



## Qualitative Services at local level for Emigrants and Refugees

[Erasmus + Project reference number: 2017-1-EL01-KA204-036335]

Deliverable IO1

# National Report Spain: Results from needs analysis survey

Contributors FAMSI, MC2020  
Version 3.0  
Date February 28<sup>th</sup>, 2020  
Type Report Public



# List of Authors

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FAMSI	FONDO ANDALUZ DE MUNICIPIOS PARA LA SOLIDARIDAD INTERNACIONAL
MC2020	MEDIA CREATIVA 2020, S.L.

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This project has been funded with support from the European Commission. The European Commission support for the production of this publication does not constitute an endorsement of the contents which reflects the views only of the authors, and the Commission cannot be held responsible for any use which may be made of the information contained therein.

Project reference number: 2017-1-EL01-KA204-036335.

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## Q-SER Consortium

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The Q-SER Consortium consists of:

MUNICIPALITY OF EGALEO	Greece
IOM Mezinarodni organizace pro migraci v Praze	Czech Republic
INTRACOM GMBH	Germany
MEDIA CREATIVA 2020, S.L.	Spain
SOCIAL COOPERATIVE ENTERPRISE DROSOSTALIDA	Greece
ECUMENICAL PATRIARCHAT – GREEK – ORTHODOX METROPOLIS OF GERMANY – COMMUNITY THE ASCENSION IN STUTTGART	Germany
FONDO ANDALUZ DE MUNICIPIOS PARA LA SOLIDARIDAD INTERNACIONAL	Spain

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## Version History

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Rev. N	Description	Author	Date
1.0	D.IO1 - Peer review	FAMSI, MC2020	31/01/2018
2.0	D.IO1 – Official release	FAMSI, MC2020	31/03/2018
3.0	D.IO1 – Minor modifications	FAMSI, MC2020	28/02/2020

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# 1. SECTION A: SURVEY'S RESULTS

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## 1.1. Research methodology

All data were obtained through a survey online that MC2020 and FAMSI, both Spanish entities partners of the project distributed by electronic mail between the target group. The Andalusian Municipality Fund for International Solidarity, FAMSI, is a network of provincial and local governments. City Councils and provincial governments have been joined by other entities such as NGOs, universities, foundations, research centers, rural development groups and businesses, that have added foreign action and solidarity to their tasks. In total near 200 partners among local governments and collaborative entities, so our mailing list for dissemination is huge, moreover we also have a lot of mailing contacts of persons, local authorities and entities involved in migration issues, all of them received by e-mail the questionnaire in two or three times.

Media Creativa is a private company which aims to provide innovative solutions and training, specialized in the field of research, training and internationalisation. It counts on different experienced experts from diverse fields and has a strong network which also includes public bodies. The questionnaire was sent to those people from our own network who work in fields related to migration. It was answered on-line, even if some calls were required in order to obtain an answer.

## 1.2. Research barriers or difficulties

In general, the target group have responded very well to the questionnaire. The main difficulties were related to the time spent for their return since we had to forward the survey on several occasions and also call by telephone to request that people please make the effort to fill them before the day indicated on it.

## 1.3. Sample description

In total, we have obtained 100 completed surveys. In relation to the gender of the people who have completed the survey, 33% were male and 67% were female. About the age, the 35% of the people were from 45 to 55 years old, the 27% from 35 to 45, the 24% from 25 to 35 years old, the 12% from 55 to 65 and finally only a 2% from 18 to 25 years old.

The educational level of the respondents has been mainly high, with 47% of people with a university profile and 37% of people with postgraduate studies, therefore, 84 % of them, had university studies or top studies. 9% of them had technical or vocational training and only 1% had college level and 1% high school level, a 5% of all had secondary school studies.

Most of the surveyed people were Spanish speakers (96%), and 1% of each one of the following native languages Arabic, Italian, Amazigh and Euskera.

Regarding the current occupational status most of them are working in the public sector (84%), of them an 18% have a part-time job in the public sector and a 68% works full time in the public



sector. Other 10% of the persons who participated in the survey work in ONG'S, and a 4% belong to the private sector.

