



Citizenship and Migration Plan: horizon 2016

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Departament de Benestar Social i Família
Direcció General per a la Immigració

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Foreword

I am pleased to present the Citizenship and Migration Plan: horizon 2016, a strategic programme document which includes all the public policies implemented by the Government of Catalonia through its various departments, often in partnership with other stakeholders such as local councils, community players and social organisations. It reflects the cross-cutting, collaborative approach needed to rise to the many challenges of being a modern, open country which is exposed to permanent migratory flows.

Managing and governing migration is the main objective of a plan that updates and renews the key lines in previous interdepartmental immigration plans, the first of which dates back to 1993. As you can see, for the first time we have replaced the word “immigration” by “migration”. This change is no accident but in fact quite the reverse, since it reflects the Catalan Government’s commitment to addressing the new dynamics of migration that are becoming consolidated as a result of the current economic crisis. This could be summarised as fewer people coming in, although there continue to be some, and larger numbers leaving, especially but not only foreign-born people.

Societies are changing and this means the public authorities need to constantly update their priorities, especially when resources are dwindling. Here it is worth recalling that we have experienced a drastic cut in the contributions that up until a couple of years ago we obtained from the Spanish government to receive and integrate immigrants. In truth, the national fund that benefited the regions is now history and this has had a very negative impact, for example on town council reception and mediation services and on reception classrooms and community education plans.

However, as the Plan shows Catalonia needs to continue to make its own way and consolidate insofar as it can its own model and the things that set it apart, which are also reflected in the inclusion of newcomers and in support for compatriots who go abroad in search of new opportunities.

I would like to express my appreciation for the efforts and contributions made by everyone who took part in drawing up this document, mainly the members of the Citizenship and Immigration Board and the Interdepartmental Immigration Committee which are the Government of Catalonia’s two main participation and deliberation bodies for planning and evaluating migration policies. It is shared work that benefits society as a whole.

Neus Munté i Fernández
Minister of Social Welfare and Family

Justification

The Catalan Government sets out its migration policy in four-year plans. The first was approved by the Government in 1993. The Citizenship and Migration Plan: horizon 2016 (CMP) is the fifth. Its purpose is to specify key lines and mechanisms so that migration policy is fully operational in terms of resources and realistic in terms of objectives.

The presentation of the current four-year plan is divided into several sections. The first introductory chapter provides legal, administrative and socio-demographic information. The second chapter covers the plan's procedural and operational aspects, including the preparation process, which was conducted through a consultation process that channelled proposals from Catalan society as a whole, and its structure, which includes the cross-cutting lines and areas, programmes and administrative mechanisms to produce an annual series of budgeted measures and performance reports. The third chapter deals with the Action Plan and budget for 2013. Specific action plans for 2014, 2015 and 2016 will be approved at the appropriate time.

The main source of this public policy which the Catalan Government decides on every four years is deliberation and decision-making in each department. It also includes proposals inspired or directly determined by five additional sources. Firstly, there is the consultation process; secondly, the emergence of emigration from Catalonia; thirdly, the government's prioritisation of the right to decide and national transition, which is area number 4 in the Government Plan 2013-2016 approved on 1 June 2013 by the tenth legislature; fourthly, two requirements in Act 10/2010, of 7 May, on drawing up an Annual Report on the status of immigrant integration and the rollout of the Initial Reception Service; and finally, the fifth source is the National Agreement on Immigration dating from 2008 and its Consensus Document from 2012. The new Plan thus combines ongoing programmes and others that are new.

Pursuant to the Reception Act (Section 23, on the nature and content of plans in the field of immigration), the Citizenship and Migration Plan: horizon 2016 (CMP) has to be approved by Government Decision and submitted to Parliament at the meeting of the relevant committee.

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Legal and demographic context

A. Regulatory framework and powers

The regulatory framework for migration (immigration and emigration) that affects us is shaped by a variety of rules produced by different legal systems. Powers in this area are distributed between the various political authorities (EU, national, regional and local). The main legal instruments are:

- Those making up the Community acquis: the accumulated legislation, legal acts and court decisions that affect European integration and bind Member States.
- The international treaties and conventions ratified by Spain.
- The Spanish Constitution.
- The Aliens (Rights, Freedoms and Social Integration in Spain) Act and the regulations implementing it.
- The Statute for Spanish citizens abroad.
- The Statute of Autonomy of Catalonia.
- The Reception (Immigrants and Returnees to Catalonia) Act.
- The Local Authority Regulation Act, the consolidated text of the Municipal and Local Authorities of Catalonia Act and the recent Local Government Rationalisation and Sustainability Act.

Legislative powers in migration policies at the various levels of government can thus be grouped into three regulatory frameworks: European, Spanish and Catalan.

European regulatory framework

The European Union has progressively taken over responsibilities in the field of immigration. Community law has a crucial impact on the determination of guidelines for legislation and asylum and migration policies as part of creating and consolidating a European area of freedom, security and justice based on the Tampere (1999-2004), The Hague (2004-2009) and Stockholm Programmes. The latter sets policy and legal guidelines for

the current five-year period (2010-2014) based on amendments introduced with the coming into force of the Lisbon Treaty on 1 December 2009. The main lines of the European regulatory framework are:

- Free movement of EU citizens.
- The Schengen system.
- Crossing external borders.
- Visas.
- Asylum.
- Immigration and the rights of third country nationals.
- Relations with third countries.

The EU has made significant progress in setting up a legal system applicable to foreign persons residing in the territory of Member States. Essentially, current European immigration legislation is shaped by the latest directives which have been enacted in Spanish law. They include:

- Directive on common standards and procedures in Member States for returning illegally staying third-country nationals.
- Directive on the conditions of entry and residence of third-country nationals for the purposes of highly qualified employment.
- Directive on a specific procedure for admitting third-country nationals for the purposes of scientific research.
- Directive providing for minimum standards on sanctions and measures against employers of illegally staying third-country nationals.
- Directive on admission of third-country nationals for the purposes of research or studies, pupil exchange, unremunerated training or voluntary service.

Also crucial is the ratification and entry into force in Spain of obligations under the Council of Europe's Convention on Action against Trafficking in Human Beings, ratified in Warsaw on 16 May 2005, and finally the implementation of the Community Code on Visas.

Spanish regulatory framework

The basic legislation for immigration from outside the EU is the Aliens (Rights, Freedoms and Social Integration in Spain) Act (LOEX) together with its implementing regulations (reLOEX). They regulate the legal status of foreign nationals, conditions for entering, staying in and leaving Spain and the system of sanctions.

While the national government retains authority over basic and enforcement regulations, signing international treaties, border control and the investigation and resolution of immigration cases, the regions also have important powers forming part of the body of constitutional rules and principles in areas with a clear and decisive impact on aliens such as housing, education, health and social care.

The major reform of the LOEX in Act 2/2009, of 11 December, adapts immigration

rules to statutory powers relating to aliens: reception and integration (reports for foreign citizens) and initial work permits for those regions that expressly include them in their statutes of autonomy.

Finally, the LOEX encourages the involvement of local government as the “first point of contact” for people who have just arrived and which is extremely important due to the state benefits for which it is responsible and its proximity to the public. Local councils also keep the municipal population register which specifies the habitual residence of every foreigner who is listed on it regardless of their administrative situation.

As for immigration of EU nationals, Royal Decree 240/2007, of 16 February, regulates the entry, free movement and residence in Spain of citizens of other member states of the European Union and states that are parties to the Agreement on the European Economic Area.

Turning to the legal framework for asylum in Spain for non-EU nationals and stateless persons, Act 12/2009, of 30 October, regulating the right of asylum and subsidiary protection, updates constitutional provisions, replaces the outdated Act 5/1984, of 26 March, and enacts the latest directives in the area in order to conclude the first phase of the Common European Asylum System in Spanish law. The major new feature of the Act is the inclusion of the concept of international protection which goes beyond refugee status inasmuch as it includes subsidiary protection for people who are not covered by the definition of refugee in the Geneva Convention but are afraid to return to their country of origin due to the risk of serious harm. The Act virtually equates the two statuses of international protection and refugees in terms of content and rights. This is an important advance in the levels of protection afforded to individuals who are not recognised refugees and elevates to the status of law protection that previous legislation ascribed to “humanitarian reasons”.

In terms of the distribution of powers, national law states that the regions can manage specific programmes and services for asylum seekers. The Treaty on the Functioning of the European Union recognises the need to share responsibilities in managing international protection between regional, local and national authorities.

On 28 January 2014 the Catalan Government approved the International Protection in Catalonia Plan. For the first time the Catalan Government has a strategic document with objectives and measures in the field of asylum, refugees and subsidiary protection for people persecuted on grounds of race, religion, nationality, political opinions, membership of a particular social group, gender or sexual orientation.

As for the emigration of Spanish citizens, the Statute of Spanish Citizens Abroad Act 40/2006, of 14 December, lays down the legal framework and basic tools required to ensure that Spaniards abroad can exercise their constitutional rights and duties in terms of equality with Spaniards resident in the country, while enhancing social, cultural, economic and language ties with Spain and their respective nationalities and regions of origin. The Act sets out the basic lines of the protection provided by the national government and the regions to improve the living conditions of Spaniards abroad in the areas where the protection afforded by their country of residence needs to be supplemented. It also sets out a framework for action and specific measures to be put in place by the national government and the regions within their remits to provide care for Spaniards abroad and social and labour integration for those who choose to return subject to the right of free movement of workers.

Catalan regulatory framework

Act 6/2006, of 19 July, on the reform of the Statute of Autonomy of Catalonia, sets out the Catalan Government's powers in immigration issues:

- Exclusive power regarding the initial reception of immigrants, which includes social healthcare attention and guidance. As part of this exclusive authority (legislative and executive functions) the Reception (Immigrants and Returnees to Catalonia) Act 10/2010, of 7 May, was enacted. This is the first piece of legislation of its type in Catalonia and Spain.
- Implementing integration policy within its remit.
- Establishing and regulating measures required for the social and economic integration of immigrants and their social participation.
- Establishment by law of a framework for the reception and integration of immigrants.
- Promotion and integration of returnees and assistance for them while helping with their return to Catalonia through relevant policies and measures.
- Executive power in work permits for foreigners whose employment is in Catalonia. This power, which is coordinated with the national government's authority over the entry and residence of foreigners, includes processing and ruling on initial work permits for wage earners and self-employed workers and any appeals filed together with implementing the system for inspections and sanctions. Transfer of this power to the Government of Catalonia took effect on 1 October 2009, meaning it became the first region to have the authority to issue initial work permits to foreigners.
- Taking part in national government decisions concerning immigration which are especially important for Catalonia, and in particular mandatory participation in determining the quota of foreign workers.

The statutory provisions led to the Reception (Immigrants and Returnees to Catalonia) Act 10/2010, of 7 May, which set up the Initial Reception Service for immigrants and returnees to Catalonia and the institutional system for migration policies. The purposes of the Act are "to promote independence and equality of opportunity for immigrants and returnees and remove the obstacles preventing the same mainly due to the lack of basic language skills and ignorance of the host society and legal system in order to give effect to the principle of equality and achieve greater social cohesion".¹

In lockstep Act 2/2009, of 11 December, reforming the LOEX envisages greater participation by the regions in immigration proceedings and the granting of Spanish citizenship by residence. In this area the Catalan Government is involved in the following procedures:

- Family reunification, reporting on the adequacy of housing.
- Social settlement, determining the foreigner's degree of social integration.
- Procedures for residence permits and renewing them, including reporting on any

1. Section 1 of the Reception (Immigrants and Returnees to Catalonia) Act 10/2010, of 7 May.

possible disruption of public order. If the foreigner is in charge of children of compulsory school age, the Catalan Government will report on compliance with this schooling requirement. Furthermore, when renewing temporary residence permits special value is attached to the effort made by the foreigner to integrate as demonstrated by a regional report certifying attendance at the training schemes specified in Section 2 of the LOEX.

- Nationality by residence, as the Catalan Government may issue reports certifying social integration at the applicant's request.

With the coming into force of the latest reLOEX, enacted by Royal Decree 557/2011, of 20 April, the Government of Catalonia took over the authority to issue reports for foreign citizens about family reunification, social settlement and residence permit renewal. Hence since 30 June 2011 the Department of Social Welfare and Family has been able to accredit:

- The adequacy of housing to apply for family reunification (report 01).
- The degree of integration to access social settlement (report 02).
- Efforts made to integrate to renew a temporary residence permit (report 03).
- The adequacy of housing to renew residence permits (report 04).

To draw up these reports the Catalan Government works closely with local councils in Catalonia under the cooperation agreement to establish a protocol for drawing up reports for foreign citizens signed on 6 April 2011 by the Department of Social Welfare and Family of the Government of Catalonia, the Federation of Municipalities of Catalonia and the Catalan Association of Municipalities and Counties.

Under this agreement a procedure has been established stating that the Government of Catalonia is the competent authority to issue reports which it can only do if it has received the mandatory and determining proposal document from the local council where the foreigner is registered. Finally, the Catalan Government issues the report, notifies the applicant and sends a copy to the aliens office of the Spanish Government which rules on immigration cases.

In exercise of these powers and to establish guidelines for managing these procedures, the Directorate General of Immigration in the Department of Social Welfare and Family issued Instruction 1/2012, of 20 March, laying down general criteria for drawing up reports for foreign citizens by the Government of Catalonia, replaced by Instruction DGI/BSF/1/2013, of 14 June, which is applicable to proceedings begun following applications submitted on or after 1 September 2013.

Decisions on municipal proposals processed by the Directorate General of Immigration to 31 December 2013

	Total municipal proposals	REP01. Adequacy housing reunification	REP02. Social integration settlement	REP03. Renewal temporary residence	REP04. Renewal reunification
Proposals admitted	68,631	22,556	36,835	1,498	7,742
Favourable decision	62,994	20,981	33,748	1,026	7,239
Unfavourable decision	5,149	1,428	2,945	318	458
Discontinued / Withdrawn	488	147	142	154	45
Proposals not admitted	3,213	1,064	1,443	297	409
Do not meet requirements	851	245	149	236	221
Duplicated	2,362	819	1,294	61	188
Proposals awaiting decision	1,031	329	478	76	148
Total municipal proposals	72,875	23,949	38,756	1,871	8,299

Source: Directorate General of Immigration

In the case of Catalan citizens who decide to return to Catalonia to become residents there, Act 25/2002, of 25 November, on measures to support the return of Catalan emigrants and their descendants and as the second amendment of Act 18/1996, regulates a series of actions and measures to support those who are in need or vulnerable.

Act 25/2002 has been amended by Act 10/2011, of 29 December, on the simplification and improvement of regulations, which restricts the status of returnee to people who have Spanish nationality and whose last legal residence was in Catalonia together with their spouse or partner and their descendants up to the second degree, and unifies all items eligible for benefits in a single payment.

B. Background to the Government of Catalonia's migration policy

In the early 1990s the Catalan Government realised that it had to meet the range of needs brought about by migrants coming to Catalonia. In 1992 it recognised the opportunity to analyse the new immigration and set up the Commission for Monitoring and Coordinating Actions on Immigration made up of eight Government departments.

The work of this Commission led to the first Interdepartmental Immigration Plan (IIP), passed in 1993 and implemented up to 2000. Its general objectives were to promote a global policy of integration, set up and implement coordinated services and resources, encourage the participation of immigrants in nation building and promote information and awareness for the general public and staff at the various levels of government and in organisations. The Interdepartmental Immigration Committee was set up to coordinate the IIP, consisting of Catalan Government departments assisted by an external consultation and participation body, the Advisory Board on Immigration, in turn made up of repre-

sentatives of local authorities, non-governmental organisations, trade unions and employer associations.

Following this the foundations were laid for a participatory public immigration policy designed to foster integration based on normalisation while providing immigrants with access to services and resources on the same terms as Spaniards.

In 2000 a period of consolidation and growth in immigration policy management began. The Catalan Government set up the Secretariat for Immigration. One of the first assignments it received was to draw up the Interdepartmental Immigration Plan for the period 2001-2004. From the internal point of view, the IIP had the same objectives and principles as its predecessor. It committed to the Catalan way of integration involving a balance between respect for diversity and a sense of belonging to a single community. From the institutional point of view, this IIP called for greater involvement of the Catalan Government in the overall management of immigration policy so that it could put forward proposals about annual manpower requirements and seasonal workers, together with active participation in processing work permits and visas in order to improve administrative procedures and ensure the regions had an active presence in countries of origin.

