



European Foundation for the Improvement of Living and Working Conditions

# Case Study on Diversity Policy in Employment and Service Provision

## Valencia, Spain



Author:

**Sonia Gsir**

**Centre d'Etudes de l'Ethnicité et des Migrations**

Institut des Sciences Humaines et Sociales

University of Liège

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## Foreword

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

Valencia 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 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 CEDEM are responsible for this report on Valencia. Together with the contact persons of the municipal of Valencia Mr Marcelino Mañas and Mr Pere Climent, an enormous effort has been undertaken to find all necessary data for this report. The report is mainly based on a questionnaire (common reporting scheme) filled out by the Immigration Support Centre of the city of Valencia (Centro de Apoyo a la Inmigración) or CAI, and on city visits. They have provided us with reports, statistics and comments on the concept version of this report.

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Sonia Gsir

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# 1 Spain

## 1.1 Brief history of migration to the country and characteristics of migrants

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 Caribbean. 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. 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 Central and South 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.

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, Bosswick, Heckmann & Lüken-Klassen, 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. According to the municipal census of July 2006, the number of immigrants living in Spain is around 3 880 000 and they represent almost 9% of the total population.

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

Nationality	Number	Percentage
Total population in Spain	43 964 000	
EU countries (25)		
United Kingdom	175 870	0%
Italy	98 481	0%
Germany	77 390	0%
Rest of Europe		
Romania	211 325	0%
Bulgaria	60 174	0%
Ukraine	52 760	0%
Africa		
Morocco	543 721	1%
South America & Caribbean		
Ecuador	376 233	1%
Colombia	225 504	1%
Peru	90 906	0%
Argentina	86 921	0%
Dominican Republic	58 126	0%
Total South Americans	1 064 916	2%
Asia		
China	99 526	0%
Total immigrants	3 021 808	7%

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

Borkert and others 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 (Borkert, Bosswick, Heckmann & Lüken-Klassen, 2007). Research has shown that half of the immigrants registered at the municipal do not possess a valid residence permit. Because of five large regularisation processes, many former irregular migrants have been legalised. On the other hand Spanish authorities failed to renew all residence permits within the compulsory period due to understaffing. According to the Ministry of Labour and Social Affairs, migrants are above all victims of discrimination in the work place and this situation is due to the irregular situation of many (Ministro de Trabajo y Asuntos Sociales, 2007).

According to the Immigration Permanent Observatory Observatorio (Permanente de la Inmigración), the autonomous region of Valencia (Comunidad Valenciana) is the third region of Spain regarding its proportion of immigrant population (13.56%) after Catalonia (21.32%) and the region of Madrid (19.07%). The region of Valencia is divided in three provinces.

More than half of the immigrants of the autonomous region of Valencia is located in the province of Alicante, almost one third in the province of Valencia and around 10% in the province of Castellón (City of Valencia, July 2002a). The region of Valencia has a total population of 4 806 908 (2006). The official languages are Spanish and Valencian. The major part of the foreigners living in the region of Valencia comes from the EU and in particular the UK and Germany. These are elderly people who have chosen the Valencian coastline for living their retirement. Another important group of foreigners in the region come from South America; they represent 27.5% of the total foreigners and 3.4% of the total population of the region. Other groups are few according to Luis Die Olmos ('Valencia acogedora', 2006a).

## **1.2 National policy context: law and policy on diversity in employment and service provision**

As said already immigration is a relatively recent phenomenon in Spain. This can explain that in the framework of immigrants' integration policy, the central government has foremost developed a non-discrimination policy rather than a policy on diversity. Recently, there is also a focus on equal opportunities policy. For sure, all these efforts represent important steps to develop a strictly speaking diversity policy.

In 2006, the Spanish Observatory of Racism and Xenophobia (OBERAXE) has been created as indicated in the article 71 of the Aliens Law (LO 4/2000). It aims at studying and analysing the Spanish situation regarding racism and xenophobia and at promoting actions to fight against them and to promote equal opportunities and non discrimination policies (OBERAXE, 2006).

The article 14 of the Spanish Constitution mention the equality of the Spaniards who cannot be discriminated because among others race. In 2003, Spain has transposed the European legislation regarding equal opportunities and non discrimination in its own national legislation (Law 62/2003 of 29 December). Changes have also been introduced in the Status of the Labourers (Estatuto de los Trabajadores). The main changes concern the new modalities of direct or indirect discrimination. One talks now about discrimination based on racial or ethnic origin instead of race (raza). Furthermore, the reform has introduced the right to compensation (derecho a la indemnidad). Finally, another major change in the Spanish law regarding discrimination is that employers' discriminatory attitudes are considered as a serious offence. The Law 62/2003 establishes various measures for the application of the principle of equal opportunities. Among others, there is the fight against discrimination in the collective negotiation (art. 42). The concepts of principle of equality of treatment, direct and indirect discrimination and harassment are applicable to all the persons of the public or private sector except for the legal provisions on the access to the public employment. The Law has also allowed the creation of the Council for the promotion of the equality of treatment and antidiscrimination against people of racial or ethnic origin. Through this law and other legal measures, a legal framework has been set up to achieve equality of treatment and opportunities and to fight discrimination.

Moreover, Spain has set up a national strategy and priorities for the 2007 European Year of Equal Opportunities for All. In the framework of the 2007 European Year of Equal Opportunities for All, the Spanish government has invited all actors and stakeholders not only at the national level but also at other levels to stick on the objectives of the Year in Spain (Ministerio de Trabajo y Asuntos Sociales, 2006). There is a special link on the website of the Ministry of Labour and Social Affairs to join the 2007 European Year. The Foundation Valencian Service of Employment (Fundación Servicio Valenciano de Empleo), a public

service of the autonomous region has joined the European Year of Equal Opportunities for All. It is also de case for the Immigration Observatory depending of the local authorities of Mislata, a city of the Valencian region (Observatorio Inmigración – Agencia de mediación para la integración y la convivencia social (AMICS)).

