormous effort has been undertaken to find all necessary data on Terrassa for this report. Many officials and other parties who are involved with integration and welcome policy, statistics and support of unemployed and businesses have been interviewed between 15-18 July, 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 representatives of the Trade Union, the Red Cross have been willing to provide us with information. And finally researchers from the Institute of Public 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 Joan Chicón for coordinating the search of data.

The author is completely responsible for the content of this report and the copyright of the report remains with Eurofound.

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

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 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 was 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, the country 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.

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 and Tobago (Caribbean). The Canary Islands, Ceuta, Melilla and the other plazas de soberanía on the northern African coast have remained part of Spain.

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 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

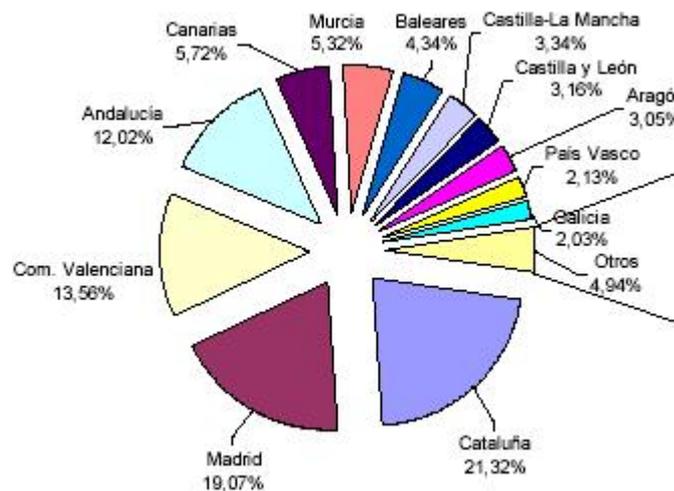
	Number	% of total pop
Total	43 964 000	
<i>EU countries (in 2006)</i>		
United Kingdom	175 870	0%
Italy	98 481	0%
Germany	77 390	0%
<i>Rest of Europe</i>		
Romania	211 325	0%
Bulgaria	60 174	0%
Ukraine	52 760	0%
<i>Non-Western Countries</i>		
Morocco	543 721	1%
Ecuador	376 233	1%
Colombia	225 504	1%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

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 municipals. Research has shown that half of the immigrants registered at the municipal 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, particularly from Andalusia where the agriculture was collapsing. Andalusians were considered as different than the native population in language and habits, since they didn't speak Catalan, and many of them were farmers. Near industrial areas like Barcelona city and Terrassa, 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 21% 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/>)

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	-

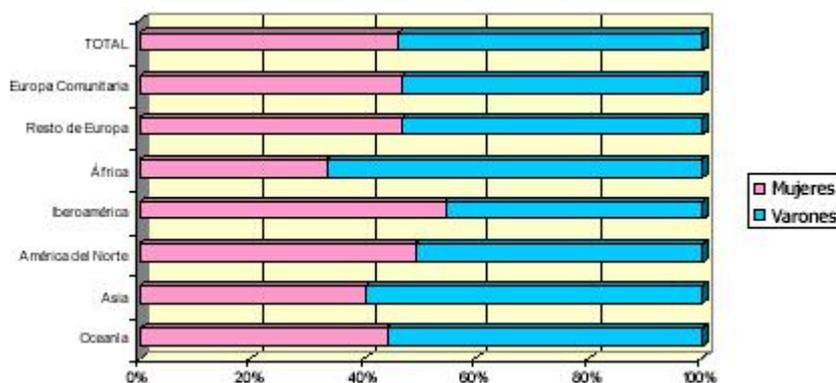
source: Boletín Estadístico, Observatorio Permanente de la Inmigración, January 2007 (*other source)

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 in four provinces. We have also given the figures for the Barcelona province of which Terrassa 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.

The average percentage of immigrants in Catalonia is 11%, although some cities reach higher figures, such as Barcelona 15%. In Terrassa the percentage of immigrants has recently increased from 3% in 1999 to 10% in 2004. 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.