In 2005 a national fund for financing migration policies was set up with shares proportional to the scale of immigration in each region. That same year the Citizenship and Immigration Plan 2005-2008 was passed which advocated a model of joining Catalan society founded on the idea of resident citizenship, based on actual residence and the person's willingness to form part of it. The 2005 Plan was divided into three areas: reception, equality and adaptation policies. Its priority commitment was to promoting social cohesion, employment, education based on multiculturalism, driving the social use of Catalan, training public services staff and the fight against discrimination.

In the execution period of the Plan 2005, specifically on 19 December 2008, the National Agreement on Immigration (NAI) was signed which modified the Catalan institutional context for public policy on integration. The NAI is a major consensual agreement that provides guidelines for public policy on migration in Catalonia. This national agreement was signed by the Government of Catalonia and the parliamentary groups Convergence and Union, the Socialist Party of Catalonia – Citizens for Change, the Republican Left of Catalonia, and Initiative for Catalonia The Greens – United and Alternative Left, along with the most representative organisations of local authorities in Catalonia, economic and social stakeholders and member organisations of the Citizenship and Immigration Board on behalf of associations involved in managing immigration.

The NAI defines Catalonia as a diverse society committed to cohesion, the result of building a shared common project created through the participation of all and governed by the defence of individual and collective rights. It establishes the consensus required to manage migration, maintain social cohesion and improve levels of wellbeing for the people of Catalonia as a whole. It is divided into three main lines: management of migratory flows and access to the job market, adapting public services to a diverse society, and integration in a common public culture. In March 2012 the Monitoring Committee of the National Agreement on Immigration unanimously approved a document that renewed and updated this consensus.

Immediately afterwards the Citizenship and Immigration Plan 2009-2012 was drawn up, which specifies the measures and actions for the following four years envisaged in the

NAI in three main areas: immigration policies, policies to encourage equal opportunities, and policies for integration and settlement into the new society designed to foster integration in a common public culture. Unlike previous plans, this one would be implemented in the framework of the powers established in the new Statute of Autonomy of Catalonia while also facing a great diversity of sources of immigration, very dissimilar legal situations and a different socioeconomic context.

C. Figures for migration in Catalonia

This chapter contains some key socio-demographic figures for immigration in Catalonia over recent years and includes, for the first time in a plan, emigration as a reflection of the paradigm shift that our country is experiencing. It also includes new data about public opinion and public services. This information is provided to substantiate the operational content of the Plan, namely the programmes and measures that are to be put in place in its annual action plans.

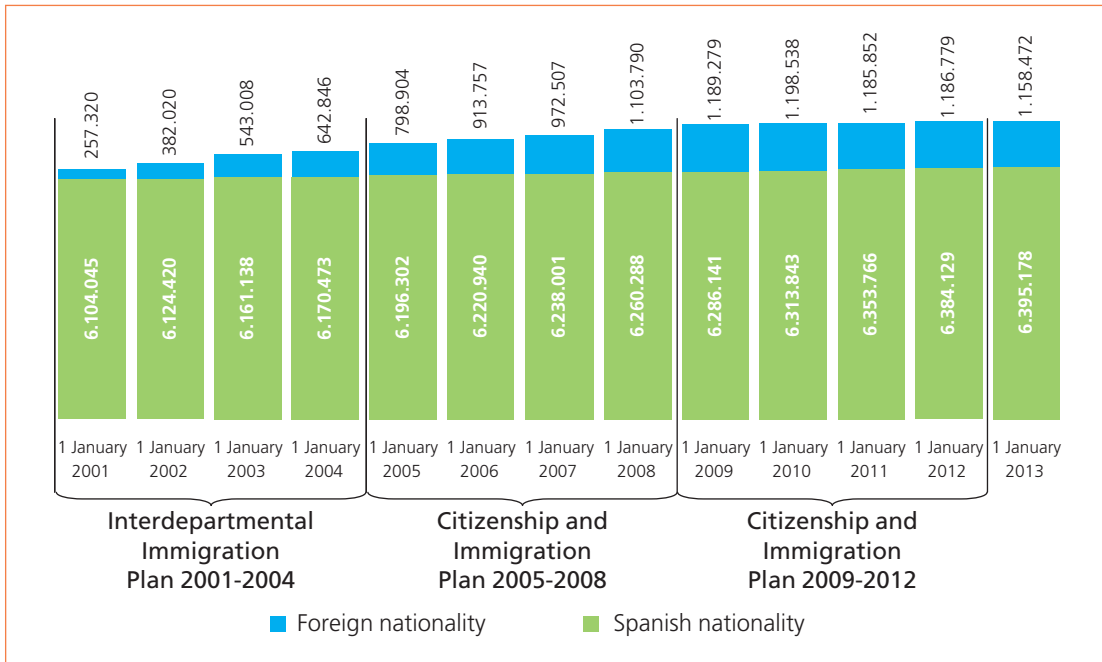
Change in registered population in Catalonia

It is important to note that after a decade strongly marked by the arrival of newcomer foreigners, the term of this Plan (2013-2016) is a stage in which the stabilisation of these groups is to be expected. It is also different from its predecessors inasmuch as there is appreciable Catalan emigration abroad.

The following graph shows the evolution of Spaniards and foreigners in the implementation periods of the various plans.

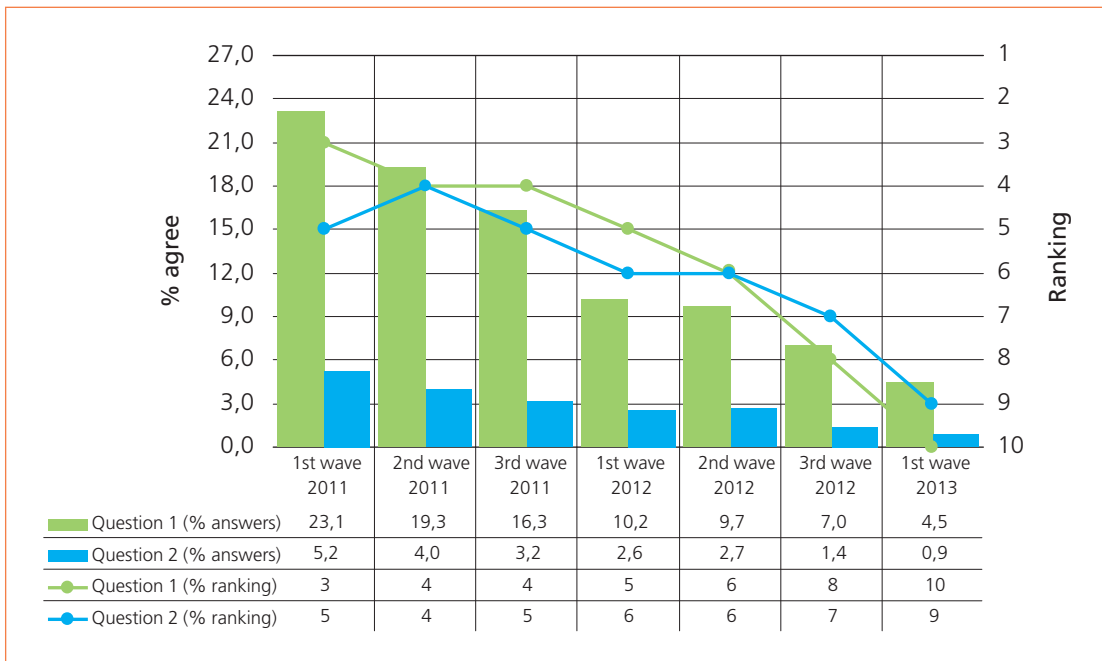
Another factor, in this case subjective, that shows a change in trend comes from the Public Opinion Barometer produced at regular intervals by the Opinion Research Centre. According to this survey, when asked what the main problems currently facing Catalonia are (question 1), the perception of immigration as a problem has fallen from 23.1% in 2011 to 4.5% in 2013. As for the importance attached to immigration (question 2), it has gradually slipped down the list from third place in 2011 to tenth in 2013.

Change in registered population in Catalonia by nationality. 2001-2013



Source: Idescat, population register on 1 January each year

Change in the perception of Catalans of immigration as a problem



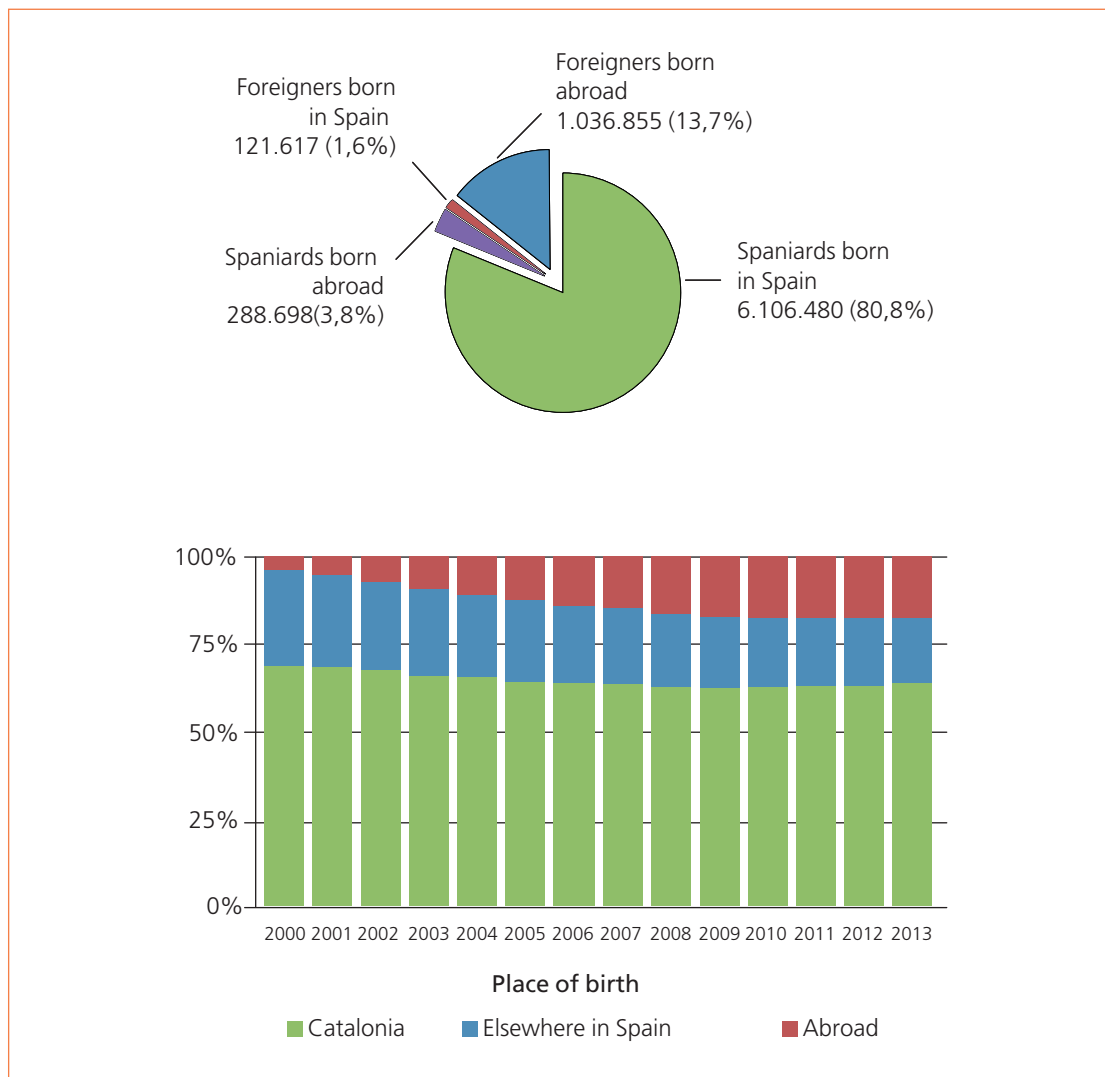
Source: Opinion Research Centre (CEO). Public Opinion Barometer, various samples

Data about foreigners in Catalonia

Foreigner means anyone with a non-Spanish passport regardless of where they were born. This group accounts for 15.3% of the total, which is equivalent to one in six Catalans. One thing to note is that 1.6% of these people were born in Spain and the rest (13.7%) abroad.

Analysis of the last decade shows the continued importance of newcomers from abroad for population growth in Catalonia. Thus while at the start the millennium people born in other Spanish regions accounted for 27.2% of the total population, twelve years later they only made up 18.8%. By contrast, foreign-born people were 4% in 2000 and 17.5% thirteen years later.

Distribution of population by place of birth. Catalonia. 2013

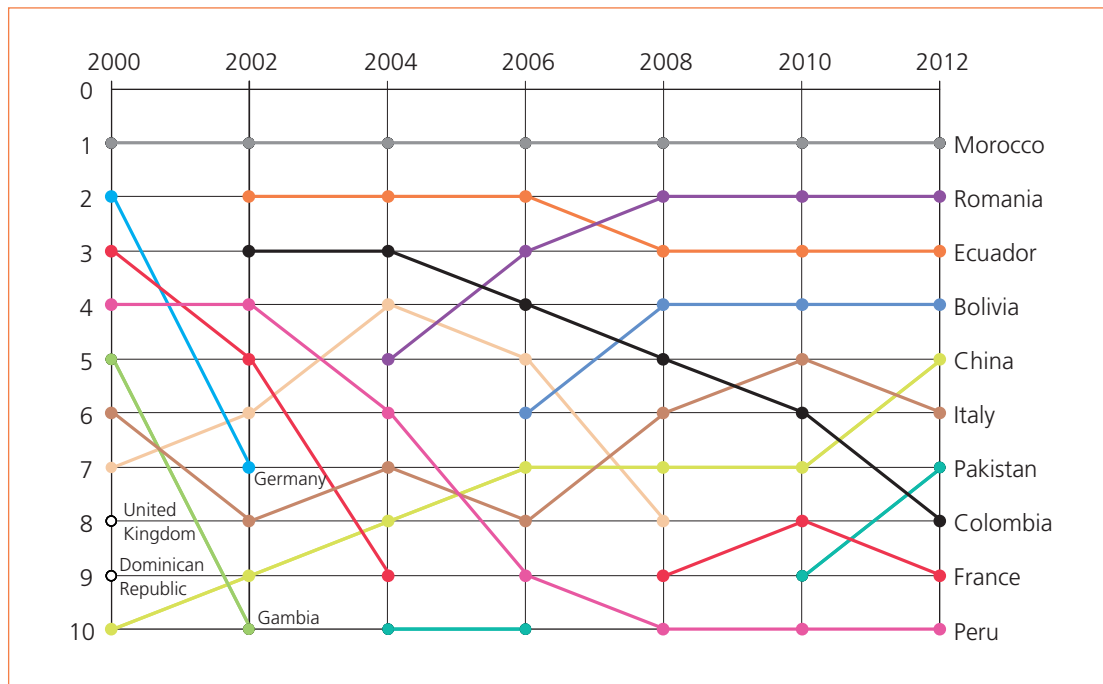


Source: Idescat, population register on 1 January each year

Origin of foreigners living in Catalonia

People from 177 different nationalities live in Catalonia. The Moroccan community leads the ranking of nations with greatest presence in Catalonia followed by Romanian and Ecuadorian nationals, although the latter have declined since 2009; in that year more than 80,000 were registered while in 2013 there were just over 50,000. This decrease is due to the fact that many have left Catalonia and also because a significant number have acquired Spanish citizenship.

