

T.C.
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AVRUPA BİRLİĞİ ENSTİTÜSÜ
AVRUPA BİRLİĞİ SİYASETİ VE
ULUSLARARASI İLİŞKİLER ANABİLİM DALI

**NGO MANAGEMENT IN THE EU:
THE CASE OF IMMIGRATION IN SPAIN**

YÜKSEK LİSANS TEZİ

SERPİL ATA

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Danışman: Yrd. Doç. Dr. Rana İzci

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ONAY SAYFASI

AB Siyaseti ve Uluslararası İlişkiler Anabilim Dalı Yüksek Lisans öğrencisi Serpil ATA'nın "NGO MANAGEMENT IN THE EU: THE CASE OF IMMIGRATION IN SPAIN" konulu tez çalışması 28 Ekim 2008 tarihinde yapılan tez savunma sınavında aşağıda isimleri yazılı jüri üyeleri tarafından oybirliği/oyçokluğu ile başarılı bulunmuştur.

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ABSTRACT

Nowadays, migration has become a necessity almost for many people to reach better living standards. However, due to increasing migratory movements, effective integration policies are needed by both the immigrants and the host countries. Civil society has an important role in the implementation of these policies. The governments collaborate with civil society through NGOs for the internalization and implementation of the policies.

The European Union (EU) is faced with increasing immigration because of ageing population and social and economic opportunities. The EU recognizes that civil society has a unique role in social and economic governance and certainly supports it to be able to develop more efficient policies. This thesis, therefore, aims to analyze the migration that influences many social, cultural and economic balances in the EU, and the role of NGOs about this issue on the 'integration of immigrants' by focusing Spanish migration policies, in particular to the Region of Murcia. Therefore; firstly, the concepts and phenomena of civil society, NGOs and migration are explored respectively in the EU, in Spain and in the Region of Murcia. Moreover, the role of NGOs in the integration of the immigrants is intended to be analyzed through examples of CEPAIM, which is an NGO, and its project BEMBEA.

In this framework, it has been revealed that the facilitation -of the reality of migration which affects many balances in the EU- based on respect, interaction and interculturality by the involvement of non governmental entities, can only be realized by the participation of civil society about this issue. As a conclusion, NGOs are very important actors for participatory democracies and social transformation can be facilitated by empowering social policies only if NGOs take responsibility, too.

ÖZET

Günümüzde, daha iyi standartlarda yaşamak için göç neredeyse pek çok insan için bir gereklilik haline gelmiştir. Ancak artan göç hareketleri nedeniyle hem göçmenler, hem de ev sahibi ülkeler tarafından, daha etkili bütünleşme politikalarına ihtiyaç duyulmaktadır. Bu politikaların uygulanmasında sivil toplumun da önemli bir yeri vardır. Hükümetler, politikalarının içselleştirilmesi ve uygulanması için sivil toplum ile sivil toplum kuruluşları (STK) aracılığıyla işbirliği yapmaktadırlar.

Avrupa genelinde yaşanan nüfus sorunu ve cazip sosyal ve ekonomik fırsatlar nedeniyle de Avrupa Birliği (AB) artan bir göç ile karşı karşıyadır. Avrupa Birliği, sivil toplumun sosyal ve ekonomik yönetişimde eşsiz bir rolü olduğunu tanımakta ve daha etkili politikalar geliştirebilmek için sivil toplumu kesinlikle desteklemektedir. Bu tez, AB’de birçok sosyal, kültürel ve ekonomik dengeyi etkileyen göç gerçeğini ve konuda STK’ların rolünü İspanya göç politikalarına, daha özel olarak da, Murcia Bölgesi’ne odaklanıp, ‘göçmenlerin bütünleşmesi’ açısından incelemeyi amaçlamaktadır. Bu nedenle öncelikle Sivil toplum, STK ve göç kavramları ve olguları sırasıyla AB’de, İspanya’da ve Murcia Bölgesi’nde araştırılmıştır. Daha sonra da göçmenlerin gerekli stratejiler doğrultusunda bütünleşmesindeki STK rolü bir STK olan CEPALIM ve onun projesi olan BEMBEA örneğinde incelenmeye çalışılmıştır.

Bu çerçevede AB’de birçok dengeyi etkileyen göç gerçeğinin toplumdaki hükümet dışı kuruluşların dahil olmasıyla ile kültürlerarasılık, etkileşim ve saygıya dayalı olarak kolaylaştırılmasının ancak sivil toplumun bu konudaki katılımıyla gerçekleştirilebileceği ortaya çıkmıştır. Sonuç olarak, STKlar katılımcı demokrasiler için çok önemli aktörlerdir ve ancak STKların da sorumluluk almasıyla sosyal politikalar güçlendirilerek sosyal dönüşüm kolaylaştırılabilir.

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LIST OF ABBREVIATIONS

| | |
|-----------|--|
| ACISI | Associació per la Cooperació, la Inserció i la Interculturalitat (Association for the Cooperation, the Insertion and the Inteculturality) |
| AFESMO | Asociación de Familiares y Enfermos Psíquicos de Molina (Association of the Families and Physic Patients of Molina) |
| AMUSAL | La Asociación de Empresas de Economía Social de la Región de Murcia (Association of Socio Economical Companies of the Region of Murcia) |
| APRAMU | Asociación para la prevención, reinserción y atención de la mujer en situación de riesgo de la región de Murcia (Association for the prevention, reinsertion and attention of the women in the risk situation in the Region of Murcia) |
| APROSERS | Asociación de Promoción de Servicios Sociales (Association of Promotion of Social Services) |
| ARGO | External Borders, Asylum, Visas and Immigration |
| ASAJA | Asociación Agraria Jóvenes Agricultores (Agricultural Association of Young Farmers) |
| ASPROSOCU | Asociación para la Promoción Sociocultural (Association for the Socio-cultural Promotion) |
| ATA | Federacion Nacional de Trabajadores Autonomos (National Federation of Autonomous Workers) |
| ATIME | Asociación de Trabajadores Inmigrantes Marroquies en España, Región de Murcia (Association of Immigrant Moroccan Workers in Spain, the Region of Murcia) |
| BENIRAM | Asociacion Sociocultural Laboral (Socio-cultural Labour Association) |
| BOE | Boletín Oficial del Estado (Official State Gazette of Spain) |
| CAFOD | Catholic Agency for Overseas Development |
| CAM | Caja de Ahorros del Mediterraneo |
| CARITAS | Catholic Agency for International Aid and Development |
| CARM | Autonomous Community of Region of Murcia |
| CAT | The Temporal Hosting Centres |
| CCAA | Autonomous Communities |