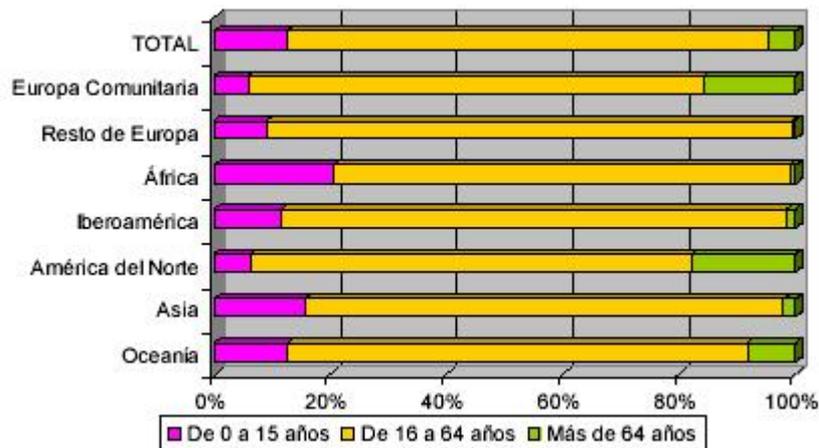
Figure 2 Male-Female ratio of the immigrant groups in Spain (left females, right males) per 31-12-2006 (Note that total is the total immigrant population!)



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 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 (illegals 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	5 017	0%	214	-
Total immigrants	1.876 400	10%	396 860	-
Total	18.871.600	100%	-	-

* 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, 2001, 2002 and 2005. The municipalities have their own registration of citizens, which includes the irregular. If a worker gets a year contract he or she can ask the municipal for a work and staying permit and regularise, but as we already remarked the regularisation office is slow.

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 cultural autonomy 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 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, provincial Barcelonan 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 latest 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. 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.²

2 The city

2.1 Brief description of the city: location, history

Terrassa is situated 29 km from Barcelona city and part of the Vallès Occidental County, in the province of Barcelona. It is located on the foot of the Sant Llorenç del Munt Mountain. The city dates back from the Roman times, then named Egara. Several interesting buildings from the middle Ages - like a castle, a large bridge and the Sant Pere churches - and from the beginning of the 20th Century show that it has been influential for the area in the past. The textile industry was one of the reasons of 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 1950-1960 led to an influx of a large number of Andalusians and to less immigrants from other parts of Spain. Recently there is an influx of (international) immigrant groups.

² More information:

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

The old city centre of Terrassa was built between 700 and 1900. The first expansion phases of the city took place around the 1920's with the growth of the textile industry. At this time the first areas for labourers were built just around the old centre. The second extension phase occurred in the 1950's, during Franco's reign. The Franco government wrote a five-year plan 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 went down and they were sold to the inhabitants. Nearly all inhabitants bought their flats, and that is why there are currently nearly no 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 only high-rise on the edge of the city, the houses built in the fifties that became later the immigrant areas, were mainly four to six floor apartments buildings.

Between 2000-2006 a second economic boom took place, caused a dramatic rise of the 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 nearly no cheap social rentals.. Terrassa position in the region is central for the surrounding villages and smaller towns, though the city of Barcelona is the busy capital nearby. It 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 has the biggest surface in the county (70 km²), while the second largest Sant Cugat del Vallès has 48 km².

Terrassa is relatively wealthy in the region. The gross family income is the second in the county and the fourth in Catalonia. In 2001 the gross family income was €10,390 a year, though there are big differences between the city districts. Between 1996-2002 the gross family income has 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 population is aging: there is a lack of people from 18-45 years old and immigrants have to fill that gap. Most of Terrassa's work force is employed in the industry, but the service sector is growing fast, construction and agriculture are going down. Also the size of the companies (number of employees) is going down.

2.2 City's migrant population, its history and characteristics

What we have 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 January 1st 2006 Terrassa had a total population 201,442 inhabitants, of which 22,032 foreigners (12%), while there were only 3528 foreigners (2%) in 1995. As table 5 shows the largest immigrant groups in Terrassa: first are Moroccan (5%), followed by Ecuadorians (1%), Columbians (1%), Senegalese and Argentineans.