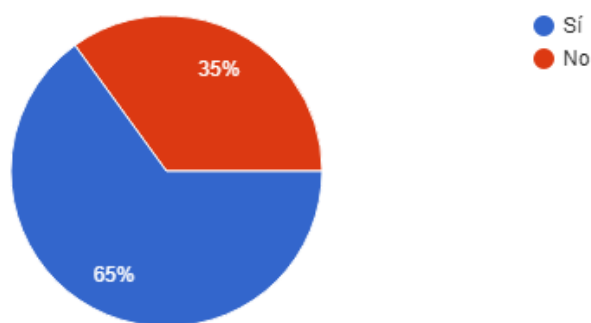
Most of them have a lot of years of professional experience, a 27% have more than 20 years of experience, a 16% have from 16 to 20 years of professional experience, the 20% have from 11 to 15 years of experience and finally, a 20% have from 6 to 10 years of experience and a 17% have minimum experience, from 1 to 5 years.

Regarding the currently working, social services: 43% Citizen service centres: 7% Education: 13% Employment: 5%, medical care and assistance 2%, administration and support 8% and others 22%, are employed in these sectors: 3% housing. 6% direct and specific work with migrants. 9% in European and/or international cooperation projects, and a 4% involved in culture, sports, local development and also a public charge (Major)

Answering the years of employment in the specific sector where they are now, the 30% have little seniority in their current job, from 1 to 5 years, 21% have from 6 to 10 years of seniority, a 23% have from 11 to 15 years of antiquity in their job and a 26% is working in the same sector/ department for more than 15 years.

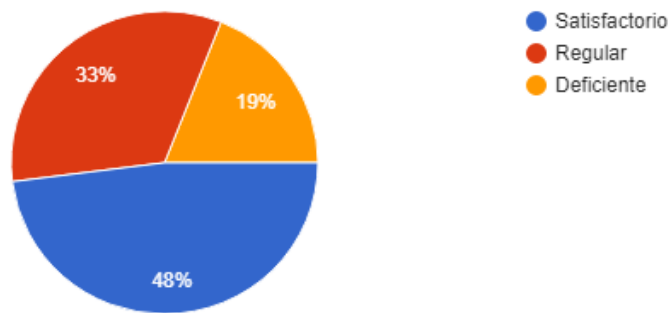
## 1.4. Results

To the question, does the work in your department address as well immigrants? A 35% said no, and a 65% said yes.



We asked to explain what kind of services they provided, and these were the main answers: Community Social Services, information, attention, orientation and labour insertion, legal and administrative advice, accompaniment in their needs, socio-cultural dynamization, strengthening of social networks in the immigrant population, Activities related to teaching, activities with minors, health care and development cooperation projects.

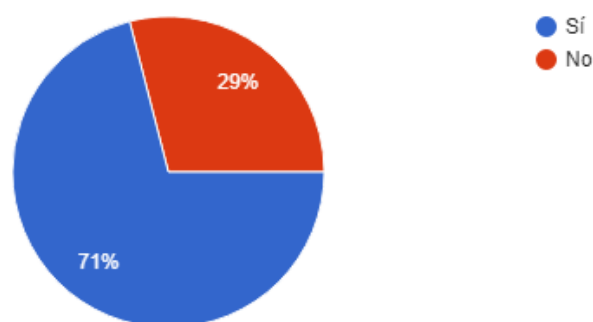
To the question, how would you assess the current level of service that your department provides to immigrants (in terms of meeting their needs)?



As the graphic shows, the 48% are satisfied with the service provided, while 33% consider that they provide a moderately useful service and 19% consider that the service they provide is deficient.

Those who felt that the service was not very good, commented as reasons for this assessment, the absence of human and economic resources, and that in general there is no specialized care service. Otherwise those who considered that the service is satisfactory commented that they pay the attention that the users require so that these last ones are satisfied receiving an integral and personalized attention.