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| CCOO | Comisiones Obreras (Workers' Commissions) |
| CE | Spanish Constitution |
| CEPAIM | Consortio de entidades para la Acción Integral de los Inmigrantes (Consortium of entities for the Integral Action of the Immigrants) |
| CEPYME | Confederación Española de la Pequeña y Mediana Empresa (Spanish Confederation of Small and Medium Enterprises) |
| CIE | Centres of Internment of Foreigners |
| CIS | Centro de Investigaciones Sociológicas (Centre of Sociological Investigations in Spain) |
| CLM | Castilla La Mancha |
| COAG | Coordinadora de Organizaciones de Agricultores y Ganaderos (Coordinator of the Agricultural and Stockbreeders) |
| CREM | Centro Regional Estadística de Murcia (Regional Statistics Centre of Region of Murcia) |
| CROEM | Confederación Regional de Organizaciones Empresariales de Murcia (Regional Confederation of Business Organizations of Murcia) |
| EAPN | European Anti-Poverty Network |
| EC | European Commission |
| ECOSOC | United Nations Economic and Social Council |
| ECRE | European Council on Refugees and Exiles |
| EITI | Extractive Industries Transparency Initiative |
| EPA | Encuesta de Población Activa (Survey of Active Population) |
| EU | European Union |
| FAIRMUR | La Federación de asociaciones de inmigrantes de la Región de Murcia (Federation of Immigrant Associations of the Region of Murcia) |
| FECOAM | La Federación de Cooperativas Agrarias de Murcia (Federation of Agricultural Cooperatives of Murcia) |
| FEDASIM | Federacion de Asociaciones de Inmigrantes por la Interculturalidad de la Comunidad de Murcia (Federation of Immigrant Associations for the Interculturality of the Community of Murcia) |

| | |
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| FONGDCAM | Federación de Organizaciones No Gubernamentales de Desarrollo de la Comunidad de Madrid (Federation of Non Governmental Organizations of Development of the Community of Madrid) |
| FREMM | Federación Regional de Empresarios del Metal de Murcia (Regional Federation of Metal Enterprises of Murcia) |
| GDI | Gender-Related Development Index |
| GDP | Gross Domestic Product |
| GNP | Gross National Product |
| GRECO | Global Program of Regulation and Coordination of Foreigners and Immigration |
| HDI | Human Development Index |
| HIPC | Heavily Indebted Poor Countries |
| ILO | International Labour Organization |
| INE | Instituto Nacional Española (National Statistics Institution of Spain) |
| INGO | International Non-Government Organisation |
| INTI | Integration of Third Country Nationals |
| IOM | International Organization for Migration |
| ISC | Individual Sanitary Card (in Spain) |
| IWO | International Work Organization |
| LO | Ley Organica Española (Spanish Organic Law) |
| MTAS | Ministerio de Trabajo and Asuntos Sociales (Ministry of Work and Social Affairs) |
| NGO | Non Governmental Organization |
| OFRAIN | Regional Office of Attention to the Immigration of the CARM |
| PISI | Plan for the Social Integration of the Immigrants |
| PERM | Strategic Plan of the Region of Murcia |
| RASINET | Red de Apoyo Social al Inmigrante (Social Support Network for Immigrants) |
| REPRIS | Red Española de Promoción e Inserción Laboral (Spanish Network of Promotion and Labour Insertion) |
| RoM | Region of Murcia |
| SC | Spanish Constitution |

| | |
|-------------|---|
| SEA | Single European Act |
| SEF | Servicio de Empleo y Formación de la Consejería de Empleo y Formación (Employment and Training Service of the Subministry of Employment and Training) |
| SOAWR | Solidarity for African Women's Rights |
| S.R. | Special Regime of Spanish Social Security |
| STC | Sentencia del Tribunal Constitucional (Sentence of Tribunal Constitution) |
| SWOT | Strength- Weakness- Opportunities- Threats |
| TCE | Constitutive Treaty of the European Community |
| TEU | Treaty of the European Union |
| Trevi Group | Terrorism, Radicalism, Extremism and International Violence Group |
| UCAM | Universidad Católica San Antonio de Murcia (San Antonio Catholic University of Murcia) |
| UCOMUR | Unión de Cooperativas de Trabajo Asociado (Union of Cooperatives of Associated Works) |
| UGT | Unión General de Trabajadores (General Union of Workers) |
| UK | United Kingdom |
| UN | United Nations |
| UNESCO | United Nations Educational Scientific and Cultural Organization |
| UNHCHR | United Nations High Commissioner for Human Rights |
| UNHRC | United Nations Human Rights Council |
| UPA | Unión de Pequeños Agricultores y Ganaderos (Union of Small Farmers and Stockbreeders) |
| USA | United States of America |
| USO | Unión Sindical Obrera (Workers' Trade Union) |
| WTO | World Trade Organization |
| WW II | Second World War |

I. INTRODUCTION

During history, the world has always witnessed the flow of people from one place to another in search of better climate and better living conditions in order to survive, discover or escape. In early history, people emigrated first to close and then distant places to escape from the impacts of natural disasters and so to survive. In time better facilities in navigation paved the way to new opportunities and new lands for trade and human settlements. However, the main flow of migration can be traced back to the period following the discovery of America. In the XVI. century, many European people especially soldiers, missionaries, merchants, labour-force emigrated to new lands like America, Australia, Canada and colonialism started. Until the XVIII. century, there has been an emigration of slaves from Africa to these new colonies. After the abolishment of slavery by French Revolution in 1789, this concept was transformed and in the XIX and XX. century, a hidden slavery began (with dreadful working conditions) and many Asian people (mainly from India, China, Japan) were destined to the North America. In the late 1800s and early 1900s, with the industrial revolution and independence of colonies, rural people went to urban areas and many Europeans (England, Ireland, and Italy) emigrated from Europe to American continent. Later on, owing to the globalisation of economic activity and its effect on labour migration, migration rose to an unprecedented level.

Nevertheless, Europe was converted from an emigration zone to immigration zone after the II WW for its reconstruction and productive growth. The United Kingdom (UK) brought its workforce from their colonies and ex-colonies, France as well together with European peripheries such as Spain, Portugal just like Switzerland, Germany. Unlike other countries (not bringing people from its colony or ex-colony), Germany preferred to accept labour-force mainly from Turkey.

After the construction of the European Community and the petrol crisis of 1973, many people who came from peripheral countries returned to their origin. Nevertheless, the immigration has continued by the impact of neoliberalism (the easy movement of capital and labour-force) and the increase of worldly inequalities. The beginning of European immigration policies started in this period, between 1975 and 1986 through

intergovernmental cooperation. Until 1992, the Single European Act was the reference on the issue. It was followed by the Maastricht Treaty and Schengen Agreement and since 1997 until now; the main reference is the Amsterdam Treaty. In all these legal arrangements, the policies and measures with regard to migration are generally directed to the restriction and control of flows.

Today, due to the social and economic opportunities and ageing population, the European Union faces with an increasing immigration from poor countries. Leticia Delgado Goday (2000) describes this trend in three levels; Nordic Zone (Ireland, UK, Finland and Sweden), Central Zone (Belgium, Denmark, Germany, France, Luxembourg, Holland and Austria) and the Mediterranean Zone (Italy, Spain, Portugal and Greece). The central zone is the principal attraction focus, whereas the Nordic zone has been very dynamic for migratory movements. However, the Mediterranean zone has experienced a radical change as being converted from giving emigrants to receiving immigrants coming mainly from North of Africa.

Spain, as a Mediterranean country which is close to Africa and having many ex-colonies in Latin America (which has many socioeconomic problems), has been a destination of a huge immigration especially in the last fifteen years. The main factors for Latin American countries (especially Ecuador, Colombia and Bolivia) are the similarity of language, culture and religion, while the geographical closeness is the main cause for African immigrants particularly from Morocco. It should also be mentioned that the need for development of Spain especially after being a member of the EU, asked for immigrant labour force in the sectors as agriculture and construction, which later on followed by hotel services. On the other hand, Spain also hosts European immigrants who have two main origins; first the East European countries (now EU members) especially Romania, Bulgaria and secondly Northern countries for the climate and living conditions.

In this respect, the immigrants have chosen the regions that have big cities as Madrid and Catalonia as well as the southern regions which have significant importance in agricultural, construction and tourism sectors. Among these southern

regions, the Region of Murcia has hosted significant amount of immigrants particularly from Morocco, Ecuador and the UK.