**Change in the ranking of the main countries of origin.
Catalonia. 2000-2012**



Source: Idescat, population register on 1 January each year

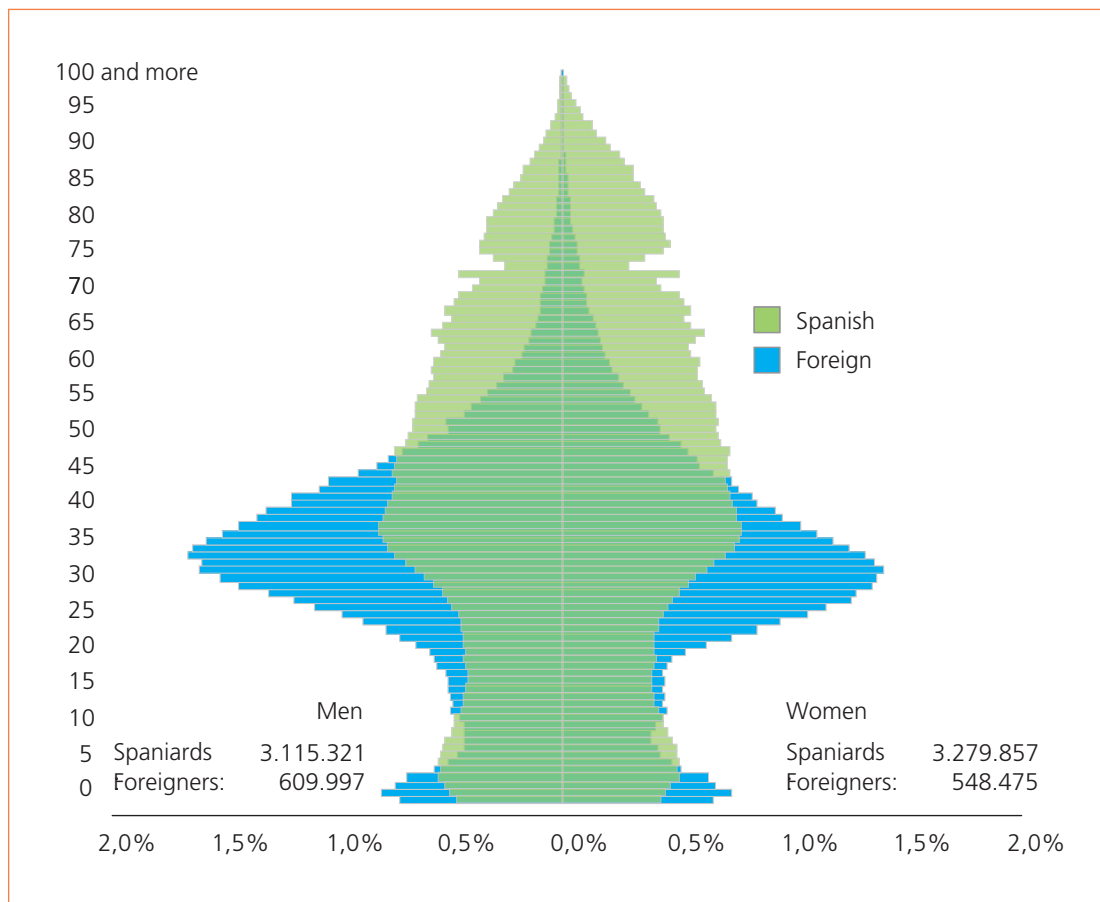
Distribution of foreigners living in Catalonia by gender and age

The gender and age distribution of Spaniards and foreigners is quite different, with foreigners being younger and Spaniards older. The average age among Spaniards is 43.2 (41.7 for men and 44.7 for women) as a result of a combination of greater life expectancy and falling birth rates since 1976.

The gender and age structure for foreigners, by contrast, is a young pyramid typical of largely economic migration with a mean age of 32.2 (32.3 for men and 32.0 women). In fact, a quarter of foreigners living in Catalonia are aged between 15 and 29, and almost 40% are aged between 30 and 44.

As for gender distribution, there are 111.2 men for every 100 women among foreigners while for Spanish nationals there are 95 men for every 100 women. Foreign national groups in Catalonia with a greater male presence are from Pakistan and Mali, while other groups such as Honduras and Russia have more women.

Population pyramid by nationality. Catalonia. 2013



Source: Idescat, population register on 1 January 2013

Geographical distribution of foreigners living in Catalonia

The geographical distribution of foreigners registered in Catalonia confirms their absolute and relative presence across the country. L’Alt Empordà and la Segarra top the list of counties with the highest percentage of foreigners at 27.7% and 26.1% respectively. At the other end of the scale is el Ripollès which has the lowest percentage (8.4% in 2013). L’Anoia and el Berguedà are the other two counties where foreigners do not amount to 10% of the total population.

Moroccan nationals head the ranking of the main groups in most counties.

At the local level, only 13 small towns (five of them in el Berguedà) have no foreigners registered. By contrast, Guissona has the highest percentage of foreigners in Catalonia at 50.6% followed by Castelló d’Empúries at 50.2%. In absolute terms Barcelona has the largest number of foreigners followed by other towns in its metropolitan area.

Distribution of foreigners by county. Catalonia. 2013

Counties	Population counts		% foreigners		Population diversity	
	Total population	Foreigners	Of total county population	Of total foreigners	Number of nationalities	Main nationality
Alt Camp	44,771	5,781	12.9%	0.5%	78	Moroccan
Alt Empordà	141,351	39,212	27.7%	3.4%	121	Moroccan
Alt Penedès	106,242	12,437	11.7%	1.1%	109	Moroccan
Alt Urgell	21,128	2,666	12.6%	0.2%	65	Portuguese
Alta Ribagorça	4,097	642	15.7%	0.1%	35	Romania
Anoia	118,467	10,623	9.0%	0.9%	100	Moroccan
Bages	185,718	21,965	11.8%	1.9%	114	Moroccan
Baix Camp	193,455	36,091	18.7%	3.1%	115	Moroccan
Baix Ebre	81,514	16,132	19.8%	1.4%	106	Moroccan
Baix Empordà	133,787	28,567	21.4%	2.5%	119	Moroccan
Baix Llobregat	808,644	89,353	11.0%	7.7%	139	Moroccan
Baix Penedès	101,100	15,024	14.9%	1.3%	100	Moroccan
Barcelonès	2,240,437	397,976	17.8%	34.4%	167	Pakistan
Berguedà	40,555	3,455	8.5%	0.3%	76	Moroccan
Cerdanya	18,630	3,008	16.1%	0.3%	61	Bolivian
Conca de Barberà	20,992	2,654	12.6%	0.2%	57	Romanian
Garraf	146,609	22,214	15.2%	1.9%	120	Moroccan
Garrigues	20,058	2,671	13.3%	0.2%	60	Romanian
Garrotxa	56,106	8,346	14.9%	0.7%	84	Indian
Gironès	185,085	38,346	20.7%	3.3%	121	Moroccan
Maresme	437,431	51,904	11.9%	4.5%	127	Moroccan
Montsià	71,577	15,025	21.0%	1.3%	89	Romanian
Noguera	39,828	6,941	17.4%	0.6%	82	Romanian
Osona	155,069	22,027	14.2%	1.9%	115	Moroccan
Pallars Jussà	13,607	1,969	14.5%	0.2%	62	Moroccan
Pallars Sobirà	7,330	1,011	13.8%	0.1%	46	Romanian
Pla de l'Estany	31,325	4,657	14.9%	0.4%	74	Moroccan
Pla d'Urgell	37,249	7,275	19.5%	0.6%	67	Romanian
Priorat	9,756	1,226	12.6%	0.1%	53	Romanian
Ribera d'Ebre	23,477	3,859	16.4%	0.3%	67	Moroccan
Ripollès	25,995	2,186	8.4%	0.2%	66	Moroccan
Segarra	22,971	5,997	26.1%	0.5%	68	Romanian
Segrià	210,141	40,924	19.5%	3.5%	126	Romanian
Selva	173,128	37,023	21.4%	3.2%	122	Moroccan
Solsonès	13,621	1,824	13.4%	0.2%	51	Moroccan
Tarragonès	251,226	46,995	18.7%	4.1%	133	Moroccan
Terra Alta	12,310	1,525	12.4%	0.1%	49	Romanian
Urgell	36,863	6,846	18.6%	0.6%	74	Moroccan
Val d'Aran	10,090	1,981	19.6%	0.2%	58	Romanian
Vallès Occidental	898,921	98,547	11.0%	8.5%	144	Moroccan
Vallès Oriental	402,989	41,567	10.3%	3.6%	127	Moroccan
Total Catalonia	7,553,650	1,158,472	15.3%	100.0%	177	Moroccan

Source: Idescat, population register on 1 January 2013

**Largest number of foreigners.
2013**

Town	Total population	Foreigners
Barcelona	1.611.822	281.225
L'Hospitalet de Llobregat	254.056	54.732
Badalona	219.708	32.023
Lleida	139.809	29.491
Terrassa	215.055	29.374
Santa Coloma de Gramenet	120.029	26.278
Tarragona	133.545	24.235
Sabadell	207.649	24.089
Mataró	124.099	20.407
Reus	106.790	19.830

**Largest percentage of foreigners.
2013**

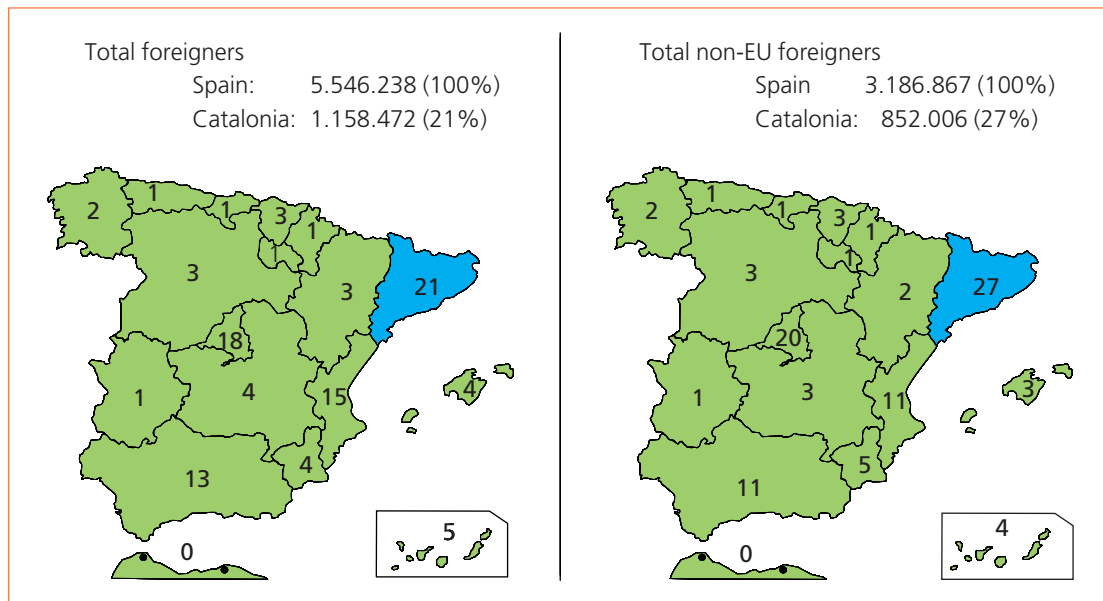
Town	Total population	% foreigners
Guissona	6.796	50,6
Castelló d'Empúries	11.910	50,2
Salt	30.247	42,0
Lloret de Mar	40.803	41,9
Sant Pere Pescador	2.175	39,6
Ullà	1.057	39,1
La Portella	767	37,8
Salou	26.752	35,9
La Jonquera	3.135	34,9
Roses	19.891	34,1

Source: Idescat, population register on 1 January 2013

Preferred destination of foreigners in Spain

Foreigners who settle in Spain continue to choose Catalonia as their destination of choice, as can be seen by the fact that 21% of foreigners and 27% of non-EU citizens are registered in Catalonia.

Distribution of foreigners registered in Spain. 2013



Source: INE, population register on 1 January 2013

Catalonia's attractiveness is also evident in the number of residence permits. Thus 22.9% of the total valid permits on 31 December 2012 throughout Spain were in Catalonia, 16.9% under the EU system and 28.7% under the general system.

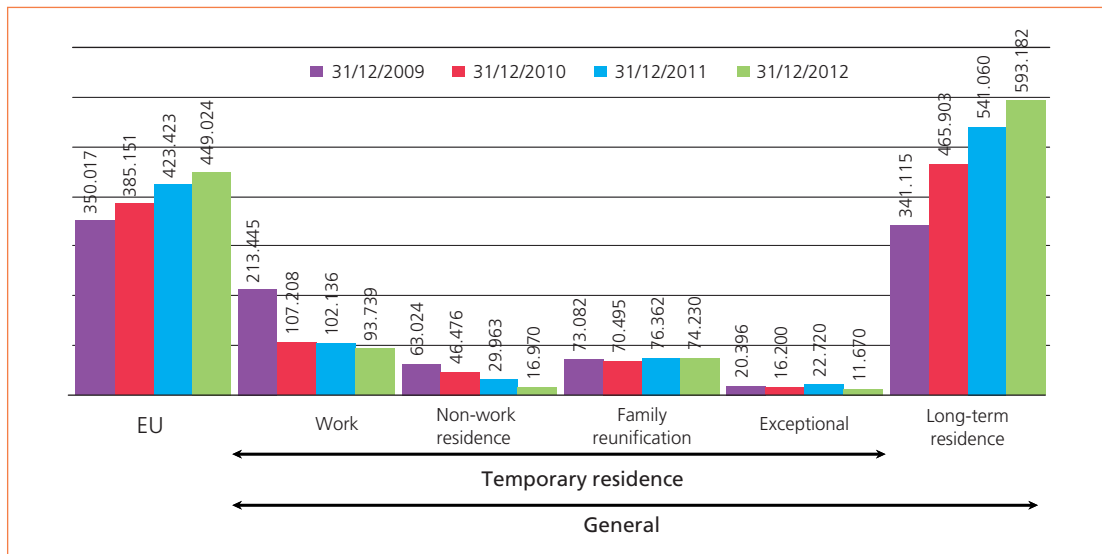
Distribution of valid residence permits in Spain. 31-12-2012

	General					
	Total	EU	Total	Long-term residence	Family reunification	Other
Total permits	5,411,923	2,655,347	2,756,576	2,029,053	213,178	514,345
Spain	100.0	100.0	100.0	100.0	100.0	100.0
Andalusia	12.9	15.2	10.6	10.4	7.3	12.8
Aragon	3.5	3.9	3.0	3.0	4.2	2.7
Asturias	0.9	1.0	0.8	0.6	1.2	1.2
Balearic Islands	4.4	5.2	3.6	3.4	4.0	3.9
Canary Islands	5.1	6.7	3.7	3.7	2.9	3.6
Cantabria	0.8	0.8	0.7	0.6	1.4	1.1
Castilla y León	3.5	4.4	2.7	2.7	3.9	2.5
Castilla - La Mancha	4.2	4.9	3.5	3.6	3.7	3.3
Catalonia	22.9	16.9	28.7	29.2	34.8	23.8
Region of Valencia	12.9	15.5	10.3	10.8	8.7	9.1
Extremadura	0.9	1.1	0.8	0.8	0.3	0.6
Galicia	1.9	2.2	1.6	1.3	2.5	2.2
Region of Madrid	16.9	15.7	18.1	17.5	17.7	20.5
Region of Murcia	4.2	2.3	6.1	6.9	1.6	4.8
Navarra	1.3	1.1	1.4	1.6	0.6	1.3
Basque Country	2.5	2.0	2.9	2.4	3.2	5.2
La Rioja	1.0	0.9	1.0	1.1	1.8	0.6
Autonomous cities of Ceuta and Melilla	0.3	0.3	0.4	0.4	0.2	0.4

Source: Permanent Immigration Observatory (MESS)

The number of valid general and EU residence permits has increased over recent years and there has been an especially significant rise in the number of long-term residents, going from 341,115 in 2009 to 593,182 in 2012.