In relation to the need of some kind of help to meet the service needs of immigrants, the 29% considers they don't, and most of them, a 71% considers they need some kind of help, as the graphic below shows:



In relation to this issue, the persons interviewed show particular interest in greater endowment of training and informative, economic and greater staffing resources, as well as the need to receive more specialized legal advice.

A 31% of the persons who have completed the survey have never participated in a training program for employees, and a 69% have participated. These indicated as main subjects: Social issues, law, migration issues, communication issues, international cooperation for development, gender, intercultural mediation.

The 44% have been involved in a training program on intercultural education, and the 56% have never. Those who said yes, pointed out as the main issues on which these courses have been addressed, the interculturality in the classrooms, the accompaniment of minors, socio-labour mediation, training of trainers in interculturality, management of diversity.

The 64 %, followed an online course in their work before the survey, but the 36% never did, and they consider in an 83,8%, they would be positive in their participation in an online learning experience, and a 14,9%, they are not sure. A 1,3% wouldn't be positive.

The 90% choose the PC or Laptop as a device to use for online learning. A 12% of the persons would allocate from 5 to 15 minutes per day regularly for online training, the 38% from 30 to 45 minutes, a 40% one hour per day and only a 10% would allocate 2 hours

A 90% evaluate their participation in an intercultural education program as necessary or useful.

About their personal motivation for participating in a program of intercultural education, the results showed 54 responses for Upgrading Qualifications, 77 to provide better services for citizens, 50 for personal interest and finally, 13 for improving their professional status.

With reference to the competences which aim to be improved through this program, most of the respondents answered "Intercultural communication abilities" followed by "Personal and professional commitment". On the other hand, understanding of the concept of culture was the competence less aimed to improve. It could be concluded that our sample prefers a more practical approach rather than theoretical.

Besides, some of the people who answered the questionnaire also provided some ideas of contents which could be also useful or interesting to include in the training course, such as:

- How to develop a municipal strategy for working with migrants
- Intercultural competence, mediation, multifactorial approach
- Linguistic abilities
- Intercultural/ religious dialogue, social traditions
- Legal procedures
- Immigration policies in a practical manner
- Muslim women mobilisation and participation encouragement workshops organization abilities

Finally, regarding the modality of the learning abilities, non-formal educational games, as well as videos, were the most preferred ones in our sample. Traditional written exercises are not attractive. As in the previous question, they also provide other learning activities that they consider interesting to include:

- Case studies
- Intensive seminars about good practices at international life
- Storytelling
- Group dynamics, role-playing, audios, discussions
- Participative activities
- Intercultural open spaces where people from different cultures meet and exchange experiences

## 1.5. Key findings

Respondents show the need to receive tools that allow them to specialize in advising the immigrant group and in the potential resolution of the problems of these users, likewise, they often point out the need to have more personnel and material resources in the units that provide these services, in this way the attention can be more integral and personalized.

Most of them are familiar with occupational training programmes and some of them also with the field of multiculturalism. They also consider their participation in an intercultural training program would be essential or useful, mainly in order to be able to provide a better service for citizens.

Most of them would allocate an hour per day for the training. It should also be noted that our sample prefers a more practical approach which includes a more practical approach and innovative methodology.

## 1.6. Proposals for the organization and configuration of educational material of intercultural training of municipal employees

Proposals for the organization and configuration of the educational material of intercultural training of municipal employees, as they arise from the survey results. As reflected in the survey, public offices prefer an on-line course, which will allow them to organize themselves according to their needs.

Regarding content and proposals in our sample, from the results of the surveys, we conclude that some contents that are specially identified by our respondents, as main topics of interest to improve the services that they provide to their users, should be addressed for the training material, such as:

- The right of aliens in practical terms from the municipal services. How the most demanded files are processed: family reunification, social rooting, Spanish nationality. Assumptions and case studies.
- Migrations and interculturalism. How do we manage coexistence and social cohesion from the municipalities?
- Introduction to the Law on Aliens and legal procedures in general.
- Intercultural communication.
- Municipal strategy for working with migrants
- Intercultural competence, mediation, multifactorial approach
- Tools for preventing hatred, xenophobia and other crimes against people.