In the integration context of the immigrants, the hosting countries have developed reception models with the consideration of the concepts as 'multicultural' and 'intercultural'. So did Spain through national policies together with regional ones. The awareness of the fact that the immigrant workers are also persons who have socio-cultural needs elucidate the ways to make related policies. At that point, the integration is contemplated not only through the instrument of insertion of labour, but also social and cultural insertion. It is certain that the governments themselves are not sufficient to fulfil all these responsibilities; therefore the cooperation of non governmental organizations is inevitable and they have been well-regarded and promoted in this process all around the EU. In the recent years, the number of entities and associations that collaborates with the public administrations has been multiplied; with the objective of facilitating first to cover their basic primary necessities of the immigrants and in the second period, the way towards their social and labour integration.

The people always had the idea of solidarity and friendship, voluntarily gathered to find solution to their problems. Later on, this gathering turned into movements that change the structure of the society beginning from their environment. Through time, these social movements were transformed into more rooted and integrated initiatives. However, since late 70s and early 80s the idea of civil society came out with the global civil society movement especially in Latin America and East Europe with the principal aim of democracy. In the transition to participative democracies, the role of civil society has gained more importance. Especially to deal with the problems of globalisation, it is not possible that governments can always offer solutions. That is why governments need other actors for better governance and here non governmental actors are one of them. The NGOs have a mechanism of transforming society. However focusing on the influence of these mechanisms; NGOs are sometimes challenged by their organisational structures. Therefore NGOs require efficient management which includes respect to rule of law, transparency, accountability, successful fund raising, training within the organisation and good

communication. Responding to the needs of the society and encouraging high level interaction and participation between different actors are also essential requirements for good NGO management. However meeting all these requirements is not an easy task. It is even more important and challenging in case of the migration since mobilising the civil society is essential for a good integration pattern based on respect and tolerance and for preventing prejudices and discrimination.

This thesis mainly argues that in a world where the immigration becomes the necessity for many in order to search for their survival or at best to reach better life standards, integration policies are of utmost importance for both the receiving country and the immigrants. The role of the NGOs is essential here since it will be the society itself to help internalizing and implementing government policies. The case of the Region of Murcia can therefore be a good example with regard to increasing migratory challenges in Spanish society. Hence, this thesis first aims to examine the migration in general by discussing the core concepts and the role of NGOs associated with them. Then, it will have closer look at the EU and Spanish immigration policies in general and with a special reference to the Region of Murcia in Spain. This study will consequently try to assess the role of NGOs in the integration process of the immigrants into the Spanish society.

Therefore, this thesis has three chapters. The first chapter introduces definitions about migration and examines the historical process of migration through the lenses of both emigration and immigration. The legal framework and the evolution of the European policies about the immigration to the EU will also be presented. In the first chapter, the concepts of NGO and civil society are to be found with the particular impact of the global civil societies in general. After explaining NGO management in the EU, the relation between the NGOs and the European Union is to be specialised in implementation and establishment of the policies and the mechanisms for the civil society to be involved in the decision making process.

The second chapter focuses the immigration in Spain. The history of emigration to immigration will be discussed and followed by its demographic structure and analysis of the immigrants by the origin zones, destination zones, and the role in the

labour market and their principal characteristics in housing and education system. The legal basis of immigration policies will be explained with a special reference of the strategic plans for the social integration of the immigrants. Another topic that will be examined is the perception of the immigration in Spain.

The last chapter brings a closer look to the Region of Murcia by expressing the origins, characteristics of the immigration, the regional policies for the integration and the role of NGOs in collaboration with the government. The NGO environment (in particular 76 associations) in the Region is introduced, which both offers services to the immigrants and the nationals of the host country for a co-living depending on mutual respect, demonstrating the working way among themselves in a network and carrying out projects with mutual responsibilities and achievements. Finally as a concrete example for all the arguments of the thesis, the chapter brings out the management and the projects of an NGO called CEPAIM which is one of the main independent organizations working with a strong network both nationwide but especially in the Region of Murcia and magnifies a realized project in the Region, called BEMBEA. Being co-funded by the European Social Funds, BEMBEA is a joint project among many governmental, non governmental and public entities mainly to analyze the reality of migratory processes and later design the needed strategies and improve a common response from different entities acting in the same field of immigration.

Consequently, this thesis argues that the immigration is inevitable and how to get benefit from it for a better world based on equality, peace and justice. It also tries to examine the process of integration based on respect, interaction and interculturality which is facilitated and improved with the involvement of non governmental entities in the society. If NGOs do not exist, the contribution of the civil society would be inadequate and the implementation of the policies would be very poor because the migration is a phenomenon that challenges all balances (economic, social, education, health, cultural and so on) within the society. Moreover, this can only be achieved by the interaction of both top down and bottom up approaches. The commitment of the NGOs in this process has empowered and will empower the social policies and in this specific case, the integration of the immigrants into the European society.

II. MIGRATION AND NON GOVERNMENTAL ORGANIZATIONS IN THE EU

The civil society starts where the authority of the government is in short of responding the society's needs. It acts as a bridge or as a wide space between the society and decision making bodies. Non governmental organizations are the most efficient actors in this sense for encouraging the participation of the society into decision making and the better implementation of the policies which is indispensable in the democracies in particular if rule of law and human rights are desired. Since the 60s, when the immigration to the EU countries began, EU got benefit from the immigrants but at first without having a special policy. The governments generally have a tendency to defend the economy without regarding social aspects or human rights very much. And at that point, the NGOs are important social actors about immigrants and the integration of them; moreover they are the most important one in determining the immigrant policies of governments. Being aware of this, the EU has developed a strong relationship with the civil sector for the last two decades.

2.1. THE DEFINITIONS ABOUT MIGRATION AND MIGRATION IN THE EUROPEAN UNION

Migration has become one of the global issues of the early twenty first century and each day, more and more people live in other places that they were born. According to the figures of International Organization for Migration, there are now about 192 million people who are considered as migrants, in other words, almost one of thirty five people in the world is a migrant (IOM, 2008). It is very obvious that the people migrate from poorer regions to richer ones or from scarce resources to prosperity to improve their life standards, have better opportunities and so on. That is why the EU has been too attractive for immigrants to be chosen to live. This also has brought new challenges such as irregular and illegal migration. Migrant smuggling is now a major source of income as drug trafficking. Having arrived, the immigrants face other problems such as integration with the receptor society. The EU has tried to overcome through many ways by treaties, conventions. On the other hand, NGOs and

more widely, the civil society have a very important role in this aspect and the EC supports the management of the NGOs.

2.1.1 Definitions about Migration

According to the glossary of European Commission, migration is the act of leaving one country or region to settle in another and a migrant is defined as a “person who leaves one country or region to settle in another, often in search of a better life” (EU, 2008g). The UN Convention on the Rights of Migrants defines a migrant worker as a "person who is to be engaged, is engaged or has been engaged in a remunerated activity in a State of which he or she is not a national". From this, a broader definition of migrants follows: "The term 'migrant' in article 1.1 (a) should be understood as covering all cases where the decision to migrate is taken freely by the individual concerned, for reasons of 'personal convenience' and without intervention of an external compelling factor"¹(UN, 2008a).

According to this definition of the UN, the concept of migrant does not refer to refugees, who are displaced or others forced or compelled to leave their homes. Migrants are people who choose about when to leave and where to go, even though these choices are sometimes extremely constrained. The distinction between voluntary and involuntary migration has been debated by many scholars. While certain refugee movements face neither external obstacle to free movement nor is impelled by urgent needs and a lack of alternative means of satisfying them in the country of present residence, others may blend into the extreme of relocation entirely uncontrolled by the people on the move (UNESCO, 2008).