Table 5 Immigrants in Terrassa: countries of origin, January 1st, 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%
Chilli	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 of women, like among Colombians, Argentineans, Dominicans and Bolivians. This is caused by the kind of jobs available in Terrassa. There is a labour market segment where migrants are employed with jobs in a non-qualification situation, low salaries, high rotation, and lack of promotion. The activities of men focus in industries and construction, which need intensive labour, while the activities of women in domestic services, hotel and catering and elderly and child care. 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, DVD's and leather in the street. While the precarious conditions of the labour market affect the whole society, it appears more pronounced among foreigners.

Migrant women have less access to the labour market than men; their role is limited to the domestic service and to care at home or in geriatric institutions of elderly. The precarious employment conditions and the incidence of the black economy make it hard to change from illegal to a legal status. Since their labour contracts are not for permanent posts, people are changing their administrative position 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 6 shows the educational level of the main immigrant groups compared to the Spanish level. As we see the groups that have the lowest education are Moroccans and Chinese with more than a quarter illiterate, but also among Senegalese, Dominicans, Romanians and the other South American groups the percentage of illiterates is often above 15% .

Table 6 Educational level of the Spanish and 13 immigrant groups in Terrassa, Jan 1st, 2004
(orange marks are the problematic groups)

Nationality	illiterate no educ	primary educ.	secondary educ.	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%
Chilli	12%	11%	44%	21%	12%	0%
Total foreigners	6%	43%	33%	14%	4%	0%

Source: Foment de Terrassa (2005 :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 also these groups get frustrated, as their educational level doesn't fit to their professional category. Table 7 shows the economic status of Spanish and foreigners.

Table 7 Economic status of Spanish and foreigners older than 16 in Terrassa in 2001
(orange are remarkable high and low cases)

	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: 43-44)

It shows that the percentage of foreigners that is part of the labour force (59%) is higher than the percentage among Spanish (50%), the percentage of working is also higher (49% versus

45%) but the percentage of unemployed among the immigrants is also higher (10% versus 5% of the total). ³

Obstacles appear in health at work. Precarious conditions, such as dangerous task and high-risk activities may comprise higher occurrence 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 negotiation power and lack of knowledge of labour rules. Labour training by trade unions and employers would be suitable for the immigrants that first access the labour market, don't know the language and have limited education. Some communities like the Pakistani and Chinese, who have a strong tradition of entrepreneurship, pursue self-employment.

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

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, Catalans 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 also the national Spanish government is mainly leftist, which make its easy for Terrassa to operate.

Administratively Terrassa is divided in four basic units: El Ple Municipal (the council of 27 councillors), L'Alcalde (the mayor), Els Tinents d'Alcalde (4 deputy mayors) and La Junta de Govern (8 governors).

The administration is divided in 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 road, 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 elderly c) consumption;
5. Services to the people, which includes: a) university, knowledge society and sports b) education c) culture d) youth and child e) women f) linguistic normalisation.

The diversity policy falls under the department of social action and civil rights, and has 6 staff members.

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

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

Many of the policies that are implemented in Catalan cities were initiated and stimulated in the last 15 years since immigration started, by the Catalan government. Only in 2006 the 'Civic Responsibility Act' of the Spanish government has set standards. Some cities, for instance Terrassa, have been more active in implementing policies and finding their own solutions. The awareness of the problems that could develop if nothing is done about integration policy was triggered by incidents between autochthonous and Moroccan immigrants in the Ca N'Anglada neighbourhood in 1999. A riot was even described in the national press, so it became widely known. The neighbourhood was build for the immigrants from Southern Spain that had arrived during the 50's and 60' (Ballarín Elcacho a.o., 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 1990's, 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 were feeling that their squares and other public spaces were taken over by the Moroccans that loved to sit outside, just like Spanish. During a neighbourhood festival some fighting erupted on one of the squares. People got wounded, 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 haven't improved 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 utmost all collective aspects of life, including work, organisation and living together, Terrassa is 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 transversal actions are meant to face an adaptation of the society towards diversity and towards new manners to live together to realise 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 reality, we will elaborate on it in the next paragraph.