In February 2007, the national government has approved a Strategic Plan for Citizenship and Integration 2007-2010. This is a plan targeting all the population and aiming at strengthening social cohesion through equal opportunities policies in the one hand and in the other hand, the equality towards rights and duties. This plan has been elaborated with the participation of a large array of actors such as autonomous regions, municipalities, social agencies, migrants associations and NGOs. Three principles support the strategic plan (equality, citizenship and interculturality). The latter defines the diversity approach of the Spanish government. “The principle of interculturality demands the recognition and respect of differences but looks for communication and critical dialogue, interrelation and interaction between persons with different culture on the bases of the basic common values [...]” (General Secretariat of Immigration and Emigration, 2007).

At the regional level, there was no immigrants policy in the autonomous region of Valencia before mid 2004 and no diversity policy either (Pereda, De Prada & Actis, 2005). The self government of the region has developed a regional Plan of Immigration (Plan Valenciano de la Inmigración 2004-2007). The model of integration as defended in the plan is a model combining the defence of diversity and the acknowledgment of cultural differences as positive added values with the respect of the democratic values and the human rights (Generalitat Valenciana, 2004).

## **2 Valencia**

### **2.1 Brief description of the city**

The city of Valencia has a total population of 807 396 inhabitants and is the centre of an extensive metropolitan area which reaches a million and a half. This represents 18% of the population of the Valencian region and is, in terms of population, the third largest city in Spain after Madrid and Barcelona. It is also the third largest city in terms of registered immigrants. Immigrants as Spaniards have to register in the municipal census (empadronarse), (see 3.4).The city population has risen throughout the 20th century and was stable during the 90s. At the beginning of the 21st century, the strong outside migratory currents have been provoking a new dynamic increase in the population. The population of the city is relatively young (20% aged from 15 to 29 and 32% aged from 30 to 49).

From an economical point of view, Valencia has above all developed the services sector (final demand activities, wholesale and retail, of specialized services for businesses and professional activities). Almost 75% of the active population is occupied in this sector. Nevertheless, the industry sector is still important with 14% of the population working in industries such as the paper and graphic arts sectors, wood and furniture, metallic products and footwear and clothing. Finally, around 10% of the population work in the construction. The agricultural sector (1.7%) is relatively minor and it concerns mostly horticultural cultivation. Unemployment is lower than the Spanish average.

The economy of the city has enjoyed positive dynamic growth during recent years, which can be seen reflected in the unemployment figures. The dynamism of the city as an economic and touristic centre and as a place of reference for a multiplicity of economic activities is also reflected in the strength of institutions such as the Valencia Trade Fair, the Autonomous Port, the Stock Exchange, the Palace of Congress or the four Universities. Valencia's port is the first of Spain handling 20% of Spain's exports. Valencia has also a number of important cultural institutions that are becoming increasingly important in the development of the city: the IVAM (Valencia Institute of Modern Art), the Palace of Music or the City of Arts and Sciences contribute an undeniable added value to the city and to its metropolitan surroundings as centre of culture and leisure.

## 2.2 City's migrant population

At the beginning of the 90's, the emigration from Valencia was still exceeding immigration as showed by the table below (Table 2). Along the 90's, immigration has grown and in 2000 was almost three times more than a decade ago. Since the beginning of the 21st century, number of immigrants have grown each year and rise largely above the number of emigrants. It is worth noting that the table show only the entrance and exit, in other words the number of foreigners living in the city were superior. This can also be observed through the figures of the municipal census. In 1996, the foreigners registered represented 0.9% of the whole city population and in 2006, they represent 12.4%. The more relevant increasing was produced in three years (3% in 2001 and 9.1% in 2004).

*Table 2 Migratory movements in Valencia*

Year	Immigrants	Emigrants	Difference
1990	9 972	10 395	-423
1991	5 316	6 310	-423
1992	9 093	10 575	-1 482
1993	10 063	12 220	-2 157
1994	9 948	13 929	-3 981
1995	11 144	14 472	-3 328
1996	11 126	12 404	-1 278
1997	10 388	12 902	-2 514
1998	12 047	16 683	-4 636
1999	14 433	18 033	-3 600
2000	27 360	17 829	9 531
2001	34 293	20 636	13 657
2002	37 203	25 594	11 609
2003	37 830	29 159	8 671
2004	39 389	28 851	10 538
2005	40 577	31 756	8 821

Source: Municipal Register of Inhabitants. City council of Valencia. Provisional data.  
<http://www.valencia.es> (consulted 4 September 2007).

In 2006, the city of Valencia counted 99 820 immigrants (Municipal census, 1<sup>st</sup> January 2006). As showed in Table 3, almost half of them come from South America (48 770) and particularly from Ecuador, Colombia and from Bolivia according to Pere Climent ('Valencia acogedora', 2006b). The other immigrants come from other countries such Argentina, and Uruguay, Brazil, Venezuela and Peru (with less than 2 000 immigrants from each country). The second important group come from Europe with 23 969 immigrants (24% of total foreigners). More than half of them came from outside the EU. Nevertheless, since Romania and Bulgaria have joined the club the 1st January 2007, the other nationalities of the rest of Europe are the Ukrainians and in a smaller share Armenians, Russians and Poles. Immigrants from Africa represent 13% of the foreign population and the major nationalities are the Moroccans, followed by the Nigerians and the Algerians. Finally, immigrants from Asia represents 10% of the whole immigrants, they come mostly and respectively from Pakistan, China and India. The immigrant population of the city is thus already quite diversified with 24 nationalities counting more than 1 000 persons registered in the municipal census (Antuñano & Soler, 2007).

From a demographic point of view, the major part of the migrant population is aged between 20 and 45 years and thus part of the active population. The number of men exceeds the share of women particularly for immigrants from Sub-Saharan Africa (71% are men). Whereas, the share of women in immigrant population from America is superior (e.g. 52% women from South America) (Antuñano & Soler, 2007).

The migrant population is fairly distributed in the various parts of the city and there are no segregated areas. Even, there is some concentration in several neighbourhoods like Ruzafa and Orriols (Antuñano & Soler, 2007).