In 2002, the Special Reporter of the Commission on Human Rights has proposed broader definition for migrants:

¹ Measures to improve the situation and ensure the human rights and dignity of all migrant workers. 1998. Report of the working group of intergovernmental experts on the human rights of migrants submitted in accordance with the Commission on Human Rights resolution 1997/15. Commission on Human Rights 54. session, Intergovernmental working group of experts on the human rights of migrants. (UN, 2008a)

(a) Persons who are outside the territory of the State of which they are nationals or citizens, are not subject to its legal protection and are in the territory of another State;

(b) Persons who do not enjoy the general legal recognition of rights which is inherent in the granting by the host State of the status of refugee, naturalised person or of similar status;

(c) Persons who do not enjoy either general legal protection of their fundamental rights by virtue of diplomatic agreements, visas or other agreements.²

From these broad definitions, the difference can be discerned between migrants who leave their countries because of political persecution, conflicts, economic problems, environmental degradation or some of these reasons together and who migrate in search of conditions to survive or well being that does not exist in their place of origin. However, the migration can be classified according to the motives (economic, family reunion, refugees) or legal status (irregular migration, controlled emigration / immigration, free emigration / immigration) of those concerned. Most of the countries have their own way of defining migration. Castles categorizes the international migration as below (Castles, 2000 cited in UNESCO, 2008).

- Temporary labour migrants (guest workers or overseas contract workers): people who migrate for a limited period of time in order to take up employment and send money home.
- Highly skilled and business migrants: people with qualifications as managers, executives, professionals, technicians or similar, who move within the internal labour markets of trans-national corporations and international organisations, or who seek employment through international labour markets for scarce skills. Many countries welcome such migrants and have special 'skilled and business migration' programmes to encourage them to come.
- Irregular migrants (or undocumented / illegal migrants): people who enter a country, usually in search of employment, without the necessary documents and permits.
- Forced migration: in a broader sense, this includes not only refugees and asylum seekers but also people forced to move due to external factors, such as environmental catastrophes or development projects. This form of migration has similar characteristics to displacement.
- Family members (or family reunion / family reunification migrants): people sharing family ties joining people who have already entered an immigration country under one of the above mentioned categories. Many countries recognise in principle the right to family reunion for legal migrants. Other countries, especially those with contract labour systems, deny the right to family reunion.

² Gabriela Rodríguez Pizarro, Special Reporter of the Commission on Human rights in A/57/292, Human rights of migrants, Note by the Secretary-General. 9 August 2002 cited in UNESCO, 2008

- Return migrants: people who return to their countries of origin after a period in another country (Castles, 2000 cited in UNESCO, 2008).

2.1.2 Migrations in the EU: Historical Trends

Migrations construct social phenomena due to its causes and consequences, its origins and destinations, threats that are created in not only the proceeding societies but also in the society that hosts. According to the history, with minor or major intensities, all the societies have produced internal and external migratory movements and for this reason, all the contemporary societies are mixed and plurals, which have been formed with the sedimentation of consecutive migratory currents about a determined territory. Like this, the migrations contribute to form and transform the societies of destination, at the same time leaving a deep mark in the societies of the origin.

During the XIX. century and until the first middle of XX. century, Europe experienced a massive emigration. Millions of habitants of the countries that form the European Union today (EU), left for other continents especially to America. These people were mainly from Germany, Ireland, United Kingdom, Poland, Italy, Spain and Portugal. Some of them emigrated in search of new adventures; work, future expectations, pushed by the misery that was in power in Europe. In some cases, the European emigrants established definitely in those new lands, creating new nations and translated the cultural richness, extending the limits that are called 'occidental world'.

At the beginning of XX century, New York was the third German community after Berlin and Vienna in worldly level (Arte TV, 2006a). In the XXI. century, 42.8 millions (15,2 %) of the USA people declare themselves as German originated, forming the more numerous ethnic group in 23 of 50 states of the country (Arte TV, 2004a). During the surveys at 2000, more that 15,7 millions of USA people declared themselves as having Italian origin. It is estimated that between 1820 and 1920, more that four millions of Italians immigrated to the North America (Arte TV, 2004b). The British people are the forth in the scale of principal origins of the USA (Arte TV, 2004c).

The profile of emigrants during the XIX. and XX. century was from the farmers and workers but in the recent years, the people that go from Europe are young professionals. Between 1993 and 2006, more than 300.000 emigrations were registered in Germany. From that number, 160.000 took place between 2004 and 2006, representing an increase of 60% in comparison with the numbers of 1990. This information is based in the data of the people who had registered officially as emigrants, of which various experts suppose that the number of the real German emigrants is annually about 250.000 (Deutsche Welle, 2006).

Having converted to a massive movement in the XIX. century, the Italian immigration was still the most important challenge that France has ever met. In 1911, it was surveyed that 420 000 people who correspond to the 36% of total foreigners in France were Italian, followed by the Belgians with 290 000. In the period between wars, the Italian immigration came out as a consequence of political and economical exodus. This is why at the beginning of the years 1930; the Italian immigrants were more than 1 million. However, after 1968, the Italians lost their first place as being the greatest number of foreigners in France because they were left behind by the Spanish and Portuguese (Arte TV, 2005).

Nevertheless, during the latest years, Italia has demonstrated a considerable capacity of absorption of immigrants coming mainly from Romania, Albania and Morocco that are established significantly in the North of Italy (59,5 %). The number of immigrants has been duplicated in five years, passing over the number 3.000.000 since 2005. The majority enters through Sicily, coming from Libya. In that way, in the government of Silvio Berlusconi, 680.000 clandestine workers were regulated in 2005 and 100.000 people out of the European Community obtained a staying permit (Euroactiv, 2006).

The origin of the immigrants in the EU, has changed from a decade to another. For example, in the decades of 1950 and 1960, began the immigration of Africans and Turks, later on the Asians principally the Chinese and more recently Latin Americans especially Colombians and Ecuadorians, who have arrived in masses to the EU and particularly to Spain. In 2007, Spain was converted to the EU country with the greatest

immigration rate (10 %), followed by France (9,6 %), Germany (8,9 %) and the United Kingdom (8,1 %). The immigrant population grows with a rhythm which is greater than Spanish population (Deutsche Welle, 2007a). According to the INE data of March 2008, five countries formed the 53,07 % of the total foreigners in Spain which are Morocco, Romania, Ecuador, the United Kingdom and Colombia (INE, 2008c).

Ireland and United Kingdom have their exceptional options to European policies in terms of asylum, visas and immigration. The Reform Treaty foresees to give them an exceptional right referring to justice and internal issues (BBC, 2007; EU, 2008p). The United Kingdom -thanks to its colonial history – has dealt with immigrants since various generations. It has been considered as a country where an equal treatment is available for immigrants. The government implemented a liberal policy of immigration as happened in Sweden and Ireland that opened their borders without condition to the citizens of new member states. As a result of this policy, about 500.000 EU citizens have been residing in the country. Therefore, the government has taken a policy which is less open with Bulgaria and Romania, which are two countries that joined to the EU (Arte TV, 2006b). In its specific case, the Irish society was characterized by an economic emigration until the 1980s. The economic growth of the 1990s supposed nearly the disappearance of unemployment. Since 1996, Ireland has presented a positive migratory account thanks to the foreigners (especially from Poland and Baltics) and the return of Irish emigrants. The Irish Office of Statistics estimate that the proportion of foreigners in the total population increased from 5,8 % in 2002 to 9,5 % in 2006 (Arte TV, 2006c).

Compared to other member states of the EU, Poland does not have a considerable debate about the immigration. The main reason of this phenomenon is that Poland is essentially a country of emigration. The elevated rate of unemployment (15 %) pushes the youngsters, qualified or not, to emigrate. The habitual destiny is Germany followed by United Kingdom and Ireland. That is why; the Polish debate centres itself in the problems of the ‘escape of the young’ that provokes a negative migratory account. The presence of immigrants continues being limited and the most important group among them comes from Germany (Arte TV, 2006d).