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

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

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, that had been drawn up in the New Immigrations Committee, formed by associations of immigrants, the third sector, unions, City Council professionals, as well as a representative of each one of the political groups with representation in 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 assure 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 of the dynamic reality to be obtained about those it is intended to have an effect on;
- 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 the population diversification, objectives:

- a. To enable, in the services where it is necessary, provision of services in the mother tongue of the person, even though it is not an official language of Catalonia;
- b. Translation support in the services and organizations, where it is not strictly necessary that they have personnel with linguistic skills;
- c. To promote adaptability in respect of opening hours, new uses of space and resources.
- d. To facilitate adaptability through training plans and information about the immigration phenomenon to staff of the City Council, organizations, 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. Raise local media awareness to the need for dealing realistically with the immigration phenomena, leaving stereotypes and prejudices aside.
- h. 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.

The diversity policies are directed at the whole population, independent of origin. It is understood that for good integration, the locals need to be made aware that they have to fight against prejudices, as well as to enable the 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 socializes.

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 for the integration of newcomers; amongst labour and training, housing is one of the priorities for integration of migrants for the council. Less 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 RoundTable’. The former was created with the aim to supervise the councils internal actions and to discuss the councils interventions before their submission to the RoundTable. 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 conform 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 like in other official guidelines, the main local objective of current policies is to incorporate the phenomena and to guarantee social cohesion, respect to society roots, development and individual rights.

3.3 Responsibility: elected representatives and officials

The elected representative responsible for the ‘Department of Citizenship and Civil Rights’ is the alderman of 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 who’s work is affected by immigration. The department of Citizenship and Civil rights, that implements the policy, has a staff of seven.

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

We already explained that Terrassa has established the ‘New Migration RoundTable’, which 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 conform the tool. It is formed by migrant entities 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 the counselling to migrants, to follow up the local policies and to solve the possible socioadministrative barriers that migrants often face quicker.

The participating members that have set up and work 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; Carites; Red Cross; CIREM (Center for the Initiatives and European Research in the Mediterranean; employers association (CECOT); Neighbourhood Associations; Cultural and social migrant Associations; Centre for the Language Normalisation (Catalan language).

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

3.5 Policy and practice on monitoring progress

Terrassa established the 'Permanent Observatory of Interculturality'. It was created with the aim to supervise the councils internal actions and to discuss the councils interventions before their submission to the New Migration Round Table. The statistical service of Terrassa monitors numbers of migrants, economic developents. Services have mangement and result indicators, but since Terrassa is in the middle of a new proces, the services are adjusted rather fast when this seems necessary.

3.6 Key challenges faced in implementation and broad lessons learnt

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

3.7 Potential future policy development

The growth of the population 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.

4 Employment: policy, practice and outcomes

4.1 Profile of city employees: data

The main sectors of employment in Terrassa in 2001 were: service provision (58%), industry (30%) and construction (12%) (Foment, 2007: 23). The service sector and construction are growing, while the industry is diminishing. Table 8 gives information on the type 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 8 Moroccans and Ecuadorians working in the different sectors in Terrassa in 2005 (unfortunately data on Spanish are available).

	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	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 9 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 municipal then employed 1700 of them. Further data on employment of immigrants within the council are from 2001, so the number of migrants has probably increased in the mean while. In 2001, of the total 78,005 employees, 74,609 were from Spain, 260 from the rest of the EU, and 88 from the rest of Europe and 3,048 from outside Europe. Since there is no information on nationalities, we assume that the high-educated South Americans form a relevant percentage.

In table 9 we have listed some job categories from a much larger list of jobs that are related to the municipal administration and social services. Note that this selection of professions might not cover all fields related to social services, we have for instance not put the transport sector in the table, because there was no distinction between truck- and buss companies.