Change in valid residence permits issued in Catalonia. 2009-2012

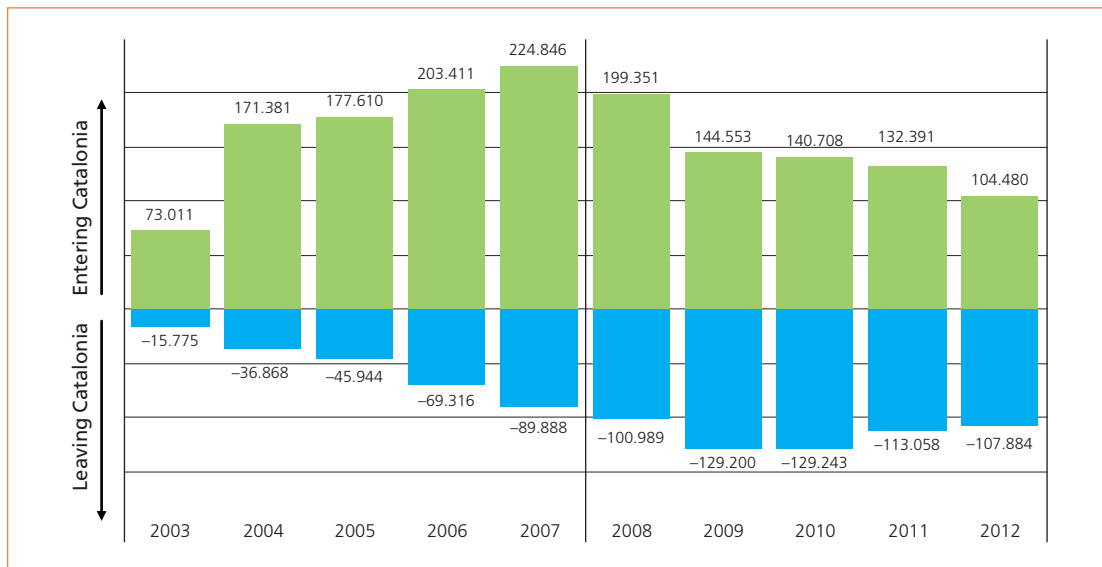


Source: Permanent Immigration Observatory (MESS)

Inflows and outflows

The slowdown in arrivals mentioned above has been accompanied by an increase in outflows from Catalonia. In fact, for the first time in the last ten years in 2012 net migration of foreigners was negative with 104,480 coming in (83.1% from abroad and the rest from other regions) and 107,884 leaving (81.6% going abroad).

Migration of foreign nationals. Catalonia. 2003-2012



Source: Idescat, Residential Variation Statistics (EVR), 2003-2012

After the period 2003-2007 which featured positive net migration of almost 600,000 foreigners, a trend for reduced inflows and increased outflows in migration exchange between Catalonia and abroad and other regions began.

Net migration in Catalonia. Five-year periods 2003-2007 and 2008-2012

Period		Total migrants	Spanish	Foreign
2003-2007	Net migration with other regions	-34,150	-42,172	8,022
	Net migration with abroad	593,870	9,424	584,446
	Total net migration	559,720	-32,748	592,468
2008-2012	Net migration with other regions	-11,527	-11,917	390
	Net migration with abroad	131,270	-9,449	140,719
	Total net migration	119,743	-21,366	141,109

Source: Idescat, Residential Variation Statistics (EVR), 2003-2012

A relevant point, however, is that naturalised citizens are included in the number of Spanish nationals who go abroad due to the rise in granting Spanish citizenship.

The profile of migrants in 2012 is a young person, male or female, aged 16 to 34 who has come from or is heading for countries in the Americas or the European Union. In absolute terms, Ecuadorean nationals top outflows from Latin America while the most significant inflows are from Honduras, Russia, Morocco and Italy.

Net migration between Catalonia and abroad. 2012

	Immigration			Emigration			Net migration			
	Total Spaniards	Foreigners		Total Spaniards	Foreigners		Total Spaniards	Foreigners		
Total	92,625	5,802	86,823	98,776	10,791	87,985	-6,151	-4,989	-1,162	
Gender	Man	49,735	2,970	46,765	58,833	5,649	53,184	-9,098	-2,679	-6,419
	Woman	42,890	2,832	40,058	39,943	5,142	34,801	2,947	-2,310	5,257
Age	Under 16	13,506	1,414	12,092	12,341	2,659	9,682	1,165	-1,245	2,410
	16 to 34	49,428	1,838	47,590	44,978	3,864	41,114	4,450	-2,026	6,476
	35 to 54	22,993	1,508	21,485	33,409	3,354	30,055	-10,416	-1,846	-8,570
	55 and over	6,698	1,042	5,656	8,048	914	7,134	-1,350	128	-1,478
Area	EU	17,446	1,474	15,972	7,635	4,521	3,114	9,811	-3,047	12,858
	Rest Europe	5,324	689	4,635	1,502	994	508	3,822	-305	4,127
	Africa	7,212	304	6,908	1,363	315	1,048	5,849	-11	5,860
	Americas	21,657	2,875	18,782	8,592	4,260	4,332	13,065	-1,385	14,450
	Asia Pacific	10,338	457	9,881	1,259	701	558	9,079	-244	9,323
	Expired	-	-	-	34,809	-	34,809	-34,809	-	-34,809
	Not stated	30,648	3	30,645	43,616	-	43,616	-12,968	3	-12,971

Source: Idescat, Residential Variation Statistics (EVR), 2012

Catalans abroad

On 1 January 2013 there were 203,250 Catalans registered abroad. The majority (127,524 or 63% of the total) are people born abroad who, in spite of having lived in Catalonia, have emigrated. There has also been an increase in the number of Catalans born in Catalonia living abroad.

The profile of the Catalan residing abroad during the 2009-2013 period is a person of working age. There was a significant increase in people under 16 who account for 11% of Catalan residents abroad.

Catalans abroad. 2009-2013

	Catalans abroad	Born abroad	Born in Spain					
			Total	Men	Women	Under 16	From 16 to 64	Over 64
2009	144,002	80,400	63,602	30,558	33,044	3,622	41,118	18,862
2010	156,400	91,003	65,397	31,436	33,961	4,648	41,534	19,215
2011	170,909	103,420	67,489	32,524	34,965	5,292	42,420	19,777
2012	185,848	115,188	70,660	34,121	36,539	6,445	43,887	20,328
2013	203,250	127,524	75,726	36,723	39,003	8,306	46,528	20,892
EU 27	65,993	33,929	32,064					
Rest of Europe	26,240	12,888	13,352					
Americas	101,924	76,311	25,613					
Africa	2,299	1,056	1,243					
Asia Pacific	6,794	3,340	3,454					

Source: INE, Register of Spaniards Resident Abroad (PERE)

Destinations chosen by emigrants include the Americas, where half of them live, and the European Union, which hosts 32.5%.²

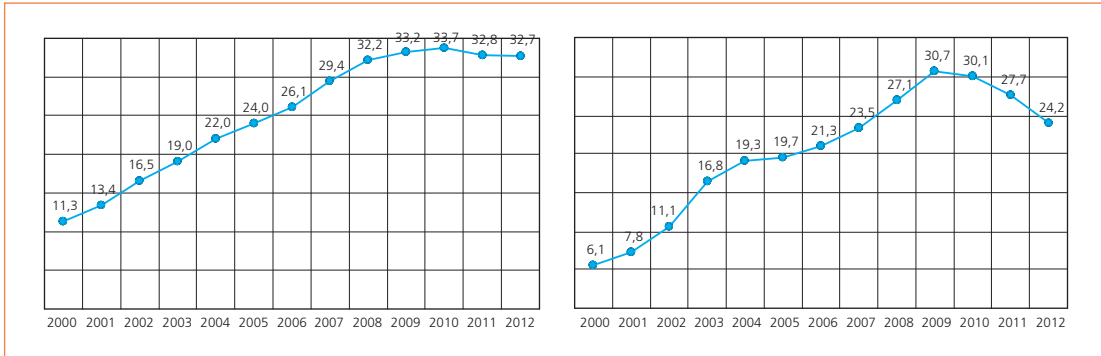
Demographic indicators of integration

While the degree of social integration of foreigners living in Catalonia is an intangible concept that is difficult to measure directly, there are some demographic indicators showing trends, such as the number of children born in the country or the number of mixed marriages registered, which make it possible to assess how far these groups have settled. Both indicators show an upward trend in spite of the decline in the last two years.

2. For more information on net migration in Catalonia see the special edition of the Butlletí en Xifres.

% births with a foreign parent

% marriages with a foreign spouse

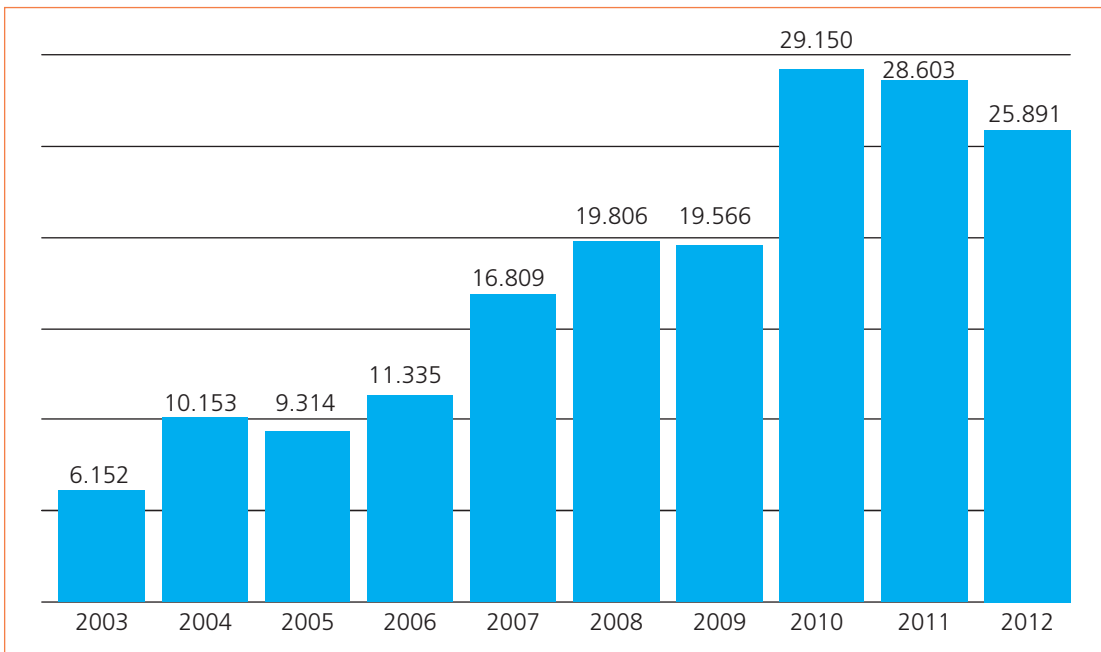


Source: Idescat, Natural movement of the population, 2000-2012

Increased citizenship awards

People with a nationality other than Spanish are no longer considered foreign when they become naturalised. Catalonia has seen spectacular growth in the number of naturalisations in recent years, especially in 2010 when 29,150 applications were approved.

Evolution of naturalisations granted in Catalonia



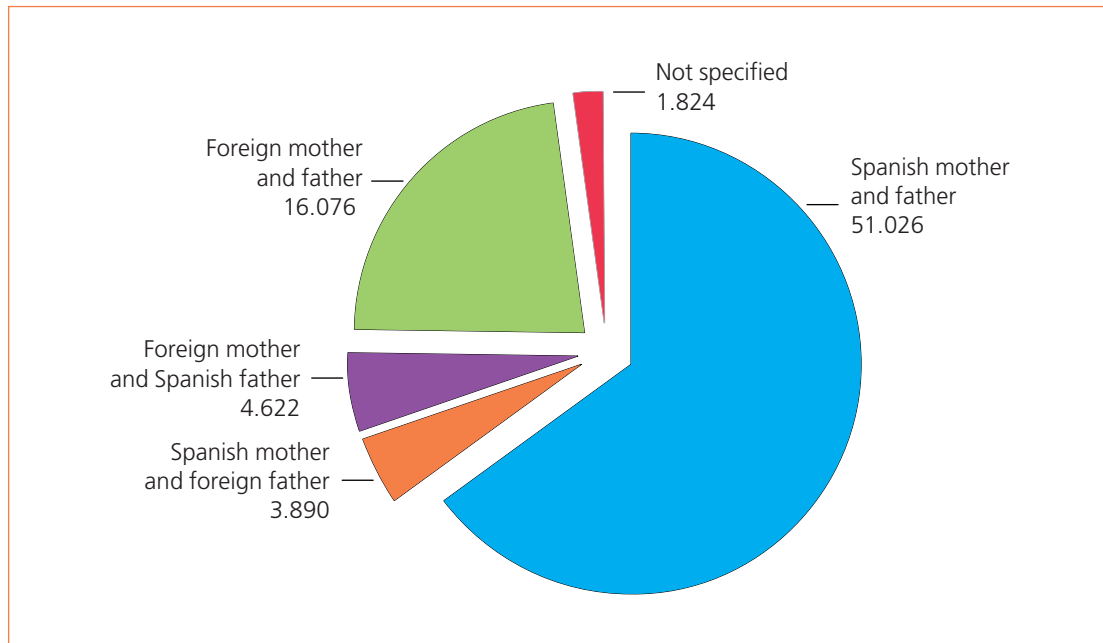
Source: MESS, Permanent Immigration Observatory. Figures at 31 December of each year

Out of the 25,891 naturalisations granted in Catalonia in 2012, 21.3% (5,502) were to people from Morocco and 18.8% (4,859) from Ecuador. Other large groups are Colombia (11.7%), Peru (9.0%), Bolivia (7.2%), Argentina (4.7%) and the Dominican Republic (4.4%).

Increase in births to foreign parents

In 2012 both of the parents of one in five babies registered in Catalonia (20.8%) were foreign, while 6.0% were children of a foreign mother and Spanish father and 5.0% had a Spanish mother and foreign father. There has thus been a significant increase in newborns with foreign mothers or fathers in recent years, going from 12.3% of all births registered in 2000 to 32.7% of those registered in 2012.

Births registered in Catalonia. 2012



Source: Idescat, Natural movement of the population 2012

Use of Catalan

However, FUNDACC's communication and culture barometers have identified an increase in the use of Catalan between 2008 and 2012 as the usual language of foreigners. Thus while in 2008 Catalan was the usual language for 2.9% of foreigners, by 2012 the proportion had tripled to over 6%.

Main usual language by geographic origin. Catalonia. 2008-2012

	Native		Foreigner	
	2008	2012	2008	2012
Catalan	45.5	52.9	2.9	6.1
Spanish	54.2	46.8	74.5	70.4
Other languages	0.3	0.3	22.6	23.5
	100.0	100.0	100.0	100.0

Source: Communication and Culture Barometer, 2008 and 2012

Change in foreign students

There has been sustained growth in the numbers of foreign students enrolled in schools in Catalonia over the last decade, although in the 2012-2013 school year the trend turned around and there was a decline in the number of students down to figures similar to those in the school year two years beforehand.

This turnaround is in lockstep with the total number of foreigners in the country, although family reunification means that children and young people continue to arrive who join the Catalan education system.

Change in student enrolment numbers in schools in Catalonia

School year	Total students			Foreign students		
	State	Private	Total	State	Private	Total
2007-2008	709,486	428,404	1,137,890	119,052	22,748	141,800
2008-2009	741,793	432,375	1,174,168	128,453	25,374	153,827
2009-2010	768,515	434,245	1,202,760	130,171	24,527	154,698
2010-2011	800,560	427,850	1,228,410	134,413	26,091	160,504
2011-2012	833,289	427,759	1,261,048	138,703	26,065	164,768
2012-2013	843,408	423,284	1,266,692	136,330	24,139	160,469

Source: Department of Education. Education Statistics

The concentration of foreign students in state schools is obvious: whilst a decade ago for every foreign student at a private school 4 went to a state school, there are now almost 6 foreign students at a state school for every foreign student who goes to a private school. This means that the proportion of foreign students in the 2012-2013 school year was 16.2% in state schools and 5.7% in private schools out of a total of 12.7%.