In Sweden, 12 % of its 9.000.000 habitants are from a foreigner origin and one of each five Swedish is a child of people who were born in another country. Among the EU, Sweden is a state that hosts the major proportion of immigrants with respect to its number of habitants. During 2006, 96 000 people immigrated to Sweden, which was the highest number than ever in just one year. The political refugees come from Iran, Iraq and Palestine which makes the main immigration flow (Swedish Migration Board, 2008; Statistics Sweden, 2008).

Many of the immigration to the EU occur illegally. In the Mediterranean Sea, thousands of people died in the last decade while trying to reach to the EU illegally. According to the press magazine for the observatory about the immigration victims, since 1988 until April 2008, this number is at least 12.012 (Fortress Europe, 2006). Leaving from Morocco, Algeria, Mauritius and Senegal to Canarian Islands or crossing the Strait of Gibraltar. The other possible way is from Libya with destination to Italia. Many of them died because of dehydration in the intention of passing the Sahara in order to reach the Mediterranean, including the immigrants who wanted to return to their countries in the plain desert. The others died in the Adriatic Sea leaving from Albania seeking to reach Italia or were drown in the border rivers. The lack of oxygen and the cold also had their victims. In various occasions, the immigrants died for the lack of oxygen or squeezed of travelling hidden in the carriage ships, trucks or landing parts of the plains that go to the EU. On the other hand, many immigrant people have died in the border between Turkey and Greece with the reason of anti - personal mines.

2.1.3 The Legal Framework of Migration in the EU

With regard to these facts, the political treatment by the European Union about immigration, can be divided into four stages according to Ricard Zapata-Barrero: Intergovernmental Cooperation (1975 - 1986), The Single European Act (SEA) (1986 - 1992), Maastricht Treaty and the Schengen Agreement (1992 - 1997) and Amsterdam Treaty (1997 – present) (Zapata-Barrero, 2001).

The collaboration in the immigration field started in 1975 as a result of several factors. Despite being at intergovernmental level, the construction of Trevi Group

(Terrorism, Radicalism, Extremism and International Violence Group) in order to combat more effectively against both drug trafficking and international terrorism could be regarded as the first step towards cooperation in internal and justice affairs. Since it was organized outside the scope of the Rome Treaty, the European Parliament, the Commission and the Court of Justice, they did not have any contribution or intervention in its activities. The works of Trevi Group was carried out by ministers of justice and internal affairs of member states (Germany, Italy, France, BENELUX, United Kingdom, Ireland, and Denmark) that assembled informally and taken decisions unanimously. Having developed through time, with the Maastricht Treaty, this system shifted from an intergovernmental system towards a supranational system and finally the Group ended its function (Özcan, 2005:88).

According to the Article 8A of the SEA (mentioned in the Article 7A of Maastricht Treaty and Article 14 of Amsterdam Treaty), gives an institutional recognition of the freedom of movement of the citizens as one of the principal conditions of single market. In 1986, an *ad hoc* group about immigration was formed, integrated by responsible ministers of the immigration that principally occupy the juridical, penal and civil cooperation (EU, 2008a; EU, 2008b; EU, 2008c). In this dynamics, in 1990, two conventions were established; Dublin Convention and Schengen Convention. The first, gives criteria for determining which EU state is responsible for processing political asylum, for the refugees, under Geneva Convention and came into force on 1 September 1997. The second, having its roots in the Schengen Agreement starting between just five countries in 1985 (France, Germany, Belgium, Luxembourg and the Netherlands) that supposed the abolition of common border control and even eliminating the inner ones, reinforced the creation of new operative structures to guarantee the political and customs cooperation and in that way to provide a security to the freedom of circulation of EU citizens; this intergovernmental cooperation expanded to 13 Member States in 1997 and was incorporated into the EU law on 1 May 1999 after the signature of Amsterdam Treaty (ECRE, 2008; EU, 2008d).

Another step was the Treaty of the European Union (TEU) or Maastricht Treaty (1992) that was considered as the beginning of a global policy, creating basis for

the subsequent agreements. The Amsterdam Treaty (1997) consolidated a global policy with respect to non EU countries by including them in the related policies and raising the relevant aspects as “free movement of persons; checks at external borders; asylum, immigration and protection for the rights of nationals of non-member countries; judicial cooperation in criminal matters” (Title VI) (EU, 2008b; EU, 2008c; EU, 2008e).

In 1999, a new development was produced in the Council of Tampere, where main action lines were produced within the policy of immigration. Through this; a common system of asylum, the cooperation with the emigrating countries and cooperation for the management of the migratory flows are established for the integration of the immigrant people (EU, 2008f).

According to this basis, directives have been developed, for example the Council Directive of 29 June 2000, implementing the principle of equal treatment between persons irrespective of racial or ethnic origin, the Council Directive of 22 September 2003 on the right to family reunification and the Directive of 25 November 2003 on assistance in cases of transit for the purposes of removal by air (Official Journal of the European Union, 2000; 2008a; 2008b).

At the same time, in April 2002, the European Commission prepared a Green Paper on a Community return policy on illegal residents to launch a debate between various affected stakeholders about the common policy about the return of illegal residents in the Union, to analyze the juridical aspects that are set out in the moment of the preparation of a return policy, at the same time respecting the human rights and human dignity (Commission of the European Communities, 2002). In June 2002, it was decided to promote a series of measurements to combat against the illegal immigration, provoking the creation of a common system of visas, the approval of the establishment of a coordinated control of exterior borders and the integration of immigration policy into the Union's relations with third countries (EU, 2008h).

In the field of policies of asylum, immigration and external borders, another step is being established by the Council Decision in 2002 (2002/463/EC), ARGO Programme (2002-2006) with the objective of administrative cooperation between the

national administrations and the application of a uniform EU Law (EU, 2008i). Later on in 2003, the European Commission emitted a communication on immigration, integration and employment in order to develop a global policy about the integration of the immigrants in Europe, considering not only the economic and social aspects, but also questions such as cultural and religious diversity, the citizenship, the participation and political rights (Commission of the European Communities, 2003). In the same year, also happened Thessalonica European Council with the high agenda of migration, external borders and asylum, it was considered that the integration is a continuous process, in which it is necessary to elaborate a comprehensive and multidimensional policy on the integration of residing third country nationals. This successful integration, contributing to the social cohesion and economic welfare but also should cover determinants such as employment, economic participation, education and language training, health and social services, housing and urban issues, as well as culture and participation in social life (EU, 2008j).

In 2003, the European Commission opened a new funding program for the integration of the immigrants (INTI) with the aim of promoting the dialog with civil society, develop integration models, seek out and evaluate best practices in the integration field and set up networks at European level (EU, 2008k).

In June 2004, the Treaty establishing a European Constitution founded the development of an immigration policy destined to guarantee the efficient management of migratory movements (EU, 2008L). On November 2004, the European Council approved the Hague Programme that established a common policy depending on ten priorities; fundamental rights and citizenship; the fight against terrorism; migration management; internal borders, external borders and visas; a common asylum area; integration as positive impact of migration on the EU society and economy; privacy and security in sharing information; the fight against organized crime; civil and criminal justice; sharing responsibility in freedom, security and justice (EU, 2008m).The Council also asked the Commission to elaborate an Action Plan to concrete the measures of the Programme. The Commission responded through a communication where delimited the priorities to realize in five years; fundamental

rights and citizenship, the fight against organized crime, migration management, common asylum area, integration, inner borders, external borders and visas, right to privacy and security in the distribution of information, organized crime, civil and penal justice and lastly freedom and security (EU, 2008n).