The data show that migrants were not yet intruding the public administration itself in 2001, but in 'public works' there was already a considerable number (this includes garbage collection, control of sewers system, putting road signs, etceteras). There were at that moment 47 foreigners in public education, 84 in education and 100 in medical and veterinary professions.

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

The employment policy is the same for nationals and migrants. Every citizen is treated the same, no matter what his background is. The general measures are formulated after the EU guidelines, implemented in the national Spanish Employment Action Plan, more specific into the Catalan Government Employment Agreement (2003-2006), more specific into the Barcelona Provincial Plan and more specific into a local employment plan.

Foment de Terrassa provides these general services, as we will explain in 4.4. 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 programs for people with different features and specific needs to improve, like language capability.

Within the municipal offices itself some Senegalese and Moroccans have been appointed at the translation and mediation service, at the welcome service, the customer service and in the neighbourhood bureau in Ca n' Anglada. They were not appointed because of their nationality but because of there 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 this are often higher educated South Americans and Europeans. Undoubtedly the number has increased since 2001. There are no Moroccan policemen, and very few schoolteachers.

4.3 Challenges and tensions in development and implementation of policy

According to the information we have, the foreign staff members in projects like the Ca n' Anglada neighbourhood office were accepted easily, without problems. They are contracted on project basis.

4.4 Recruitment, training and promotion

Since we do not have a lot of specific information about the internal policies of Terrassa's local administration, we will treat the general labour policies that apply to all citizens of the municipal in the rest of this chapter. '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 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.

Ad 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) 4. 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 in 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 job (cv writing, training of application talk), the choice of training and the company placement.

Ad 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 (cookery, bar service ...)
- new technologies (internet, websites ...)

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

Ad 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, and quality enhancement, and consolidation programmes.

The official that supports people with business plans tells us that the requests that come from the immigrants communities in the last year have been: telephone business and grocery shops by Moroccans and restaurants and general shops by the Chinese. She explains that Chinese usually arrange their business without the help of the municipal and rely on other Chinese for finances and support, while they could actually get a lot of support from the municipal and would have less trouble. The service is spreading information in the Chinese community, but they don’t trust the interference much. A lot of support is possible with 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.

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

4.5 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: 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 5 days in a kitchen for 300 euro, a 19 year old Moroccan gets 3 euro per hour to deliver pizza's, a 56 year old Peruvian gets 4 euro per hour to work for elderly. Often these jobs are also without a contract. The official jobs pay 700-800 euro, as the examples of an Ecuadorian lady who works in domestic services, 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 the majority first takes low paying unofficial jobs, often even without contract, and they improve to a contract and then manage to get an official job with work permit after some time. There are three examples of people who have worked officially for a long time, but fall back to a job without work permit, this happened in agricultural jobs, domestic service and construction.

The workers trade Union CCOO has 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 work hours of migrants and takes them 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 gets the penalty and the illegal worker is not thrown out of the country.

4.6 Harassment

There is no specific policy within the municipal against harassment of immigrants. The general rules apply and general services are available: mediation for quarrels or conflicts in neighbourhoods and the police in case of physical harassment. There is a branch of the French organisation of 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.

4.7 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 in the night shift during Ramadan, so that they can eat during work and won't

faint or feel weak. We hear examples that employers adjust the breaks to prayer times. We haven't heard about provisions in companies to pray or rules about headscarves or turbans.

4.8 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 possibilities to acquire a free health card, also for irregulars, so illegals 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, etceteras. This campaign was co-financed by the foundation for the preventions of labour risks (Fundación para la Prevención de Riesgos Laborales).

The municipal organises information meetings to inform immigrants about safely 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 of 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 house and the neighbourhood. The booklet in Spanish and Catalan shows with pictures how to prevent dangerous situations like fire in the house 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 jelabias (Moroccan coats).

4.9 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 juridical advice, a welcome session and they are immediately send to Catalan language course of 8 tot 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 correct behaviour on for instance the cultural habitat and relations between men and women. After this immigrants can go on with an advanced language courses in Catalan. Cooperation takes place with other institutions for the organisation of these courses, for instance with 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.