Students enrolled in schools by nationality. Catalonia. 2012-2013 school year

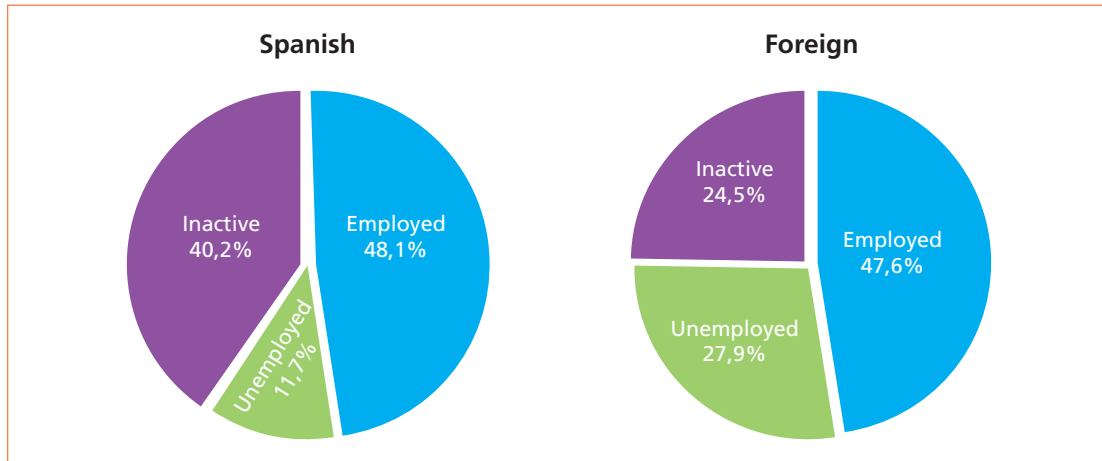
Type	Student nationality	Total students	Infant	Primary	Lower secondary	Upper secondary	Vocational training
Total schools	Total	1,266,692	327,624	459,845	284,658	87,152	107,413
	Spaniards	1,106,223	292,271	403,296	239,092	78,688	92,876
	foreigners	160,469	35,353	56,549	45,566	8,464	14,537
	% foreigners	12.7	10.8	12.3	16.0	9.7	13.5
State schools	Total	843,408	221,482	306,586	178,069	57,708	79,563
	Spaniards	707,078	190,265	257,791	141,205	50,347	67,470
	foreigners	136,330	31,217	48,795	36,864	7,361	12,093
	% foreigners	16.2	14.1	15.9	20.7	12.8	15.2
Private schools	Total	423,284	106,142	153,259	106,589	29,444	27,850
	Spaniards	399,145	102,006	145,505	97,887	28,341	25,406
	foreigners	24,139	4,136	7,754	8,702	1,103	2,444
	% foreigners	5.7	3.9	5.1	8.2	3.7	8.8

Source: Department of Education. Education Statistics

Labour market

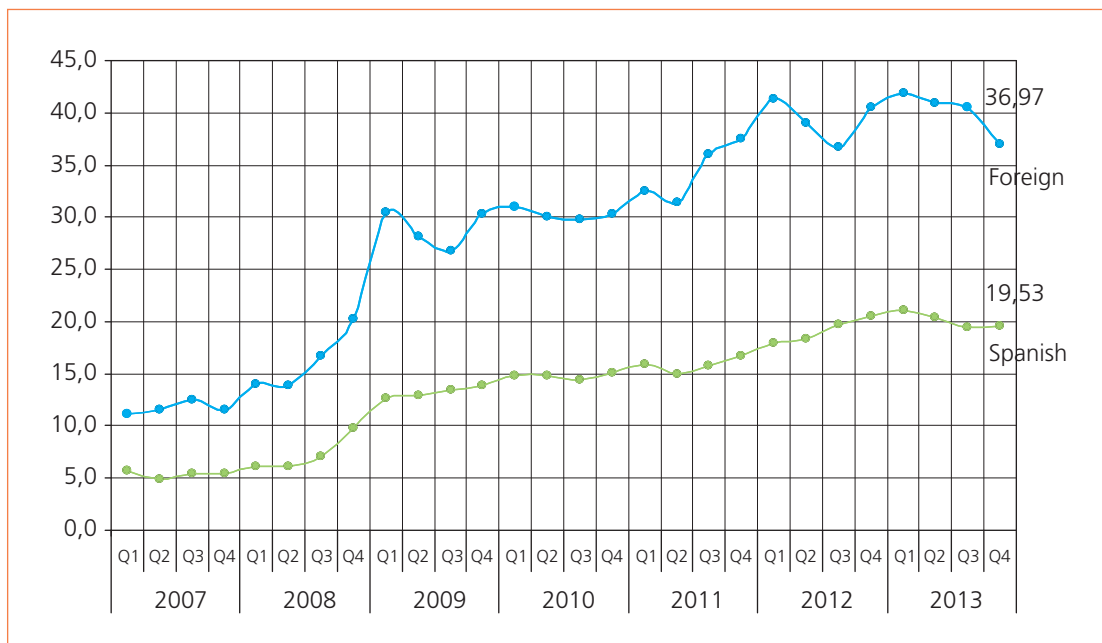
According to the Labour Force Survey for the fourth quarter of 2013, in Catalonia there were 577,700 foreign nationals aged 16 and over who were active, 364,100 in work and 213,600 of them (one in three) unemployed. In the case of the native population, and although it has also been hard hit by the crisis, unemployment stood at 11.7% (one in eight people). However, 40.2% of Spanish nationals were inactive compared to 24.5% of foreigners who were inactive.

Activity of people aged 16 and over by nationality. Catalonia. 4th quarter 2013



Source: Idescat using data from the INE Labour Force Survey (LFS), 4th quarter 2013

Change in the estimated unemployment rate. Catalonia. 2007-2013

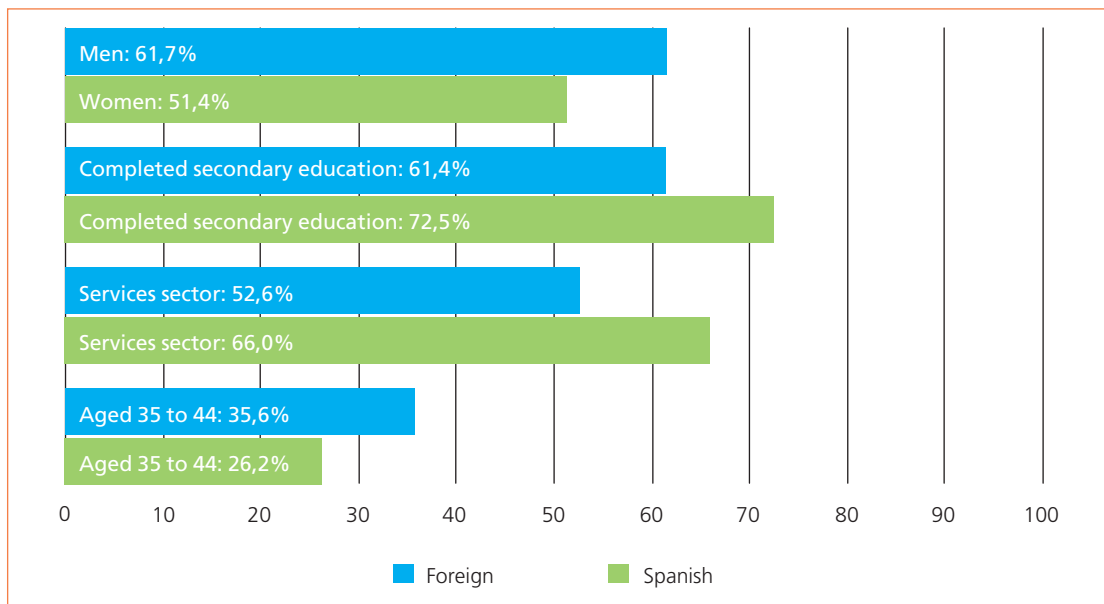


Source: Idescat Idescat using data from the INE Labour Force Survey (LFS)

Given that as mentioned above foreign-born people are younger than their native counterparts, their proportion of inactive people is much lower which means the unemployment rate (people out of work as a % of the total labour force) is higher than for Spaniards as shown in the figure. In addition, the unemployment rate for foreigners is significantly more volatile than it is for Spaniards, which reflects the seasonal nature of the sectors where foreigners tend to be over-represented such as accommodation and food services and retail.

People who are unemployed and registered at Employment Service of Catalonia (ESC) offices have a very similar profile regardless of nationality:

Profile of the unemployed registered at ESC offices. Catalonia. December 2013



Source: Enterprise and Employment Observatory

They are people aged 35 to 44 in the services sector who have completed secondary education, although women predominate among Spaniards and men among foreigners. One in four unemployed young people aged 16 to 29 is a foreigner (23.4%), which is approximately the same as their share of this group (24.7% of registered young people are foreigners).

Figures for January 2014 show that Catalonia is the region with most foreigners affiliated to the Social Security system in Spain at 337,454, thus accounting for 22.3% of the total.

The major groups are Moroccans, Romanians, Chinese and Romanians, with more than 20,000 registered affiliates each. People from Bolivia account for a high percentage of affiliates under the home scheme at 50.1% of all affiliates from the country, while the Chinese are predominantly self-employed (45.2%).

**Foreign affiliates registered with the Social Security system. Catalonia.
Average January 2014**

Countries	TOTAL	General	Agriculture	Home	Self-employed	Sea
Bulgaria	3,987	2,987	199	296	500	5
Romania	30,656	22,024	2,563	2,242	3,782	45
Rest of EU	66,514	50,835	481	459	14,689	50
Morocco	39,679	28,931	4,382	3,059	3,149	158
China	23,396	12,495	56	258	10,587	–
Bolivia	19,414	9,064	116	9,728	504	2
Ecuador	15,596	12,081	164	2,576	771	4
Pakistan	12,936	9,385	606	202	2,742	1
Colombia	11,512	9,152	152	1,450	751	7
Peru	11,250	8,309	22	2,237	647	35
Argentina	7,880	6,079	15	575	1,207	4
Ukraine	6,316	4,670	182	958	503	3
Honduras	6,309	2,599	45	3,551	114	–
Other countries	82,009	55,910	3,849	13,289	8,813	148
TOTAL	337,454	234,521	12,832	40,880	48,759	462

Source: Ministry of Employment and Social Security, affiliated workers registered with the Social Security system

To sum up:

- The current socioeconomic situation particularly affects immigrants. An example is their unemployment rate which is twice that for local people.
- We need to continue working for equal opportunities in all areas, particularly in education where academic failure is more widespread among children of immigrant families. Society needs a return on the effort expended in reception classes and community education plans. We also need to ensure access to the public healthcare system for all despite the restrictions imposed by the national government.
- Catalonia is going from immigration to emigration. The figures show a turnaround brought about by the difficult economic situation. Government needs to ensure that people who emigrate do not lose their link with Catalonia.
- That there has been a change in the perception of immigration as a social problem does not mean we can lessen efforts to combat racism and xenophobia. The rise of political parties with xenophobic discourses may have direct consequences in the European elections set for May 2014.
- Demographic integration indicators provide just some initial clues about the state of integration in Catalonia. To examine this issue in greater depth the Catalan Government has issued a first Report on the Integration of Immigrants in Catalonia.³
- The action plans that are drawn up each year based on this Plan are dynamic documents that need to evolve to adapt to socioeconomic circumstances in the country.

3. http://premsa.gencat.cat/pres_fsvp/docs/2013/11/22/11/26/336ffda8-bbe1-4b55-938c-c17738f3c618.pdf

2

Citizenship and Migration Plan: horizon 2016

The Citizenship and Migration Plan: horizon 2016 (CMP) is a continuation of the Citizenship and Immigration Plan 2009-2012. The CMP has drawn on 1) contributions from departments and consultation forums, 2) new demographic movements, i.e. emigration, 3) the terms of reference in the Reception Act, and 4) the priority given by the Catalan Government to the right to decide and national transition. The National Agreement on Immigration (NAI) signed in 2008 and its Consensus Document dating from 2012 are fundamental documents on which the Plan's new outline is based. Moreover, the preparation and consultation process has enabled a review of the provisions of these frameworks in order to tailor them to the current economic and social situation. The Plan argues that government should deliver efficient and appropriate responses to new social demands and needs.

A. Principles

The principles on which the CMP is based ensure institutional continuity with those adopted by the NAI with any necessary updating as required by current socioeconomic changes. These principles are:

- Ensure respect for and the extension of human rights.
- Ensure social harmony and cohesion in Catalonia.
- Ensure equal rights and respect for duties for the whole of society.
- Ensure citizenship based on pluralism, equality and civic behaviour as a rule for co-existence.
- Promote independence and equality of opportunity to foster real equality by eliminating arbitrary conditions or circumstances.
- Make the right of access to services universal, where this means access by each right holder to all resources, facilities, projects and programmes.
- Standardise, in other words avoid parallel structures that could lead to segregation of people entitled to access services. Care has to be provided with existing resources, facilities, projects and programmes. Specific responses are contingent and related to needs that are also contingent.

- Admit different or specific approaches in services given the heterogeneity of holders by age, origin, gender, skills or education level.
- Build the gender perspective into the entire process, and particularly as a tool for analysis and planning.
- Include the fight against racism and xenophobia in all actions by the signatories of the National Agreement on Immigration.
- Tailor proposed measures to the geographical heterogeneity of Catalonia.
- Ensure measures can be implemented by providing resources.
- Monitor and evaluate.

As for the Reception Act which has been in force since 2010, the Government Plan 2013-2016⁴ underlines two crucial executive actions in the Government's migration policy:

- Drawing up an Annual Report on the status of immigrant integration in Catalonia.
- Rolling out the Initial Reception Service for newcomers.

However, it cannot be restricted to a particular and exclusive area of action for immigration policies because there are other areas to consider: social exclusion, the fight against poverty, caring for children and young people and access to public services. In the field of social protection and cohesion, the European Union recommends a number of common goals⁵ to Member States that are important for integration in European societies. These objectives are:

- Ensure the active social inclusion of all by promoting participation in the labour market and by fighting poverty and exclusion among the most marginalised people and groups.
- Ensure access for all to the basic resources, rights and social services necessary to participate in society, while addressing different forms of extreme exclusion and combating all forms of discrimination leading to exclusion.
- Ensure access for all to adequate healthcare, and to long-term care, and that the need for care does not lead to poverty and financial dependency, and that inequities in access to care and in health outcomes are addressed.

4. Line 2 on Social cohesion and public interest services. Government Plan 2013-2016, appendix, executive actions numbers 120 and 123. The complete document is available at www.govern.cat/pres_gov/AppJava/docrel/acord-govern/contingut/download/8642.htm?mode=static

5. Europe Website on Integration. The complete document is available at http://ec.europa.eu/ewsi/en/Integration_in_other_policy_areas.cfm

B. Stakeholders

Policies for citizenship, diversity management and social cohesion are characterised by what we call multi-level governance, where decisions taken interdependently by the various levels of government directly affect social policies.

The stakeholders responsible for the programmes in this Plan are society and government. The Catalan Government's institutional system for migration management is contained in Title III of Act 10/2010, of 7 May.

The Catalan Government

The Interdepartmental Immigration Committee, which is the joint body for intergovernmental coordination and consists of the Catalan Government departments and units with responsibility for immigration.

Catalan Government departments tasked with driving public policies that affect immigrants.

The Citizenship and Immigration Board (CIB), which is the joint consultative body channelling the participation of the public and their organisations. One of the guiding principles for the policies of the public authorities is to encourage participation (Section 43 of the Statute of Autonomy).

The Directorate General for Immigration (DGI), which coordinates the reception and immigration measures of the Catalan Government and local authorities and helps design and manage any public policies affecting immigrants and returnees. It provides the budgetary and personnel support required to operate the Citizenship and Immigration Board and the Interdepartmental Immigration Committee.

Civil society

Social organisations formed by immigrants or working with this community, many of which are recipients of grants from the DGI through funding calls. Economic and social stakeholders and municipal entities, each represented on the CIB Standing Committee or the various working groups forming part of it.

Local authorities

Local authorities are an indispensable player in this style of governance which, based on trust, engagement and partnership, seeks to achieve the migration and social cohesion targets set in successive government plans.

Receiving people and promoting their equality are carried out in conjunction with local and county councils through programme contracts signed with the Department of Social Welfare and Family. More than half of the DGI's budget is allocated to policies implemented at the local level. The main aim is to tailor public services to the situation on

the ground by specifying and institutionalising guidelines for all levels of governments in Catalonia working towards the integration of all citizens.

This joint work results in cooperation programmes as varied as reception programmes in towns, literacy programmes to meet growing demand under the “Literacy for All” programme, community work in neighbourhoods, support and mentoring in family reunification programmes and education about Catalan society.

In today’s ever-changing environment, constant coordination with local authorities makes it possible to identify new situations of vulnerability and new work opportunities. It also poses challenges to be tackled with the participation of multidisciplinary teams, such as the regional citizenship and immigration boards and local boards for preventing female genital mutilation, and by working on strategies to counter unsubstantiated allegations, on seasonal agricultural work campaigns and in ad hoc working committees.

Furthermore, the Government of Catalonia issues reports for foreign citizens on the proposal of local authorities. This partnership makes it possible to meticulously check the degree of integration of foreigners in Catalonia and the suitability of the property where the family is to be reunified.

Finally, the Fifth Additional Provision of Act 10/2010, of 7 May, sets up the Catalan Government–Local Authorities Joint Commission to foster coordination and collaboration in terms of reception with the functions that both parties agree.