Most of the immigrants came to Spain in order to work and they insert very quickly in the labour market. They are particularly present in certain sectors such as agriculture and construction in the one hand and in the services in the other hand. In Valencia they work particularly in the service which is an important sector in the city. The main employment is in unskilled jobs followed by skilled jobs in the industry and construction sector. In September 2006, the city counted 2 887 job seekers among the immigrants for 27 141 Spanish jobseekers. 84% of the foreign jobseekers (77% Spanish) found a job before less than 3 months (Antuñano & Soler, 2007).

**Table 3** Largest immigrant groups to Valencia (nationality), 1st January 2006

Nationality	Number
South America & Caribbean	
Ecuador	18 540
Colombia	10 336
Bolivia	8 197
Argentina	4 547
Central Am. and Caribbean (Cuba)	2 090
EU countries (in 2006)	
Italy	3 724
France	1 762
Rest of Europe	
Romania	6 027
Bulgaria	2 938
Ukraine	1 922
Africa	
Morocco	3 326
Nigeria	2 648
Algeria	2 321
Senegal	1 194
Equatorial Guinea	1 138
Asia	
Pakistan	4 009
China	3 717
India	1 274
North America (Mexico and USA)	1 282
Total immigrants	99 820 (54 644 men and 45 176 women)

Source: Instituto Valenciano de Estadística ([http://www.ive.es/ive/padron/pmc/ini\\_cas.htm](http://www.ive.es/ive/padron/pmc/ini_cas.htm)) (4 September 2007)

### 2.3 The city authority

Valencia is the capital city of the autonomous region of Valencia (Comunidad Valenciana) and of the province of Valencia. Spain has a three-tier system with central (state), regional (autonomous regions) and local (provinces and municipalities) governments. The distribution of the competences among these entities is regulated by the Constitution. The state has an exclusive competence regarding nationality, immigration and asylum matters. The autonomous regions are in charge of concrete competences such as culture, social attendance and public health. The self-government of the region of Valencia (Generalitat Valenciana) is

competent in terms of social assistance. And the municipality of Valencia, subject to national and regional legislation, has the specific competences of local administration such as primary attention for the population. According to the Local Government Act of 1985 which defines the municipalities' competences and according to the principle of decentralisation, the city of Valencia considered that developing a local integration program for immigrants was justified (City of Valencia, 2002b).

The Department of Local Social Action (Consell Municipal d'Acció Social) from the Social Welfare and Integration Service has been in charge of formulating and developing the local integration plan.

In addition, the local authorities are also capacitated to provide specific documents for immigrants. In the one hand, it is the certificate attesting appropriate housing conditions for those requesting the reunification of family member. In the other hand, it is the certificate on cultural and working integration for immigrants asking for regularization.

#### **2.4 The municipal census (padrón municipal)**

Registration in the municipal census (empadronamiento) is a right and a duty of all Spaniards and migrants, regardless of their administrative status in the country. In other words, all residents of Valencia have to register in the municipal census even the irregular migrants (without residence permit or work permit). The registration facilitates access to other rights such as health care and education. The migrant who is registered can get the health care card (tarjeta de asistencia sanitaria) that guarantees access to public health care whereas unregistered migrant will only get the right to emergency health service. The registration gives also the right for the children to be enrolled in schools. Furthermore, the registration certificate accredits length of residency in the municipality, information that could be primordial in the case of a request of regularization. The migrant can register at the Office of Municipal Registry/ Census or at any District Board (see 6.1) (CAI, 2005).

### **3 The city's approach to diversity**

#### **3.1 Historical background**

Immigrants' integration in Valencia has relied first at the private level on the civil society and at the public level on the municipal integration policy addressed to the whole population (general integration policy). Secondly, the municipal authorities have elaborated a specific policy for immigrants.

Considering the rising intensity of immigration in Valencia and also the supportive tradition of the city, the local authorities decided to develop a local integration policy as they are the closest public administration to citizens and a fortiori one of the first contact in the public administration for most immigrants. The approach started with the development of the 1st Municipal Plan for the Immigrants' integration (2002-2005). The integration policy is considered with a perspective of social cohesion and promotion of coexistence in diversity. The city considers this plan as

“the expression of the political will to face in positive way the rising of immigration in Valencia and it [the plan] supposes the intention of defending a model of immigrants' integration which allows a plural and supportive coexistence” (City of Valencia, 2002b).

The city defines integration as a

“process of incorporation [which] implies mutual recognition of different values, customs and universes, and with all the difficulties implies, [which] allows to face the opportunity of constructing a type of open society, and to consider integration as a supportive project in the framework of an intercultural society, in which the most important aspect is human rights, and, above all, beyond different ethnic, cultural or religious origins, access to citizenship” (City of Valencia, 2002b).

The goals of the policy as defined in the Plan are the following:

- to facilitate the access of immigrant population to assessment, information and direction regarding employment;
- to facilitate the access to training programs, updating and adaptation of their knowledge to the reality of our labour market;
- to coordinate the actions of the municipal departments with the various public and private institutions, taking part in terms of employment and training in order to facilitate the access to labour market by immigrant people;
- to promote the participation of immigrant groups, the municipal calls for subventions for the promotion of the employment, as well as among the population taking part in the training programs, financed by the City Council;
- to develop awareness campaigns about the profits of immigration addressed to the employers in the city;
- to promote the self-employment as an alternative to the hired employee, by a third person.

In the framework of this plan, in 2003 the city created the Immigration Support Centre (Centro de Apoyo a la Inmigración) or CAI in order to promote and coordinate actions that encourage the full integration of the immigrant population. The CAI has to support the CMSS (Centros Municipales de Servicios Sociales) Municipal Centres of Social Service and the CAST (Centro de Apoyo a personas sin techo) Centre of Social Assistance to Homeless people which both are facing a new situation. The public assisted by the latter have completely changed. Whereas 10 years ago, there were mainly Spaniards, nowadays most of them are immigrants.

### **3.2 Objectives of the policy/approach**

The policy described in the 1st Plan for immigrants’ integration has several guiding principles. Two of them can be considered as initiating a diversity policy even there is not yet a declared diversity policy or diversity management in Valencia.