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

trade union made people aware that they have the right to submit a requests through the municipal. 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

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 dropped in 2006, of which 72 could be addressed by the service. One third of the complaints were about traffic fines, 7 about taxes, 6 about building licences, 5 about street cleaning, 4 about pollution, 3 about public housing, and many other issues that occurred only once. Not one of the complaints had anything to do with immigrant issues.

A researcher of the Institute for Public Law of the University of Barcelona, N. Caicedo, studies the complaints by 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, but in Terrassa this is not the case.

4.12 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 elderly, and children, activities to keep the neighbourhood clean, an exchange of small services like shopping for elderly or picking children from school (el banc del temps). There are courses for uneducated unemployed in four fields: shop assistant, cleaning, painting, and metal work. This is specifically directed at youngsters between 18-25 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.

4.13 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 we find a lot of information on occupations but nationality is nearly never specified as a separate category. In April 2005 this service has published a

200 pages 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, etceteras. Secondly it provides a list of services for foreigners by the NGO's and migrant associations, that we have used extensively for this report.

Indicators as number of people attending advisory services are followed by most service: the keep their own records.

4.14 Impact of policy and lessons learnt

That starting immediately after immigrants arrive with welcome courses, information services and language courses for new citizens is an important and necessary part of a municipal policy. This seems obvious, but it hasn't been practised everywhere. In countries where such systems were not utilised 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 aged and who still don't know the language. They have difficulties in supporting their children's school career 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 more motivated to learn. Immigrants feel more welcome because of this reception, and it is probable that they will be more interested to become part of the receiving society.

5 Diversity in service provision

5.1 Services provided and contracted out

In the report on foreign workers and the economy by Foment de Terrassa (2005: 82-86) we found an extensive list of the services provided to immigrants. These include as we already stated in chapter 3 in the field of welcome:

- a. the information, translation and mediation service by the municipal, to whom all other services or persons can phone the intercultural mediators for translation or interpretation and the
- 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 advise 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 programs are distinguished:

- a. the labour information and training service of Foment de Terrassa, that have 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 the new surrounding, a course on getting to the labour market for women, a course on getting to the labour market for men and a service of socio-linguistic mediation.
- e. Darwuka project, an alphabetisation 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 elderly that had no Catalan in school, since they grew up in Franco's times.

In the field of 'sensibilisation' (awareness of autochthonous), the activities include:

- a. the civic action of the municipal that we 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 NGO's' 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 the immigrants and autochthonous 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 don't master Catalan well and they have activities on intercultural dialogue (f.i. invite a Senegalese writer).

In general these services are a cooperation between the municipal and others, other institutions or NGO's gets subsidies for their work.

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

The general policy of Terrassa's city council is not offering specific services for immigrants, unless this is strictly necessary. Only in the first phase of immigration services like, processing residence, work, naturalisation permits, translation services, language training are

considered necessary. The intention is that immigrants are as soon as possible able to attend the general services independently, just as 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 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.

5.3 Employment profile of service providers

The process of hiring immigrants in the public administration has just started, but is actually moving fast, as we have seen in paragraph 4.1. Since 2001 more officers have been hired in the customer service, and in advisory, translation and mediation jobs of the municipal, 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.

5.4 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 personal, teachers, employers, municipal staff and other individuals can approach this service, when they have to deal with an immigrant that doesn't speak the language. Two groups are more at risk to have less access to services: the illiterate and the irregular.

The municipal tries to stimulate all immigrants, including illiterates, to take courses, so that illiteracy will disappear. It is not clear whether or not illiterates participate to the same extend in the course as the literate immigrants. Since 41% of Chinese and 33% of Moroccans are illiterate, these two are the most problematic categories. Another category that is at risk, are the irregular. 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 urgent dangerous situations can develop without such support. The Red Cross also actively takes care of the irregular. The CITE office within the trade union doesn't distinguish between regular and irregular, so legal support to get papers is also given to irregulars.