National government

The Directorate General for Immigration works with the national government in managing powers over aliens, asylum, stateless persons and returnees. This is done on a regular basis with aliens offices and the national government’s local offices in Catalonia (Section 20 of Act 10/2010, of 7 May).

In addition, collaboration and coordination are channelled through three intergovernmental bodies (Section 68 and the Second Additional Provision of Act 4/2000, of 11 January):

- Bilateral Catalan Government-National Government Immigration Cooperation Sub-committee.
- Sector Conference on Immigration.
- Sector Committee on Immigration.

The Catalan Government partners the national government on international protection issues through the following two bodies:

- Inter-ministerial Committee for Asylum and Refugees.
- Office for Asylum and Refugees.

The European Union

The Directorate General for Immigration manages its relations with EU institutions with the help of the Catalan Government Delegation to the European Union in Brussels.

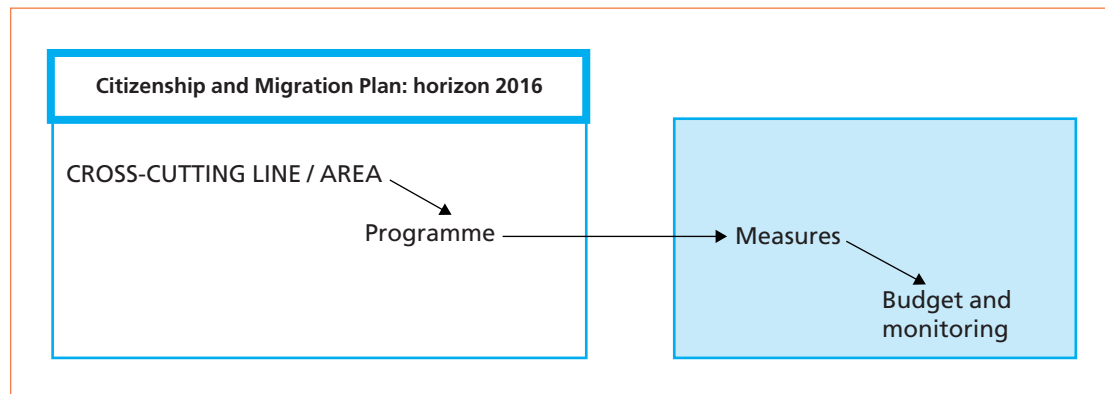
The DGI promotes institutional relationships with various organisations represented in Brussels to enhance reciprocal understanding and partnership. They include the network of national contact points (NCP) for anti-discrimination, asylum and immigration, the Spanish Permanent Representation to the EU (REPER), the Committee of the Regions, the European Parliament, the European Economic and Social Committee, the various units of the European Commission, the ERLAI network, and delegations from other Spanish regions, Member States and other European regions.

C. Structure of the Plan

The structure that gives shape to the CMP is based on the three pillars of the NAI, arranged in a second level of specificity corresponding to the five cross-cutting areas discussed in the consultation forums when drawing up the Plan.

As is typical in any strategic plan, relevant programmes are built around each core line in the NAI based on the kind of measures to be put in place over the following four years. The annual action plans set out the measures to be taken and their budget, and once completed performance reports are attached which are the means for assessing compliance with the Plan.

Diagram 1. Structure of the Citizenship and Migration Plan and the action plans



D. Cross-cutting lines and areas. Programmes

The NAI states that “in recent years most of the bulk of new immigration has reflected the growing uncovered needs of the labour market” and it underlines the structural need for labour with a wide range of qualifications, in other words for “new Catalans who wish to stay”, and concludes that “migration management policies must prioritise regular entry by foreign people in Catalonia linked to our labour market’s real needs and the expected

evolution of employment in the future. It must also be based on permanent stay and, thus, the need for migrants to be integrated in the medium and long term".⁶ These premises mean "policies for managing migratory flows need to foster legal entry and link it to the actual needs of the labour market as well as employability over working life from a comprehensive perspective; in other words taking into account the workers, their families and their lifelong aspirations."⁷

Prevalence of two key factors:

- The dependence of migration flows on the labour market.
- The necessary integration of newcomers.

However, it cannot be ignored that the economic situation has changed compared to 2008. Economic slowdown has not only reduced demand for labour but also increased unemployment and inequality, destroyed jobs (especially unskilled jobs often with high rates of turnover and seasonality and low wages) and led to a fall in economic activity to such low levels that it is difficult to forecast an upturn.

The current economic crisis has also brought about a paradigm shift not envisaged in the NAI: emigration. In addition to immigrants, whether naturalised or not, returning to their countries of origin, young Catalans are now deciding to move abroad. Hence there is a new stage where movement is in two directions. However, as the "Emigration from Catalonia" conference concluded, "we are not suggesting that emigration should be adopted as an alternative, or used as a form of escape valve. Nor should we forget that a great deal of work remains to be done with regard to the management of immigration, as it would be a decidedly backward step for Catalan society to squander all the advances and achievements that have been made in this area."⁸

In addition, it is also necessary to enhance factors such as local people's awareness about the arrival and settlement of immigrants and the level of social cohesion Catalan town councils have been able to maintain in coordination with other supramunicipal authorities and the Government of Catalonia.

Instruments for cooperation with local authorities are crucial. Measures carried out through programme contracts, despite the removal of national funding, are a model of success. An example of this coordination is establishing common criteria for the assessment of reports for foreign citizens and enhancing and streamlining decisions by local authorities and the Catalan Government on settlement and family reunification procedures. Moreover, the regional citizenship and immigration boards are another instrument for contact with the specific features of the regions.

To date government had focused on promoting social and political participation by society, including newcomers. From this standpoint, the Plan seeks to ramp up the role of support and immigrant associations and civil participation in consultation processes and bodies and in the political arena to support the consensus needed to avoid partisan exploitation of the issue of migration. In addition, the Citizenship and Immigration Board

6. National Agreement on Immigration, pages 32 and 33

7. Citizenship and Immigration Plan 2009-2012, page 93

8. Emigration from Catalonia. Conference Report. Barcelona, 29 April 2013. CIDOB

drafted amendments on naturalisation procedures during the reform of the LOEX and its implementing regulations for consideration during their passage through parliament.

A major issue on the political agenda in Catalonia is the national question. The new political landscape in Catalonia is marked by events whose most important milestones were public consultations in a number of towns about independence (from September 2009 to April 2011), the demonstration on 10 July 2010 organized by Òmnium Cultural with the slogan “We are a nation. We decide”, the “Catalonia, new state in Europe” demonstration on 11 September 2012 organised by the Catalan National Assembly, and the Catalan Way which took place on 11 September 2013.

Civil society is firmly convinced that everyone should be able to take part in this consultation and therefore works to involve all sectors of the public.

Hence these new key factors need to be built into the three lines of the NAI which remain fully valid.

The CMP’s structure includes cross-cutting ideas drawn from the five participation forums so as to more clearly identify the current needs and requirements of migration and it is imperative to respond to them.

Other key factors:

- Two-way migration policies: immigration and emigration.
- Ongoing need to build a shared space for communication, coexistence, recognition and participation in Catalan society.
- The involvement of all sectors of the population in the decision-making process about the political future of Catalonia.

Cross-cutting areas:

- I Migration policies and socioeconomic background.
- II Identification and integration.
- III Coexistence and social cohesion.
- IV Children and young people.
- V National transition.

I. Migration policies and socioeconomic background

Migration policies

Sociological and demographic data indicate a turning point in migratory dynamics brought about by the difficult economic situation in Catalonia. For the first time net migration was negative in 2012 irrespective of the nationality of the migrants. This figure highlights the impact of the new mobility in Catalonia, a complex and multidimensional reality which will undoubtedly become commonplace in our society. This conceptual change means a shift from referring exclusively to immigration policy to address migration policies, taking into account how the new dynamics of migration affect and will affect Catalan society.

The intrinsic fact that Catalonia has always been a host territory must become a

strength when envisaging the new reality of emigration. When tackling this challenge we cannot underestimate what we know as the country of immigration that we are. Hence we need to provide people who choose to emigrate with all the necessary information and guidance so they can make decisions with full knowledge of the facts, make certain that the quality of their experience abroad is assured, and also help them to maintain their ties with Catalonia and hence enable them to return later on so they can contribute their skills, experience and training to Catalonia's economic recovery and social cohesion.

The objective of government action should be to enhance living conditions and the production community so that migration is not a necessity due to lack of work or the absence of prospects for professional development in one's own country, but rather a decision based on career opportunities and benefits in a globalised world featuring ever increasing mobility.

Migration policy has to be comprehensive, cross-cutting, for the long haul in all the sectors involved, consistent with national strategies for competitiveness, development, education, employment, investment and research, and at the same time must meet the needs of its citizens abroad and continue working to make Catalonia an attractive destination.

Socioeconomic background

As for the socioeconomic background and its impact on immigrants, the participation forum stressed the problem of "supervening illegality", in other words the situation where foreigners who have a residence permit then lose it after being unemployed for a long time. In addition, the financial situation of many families has been worsened by a lack of employment or job insecurity.

Training and work experience are crucial for equal opportunities. Training should enable a group of people who are already remarkably enterprising in the jobs market to move between sectors. It is particularly important to foster access to quality jobs for the unemployed.

Furthermore, over the next four years a number of measures will be kept in place including the scheme for official recognising immigrants' formal education (the University Qualification Recognition Mentoring Service or SARU), setting up effective mechanisms for the recognition of professional skills and driving measures to ensure immigrants who have been hard hit by the recession are not forced to take insecure jobs with little prospect of finding better employment.

Finally, migrants who decide that they have not been successful in Catalonia and opt to voluntarily return to their country of origin need to be provided with secure options for doing so.

The following action programmes are envisaged to meet the needs identified in this area:

- **Information and guidance programme for those interested in emigrating**
Put in place measures to drive a coordinated network of information and guidance across Catalonia to ensure people who want to emigrate can do so with full knowledge of the facts.

- **Programme for insight and monitoring abroad**
 Implement a mobility plan with other levels of government and society and business to ensure that all skills and potential can be deployed in new jobs not only to the benefit of the societies that host them but also to the benefit of Catalonia.
- **Return programmes**
 Promote the voluntary return programme run in coordination with the International Organisation for Migration and the Red Cross. Migration is not always successful and should not be a final decision. Efforts must be focused on vulnerable people by helping them to rejoin the productive economy in their country of origin. In addition, Catalans and their descendants should be helped in their social integration in Catalonia.
- **Programme to manage aliens procedures**
 Bring together measures based on the Catalan Government's authority in immigration matters including processing initial work permits and reports certifying efforts made to integrate and the suitability of housing for family reunification. The Catalan Government's new powers in this field must be built into this Programme.
- **Partnership programme for development aid**
 Address migration by considering the development of countries of origin in order to promote a positive relationship between the two processes. The Catalan Government's migration policies are not only implemented in Catalonia but also extend to countries which are a source of immigration in line with its remit and capabilities. This link between migration and development is called co-development, which seeks to ensure that the potential of migration benefits development. The objectives of co-development measures include driving the development of Southern countries by linking immigrants who come from them and reside in Catalonia.
- **Programme to make the immigrant workforce self-sufficient and enhance its employability**
 Commit to a trained and skilled workforce given the current economic situation. At the same time train workers who in spite of having experience and training are in industries with low employment levels. Training policies for workers must enable them to acquire new knowledge to make their way in the most enterprising sectors which create jobs. To achieve this it is essential to further partnerships between the various departments which can identify the needs of the jobs market and relate them to training needs as they are an indispensable part of the strategy for the success of the Catalan economy.
- **Programme to combat illegal hiring**
 Prevent abuse and violation of employment rights, monitor undeclared work and ensure decent working conditions for all through strengthening the Labour Inspectorate.
 Furthermore, to foster legal migration the Employment Service of Catalonia's Immigration Committee has to send to the national government the annual proposal for jobs to be filled by foreigners through joint management of hiring in the place of origin and also draw up the quarterly list of occupations that are difficult to fill. Along the same lines of promoting legal migration, the Catalan Government needs to prevent situations of supervening illegality.

- **Programme for monitoring the International Protection Plan of Catalonia**
Monitor the measures in the International Protection Plan of Catalonia (Decision GOV 14/2014, OJGC no. 6551) through the mechanisms provided for in its Chapter 9.

II. Identification and integration

Given that family reunification is the reason behind much of the inflow of people and is seen as a first step towards integration, the authorities need to mentor reunified people in procedures and throughout the entire process under the Reception Act.

Although the word integration has been used in Catalonia since the early 20th century, nowadays we need to add some new components to it. The country currently hosts many forms of social and cultural diversity. Existing processes in migratory dynamics are complex and rich in nuances, since in addition to the diversity now inherent in our society there are also other phenomena such as remigration, transnationality, the children of migrants, international protection and so on. We live in a context of multiple and variable identities where identification factors (religion, community, nationality, etc.) are also diverse. Hence the common public culture has to be built in the framework of a shared space for communication, coexistence, recognition and participation so that the Catalan nation remains the benchmark for everyone who lives and works there. The foundations of this common public culture are the democratic values to which we aspire due to tradition, respect for human rights and the importance attached to equality and pluralism.

A fundamental aspect of immigrants' integration in Catalonia is learning Catalan and Spanish. The policies implemented in this area remain valid. Speaking these languages is a basic factor in social and labour integration and social cohesion. Catalan should remain the common language and continue to be promoted as a tool for social cohesion. However, Catalonia as a country can also take advantage of having a society in which individuals speak as many mother tongues as the places they come from. Fostering knowledge of the majority languages of immigration is not only useful at a personal level but also for those who are in charge of public services, business and commercial transactions and relationships with other countries.

Catalan, as Catalonia's own language, is a language of opportunity and should be used for the interaction of all people living there.

We also need to promote activities that help familiarise the local population with the languages of immigration.

Particularly significant are measures in the field of education as they pose a major challenge to ensure genuine equality of opportunity for immigrants and especially their children: the social ladder needs to function at least as well as it did for previous waves of immigration in Catalonia because it is crucial to ensure a cohesive country. Not only does access to the education system have to be ensured but the academic success of young people needs to be fostered as a means of personal and social development. Community education plans should be consolidated as a project that provides a community response to learning processes and provides educational continuity and consistency to the various situations and environments in which students live. Furthermore, the success of these measures has to be buttressed with other additional ones such as promoting community

service as part of the curriculum so that students can develop their social skills and civic engagement while becoming rooted in the territory. Special attention also needs to be paid to learning support programmes for immigrants who for various reasons are in a situation of inequality, but seek to reach higher levels of education through mentoring programmes, learning support workshops given by university students, support for learning Catalan, reception programmes and so on.

The following action programmes are envisaged to meet the needs identified in this area:

- **Programme for mentoring and supporting family reunification**
Foster the exercise of the right to family life under the best conditions, improve access to the jobs market and provide basic knowledge of the host society to carry out various activities focusing on people in reunified families.
- **Programme to develop reception services**
Establish common procedures and protocols for caring for and referring service users in keeping with the Reception Act and its implementing Regulations. Carry out various support activities to ensure local authorities provide uniform reception services across Catalonia.
- **Programme for partnership with local authorities and organisations to manage religious diversity**
Support local authorities and organisations, whether religious or not, involved in managing this area to ensure freedom of religious choice and respect for any religious expression or practice while promoting mutual understanding and coexistence.
- **Programme to promote formal and non-formal education**
Provide universal access to education at any age and in any training area given the importance of life-long learning as a tool for social development and linked to learning Catalan.
- **Language learning programme**
Ensure newcomers have access to at least basic Catalan learning (pursuant to the Reception Act and its implementing Regulations) and support civil society initiatives that aim to foster knowledge and use of Catalan and the other official languages of Catalonia. Additionally, the descendants of immigrant families should be encouraged to learn their parents' language. The NAI states that Catalan is the reception language and as such is one of the aspects that can most help advance the process of integration into society.

III. Coexistence and social cohesion

This section contains programmes which are cross-cutting and so could be included in other areas or fields. The Plan groups them into programmes and activities for public space and shared space for citizenship. Promoting social cohesion and coexistence is a process of integrating all social or cultural groups in our society from an inclusive standpoint. It involves attitudes and actions that stress the things that make us similar rather

than different and seeks shared values. These values are the basis and foundation of coexistence and involve local citizens and newcomers alike.