The first principle ‘normalization’ and universality insists on the importance of equality of opportunities and equality of treatment and consequently on the necessity to assist immigrants “without any element of organizational difference as the respect to citizenry”. Explicitly, “it requires the comparison of rights and duties with the autochthonous population, and the launch of mechanisms which allow immigrants, as well as the rest of the population, to access ‘normalized’ services. An example of this is the necessary funding with regards to translation services.” (City of Valencia, 2002b). In other words, the city claims the cultural

diversity of its citizens and seems ready to accommodate its services to deal with this diversity.

Secondly, the principle of awareness reminds that the policy “will take into account the promotion of attitudes and values of mutual respect, tolerance and interculturality among citizens, thus accepting social legitimacy of immigrants in the conformation and configuration of the Valencian society” (City of Valencia, 2002b). The city reaffirms the importance of dealing with diversity in a respectful way.

Some of the general objectives of the Plan can be seen as building up the bases of an equal opportunity and diversity policy. Thus the third objective aims at equating the rights and duties of all and guaranteeing the principle of equal opportunities everywhere in the social life. The fourth objective aims at developing positive actions in order to fight against discrimination on migrants in particular in their access to goods and services. The sixth objective aims at promoting a city life where the democratic values of solidarity, tolerance, mutual acknowledgment and respect of the diversity prevail and stimulate attitudes opposite to all type of racism and xenophobia.

### **3.3 Responsibility**

The first plan for immigrants’ integration has been designed by the Social Welfare and Integration Service (Servicio de Bienestar Social e Integración) called before the plan Social Welfare and Solidarity Service. This new designation shows also the importance of immigrants’ integration for the city. The Social Welfare and Integration Service is in charge of the direction and the implementation of the plan. Regarding service provision the city social services and specifically the CMSS Municipal Centres of Social Service are thus implementing the integration policy with the support of the Immigration Support Centre (CAI).

The CAI is a specific body set up to complete the network of the city social services through actions focusing on information, socio-cultural mediation and labour mediation (CAI).

The objectives of the CAI are described as followed:

- to support the technical intervention of the teams of the city social services;
- to motivate and coordinate the interventions of the various municipal departments involved in the execution of the 1st Plan for immigrants’ integration;
- to facilitate the coordination of the actions of the various civil services (administraciones públicas) and the social organizations (Iniciativa Social) in Valencia;
- to organize a coordinate system of social attention for the first reception of homeless migrants in the city of Valencia in order to maximize the available resources and the actions” (City of Valencia).

Furthermore, according to the 1st Plan for immigrants’ integration, the policies addressed to immigrants have to be integrated. The Valencia’s city council consider that its public policies have to be coordinated and complete the work of other social agents. Integration is thus the responsibility of local administrations but also of civil society.

Finally, it is important to remind that the plan is not a binding instrument but more a set of recommendations.

### **3.4 Collaboration with social partners and nongovernmental organisations in policy development and implementation**

The civil society of Valencia has developed actions to facilitate immigrants' integration before the municipal authorities. In almost every union, a specific service for immigrants has been created in order to provide information on immigration and to inform the migrants themselves about jobs or training opportunities.

Developing its own integration policy, the city of Valencia has looked for the support of the unions and NGOs. The first plan for immigrants' integration has been elaborated with the consultation of different local political groups, trade unions and associations related to the immigrants' communities in the city through their participation in the Social Action Council of the Valencia's city hall (City of Valencia, 2002b).

The city works also with some NGOs in implementing its integration policy. For example, the CAI has signed an agreement with the NGO Red-Cross (Cruz Roja de Valencia). Accordingly, staffs from the Red-Cross work directly inside the CAI as social workers and in the administrative jobs. Another agreement with another NGO permits to get the services of two intercultural mediators (Romanian and Arabic).

Furthermore, the unions are in charge by the city of developing the offer of continuous training for the public service. They also develop their own offer of continuous training bound to the staff of all the levels of the administration. In their own offer, they intend to raise cultural awareness (e.g. course of introduction to Arabic language and culture).

### **3.5 Policy and practice on monitoring progress**

The monitoring of the plan for immigrants' integration is specified explicitly in the plan. It is the competence of the Department of Social Action of Valencia's city council through an expert commission. The evaluation is twofold. Firstly, there is an internal evaluation carried out. Secondly, there is an external evaluation to take into account the opinions of the users and beneficiaries namely the immigrants, the entities and the whole population (City of Valencia, 2002a).

At the time of writing the present case-study, the expert commission has evaluated positively the first plan and the CAI action. According to the CAI, the first plan was quite ambitious and the second one (see 3.7) is more realistic. It seems also that the human and financial resources allocated to the CAI were not sufficient regarding its objectives (Pereda, De Prada & Actis, 2005).

The monitoring in relation to employment and services is not a city competence. This belongs to the regional government.

### **3.6 Key challenges faced in implementation and broad lessons learnt**

The global challenge is to achieve the integration in equal conditions of the immigrant population in the labour market.

According to the city experts, one difficulty in the plan implementation is to involve all the city services and departments. Some of them participate to the CAI initiatives, but none of them initiate actions in relation to the integration policy. All the city services are still far to be adapted to the new population situation of the city. The challenge is to motivate all the city services and departments. As they are not totally convinced yet of the necessity of the plan, one of the first challenge is sensitization.

Other challenges pinpointed by the experts are the following:

- the work organization (the city needs to change and adapt its organization to diversity. The administrative structure is sometimes an obstacle to the plan implementation)
- the political support (the plan for integration needs more support from political leaders)
- the adapted financial support (the plan is only financed by the Social Welfare and Integration Service and also by the Culture Service. There is no budget for its implementation in every service and department).
- the dynamics (immigration is very recent in the city and it seems that the city is reacting and adapting to slowly).

### **3.7 Potential future policy development**

At the time of writing the case-study, the 2nd Plan for the Integration of Immigration (II Plan municipal para la integración de la inmigración 2007-2012) is being composed by the Social Welfare and Integration Service of the city, with the support of the CAI.