Besides, the results also reflect that require a more practical approach and methodology of the training, far from the classic written exercises. Videos and non-formal games such as role play also are interesting training activities to include.

Likewise, practical cases and good practices are several times mentioned, so they would be a great complement for the training: they could learn from inspiring examples that serve them to see the real application of the knowledge acquired.

## 2. SECTION B: NATIONAL CONTEXT

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In the case of Spain, the public body in charge of the integration of Immigrants is the General Directorate for the Integration of Immigrants, dependant on the State Secretariat for Immigration and Emigration. The Ministry of Labour and immigration is the highest body responsible for Migration of the Spanish Government.

There are other organisms such as the Permanent Observatory of Migration and the Spanish Office for the European Migration Network which are in charge of the of the data collection, analysis and exchange of information, immigration and asylum and promotion and dissemination of studies related to the field of migration. It should be noted that the European Migration Network office in Spain is composed of experts from different Ministries: Labour and Immigration, Interior, Foreign Affairs and Cooperation and the General Prosecutor's Office.

Other NGOs and associations also carry out a significant work in the field of migration and they work directly with the target group, such as Red Cross, SOS Racismo (which is an NGO in charge which works combating racism and xenophobia), ACNUR (UNHCR office in Spain), CEAR (Spanish Committee to help Refugees), Médicos del Mundo (Doctors of the World) ETC. These are some of the biggest and most significant ones, but there are many other smaller NGOs and association which work in the field of migration at the local level.

In fact, civil society associations are in direct contact with the immigrants and refugees and provide support to those people. They take care of them once they reach our country, they offer language courses, carry out different activities with the collective, provide legal and labour counselling and in some cases, they also collaborate with food and other basic supplies.

With reference to the main policies and regulation, Spanish law is in line with the objectives of the European Union in the field of migration. All countries of the European Union are signatories and have ratified the main protocols addressed to immigration of United Nations; to be said, the Universal Charter of Human Rights, Covenant on Civil and Political Rights, the Covenant on Economic, Social and Cultural rights the Convention Relating to the Status of Refugee, based on the 14th article of the aforementioned charter. The term refugee was defined there as well as the main responsibilities of the signatories. Spain is also a signatory of the Convention relating to the Status of Stateless Persons of 1954.

At European level, the Lisbon Treaty is the main judicial tool for regulating the immigration policies (2009), based on the Fundamental Rights Charter of the European Union (2000). In September 2008 the European Pact on Immigration as Asylum was also developed, aiming to harmonise the migration policies of the member states. Likewise, there are also different European Regulations that rule the protection and legal proceedings of the member states that Spain, as a member State of the European Union, should comply with.

At the National level, the Spanish Constitution, which is the supreme law in this state, includes the rights of migrants. However, it is important to bear in mind that this supreme law established that the autonomous regions assume in their respective Statutes of Autonomy the competencies in migrant matters should do it “(...) *in necessary coordination with the State competencies on alien issues, immigration and residence authorisation*”. Therefore, main policies and decisions are taken at regional level. Besides, some regional governments recognize and establish municipal competencies, rights and duties at the local level in migration matters.

The Organic Law 4/2000 of January 11th about rights and freedoms of foreign people in Spain and their social integration is the main law in force related to the integration of migrants, lastly modified in 2009. The second article of this law deals with the integration of migrants and establishes the duties of Public administrations and powers to promote the total integration of foreign people according to the Spanish legislation.

National Government should collaborate with regional and local government in the process and throughout the implementation of their Strategic Plan of Integration and Citizenship, as stated by the Constitution previously explained.