Another improvement in this process towards a common policy of integration of immigrants that the EU represents is the approval of the Basic Common Principles for the integration policy of the immigrants in the EU.

2.2 THE ROLE OF CIVIL SOCIETY AND NGOs IN THE EU

It is obvious that the civil society has an important place in the EU and the debates on the bottom-up improvement of the EU are going on. The significance of this fact has increased since the EU has become a centre of immigration. In the history, the civil society has expressed itself sometimes by social movements, and other times in more organized ways. It should not be neglected that everything can not be state centred and can not be solved by top down approaches as in the case of environmental protection, social integration, consumer rights. In that sense, the participation of the civil society is inevitable in finding solutions and in decision making mechanisms, as well in the smooth and flexible implementation of the current laws. When we look at the EU, it can easily be observed that the civil society figures itself in various ways. Therefore, special attention should be paid for the management of NGOs.

2.2.1 NGO and Civil Society: Conceptual Framework

The concept of NGO (non-governmental organization) did not exist before United Nations (UN) was formed. The Union of International Associations was the label for 132 international NGOs who decided to cooperate with each other in 1910. The term NGO came out firstly in 1945 when the UN needed to differentiate in its Charter between participation rights for intergovernmental specialized agencies and

those for international private organizations (UNHCHR, 1945) .³ That year, the UN's role in economic and social issues was greatly enhanced by these private bodies and the status of the Economic and Social Council (ECOSOC) was promoted to a 'principal organ' of the UN (Willetts, 2002). At the UN, all the bodies those are independent from government control, not seek to challenge governments either as a political party or by a narrow focus on human rights, those are non-profit-making and non-criminal are recognized as NGOs (Willetts, 2002).

Although there is not a unique accepted definition, having matched with the conditions by the UN, there are some features of the term NGO, as being independent from the direct control of any government, not being constituted as a political party, being non profit making and not being a criminal group particularly non violent. However, it is also a fact that there are NGOs which may be identified by a political party, may generate income from commercial activities by consultancy contracts or may be associated with violent political protests. However, an NGO is never established as a party, a company, criminal organization or a government bureaucracy. Their function is often to "link the complex, unfamiliar world of government to the familiar terrain of existing or nascent social and economic groups (Welch, 1995: 44). That is why, as Willetts states, in this thesis, NGO is defined as an independent association of people acting together on a continuous basis, for some common purpose, other than achieving government office, making money or illegal activities (Willetts, 2002).

NGOs can be structured as global hierarchies with either loose federal arrangement or a relatively strong centrality (Willetts, 2002). They may operate just in one country or transnationally. However, with the latest improvements, the grass root organizations which are used to refer locally based groups, have become active nationally or even globally through the formation of coalitions. The international umbrella of NGOs provides an institutional structure for different NGOs that do not have a common identity. On the other hand, there are also looser-based networks and

³ Under Article 70, "specialized agencies, established by intergovernmental agreement" could "participate without a vote in its deliberations", under Article 71: "non-governmental organizations" could have "suitable arrangements for consultation". (UNHCHR, 1945)

ad hoc groups, lobbying at UN conferences; as occurs in the unique form of nine 'Mayor Groups'⁴ in environmental politics, which is listed in Agenda 21⁵ (Willetts, 2002).

The NGOs are also related to social movements, of which NGOs can be considered as a component. The term civil society is used for a broader concept that covers all social activity by individuals, groups and movements (Willetts, 2002). The number of NGOs has risen dramatically since the end of Second World War (Welch, 1995). Over the last three decades their number has increased more rapidly and they have become more diversified. Nevertheless according to Martens, their growing salience, their status in international law is not yet clearly defined (Martens cited in Çakmak and Cenap, 2003).

In the second half of the 20th century, the term 'global civil society' emerged and over the last two decades it has been used very often in academic and political circles (Wild, 2006). Global civil society can be structurally defined as encompassing all associations, excluding governments, private sector actors and families that act transnationally. The wider process of globalisation (including the easiness in travelling and communication across borders) has facilitated these activities by providing the outstanding levels of access to information. The emergence of 'global issues' as climate change and HIV - AIDS has also fomented a coming together of social activists globally around particular issues. The most visible part of the global civil society movement has been international non-government organisations (INGOs). In the last few decades, their number has grown dramatically up from 1,083 in 1914 to about 13,000 in 1981 and by 2001, up to more than 47,000 (UNDP, 2002; Anheier H. *et.al.*, 2002). Groups like Oxfam International or Greenpeace are among the best known of these INGOs – and their campaigning and policy agendas are essentially progressive (Wild, 2006).

The global civil society has been more visible in the mass demonstrations at global institutions as World Trade Organizations (WTO), the International Monetary

⁴ Mayor Group : One of a list of nine categories of NGOs specified in *Agenda 21* (Willetts, 2002).

⁵ Agenda 21 : A document adopted by UNCED as a program of action on sustainable development for all sectors of government and society in each country (Willetts, 2002).

Fund (IMF) and the World Bank. For instance in 1999, around 50.000 people from over 500 protest groups from wide range organizations and movements protested in Seattle, and similar protests happened in 20 countries more. After these protests the Seattle trade meeting collapsed and later on World Social Forums have provided a space to criticise the actions of the International Financial Institutions and other similar global institutions (Global Issues, 2001).

The global civil society has played an important role in increasing the awareness on global issues, creating social movements and also providing a more competitive pool of policy ideas, by providing new research and information to mobilise the public opinion about an issue. Some issues that had been ignored by states were identified by some campaigns. For example, without the advocacy, campaigning and intellectual input of INGOs, the environmental standards including climate change would not have existed that much. The Jubilee 2000 campaign is another successful example of civil society activism. Drawing on international movement of the organizations based in Europe, Africa, Asia and Latin America, through this campaign, the politicians in developed countries were put pressure to reduce the debt burden borne in some of the world's poorest countries. These efforts were also significant to secure debt relief concessions from G8 countries, including an expanded heavily indebted poor countries (HIPC) initiative and bilateral commitments to write off debt (Jubilee Debt Campaign, 2008).

Another effective campaign is 'Publish what you pay' which was a coalition of over 280 NGOs, founded in 2002 by Global Witness, CAFOD, Oxfam, Save the Children UK, Transparency International UK and George Soros who is the Chairman of the Open Society Institute. This campaign aiming to help the citizens of resource-rich developing countries hold their governments accountable for the management of revenues from the oil, gas and mining industries, has 307 NGOs in the coalition in many countries (according to 2007 data). This campaign had its effect at the World Summit on Sustainable Development in 2002 and the Extractive Industries Transparency Initiative (EITI) was launched (Publish What You Pay, 2008).

Another achievement is from a good network of local, regional and global civil society actors (including Oxfam) to hold national governments to account in 2003, and was launched by a civil society coalition, Solidarity for African Women's Rights (SOAWR). Focusing on women's rights and targeting those African states that had signed a specific Protocol to the African Charter on Human and Peoples' Rights, the coalition lobbied the countries to ratify it. The Protocol needed 15 countries to ratify it before it became law and moreover the Protocol came into force in 2005 and as of January 2006 in 17 countries (Wild, 2006: 6).

In the places under authoritarian regimes, the repressed local civil society can be supported by global civil society both moral and practical ways. That is why, it is not a coincidence that the fall of authoritarian states in Eastern and Central Europe in 1989 and the rise of movements for democracy across Latin America in 1970s and 1980s. In the period, North American Human Rights Groups supported Latin American campaigners and the West European groups had strong connections with East European activists by providing material support and publicity and helping put pressure on governments and institutions (Kaldor, 2003).