The second Plan is updating the first one according the modifications of the national immigration legal framework but also in order to adapt to the immigration. It reasserts the will of the city to face the rising immigration in a positive way and to defend an integration model allowing plural coexistence in solidarity. (City of Valencia, 2007).

Despite that it is not approved yet, some changes and new perspectives can be highlighted.

Firstly, the plan reminds that the local as regional competences regarding social integration target the whole population. However, the city recognizes immigrants as “new residents” with specific demands and needs. Consequently, this requires the “global adaptation of the administration” in order to comply with the demands of all residents. This shows a diversity perspective without using the term diversity. A concrete measure of this approach is that all the municipal services should provide information about the registration in the municipal census and promote the registration (City of Valencia, 2007).

The target group of the plan is wider. The plan targets the immigrants but it also includes the Roms’ integration.

A new guiding principle appears in this plan promoting the coexistence. The integration policy developed by the city has to promote coexistence and intercultural relations and values such as liberty, equality, justice and solidarity. Rather than using the concept of interculturality, the second plan prefers coexistence (*convivencia*).

If the second plan highlights the importance of continuing previous activities such as information, the range of activities has also been changed and in the concern of this report, two of them can be pointed: the reception of newcomers (*primera acogida*) and interculturality. Importance is given to intercultural mediation. A mediator intercultural should integrate the CAI staff. Other activities are (1) information, orientation and advice ; (2) education ; (3) health promotion ; (4) work ; (5) participation and associations ; and (6) co-development which is a new activity regarding the first plan.

Moreover, the creation of a service of translation and interpretation in the foreign languages is also planned.

## **4 Employment: policy, practice and outcomes**

### **4.1 Profile of city employees**

The city counts 6 219 officials. There are no data available on a national criterion or the criterion of foreign born. It is thus difficult to have an idea of the share of immigrants or people with migration background in the total number of officials. It seems that there are almost no immigrants employed by the city. There are various types of staff, and they are all submitted to the public employment policy. Accordingly, these positions are only accessible to Spaniards and EU nationals with some restrictions for the latter in case of jobs linked to the exercise of state sovereignty. Again, it was not possible to get data on the share of EU nationals working for the city but it seems that they are really few.

The staff categories are the following ones:

- the professional officials (funcionarios de carrera) are legally appointed and fulfil a permanent function.
- the working staff (personal laboral) is employed by the administration and work for it.
- there are also other staffs such as the temporary officials (funcionarios interinos) who work as official but are not definitely appointed and casual officials (empleos eventuales) who work at the political level in the cabinets for example (<http://www.map.es/servicios>).

Apart from the officials, the city has also other employees (contrataciones laborales). The city sub-contracts a certain number of tasks to private companies in the one hand. The staffs of these companies are submitted to their own employment policy. In the subcontracts with the private companies, the city did not develop social or diversity policy. The demands of the city are generally twofold: labour permit is compulsory and norms of security have to be respected. In the other hand, the city hires temporary workers in the framework of the employment plans. In the framework of the programme EMCORPS (see next point), 123 persons have been employed whom 6 immigrants in 2006.

Finally, there are two city companies: AUMSA (Actuaciones Urbanísticas SA), a company managing the city housing and EMT (Empresa Municipal Transporte), the company of public transport. There is no immigrants working directly for AUMSA but this big company subcontracts to other private companies which employ immigrants. Jobs in the company of public transport EMT are open to immigrants too, nevertheless on around 1,200 workers, there is only one immigrant. According to the human resource management, this absence of immigrant workers in EMT is mostly due to two specific obstacles. The recruitment procedure in EMT requires first a recognized driving licence and second it requires experience for jobs as drivers or mechanics. Most immigrants have neither the recognized driving licence yet nor the professional experience. According to the unions, the obstacles for immigrants to get a job in these companies are the diploma recognition, difficulties to get access to the job advertisements and also internal resistance from the companies.

### **4.2 Employment diversity policy**

As mentioned above, in the framework of its employment policy, the city has developed different kind of employment plans. They are socio-professional insertion programme promoting the employment of jobseekers. These jobs have duration of 3 to maximum 9

months. They are accessible to Spaniards and immigrants in the extent they belong to one of the target groups of the plan. The target groups are (1) unemployed youngsters below the age of 30 residing in distressed neighbourhoods; (2) disabled unemployed persons; (3) unemployed women in critical situation; (4) long term jobseekers; unemployed older than 45; and (6) all unemployed persons with a risk of social exclusion “such as ethnic minorities, immigrants, ex-detainees, etc.” Most of these jobs do not require a high level of qualification. One of these plans is the programme EMCORPS cofounded by the city and the regional ministry of employment with the support of the autonomous region and the European Social Fund.

The city has not developed yet an employment diversity policy or diversity management. It is important to remind that immigration is a recent phenomenon in Spain generally and in Valencia particularly. According to the city experts, very few employees in the local administration have a migration background or are from second generation of immigrants. Nevertheless, in the first plan for immigrants’ integration, the city considers in the area of employment that managing diversity is not only the task of private companies but that “administration must set an example of its own employment policy, carrying out in policies in terms of training, public awareness raising, subsidies, etc. that make equality of opportunity possible in this fundamental area for the integration of immigrant people” (City of Valencia, 2002a).

### **4.3 Recruitment, training and promotion**

#### *4.3.1 Recruitment*

Generally the non-discrimination policy is applied in selection and recruitment procedures. According to the human resource department, the obstacles that immigrants could meet are classical ones such as lack of qualifications, lack of experience, diploma recognition, etc. The knowledge of Valencian language is an asset but it is not necessary to have a first access to the jobs.

#### *4.3.2 Training*

Employees have access to a wide array of trainings. Nevertheless, the trainings with a diversity perspective would be explained in the next chapter (services). Most of the training is addressed to all employees except specific training for the police or the firemen for instance. The access to training depends mainly on two criteria: the relevancy for the job and the previous training followed by the employee.

### **4.4 Harassment**

The city council as an employer does not accept the harassment, so the disciplinary general regime would be applied.