Nonetheless, there is a risk that certain sectors of society will not accept this diversity or see certain demands as impositions. A modern society cannot allow discrimination on grounds of origin, gender identity, sexual orientation, religious belief or otherwise. Therefore the Catalan Government should make a commitment not to tolerate any discrimination in Catalan society.

Not only is it essential to recover the memory of migration in Catalonia but new immigrant Catalans should also be afforded visibility and prominence so that they can contribute to building the country. Communication needs to be enhanced so that the host society understands the structural changes we are going through and takes part in the collective effort to maintain harmony. The fight against discrimination and the prevention of racist and xenophobic discourses and actions are fundamental to coexistence. Hence we will need to promote two-way awareness actions on the values of equal opportunities, participatory democracy, freedom of religious choice and gender equality.

Government must make certain that access to public services is not blocked while ensuring it provides appropriate and quality services tailored to the needs of users. The current situation means we have to be more efficient than ever with available resources and therefore networking, work sharing and spreading best practice all gain importance. The Catalan Government and local authorities should create forums for shared analysis, diagnosis and planning of policies and measures involving not only professionals working in the field of immigration but also the rest of the public on the basis of democratic participation and joint responsibility.

Public participation is understood in a broad sense, in other words not only do we need to seek the involvement of immigrants in areas closest to their everyday lives, in the labour activities or associations of their own community, but they also need to participate in decision-making in their towns and neighbourhoods and, obviously in the more strictly political dimension, exercise their right to vote when allowed by law. We need to encourage all activities that entail a real exchange between families and municipal or neighbourhood facilities such as community centres, schools, recreational organisations, libraries, religious centres and associations of residents, retailers or for popular and traditional culture. We also need to support intercultural mediation programmes between families of diverse origin who live together in neighbourhoods. Furthermore we have to support neighbourhood organisations and associations in general (i.e. residents' associations, educational and recreational associations, trade unions, employers' associations, etc.) to promote community actions in the field of diversity in order to encourage participation by newcomers and build relationships and bridges between people of different origins.

The following action programmes are envisaged to meet the needs identified in this area:

- **Partnership programme between governments, organisations and professionals in the field of migration**

Avoid duplication and achieve more flexible management between local government, the Catalan Government and the Spanish Government. The Catalan Gov-

ernment has extensive experience in the implementation and operation of internal coordination bodies (such as the Interdepartmental Immigration Committee) but coordination has to be extended to the other authorities involved. In addition, communication forums need to be set up where professionals working in the field of migration, whether in government or organisations, can share their experience. We must spread awareness of good practice, whether implemented in Catalonia or not, as examples of excellence in diversity management. In the case of education, we need to move forward in joint responsibility education programmes, such as community education plans or other socio-educational programmes, in order to promote working and learning in a network between the educational stakeholders operating in the same area.

- **Training programme for professionals in the field of migration**
Provide all professionals involved with the necessary tools to do their daily work while ensuring they have first-hand information about new immigration trends, policies to be put in place, success stories in other areas and so on. It should be borne in mind that the field of migration is intrinsically dynamic and ever-changing.
- **Programme for access to public services and care for users**
Ensure equal access for all citizens and remove any obstacles that hinder it. Care for users entails the necessary adaptation of public services offered to a diverse public while ensuring a single gateway to all services, in other words not delivering the same function in parallel and discriminating against people through artificial divisions.
- **Programme to promote interaction and mutual understanding**
Create shared common spaces that enhance affinities in forums for daily participation, such as residents' associations, parents' associations and traditional and popular culture associations, and also in collective memory by establishing a common and shared past and also a future for all citizens. Mutual understanding and interaction are key elements in social cohesion.
- **Programme to combat discrimination**
Undertake the measures required to ensure that the fight against racism and xenophobia and awareness campaigns about migration and for equal treatment are successful and that excluding attitudes are marginalised in public debate.
- **Gender equality programme**
Tackle diversity and support the principle of equality of men and women through mainstreaming a gender perspective in all the Plan's activities and stages. Immigration is diverse and plural and the men and women who, regardless of their sexual orientation, are immigrants in our country have different life projects and build their lives in unique conditions and situations. Gender equality means treating people who are different differently and taking into account the diversity and dissimilarity of experiences, expectations and needs between men and women.
- **Programme for participation in the public sphere**
Encourage participation in the public sphere by strengthening immigrant associations and groups and ones working in the field of migration and promote forums for information, education and awareness for the public at large. However, we also need to ensure the normalised presence of immigrants in all fields and in particular in the right to vote.

- **Information and communication programme**

Information, training and awareness campaigns featuring innovative proposals need to be carried out both in-person and online. This Programme includes all the Catalan Government's communication initiatives such as the Specialist Immigration Information Service and the reception website.

IV. Children and young people

This section of the Plan is designed to separately cater for children and young people of immigrant origin, called the second generation by sociologists, as they account for around 16.5% of children aged between 5 and 14 and 25% of young people aged between 15 and 29 in Catalonia. However, they are not a uniform group as they are divided into three clearly differentiated profiles: those who were born in Catalonia, those who have come via family reunification and those who have come on their own.

Except in the case of people in the latter group who decided to immigrate independently of their families, the rest are linked to immigration even though the only people involved in the migration decision are one or both of their parents. If we call this group the children of migration or the second generation, migration is not a fleeting life experience of parents but rather the "human condition" of these children. Linking children and young people to migration in many cases may involve implicit pigeonholing and a certain degree of stigmatisation by incorrectly labelling them in a way that may affect their identification with the host society which in many cases is the society in which they were born.

Programmes and projects in this field are mainly designed to the level the playing field in childhood and adolescence regardless of family background and nationality. Difficulties, shortcomings and specific needs in education, health, legality, the workplace and public participation are addressed.

Migration policies need to minimise the social exclusion of children and young people as a result of their individual and family vulnerability. Poverty, initial or supervening illegality and vulnerability should not be an obstacle to individual and family progress for anyone. Hence measures should be aimed at "influencing the way these children and young people experience their migratory and personal lives and help Catalonia to become their home, their country," as is noted in the foreword to the International Congress Catalonia 2.0, the sons and daughters of migration.⁹

Finally, the issue of academic failure that still affects this group more than others needs to be addressed by a clear commitment to community education plans in coordination with local authorities and the Department of Education.

The following action programmes are envisaged to meet the needs identified in this area:

- Programme to meet the specific needs of children and young people
Ensure the personal independence and development of the citizens of the future

9. International Congress Catalonia 2.0, the sons and daughters of migration. Barcelona, 10, 11 and 12 November 2009.

by focusing efforts on their special features and needs due to their belonging to vulnerable families, irrespective of whether their parents are migrants, in education, health or any other area.

- **Programme for the self-sufficiency and participation of young people**

Provide children and young people as individuals with the tools needed to make progress in their individual development as citizens and to actively participate not only in determining their own future but also in building the society of which they form part.

V. National transition

The last of the cross-cutting areas is new with respect to the NAI and an important issue in recent times on the national political agenda: the possibility that the people may decide whether Catalonia should become a state that is independent of Spain.

Migratory movements have not only brought demographic strength to the country and provided it with greater economic growth but have also helped to enhance its national identity. This new challenge is a unique opportunity to strengthen social cohesion and ensure that as many residents of Catalonia as possible can decide on its future.

Faced with the challenge of implementing a large national project, the public must be provided with the participation forums required to strengthen social cohesion and society as a whole. Since the transition period Catalonia has seen several examples of how immigrants have been some of the people who sought to restore political institutions or demanded social rights. However, it has been found that immigrants are less interested than natives about Catalan political issues. Hence activities are to be carried out that promote public and political participation by immigrants.

As part of building state structures open discussions are needed in government, civil society, business organisations and trade unions to gather ideas about immigration procedures, possible migration and immigration policy, the integration model to be used, human rights and the fight against racism and xenophobia.

The following action programme is envisaged to meet the needs identified in this area:

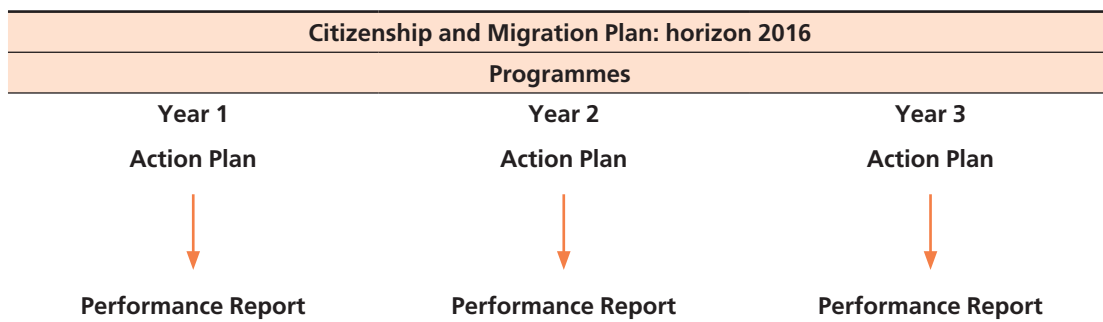
- **Awareness and information programme for immigrants to publicise the national transition**

Stimulate interest among immigrants about Catalan political issues and engage them. In addition, conduct open discussions to gather ideas about migration and immigration policy in any potential new state, including the integration model to be used, consolidating human rights and the fight against racism and xenophobia.

3

Implementation and assessment

The programmes in this Plan (see Chapter 2.D) are general, and they are given specific shape in annual action plans and performance reports for each action plan which are also annual. The action plans are approved at the beginning of each year and consist of a series of measures and the budget for each measure. The performance reports are drawn up at the end of each year and provide an account of what has been implemented in terms of measures and spending. These reports are an essential tool for the assessment of the Plan envisaged in Section 23.1.c) of Act 10/2010, of 7 May. The action plans and performance reports are submitted for consultation to the Interdepartmental Immigration Committee and the Citizenship and Immigration Board (Decree 125/2001, of 15 May, and Decree 86/2008, of 15 April, respectively).



Below is a description of the lines of action in the Action Plan 2013 with their spending:

A. Budget by lines and programmes

Line	Programme	Measure	Department	Budget
Total Action Plan 2013				123,412,209.56
1. Management of migration flows and access to the labour market				33,539,437.68
1. Programme to provide the Government of Catalonia with a single and coordinated Internet tool for information and guidance for people who want to emigrate				
		Single coordinated emigration information platform	DGI/DEO	0.00
2. Awareness programme about migration				0.00
3. Programme for insight and monitoring abroad through agreements with other governments and the social and business community				0.00
4. Programme for maintenance of ties and transnational monitoring				0.00
5. Return management programmes: for Catalans abroad and foreigners who are vulnerable in their country of origin				250,000.00
		Managing applications under the Return Assistance Plan	DGI	25,000.00
		Voluntary return of immigrants to their country of origin	DGI	225,000.00
		Return plan for joining the productive economy of the country of origin	DGI	0.00
		"Retorn" project	JUS-SP	0.00
		Using existing interdepartmental mechanisms to ensure projects and initiatives to support voluntary return are consistent with the Catalan Government's development aid policy principles and objectives	PRE-ACCD	0.00
6. Programme for managing aliens procedures				10,858.00
		Initial work permits	EMO-SGAI	0.00
		Managing the Catalan Government's role in procedures for settlement, renewing temporary residence and family reunification and naturalisation	DGI	10,858.00
7. Development aid partnership programme				0.00
		Start of work to include external consistency for development in drawing up framework agreements between departments or independent agencies of the Government of Catalonia	PRE-ACCD	0.00
		Consolidate the working group for development aid policy consistency attached to the Interdepartmental Committee for Development Aid	PRE-ACCD	0.00
		Continue including monitoring the Government of Catalonia's Co-Development Strategy in the Annual Plan's scheduling instruments	PRE-ACCD	0.00
		DGCD-ACCD participation in interdepartmental coordination as part of monitoring the Co-development Strategy and CMP: horizon 2016	PRE-ACCD	0.00

Line	Programme	Measure	Department	Budget
		Adding co-development to the Morocco Country Strategy based on the objectives of the Government of Catalonia's Co-Development Strategy	PRE-ACCD	0.00
		Signing agreements with the FCCD and other local organisations to support co-development measures	PRE-ACCD	0.00
8. Programme to provide independence and employability to the immigrant workforce				33,148,616.68
		Increasing first level vocational training for students who have no secondary school certificate	ENS	672,000.00
		Post-compulsory education grants for socioeconomically disadvantaged students	ENS	6,771,156.00
		Careers guidance	EMO-SOC ¹⁰	1,099,440.00
		Professional vocational training	EMO-SOC	4,200,000.00
		Continuing education: training programmes for people in work	EMO-SOC	2,549,462,37
		Catalan language training for unemployed people registered as job seekers	EMO-SOC	34,872,12
		Inserjoves Plan	EMO-SOC	1,510,092,17
		Programmes for people not receiving benefits	EMO-SOC	3,248,280.00
		Work in the Neighbourhoods Plan	EMO-SOC	2,858,468,18
		Employment opportunities for groups with special difficulties (SEC, placement companies, guidance pathways)	EMO-SOC	5,314,257,84
		Vocational training in the field of correctional services	JUS-SP	53,000.00
		Job placement in the field of correctional services	CIRE	4,600,000.00
		Professional recognition service for foreigners	DGI	53,988.00
		Promotion of qualifications and expertise for performing professional reception functions	DGI	0.00
		Free legal advice by supporting trade union branches	DGI	138,600.00
		Support for reception and placement of seasonal labour	DGI	45,000.00
		Helping to enhance identification of training needs	ENS-SOC	0.00
9. Programme to combat illegal hiring				0,00
		Setting targets in the Annual Programme of activities of the Social Security Labour Inspectorate concerning discrimination in employment and access to jobs	EMO-DG Inspection	0.00
		Quarterly list from the Immigration Committee of occupations that are difficult to fill	EMO-SOC	0.00

10. The figures for SOC programmes are an estimate based on the proportion of foreigners who have taken part in these programmes.