2.2.2 NGO Management

To recall NGOs are non profit, non governmental, independent and volunteer organisations, with a mission, objectives and scope and have a vital role of forming and sustaining the participative democracy by contributing the social and economical development through the civil society (EU, 1997). NGOs work for solving a problem or improving current conditions. It is important that NGOs produce original solutions, share this information for the solution of other interrelated problems. On the other hand, an NGO should also be honest, responsible and countable. And these qualities should transparently be applied to implementation of programs, governance, human resources, marketing, financial management which all requires a good management (STGP, 2004: 15). However, by definition, NGOs are non lucrative organisations and are situated in the third sector, thus they differ from business companies which has the aim of creating an economic profit. This reality also requires slight changes in the execution of the organisational management. For example, different than the business

companies, NGOs have non paid staffs who are volunteers and they should also be considered in the human resources management strategies. Due to not being a revenue creating organisation, financial management consists of mainly fund raising activities. As well, marketing will be executed as social marketing. Therefore, this chapter will firstly introduce the management perspectives in general and later will treat the NGO management in this perspective.

2.2.2.1 Management Perspectives in General

Management styles can be classified in three periods; Classical or Scientific Management, Human Relations and Modern or Contemporary. Scientific Management or classical school is named with Frederick Taylor (USA), Henri Fayol (France) and Colonel Lyndall Urwick, (UK) who have all engineering background. The idea comes from mass production factories which are adopted to structure of operations and organizations. The social aspects of the work were ignored. According to Fayol (1841-1925), everything was clearly defined and centralised with authority. Taylor (1856-1915) was concerned with the factors that affected the production, so focused on the efficiency and through his analysis, the standardization and timing came out and it lead the payment according to the worked time. The key issues of Urwick (1891-1983) were aims and objectives, the authority and responsibility to reach them, the responsibilities that can not be rejected by the managers, chain of command and specialization in the activity. He treated the man as a rational and economic animal where the senior knows better than the junior management (Martinelli and Bowyer, 2000: 81).

The human relations period starts in 1920/30s with the contribution of organisational psychologists, Maslow, McGregor, Angris and Bennis. The main argument with regard to this period was that a worker was not simply economic man, but also social and non material factors had importance upon a worker, too. On the contrary of classical perspective, it was suggested that the motivation and wellbeing of employees could also be determined by also non economic rewards. The specialisation did not have to be narrow for the efficiency of the work. The group dynamics was discovered as the basis of informal organisations in interaction with formal structures. The difference of manager and leadership was first stated in this period, where the

leadership did not always correspond to the hierarchical position. Focusing on the human relations, the human is the key of change and successful change requires a good leadership and participation on the basis of good communication. The study of man's motives and behaviours are used to help the design and organization which stimulates people to cooperate in achieving business aims through individuals and groups. It also led to the studies of behaviours to find the best way to reach organisational goals (Martinelli and Bowyer, 2000: 82 - 83).

Since 1960s, that can be described as the beginning of contemporary views, there is no clear agreement in organisational management. A diversity of thinking due to the new elements such as multi national companies, globalisation, and the management perspective of non western writers especially from Japan makes the classification complicated. The single way of management was questioned and many management techniques have been developed as Management by Objectives, Just in Time, Total Quality Management. This period also witnessed the advance of engineering. Modern management perspective questioned the hierarchy of command of the traditional thinking and this questioning resulted in elimination of this function in the organisations and emergence of new concepts as team leader in stead of foreman, supposing that a person can both work and motivate and lead others for achieving objectives. Eliminating one level of management is claimed to make the organisations more effective and efficient. Service and non governmental organisations have had the same principle which has reduced the hierarchical model even further. This has also guided some other effects as reducing the number of employees, in other words downsizing. Multinational organisations have particularly been interested in these new ideas of flat organisations but for cost reduction rather than improving the management effectiveness (Martinelli and Bowyer, 2000: 83-84).

There are also criticisms raised to these management initiatives. One of those recent important names about management, Peter Drucker argues that management way of Taylor has not changed at all and introduces the knowledge worker, emphasizing that any kind of knowledge is an essential ingredient of decision-making and leadership rather than concerning with repetitive activities. This knowledge focus had encouraged

new ideas and theories like Learning Organisation which mentions continuous learning as the key to success and System Thinking (Martinelli and Bowyer, 2000: 83-84).

Actually, these are all management perspectives of organisations particularly for business objectives but it is obvious that it can be used as reference for any organisation regardless of being profit or non - profit. As NGOs do not produce any product through an industrial process as other business organisations do, the human relations perspective and contemporary views focusing on the importance of the human could be adopted for NGOs, rather than the engineering based classical management systems. It should also be stated that there is no one best method of managing or no one best method of management structure. Each NGO should find out its own best way.

2.2.2.2 NGO Management – Main Concepts

All NGOs have a legal structure and statute according to the law. This legal framework may differ according to the countries; however it will not be mentioned here in detail. In its establishment, an NGO should be precise in its structure by determining five main concepts; target and objective, mission, vision, policy and strategies. Objectives differentiate an NGO than the others, mission is its reason of existence, and vision is its future oriented projection. Strategies are the ways to reach the mission and vision and policies are the required principles to apply that strategy (STGP, 2004: 28). An NGO should always observe behold the consistency between its objectives and actions. Each organisation reacts in a different way to the same issue depending on its organisational identity and culture. Charles Handy classifies organisational cultures in four categories; club culture, role culture, task culture and person culture (Handy, 1990).

As all organisations, NGOs are also under the effect of external and internal factors. To be able to be ready to the changes, an effective leadership is essential. Leadership should be a quality of a manager, too but leadership does not always need authorisation power to influence its team to reach the set successes. A leader should comprehend the qualities of everyone and appraise each one's contribution accordingly by encouraging them both personally and professionally (Sekban, 2004).

About having a structure, many factors play role; the purpose and strategy of the organisation, the internal and external policies, the tasks and people, the level of specialisation in the tasks, the level of decision-making and so on. Depending on them, it may be tall hierarchies, which are traditional and formal but good for high level of specialisation or flat structures, which have been used to increase the efficiency and profitability and are thought to be more appropriate for learning and development of the staff. For short term and specific needs, project management structure can be implied where a person may be in more than one project. The last one is network structure, which looks like the previous one but sometimes incorporating other organisations (Martinelli and Bowyer, 2000: 62).

Another idea in this context is system management, which considers the organisation a unified system of interrelated parts. The argument of this theory is that the ability to manage diversity increases the flexibility of the organisation. The style of the system; closed or open, flexible or rigid; depends on the desires of the management of the organisation. According to the proposal of McKinsey and Company, for a successful organisation; the seven factors which are structure, strategy, skills, systems, style, staff and shared values are equal and interrelated among each other (Mullins, 1999: 863). In terms of an NGO, it should place their volunteers somewhere in this model. The structure and culture of the organisation is significant because it affects many things such as decision and policy making.

2.2.2.3 Managing Human Resources in NGOs

The most valuable asset for an NGO is the people that it has and this resource should be managed in a way that they reach their potential both for themselves and organisation. The human resources policy of NGOs should cover everyone in the organisation; the professional managers, employees, experts and volunteers. Each person has competencies (talents, skills and knowledge) to contribute to the NGO. For example, people may bring their experiences even they have got it from different sectors; an unpaid board member with expertise in finance or volunteer youth worker with his ability to relate with the youth. In that sense, these people should be managed

to make most of their competencies and by the way their self development (Martinelli and Bowyer, 2000: 43).