At the budgetary level, the allocations dedicated to the reception and integration of refugees were significantly increased during last years due to the refugee crisis. The number of staff, both at the Asylum and Refugee Office (OAR) responsible for the processing of international protection procedures and the Ministry of Employment and Social Security, responsible for the management and coordination of the National Reception and Integration, was also increased during 2016. The General Secretariat of Immigration and Emigration (SGIE) also approved Management Guidelines for the system of reception and integration for applicants and beneficiaries of international protection. The guidelines were developed for the national reception centres and aimed to provide clear procedures on the different actions to be carried out by all participating centres in the reception system, on issues such as: first reception activities within the national territory or at border posts, provision of information and guidance, personalised social intervention, temporary reception, financial aid, legal assistance, translation and interpretation, labour opportunities, as well as resettlement.

With regards to resettlement, Spain has a national resettlement programme on annual basis, which was established by Law 12/2009 of 30 October, governing the right to asylum and subsidiary protection. Through this programme, the Government determines each year the number of people to be resettled. In relation to the return of irregular migrants, activities developed under Assisted Voluntary Return projects continue. Also, as a result of the close collaboration between Secretary General for Immigration and Emigration and AECID, a project related to voluntary return and reintegration was approved and financed under the EU Trust fund for Africa.

Spain implements its Framework Protocol on Unaccompanied Minors (MENA) which provides the actions and criteria to be applied by the public and private actors that are involved in the different phases UAM experiences since its entry into Spanish territory, and under the principle of the best interests of the child.

Main action areas of integration policy remained the migrants' labour market integration and educational attainment of migrant children. These were however adapted to the increasing demand of international protection and the growing heterogeneity of the foreign population in Spain.

One of the most strategic fields of social integration is education. The General Secretariat for Immigration and Emigration funds a range of extracurricular educational programmes.

Regarding labour market integration, during 2016 the Operational Programme on Social Inclusion and Social Economy in Spain for 2014-2020 (co-funded by the European Social Fund), included non-nationals as a target group.

Even if, as mentioned previously, different education programmes, plans and actions were funded and carried out in order to increase awareness and foster the integration of migrants in Spain, they were not projects or educative programs related to the topic specially addressed to public officers. Almost all regional governments have “Migration Plans” where all strategic objectives and actions are specified.

Nevertheless, during 2007- 2013 it was developed a national project called GESDI “*Gestión de la diversidad en el mundo laboral*”, which deal with the management of diversity in the labour world, where a guide ([Guide to managing diversity in the workplace](#)) was produced which included the guidelines for promoting the diversity in the field.

In the same line, the National Institute of Public Administration (INAP in Spanish), which is in charge of providing training to public officers, also offers a training course named “Services for culturally diverse public”, “Information and services to citizens. Gender Violence, Disability and Immigration”. Regional Governments in Spain are in charge of offering to their administration the training they consider relevant, but it is not agreed among all regional administrations: each one provides its own offers and contents.

For example, the regional government of Andalusia developed a Project called [Forinter2](#), which is based on the design, development, implementation and evaluation of a Training Plan in the field of Interculturality and Migration. This initiative is framed under the one main objectives of the Plans for Immigration in Andalusia: training for the improvement of the services for migrants.

Another good example would be “Biltzen”, the Basque Service for Integration and multicultural coexistence, which directly collaborates with the regional government for the evaluation and design of policies and plans of the field. It also provides legal advice, civil society association enhancement, works on shared knowledge and provides a space called “Zurrunbilan” where different social agents, professionals, experts and public bodies deals with topics related to migration.

Likewise, some trade unions, employment offices and NGOs also offer training in the field of migration. However, there are open to the general public, not particularly addressed to public officers. For instance, in Spain, the [Foundation Luis Vives](#) plays this role to enhance the capacity of NGOs, especially migrant NGOs, through the provision of specialised technical assistance and contribution.

According to the data provided by the Spanish Statistical Office, the immigration flow to Spain that decreased since 2008, probably due to the economic crisis and the refugee tragedy it started to steadily grow again in 2013. Immigrants and refugees still coming to Spain and public bodies, administrations and other agents should be prepared to meet their requirements and needs. The structure of competencies in Spain at a national, regional and local level still representing a major challenge. Therefore, as there is no specific educative offer at national level dealing with the integration of migrants addressed to public officers in Spain, Q-SER will provide a basis for the improvement of those services.

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