### **4.5 Health and safety**

The city council has not any competences about this, except in the case of the city council as an employer, for which there is no information.

### **4.6 Recognition of qualifications**

If the qualifications obtained by the foreign people are homologated in Spain, they are taken into account. Otherwise, if they are not homologated, they are not taken into account. The recognition is a national competence and particularly of the Ministry of Education.

## **4.7 Special initiatives**

The CAI is a support for the city regarding immigration and it produces information and tools to inform the municipal employees regarding immigration and integration issues.

Among the activities of the CAI, there is the orientation line (servicio de orientación telefónica). The city employees and in particular those appointed to the city social services can call this special line open every day in order to get explanations or some precisions regarding the immigration law and also the various systems of social protections. According to the CAI, this line is also used when employees need advices dealing with diversity.

The CAI has also produced a tool for the city staff, a practical handbook about immigration. Aliens law is explained and some specific information are given.

## **5 Diversity in service provision**

### **5.1 Services provided and contracted out**

The Valencia Town Hall has information offices or contact centres in three of the city's municipal buildings (servicios de información a los ciudadanos). There are also contact centres in the 7 district boards (juntas municipales) which are decentralised administrative bodies. In these boards, the citizens can carry out a number of municipal administrative processes such as registering in the municipal census (see 3.4). Finally, there are also 12 municipal youth centres (centros municipales de juventud) offering activities and information for young people till age of 30.

One of the municipal youth centres located in a specific neighbourhood characterized by an important migrant population (Ruzafa) has created in 2005 the Information Point for Young Immigrants (punto de atención al joven inmigrante). The Information Point aims at offering support and orientation to young immigrants between 8 and 30 in order to facilitate their integration in the city. It is coordinated by the NGO Jarit which has signed an agreement with the municipal Youth Department.

The 11 Municipal Social Services Centres (centros municipales de servicios sociales) are a gateway to the public social services system.

Another important service for immigrants is the Offices of Municipal Census where immigrants as Spaniards can register.

The Schooling Offices provide information about education and subscription in the schools.

There are other municipal social resources according the specific group they target such as the municipal information and guidance centre for women (CMIO), the municipal office for the disabled (OMAD) or the municipal office for the Seniors (OMAM). The Centre of Social Assistance to Homeless people CAST is in charge of providing assistance to homeless persons who were before principally Spaniards and from now are mostly non-domiciled immigrants. "In 1998 the action of the CAST was focused on 81.2% of Spanish people as against 18.8% of immigrants. In 2001, these figures become 38.5% of Spanish people assisted as against 61.5% of immigrants" (City of Valencia, July 2002b).

The Immigration support Centre (CAI) is the municipal centre to coordinate and provide information for immigrants. In order to manage also the reception of newcomers, the CAI has created in November 2006, a new structure called the Reception Service for New Immigrants or SPAI (Servicio de primera acogida a personas inmigrantes). Since its creation till March 2007, the SPAI has received 1,657 immigrants. Half of them were from Africa (Ayuntamiento de Valencia. Area de progreso humano, 2006).

According to the municipal services described above, the immigrants can benefit of different types of assistance for

- the administrative situation (registration in the municipal census; regularization);
- employment (laboral assessment; monitoring of micro-credits; laboral mediation; business incubator)
- education;
- first accommodation.

From the last regularization of foreign people extraordinary procedure, which was conditioned, among other requirements, to the laboral hiring, the city council helped to the information of different employers about all procedures.

Moreover, programs of social insertion and occupational training of NGO's supporting immigration are financed by the city council, but none of them are immigrants organizations.

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

According to the first plan for immigrants' integration,

“the local administration has to facilitate immigrant's access to benefits and public services, and it has to promote mechanisms that make this possible, such as services of mediation, of information, of advice, of translation or learning official languages, etc.” (City of Valencia, 2002a).

Specific objectives are defined. The first one aims at improving the access to a specific service, the municipal census and promotes the registration of immigrants. The second objective consists in adapting the services to diversity and thus to carry out a service of first reception for immigrants. The fifth objective goes also in this way of facilitating the adaptation of the services to face up the necessities of an ethnically and culturally diverse population. Finally, the two last objectives aim at increasing the cultural awareness of the staff in the one hand and of the whole population in the other hand. They are formulated as followed. Firstly, “to train local staff in terms of multicultural society (geopolitics of immigration, their causes and effects, customs of immigrant communities, etc.), as well as values of tolerance and respect to difference”. Secondly, “to carry out information campaigns addressed to immigrant communities and to the autochthonous population those favour the mutual knowledge” (City of Valencia, 2002a).

Several services and particularly social services adapt progressively to the new public who is shifting from a majority of Spaniards to a majority of immigrants. It seems that the adjustment and the development of diversity measures is the result of a bottom-up process. Initiatives to improve and adapt the services to the diverse population come from the

administration itself, from the services with a direct contact with immigrants. Like this, the CAST had redefined its objectives and adapted its resources to the new situation. For instance its accommodation resources which were previously used to accommodate homeless people were addressed to immigrants without a place of residence. Nevertheless, a new service (SPAI) has been created in order to coordinate and structure the whole resources available to assist newcomers or immigrants without residence. The SPAI becomes the “unique gate” for the homeless immigrants to the first assistance services.

Finally, services such as the labour mediation department of the CAI aim at developing measures that favour equal opportunities in immigrants’ training and immigrants’ employment within their relations with the Spanish population.

### **5.3 Access to services**

The CAI has an important task of coordination between different municipal and external services linked to immigration. This coordination is developed in order to improve service quality and also to avoid overlapping. First, there is general coordination between the CAI and the municipal social services. Second, the CAI coordinates the return program for immigrants of the IOM, which is, in Valencia, managed by the city of Valencia. Third, coordination with the civil society and particularly NGOs and migrants associations is also developed. Fourth, in order to provide the best service regarding Aliens law (task of the juridical service of the CAI), there is also a coordination process between the CAI and the Aliens Office of Valencia, a body depending of the Government Sub delegation. Finally, there is also a commission between CAST and CAI in order to improve the access to housing for homeless immigrants (Ayuntamiento de Valencia. Area de progreso humano, 2006).