5.5 Monitoring of access and outcomes identified

As we already described in 4.13, 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 the social service users were foreigners in 2006, while 51% of the people registered for Catalan courses are foreigners, 12% of the school population (compulsary part) are of foreign origin, and 6% of the person who applied for public authority subsidised flat were foreigners. Outcomes and new policy directions are discussed in the 'Permanent Observatory of Interculturality'.

5.6 Cultural awareness of staff

Trainings have been given to the staff members that work with foreigners, also within the police. These trainings include 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).

5.7 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 Spanish. Within Terrassa there are no cases know of private schools refusing immigrant kids (in other cities there were incidents reported in the newspaper).

5.8 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 a first welcome services, crisis intervention in case of problematic family situations, juridical help on acquiring staying permits/ divorce/ children, psychological help, orientation on the labour market, and support on finding a job and even counselling of Maghrebian lesbians. The Red Cross serves as information point, has a separate language programme (Darwuka), supports immigrant youngsters above 16 with their problems (they have to arrange their independent staying permit) and is giving support for non-Catalan speakers to get through the theoretical part of the exam for driving licence.

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

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

6 Conclusion: Key challenges, lessons and learning for CLIP

Terrassa has been confronted with a recent influx of immigrants in the last 8-10 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 the Spanish cities, which is not in 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, limited safety. Though controlling agencies check and punish employers, there is still a huge task in getting further to control the informal sector.

In service provision for immigrants by the municipal, 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. The political backing was strong after the riots between Moroccans and Spanish 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 at 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 in the bureaucracy of a European town, it is a good to have a local office near to 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 RoundTable'. 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 direct possibilities to adjust the system. The civic community of immigrants is also addressed, and direct contacts with the migrant associations are possible. Working with NGO's also solves some of the financial problems, since NGO's 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 both the professional career and the possibilities to support 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 exaggerated, and some of the former immigrants from Andalusia complain that they were not helped when they arrived. The council is optimistic about the speed in which integration can take place and thinks that nobody has to remain behind: the second generation will have automatically have equal chances as natives, the illiterates will study and learn to read and write and the illegals will legalise. 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 have not intruded in the administration in large amounts, since the immigration is new. It seems that it is not impossible for immigrants to get a job there, though South Americans seem to have more chances than Moroccans and Senegalese, with their knowledge of Catalan and their higher educational level.

As far as we know anti-discrimination bureaus have not been established in Terrassa; complaints can be send 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 of foreign workers in Terrassa is to get a legal status and a work permit. Since the municipal itself cannot easily set up services for illegals, but the general feeling is that illegals need help for humanitarian reasons. Red Cross, the Trade Unions, Caritas and other NGO's play an important role in coping with these problems.

Interviews (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

Bibliography

Ballarín Elcacho, C., J. Casas i Soriano, M. Marqieze i Berrocal, *Ca n'Anglada, Lluita d'un Barri*, Terrassa: Associació de Veïns Ca n'Anglada, 1996.

Borkert, M., W. Bosswick, F. Heckmann & D. Lüken-Klassen, *Local integration policies for migrants in Europe*, Dublin: Eurofound, 2007.

Foment de Terrassa, Observatori Econòmic i Social i de la Sostenibilitat de Terrassa, *Els treballadors estrangers en l'estructura econòmica de Terrassa*, Terrassa : Ajuntament de Terrassa, 2005

Foment de Terrassa SA, Observatori Econòmic i Social i de la Sostenibilitat de Terrassa, *Informe de Conjuntura de Terrassa 2006*, Terrassa : Ajuntament de Terrassa, 2007.

Ortega Perez, N., *Spain: forging an immigration policy*, Migration Information Source MPI, 2003.

Zapata-Barrero, R., 'Immigration, self-government and the management of identity: the Catalan case', in: M. Korinman & J. Laugland (eds), *The long march to the West: twenty first century migration to Europe and the greater Mediterranean area*, Vallentine-Mitchell, 2007.