Line	Programme	Measure	Department	Budget
		Annual proposal from the Immigration Committee for joint management of hiring in the country of origin	EMO-SOC	0.00
	10. Mentoring and support programme for reunified family members			129,963.00
		Support for family reunification and reception of reunified family members	DGI	0.00
		Education and training for employability – PRT	DGI	129,963.00
	11. Programme to achieve an International Protection Plan in Catalonia			0.00
		International protection plan for asylum seekers	DGI	0.00
	2. Tailoring public services to a diverse society			62,277,716.49
	12. Programme for developing reception services			5,155,753.30
		Decree on reception services and professional reception and integration functions	DGI	0.00
		Support to local authorities in implementing the Initial Reception Service	DGI	4,372,753.30
		Supporting organisations working in the field of reception	DGI	739,000.00
		Reception in healthcare	SLT	0.00
		Campaigning, research and other support actions	CLT	44,000.00
	13. Programme for partnering local authorities and organisations in managing religious diversity			12,721.95
		Training for local authorities on managing religious diversity at the local level	GRI-DGAR	3,448.50
		Training on the rights of religious freedom and managing religious diversity at the CSPA	GRI-DGAR	0.00
		Training for religious communities mostly consisting of immigrants about associations in Catalonia	GRI-DGAR	1,796.80
		Catalan language and culture education for religious communities mostly consisting of immigrants	GRI-DGAR-CLT	6,000.00
		Agreement with the Department of Justice for Islamic religious support in prisons	GRI-DGAR	1,050.00
		Dissemination of information about health regulations relating to Islamic ritual sacrifice (especially regarding the Feast of the Sacrifice)	GRI-DGAR	426.65
	14. Programme to promote formal and non-formal education			24,008,041.00
		Increasing free school meals	ENS	10,200,000.00
		Workshops to support school work (assisted study)	ENS	0.00
		Maintaining regional LSC advisory teams	ENS	3,461,858.00
		Adapting the training available in adult education schools	ENS	10,346,183.00
		Student community service	ENS	0.00

Line	Programme	Measure	Department	Budget
15. Programme for partnership between governments, organisations and professionals in the field of migration				18,859.60
		Interdepartmental Immigration Committee	DGI	0.00
		Promotion of bilateral and multilateral relations at the national level	DGI	0.00
		Fostering relationships with the national Aliens Office in Catalonia	DGI	0.00
		Setting up the Catalan Government – Local Authorities Joint Commission	DGI	0.00
		Network of experiences and best practices in migration management	DGI	0.00
		Co-financing of municipal policies for immigrant care and integration	TES-SHMU	0.00
		Monitoring implementation of the Neighbourhood Health project	SLT	17,859.60
		Monitoring Committee of the National Agreement on Immigration	DGI	0.00
		Adhesions to the National Agreement on Immigration	DGI	0.00
		Participation in the interdepartmental working group on tackling female genital mutilation	INT-DGAS	0.00
		Protocol for the prevention of female genital mutilation	DGI-SLT	1,000.00
		Monitoring the police protocol for prevention and attention to female genital mutilation	INT-DGAS	0.00
		Regional boards for the prevention of female genital mutilation	DGI-SLT	0.00
		Working group for interdepartmental coordination in people trafficking	INT-DGAS	0.00
		Monitoring the police protocol for intervention and action against trafficking and sexual exploitation of women and children	INT-DGAS	0.00
		Monitoring the police protocol for prevention and attention to forced marriages and analysis of the cases detected in the region	INT-DGAS	0.00
16. Training programme for professionals in the field of migration				219,434.51
		Increased specific training: coexistence and mediation, diversity and multiculturalism. Support for courses for reception class tutors and centre LSC coordinators	ENS	109,740.00
		Training schemes for professionals in the field of migration	DGI	3,500.00
		Aula Mestra Platform	CLT	0.00
		Support for vocational training	DGI	0.00
		Basic police training	INT-ISPC	25,101.70
		Training activities for promoting police forces	INT-ISPC	510.50
		Training activities for police force specialisation	INT-ISPC	8,548.56

Line	Programme	Measure	Department	Budget
		Ongoing training for police forces in Catalonia. Workshop on coexistence and security in a culturally diverse society: casework	INT-ISPC	64,473.42
		Training in immigration issues for justice and prison service professionals	JUS-SP	7,560.33
17. Programme for access to public services and care for users				32,862,906.13
		CatSalut Respon 061 Service	SLT	22,590.80
		Increasing language support for healthcare professionals	SLT	236,374.71
		Support for organisation projects	SLT	2,500.00
		Intermediation programmes and unoccupied private housing loans	TES-SHMU	901,103.94
		Social inclusion housing network	TES-SHMU	700,000.00
		Benefits for rent payments and other benefits	TES-SHMU	20,901,386.00
		Measures to support families at risk of losing their homes; Ofideute	TES-SHMU	0.00
		Support for young people to pay for their rented accommodation	TES-SHMU	7,724,703.01
		Supporting evicted people	TES-SHMU	631,800.00
		Catalan Government housing stock given to non-Spaniards	TES-SHMU	0.00
		Translation services for foreign detainees	INT-DGP	1,627,853.92
		Enhancing intercultural mediation in prisons	JUS-SP	25,000.00
		Residential resource for young prison inmates	JUS-SP	20,000.00
		Residential resource for adult prison inmates	JUS-SP	55,000.00
		Distributing reflective items to seasonal workers	INT-SCT	0.00
		Increasing library collections of materials for learning Catalan and on multicultural topics	CLT	6,000.00
		Providing access to the international press	CLT	8,593.75
3. Integration in a common public culture				27,595,055.39
18. Programme to meet the specific needs of children and young people				20,493,593.00
		Maintenance of reception classes	ENS	20,487,093.00
		Maintenance of community education plans in 80 towns	ENS	0.00
		Extending parenting schools to schools	ENS	0.00
		Preventive emotional and sexual education	SLT	0.00
		Country of origin language courses outside school hours for all students	ENS	6,500.00
19. Language learning programme				3,405,920.00
		CPNL language reception plans: Catalan language courses	CLT	1,700,000.00
		Online language resources	CLT	0.00
		Increasing measures in immigrant media	CLT	0.00

Line	Programme	Measure	Department	Budget
		Grants to civil society initiatives to promote Catalan (Language Volunteers and activities in lockstep with the programme)	CLT	19,450.00
		Catalan courses for immigrant organisations and people - CPNL	DGI-CLT	656,217.00
		Language reception meetings	CLT	950,000.00
		Support for healthcare organisation projects to promote the use of Catalan	CLT	24,600.00
		Support for immigration organisation projects to promote the use of Catalan	CLT	2,300.00
		Support for language promotion organisation projects to promote the use of Catalan	CLT	6,800.00
		Producing teaching materials to facilitate initial learning of the language	CLT	10,500.00
		Increasing Catalan learning in the workplace	CLT	0.00
		Maintenance and extension of the Language Volunteers programme	CLT	6,053.00
		Dissemination, marketing and best practice recognition measures about Easy Reading	CLT	30,000.00
20. Programme to promote interaction and mutual understanding				702,600.00
		Annual Report on the social integration of immigrants, asylum seekers, refugees, stateless persons and returnees	DGI	15,000.00
		International Day of Migrant Workers - 18 December	DGI	2,000.00
		Paco Candel Programme: Catalonia one people. Different migration perspectives and one fact	DGI-ENS-CLT	0.00
		«Catalonia: a story for you” route; «Medieval chronicle: Muslims, Jews and Christians» workshop	CLT	0.00
		Grant to 5 music publishers to help normalise and promote popular and modern music produced in Catalonia	CLT	275,000.00
		Catalan police force contacts with immigrant organisations and associations	INT-DGP	410,600.00
21. Programme to combat discrimination				0,00
		Racism and xenophobia - strategy for countering unsubstantiated allegations	DGI	0.00
		Promoting activities supporting equal treatment	DGI	0.00
		Monitoring public statements or actions advocating racism and xenophobia	DGI	0.00
22. Gender equality programme				10,000.00
		Mainstreaming a gender perspective in the implementation of measures	BSF-ICD	0.00
		Provide professionals with methodological tools to implement gender mainstreaming	BSF-ICD	0.00

Line	Programme	Measure	Department	Budget
		Supporting projects to make immigrant women visible and promote empowerment	BSF-ICD	10,000.00
		Assist with detecting male violence among immigrant women	BSF-ICD	0.00
		«Literacy for All» Catalan literacy programme	DGI	0.00
23. Programme for participation in the public sphere				179,589.80
		Citizenship and Immigration Board	DGI	0.00
		Renewing the 16 members from community organisations on the CIB Standing Committee	DGI	0.00
		Regional boards of the Citizenship and Immigration Board	DGI	0.00
		Citizenship and Immigration Board working groups	DGI	0.00
		Working groups to improve the LOEX and its implementation	DGI	0.00
		Support and understanding of immigrant organizations	DGI	6,989.80
		Empowerment of association leaders in diversity management	DGI	0.00
		World Poetry Day; distribution of a booklet with a poem translated into over 20 languages and activities involving people from diverse backgrounds	CLT	7,600.00
		«Parallel Voices» reading of Catalan poets and poets from other countries with the participation of cultural centres in Catalonia	CLT	15,000.00
		Organising conferences and collaborations with other organisations	DGI	150,000.00
24. Information and communication programme				185,661.40
		Preparation of printed materials (leaflets, booklets, guides, etc.)	DGI	1,365.00
		Specialised immigration information service - 012	DGI	114,296.40
		Legal advice to foreigners through the Legal Service of the Centre for Rehabilitation Initiatives (CIRE)	CIRE	52,000.00
		Maintaining the reception website	DGI	18,000.00
		Publishing e-newsletters	DGI	0.00
		Publishing the Citizenship and Immigration Collection	DGI	0.00
		Responding to queries, complaints and suggestions from the public	DGI	0.00
		Upgrading and maintaining the Directorate General for Immigration website	DGI	0.00
		Immigration in figures	DGI	0.00
		Maintaining and mining databases about migration to Catalonia	DGI	0.00
		Distribution of publications in Catalan	DGI	0.00

Line	Programme	Measure	Department	Budget
25. Programme to foster the independence and participation of children and young people				2,617,691.19
		Training - Catalan Sports School	PRE-SGE	17,550.00
		Reception of unaccompanied foreign minors	BSF-DGAIA	1,044,422.44
		Specialist Mentoring for Young People Service (SAEJ)	BSF-DGAIA	1,450,407.75
		Comprehensive action programme for Romanian Roma children in Catalonia	BSF-DGAIA	72,336.00
		Interculturalism and Territory Projects	BSF-DGJ	15,000.00
		Grants for youth organisations related to migration	BSF-DGJ	17,975.00
26. Awareness of and information programme for immigrants to publicise the national transition				0.00
		Organise meetings and specific actions aimed at immigrants and their groups, unions, trade associations, residents' associations, religious organisations and others to convey and publicise the Catalan Government's position on national transition	DGI	0.00
		Set up a national transition working group under the Citizenship and Immigration Board for ongoing monitoring of measures arising from the process	DGI	0.00

B. Budget by Catalan Government departments

	Budget
Department of the Presidency (PRE)	17,550.00
Catalan Development Aid Agency (ACCD)	0.00
Secretariat General for Sport (SGE)	17,550.00
Department of Government and Institutional Relations (GRI)	12,721.95
Directorate General for Religious Affairs (DGAR)	12,721.95
Department of Education (ENS)	52,054,530.00
Department of Health (SLT)	279,325.11
Department of Interior (INT)	2,137,088.10
Directorate General for Police (DGP)	2,038,453.92
Public Safety Institute of Catalonia (ISPC)	98,634.18
Directorate General for Security Administration (DGAS)	0.00
Catalan Traffic Service (SCT)	0.00
Department of Planning and Sustainability (TES)	30,858,992.95
Secretariat for Housing and Urban Improvement (SHMU)	30,858,992.95
Department of Culture (CLT)	3,105,896.75
Department of Social Welfare and Family (BSF)	9,318,671.69
Directorate General for Young People (DGJ)	32,975.00
Directorate General for Children and Adolescents (DGAIA)	2,567,166.19
Catalan Institute for Women (ICD)	10,000.00
Directorate General for Immigration (DGI)	6,708,530.50
Department of Enterprise and Employment (EMO)	20,814,872.68
Employment Service of Catalonia (SOC)	0.00
Sub-directorate General for Initial Work Permits (SGAIT)	0.00
Directorate General of Labour Inspection (DG Inspection)	0.00
Department of Justice (JUS)	4,812,560.33
Directorate General for Correctional Services (SP)	160,560.33
CIRE - Centre for Rehabilitation Initiatives	4,652,000.00
Total budget	123,412,209.56

Appendices

A. Matrix with the main lines of the National Agreement on Immigration

	Migration policies and socioeconomic background	Identification and integration	Coexistence and social cohesion	Children and young people	National transition
LINE 1. Management of migratory flows and access to the job market	1. Information and guidance 2. Awareness 3. Monitoring 4. Connection 5. Return 6. Managing aliens 7. Development aid 8. Independence and employability 9. Fostering legal status	10. Mentoring family reunification 11. International protection			
LINE 2. Adapting public services to a diverse society		12. Reception services 13. Managing religious diversity 14. Formal and non-formal education	15. Working with government and professionals 16. Training in migration 17. Access to public services	18. Meeting the specific needs of children and young people	
LINE 3. Integration in a common public culture		19. Knowledge of languages	20. Fostering interaction 21. Combating discrimination 22. Gender equality 23. Public participation 24. Information and communication	25. Independence and participation of children and young people	26. Awareness of and information about the national transition

B. Preparation and participation process

A participatory process was used to draw up the current Citizenship and Migration Plan that involved 86 entities working in the field of immigration including business and union organisations, associations and local authorities. The Catalan Government departments and agencies forming part of the Interdepartmental Immigration Committee took part in all cross-cutting spheres.

The process began with an internal meeting of Directorate General for Immigration staff (16 May 2013) where the first ideas were put forward. It was then continued later on (28 May to June 28) with an open participation process. The following five cross-cutting areas were specified:

- Migration policies and socioeconomic background. Due to the scope of the topic, two subgroups were set up: migration and emigration policies and socioeconomic background.
- Identification and integration.
- Coexistence and social cohesion.
- Children and young people.
- National transition.

In-person and online consultations were combined to stimulate the discussion and gather as many ideas as possible. This involved setting up a section for each cross-cutting field on e-Catalonia, a platform where users can comment on documents, have discussions in the forums and share ideas.

The in-person meetings were supplemented by three talks by experts. Sociologist Salvador Cardús addressed new responses to migration (28 May), the Hon. Andreu Mas-Colell, Minister of Economy and Knowledge, focused on the challenges and opportunities posed by Catalan youth emigration (25 June), and finally political scientist Ferran Requejo shared his thoughts on the future of Catalonia as a nation (28 June). At this last session the findings of the cross-cutting work areas were presented to round off the participatory process.

Other organisations were also involved alongside the departments and agencies with responsibilities in the field of immigration.

Participating organisations

Migration policy

- Autonomous University of Barcelona (UAB)
- Barcelona City Council
- Barcelona Provincial Council
- Comissions Obreres (CCOO) trade union
- Council of Catalan Communities Abroad - Europe
- Council of Catalan Communities Abroad - Oceania

- Foment del Treball Nacional business association
- IN3 at the Open University of Catalonia (UOC)
- International Federation of Catalan Entities (FIEC)
- International Organisation for Migration (OIM)
- Small and Medium Enterprises of Catalonia (PIMEC)
- Terrassa County Business Confederation (CECOT)
- Third Sector Board

Socioeconomic background

- Barcelona City Council
- Càritas Diocesana de Barcelona charity
- Centre for Demographic Studies (CED), at the Autonomous University of Barcelona (UAB)
- Col·lectiu Maloka - Mujeres Pa'lante
- Comissions Obreres (CCOO) trade union
- Farmers' Union (UP)
- Federation of Colombians of Catalonia (FEDESCAT)
- Foment del Treball Nacional business association
- Information Centre for Foreign Workers (CITE-CCOO)
- Mutual Aid Association for Immigrants in Catalonia (AMIC-UGT)
- Sant Pere de Ribes Town Council
- Servei Solidari Foundation
- Small and Medium Enterprises of Catalonia (PIMEC)
- Terrassa County Business Confederation (CECOT)
- Young Farmers and Stockbreeders of Catalonia (JARC)

Identification and integration

- ACSAR Foundation
- APIP Foundation
- Association of Psychologists of Catalonia
- Autonomous University of Barcelona (UAB)
- Barcelona City Council
- Board of Social Third Sector Organisations of Catalonia
- Càritas Diocesana de Barcelona charity
- Càritas Immigració Girona charity
- Catalan Committee for Refugee Aid
- Centre for International Studies and Documentation in Barcelona (CIDOB)
- Confederation of Residents' Associations of Catalonia (CONFAVC)
- El Pla de l'Estany County Council
- Foment del Treball Nacional business association
- Girona Red Cross
- Information Centre for Foreign Workers (CITE-CCOO)
- La Garrotxa Social Action Consortium
- Mutual Aid Association for Immigrants in Catalonia (AMIC-UGT)

- Pompeu Fabra University (UPF)
- Santa Perpètua de Mogoda Town Council
- SerGi Foundation
- Servei Solidari Foundation
- Small and Medium Enterprises of Catalonia (PIMEC)
- University of Girona (UdG)

Coexistence and social cohesion

- Barcelona City Council
- Bayt Al-Thaqafa
- Càritas Diocesana de Barcelona charity
- Col·lectiu Maloka - Mujeres Pa'lante
- Comissions Obreres (CCOO) trade union
- Federation of Peruvian Organisations in Catalonia (FEPERCAT)
- La Caixa Foundation
- La Formiga Socio-cultural Association
- Servei Solidari Foundation
- Social Inclusion and Intercultural Cooperation Association (ACISI)
- Spanish Catholic Migration Association Committee (ACCEM)

Children and young people

- Barcelona City Council
- Càritas Diocesana de Barcelona charity
- Cunit Town Council
- El Maresme County Council
- Gavà Town Council
- Mollerussa Town Council
- Social Inclusion and Intercultural Cooperation Association (ACISI)
- Vincle Foundation
- Youth Association for Equality and Solidarity

National transition

- AVALUEM
- Barcelona City Council
- Comissions Obreres (CCOO) trade union
- Consultoria Instrategies
- Interculturalitat i Convivència
- International Federation of Catalan Entities (FIEC)
- Nous Catalans Foundation
- Òmnium Cultural
- Paco Candel Foundation
- Punt d'Intercanvi Association
- Televisió de Catalunya and the Committee for Diversity in Broadcasting
- Unió General de Treballadors (UGT) trade union