The department of socio-cultural mediation of the CAI considers that cultural activities have to address the whole population and not focus only the immigrants. Therefore it promotes immigrants participation in the cultural activities aiming at promoting interculturality whether they are organized by the city or by other organizations.

This department provides also a service of translation and interpretation in several foreign languages in order to improve the access of immigrants to various city services. Nevertheless it does not command appointed staff. The translation tasks were performed by staff in interns in private companies and during the end of 2005, four interpreters were appointed temporarily through the EMCORPS programme (see 5.2) for the following languages English, Russian, Chinese and Arabic. In the future, a translator interpreter English/French should be appointed to the CAI staff (Ayuntamiento de Valencia. Area de progreso humano, 2006).

The labour mediation department of the CAI has developed actions in order to improve access of immigrants to labour market in various ways. First, the CAI has been recognized as associated centre by the SERVEF Regional Service for Training and Employment (Servicio Valenciano de Empleo y Formación). The main goal of this association is to facilitate the access of the immigrants to the labour market in a regular way and with equal opportunities. With a support of the labour mediation department of the CAI immigrants can have a facilitated access to vacancies advertisements of the SERVEF. This support takes into account specific difficulties of the immigrants such as lack of language proficiency, or of the institutions. It consists principally in orientation for unemployed immigrants and information about the SERVEF. Second, the labour mediation department develops also actions in order to facilitate self-employment of the immigrants. Finally, the labour mediation department has joined the project ERCOVA in the framework of the EQUAL programme. This project

mobilizes the social responsibility of private companies to introduce actions and policy of equal opportunities between men and women. The labour mediation department orientates immigrants within this project in order to insert them in the labour market (Ayuntamiento de Valencia. Area de progreso humano, 2006).

#### **5.4 Monitoring of access and outcomes identified**

There is not any monitoring of the services. According to some NGOs, the services are generally open to diversity. Nevertheless, the quality and the access of the service will also depend of the immigrant origin and language skills. Immigrants from South America do speak Spanish and have more easily access to some services than others. According to the NGOs, the first plan for immigrants' integration aimed at opening the public services to the immigrants and to their diversity. They consider that the access still depend of the migrant profile and of the migration pattern. They also affirm that translators and interpreters are not sufficient. They emphasized the lack of intercultural mediators. They define them as experts who know Spanish and another language but also who are able to go back and forth in two cultures.

#### **5.5 Cultural awareness of staff**

The city staff has access to continuous training and some of the trainings aim at improving the cultural awareness even if in most of the cases, the training related to immigration issues focus on immigration law rather than dealing with diversity. According to the experts, some employees have sometimes to wait for years for a training they need in priority (e.g. English course). There are no compulsory trainings for front office staff.

The training proposed in 2007 and where cultural awareness could be considered are

- Quality of the attention to the citizen;
- introduction to Romanian language;
- Alien law;
- introduction to Arabic language;
- social skills for officials: communication and social relations;
- information to the user of local administration;
- communication tools and stress management;
- English course.

Some training is specifically addressed to the city social services:

- Communication tools and attention to ill-treated women
- Access to public duties in Social Welfare
- Social attention to migrant population (online course)
- Issues with minors and their families.

In the framework of the annual offer of continuous training, the CAI organizes training mainly directed to the staff of the municipal social services, the municipal information services and the staff directly implied in the plan implementation (Ayuntamiento de Valencia. Area de progreso humano, 2006).

According to the unions, the city staff is interested rather by topics such as aliens law or other formal aspects than diversity or discrimination.

Moreover, the CAI in the framework of its department of socio-cultural mediation has developed several collaboration with the NGOs and migrants associations. Most of them aim at developing and promoting intercultural projects. One is to impel joint training actions that offer a space of thinking and analysis on the intervention in situation of cultural diversity (Ayuntamiento de Valencia. Area de progreso humano, 2006).

### **5.6 Discrimination against service users**

Discrimination exists against immigrants users and this is why the awareness training courses are carried out.

### **5.7 Special initiatives**

The Municipal Information Handbook for Immigrants aims to be a practical tool for both the foreigners living in the city as well as the newcomers. This handbook is available in various languages (Spanish, English, French, and Arabic) and contains different kinds of information. It is updated on the city website. Firstly, there is a section on the foreigners' rights and responsibilities. Secondly, there are several sections on the municipal services. Finally, directories of the public administrations, consulates and associations are included. This tool aims at improving access of immigrants to the city services.

The 'Educational Folder: Tots a Una per la Diversitat' is a project to develop specific activities targeting the whole school community (teachers, pupils and parents) in order to promote interculturality/diversity within the whole school community and to give educational related tools. The activities include workshops to prevent racism and xenophobia. The specificity of this project is that it aims at targeting everyone, autochthonous and immigrants and it addresses every school (not only the one with an important share of immigrants). The Educational Folder has been realized by the CAI and seven NGOs and migrants associations.

The city and in particular the department of socio-cultural mediation (CAI) aims at promoting diversity and access to culture by widening the documental funds of the libraries, as municipal services. In other words, libraries should have documents reflecting the diversity of the city population and contain more books or documents from other cultures.

## **6 Conclusion: Key challenges, lessons and learning for CLIP**

### **6.1 Introduction**

Third largest city in Spain after Madrid and Barcelona, the city of Valencia with a total population of 807 396 inhabitants counts around 12% immigrants. At the beginning of the 21st century, the strong outside migratory currents have been provoking a new dynamic increase in the population. Valencia is thus also the third largest city in terms of registered immigrants. Immigrants as Spaniards have to register in the municipal census or padrón municipal independently of their legal status. In other words, irregular migrants can also register. This registration facilitates access to rights to health care and education. In 2006, the city of Valencia counted 99 820 registered immigrants. Almost half of them come from South America and particularly from Ecuador, Colombia and Bolivia. The second important group come from Europe (24% of total foreigners) with large numbers of Romanians, Italians and Bulgarians. Immigrants from Africa represent 13% of the foreign population with Moroccans as the first group regarding its size. Finally, immigrants from Asia represent 10% of the whole immigrants. The migrant population is fairly distributed in the various parts of the city and there are no segregated areas.

The city is active economically and has above all developed the services sector. The immigrants who came to Valencia in order to work insert very quickly in the labour market particularly in certain sectors such as the services in the one hand and in agriculture and construction in the other hand.

Considering the rising intensity of immigration in Valencia in few years, the local authorities decided to develop a local integration policy. The approach started with the development of the 1st Municipal Plan for the Immigrants' integration (2002-2005). The integration policy is considered with a perspective of social cohesion and promotion of coexistence in diversity. The plan aims at supporting an integration model allowing plural and supportive coexistence. It can be considered as grounds for a future equal opportunity and diversity policy. Indeed, the plan aims notably at improving access of immigrants to various services and goods by developing positive actions in order to fight their discrimination, at equating the rights and duties of all and guaranteeing the principle of equal opportunities everywhere in the social life and finally at promoting a city life where the democratic values of solidarity, tolerance, mutual acknowledgment and respect of the diversity prevail and stimulate attitudes opposite to all type of racism and xenophobia.

In the framework of this plan, in 2003 the city created the Immigration Support Centre (Centro de Apoyo a la Inmigración) or CAI in order to support the network of city social services and to promote and coordinate actions that encourage the full integration of the immigrant population.

Nowadays, the city is already elaborated a second plan for immigrants' integration with the concern of updating the first one and of matching the situation. It focuses also on the promotion of coexistence and intercultural relations in Valencia.

## 6.2 Lessons and learning

First, it is fundamental to remind that international migration is a recent phenomenon in Spain and also in Valencia. Migration has risen for the last ten years and is diversified. The authorities at the various level of government have developed integration policies. Valencia as a municipality has developed its own integration policy before the autonomous region itself. The city has been early aware of the fundamental role it could play regarding immigrants' integration. It has thus developed an ambitious plan for the immigrants' integration in 2002. The various objectives of the plan show that the city is aware of the diversity of its residents and looks for adapting its services to this diversity.

Second, the city has created a new structure to implement the plan, namely the Immigration Support Centre. This body has a large mandate and it corresponds to the will of the city to maximize available resources by coordination and support. The city seems prone to create structures or bodies adapted to the situation. The more recent is the SPAI Reception Service for New Immigrants. In other words, the city gives the means to implement the local integration policy designed. Even if according to some, the means are not yet sufficient regarding the large arrays of measures and actions described in the plan.

Third, the city with the CAI has given a working instrument for supporting the existing municipal services which have to deal more and more with a public of immigrants. The CAI has indeed constructed a close collaboration with these services and has elaborated various means of support such as the orientation line or the practical handbook for integration addressed to the city employees or also by participating to specific training for the latter.

Fourth, regarding its situation the city has focused on improving the access of the migrants to the services of the city. In the one hand, this has been realized through actions directed the immigrants for example by producing and diffusing the Municipal Information Handbook for Immigrants. In the other hand, by providing to the services themselves support managed by the CAI above all to deal with the specific demands and situation of new residents.

Finally, many efforts have been done in order to inform the city staff and precisely those working for the social services about immigration and integration issues in a very pragmatic way. And this has certainly improved the services. Nevertheless, it seems that information and sensitization to diversity in terms of diversity management is still at an embryonic stage.

## 6.3 Key challenges

The development of a full-fledged diversity policy remains the main challenge for the city of Valencia. Despite of efforts regarding integration policy, very few measures exist regarding diversity in employment and in service provision. This situation is largely due to the fact that immigration is a recent phenomenon in the city and consequently that there is almost no second generation of immigrants who could apply for jobs in the city.

Nevertheless, the presence of immigrants or at least of people with migration background at the municipal selection and recruitment procedures is pending. What kind of reception would they find? Would the city be prepared to the reception of applications from people with migration background? Is there any guarantee that they won't be discriminated because of their origin? The city could already prepare the actual staff to the introduction of the new influx. The city has already achieved a first phase of informing a part of its staff to immigration issues, the next steps could be first to inform the whole city staff to diversity and also to improve the capacities of front office staff to deal with diversity.

There are also other challenges already described in the appropriate sections. These challenges are the following. First, despite of the budget and resources allocated to implement the integration plan, they appear to be insufficient to realize and develop all the actions determined by the plan. Second, regarding the implementation of the plan itself and the objective of improving the access to the municipal services the city still lack of two crucial supports. Namely these are a real service of translators-interpreters for the languages of the main groups of immigrants and a service of intercultural mediators. Both could be joined in one service without forgetting that intercultural mediation request more skills than translation and interpretation. Third, an important structural challenge remain in the implementation of the integration policy and could be one of the diversity policy, it is a transversal approach. The main actions in favour of diversity have been undertaken or initiated by the CAI and have focus above all the social services. The city could benefit of a more transversal approach where every service or department could initiate and would be encourage initiating this kind of actions.

#### **6.4 Conclusion**

As an emerging - to quote Pere Climent, director of the CAI - and dynamic city that recognized the diversity of its residents Valencia could benefit in many ways by introducing progressively diversity management in its employment policy and by more developing a diversity policy in service provision.

Diversity policy and diversity policy are a means to fight discrimination against immigrants or population with migration background, to reflect the diversity of the population and of the city employees and service users but also to improve the quality of services in the one hand and to refresh the public administration in the other hand. Introducing diversity at the city level can be a way to raise creativity among the staff and thus improving the quality of services in a dynamic and positive way for the benefit of all. Developing diversity policy and diversity management could place Valencia as pioneer city and a model within the autonomous region of Valencia. At the local level, it would help the city to become a model as an employer not only for the public but also the private sectors.

Even if Valencia seems to meet different conditions to do it, developing a diversity policy is not easy and implies among others to question the city strategy, the human resources management, the work organization and the relationships with the citizens (Centre pour l'Egalité des chances et la lutte contre le racisme et Business & Society Belgium, 2006). The social cohesion and peaceful coexistence in diversity that promotes Valencia could deserve this price.

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