Unlike other commercial organisations, in order to realize its activities (especially to reach a large target audience); NGOs also need members and volunteers. Having a concrete number of members may be a requisite for NGOs to be established legally. Generally members contribute monthly or annual payments for the organisation, thus they may be seen as instruments for fund raising and for this reason some NGOs may think it as trigger to increase the number of members. Having members empowers the NGOs and contributes its success. However a member should be a person who agrees with the mission, values, and activities of the NGO. On the other hand, a volunteer (it is not necessary to be a member) is a person who offers his personal traits such as knowledge, ability, time, experience for the actual or project based activities of the NGO without expecting a financial return (STGP: 2004: 49). Volunteerism emerges from a civil initiative and is essential for NGOs to reach its ideal of participative democracy. The participation of voluntary organisations to the political process in decision making and improvement is observed as ‘good governance’ practices (Gill and Theriault, 2003) However, by definition it is not an obligation but requires fulfilling the given responsibilities and volunteers can benefit from the organisational trainings as other staff and NGO does not have the right to exploit the volunteers, seeing them as free labour force. For all these reasons, a special strategy should be developed for the volunteers in the NGO (Yurttagüler ve Akyüz, 2006).

As they are crucial assets, NGOs try to gain members and volunteers. Some of these ways are organizing trips, conferences and even announcing the similar activities that are organized by others (to call attention of the audience with the same interest), participating fairs, campaigns, stands in crowded places (squares, malls, campuses) for the promotion of the activities (STGP, 2004: 52-65). A member can also be a volunteer but a volunteer does not have to be a member. Therefore, here, volunteerism will be focused more. Depending on a survey made in Poland, the main reasons to a volunteer were stated as to help the people in need, to gain new abilities and skills, to be satisfied, to know new people, to show my gratitude, to struggle with a specific topic, to make

use of spare time (Montgomery and Smith, 1993). According to a survey made by Istanbul Bilgi University, more than 85 % of interviewees think that volunteerism is a social responsibility and a learning process by working (Yurttagüler ve Akyüz, 2006).

Once attained, the relations between volunteers should be oriented and be involved in the association by special voluntary policy; orientation about the organisation and mutual agreement on job description of volunteer, their time convenience, offering equal opportunities, participation to the decision making, the training and so on. There should also be a coaching person for volunteers in times of need (Yurttagüler ve Akyüz, 2006). Training is an on going process and means discovery for the trainee and guidance for the trainer. For volunteers, NGO experience offers a good opportunity to improve themselves on social relations. Nevertheless, the need for training also applies for everyone in the organisation, high level managers, employees and target audience (STGP, 2004: 52-65).

Many NGOs in the EU, especially the youth ones, work in teams because synergy of people coming from different backgrounds but focused on a common goal enables successful results. To make most of a team, it should be recognized that each one has a unique role with typical features, positive qualities and possible weaknesses (Belbin, 1981). Leadership can be thought as a role; however it is useful to differentiate the management and leadership. Managers are said to do things right, whilst leaders are said to do the right thing (Martinelli and Bowyer, 2000: 44). Coordination, encouragement, motivation, setting an example, recruitment, target setting is some of the functions of a manager. Unlike the manager, a leader does not have to be in a management level, it may be a person who takes the initiative for development of newness about the strategy, concept, or policy and so on. Leaders are more about clarifying a purpose and uniting people for their commitment. According to John Adair, an effective leader is the one, who meets the individual needs, task needs and team needs (Adair, 1983).

2.2.2.4 Social Marketing and Communication in NGOs

During the 1960s and 1970s, as part of the international development effort, commercial marketing was applied in a different way for various health initiatives in Africa, Asia and South America (Chapman, *et.al.*, 1993). Alan Andreasen defines social marketing as “the application of commercial marketing technologies to the analysis, planning, execution and evaluation of programs designed to influence the voluntary behaviour of target audiences in order to improve their personal welfare and that of their society” (Andreasen, 1995). However the programs may also be campaigns, interventions or initiatives. Rather than the commercial marketing, social marketing provides the background information from social anthropology and behavioural analysis (Bellamy, *et.al.*, 1997). Thus the four Ps of the traditional marketing; product, place, price and promotion are added some additional Ps, which are policy (to affect long term the behaviour change), proof (the ability to measure the success of the message), politics, public relations, partnership and program planning (Brookes and Weiner, 1995 cited in Bellamy, *et.al.*, 1997).

Communication can be briefly defined as transfer of information in a process until the message reaches the receiver, and its importance for the management process was stated by Hery Mintzberg (Mintzberg, 1979). Communication, which may be thought as channels that support the organisation, is essential to be able to work efficiently inside the organisation and to have healthy relations with external world. A good communication strategy would increase the success of an NGO. It should be planned and systematic. Communication should be seen as a complementary element of each activity that NGO realizes and can be classified in four categories; personal, interpersonal, groups and mass communication (STGP, 2004: 70). It can be participative when there is a reaction for the message such as communication between decision makers and stakeholders or provoking campaigns. If it is just one-way information flow to attract the target audiences, it is non participative and it is not evaluated whether the message arrives to the receiver as it should be, therefore, the content of the message can be lost in the process. An effective communication depends on the source of information and the quality of the sender. That is why; the NGO

messages that are given by expert or respected people that are liked by the society have a tendency to be more successful (STGP, 2004: 71).

Depending on the message and target audiences, the following communication channels can be used by the NGOs; individually or in group (speeches, presentations, classes, friends, family, word of mouth), organisational or community (exhibitions, special events, fairs, forums, conferences) and mass media (campaigns, TV, radio, magazines, newspapers, posters, billboards, webpage and so on) (Brookes and Weiner, 1995 cited in Bellamy, *et.al.*, 1997). Communication should be considered as synchronised and unbreakable part of the NGO activities and the activities should be planned accordingly and the communication should have adequate budget, too.

However, two principle concepts in the communication of NGOs especially in the EU are campaigns and lobbying. Having found that their area of concern is also a concern of other like minded entities or of national or EU competence, NGOs can seek for support to establish a better strategy or better activity through personal contacts. European NGO networks may offer many opportunities in that sense. Moreover, in 2003 European Council for Non-Profit Organisations began a lobbying campaign targeting the European Parliament and encouraging MEPs to support social non profit organisations in their economic activities (CEDAG, 2008). It is recommended to have technical arguments rather than the political ones. In order to have more powerful impact and to cooperate through sharing information, know-how, workload; building alliances would be useful with NGOs sharing the same concerns and beyond the NGO world; with entities as local authorities, trade unions. Thus a common strategy can be set up and horizontal issues such as participatory democracy, transparency can be incorporated. While pressuring decision makers by lobbying, pressure can be driven from the bottom through demonstrations, grassroots campaigns, petitions which should be supported by a strong mobilisation capacity (Civil Society Contact Group, 2008).

2.2.2.5 Financial Management – Fund Raising in NGOs

The principle reason of existence of NGOs is to find solutions to problems. To realize the designed programs, projects and activities financial resources are needed. Financiation is a key factor in the functioning and future of NGOs, however it would be a threat to adapt new realities in their environment and true capacity of influence especially in front of the public authorities (Cabra de Luna, 2005: 129,130). However, non profit organisations do not generally have specific training on finance but in common with profit making organisations, NGOs have the same requirement to make financial information available to those affected by financial decisions. Financial information is presented in various forms according to the needs; budgets, balance sheets, income and expenditure accounts and cash flow statements (Martinelli and Bowyer, 2000: 76).

Main income resources for NGOs are the contributions of the members, grants, donations and projects. Therefore the most important element of financial management of NGOs is fund raising activities. Not all of the financial resources are cash money; the solutions that reduces or eliminates the expenditure may also facilitate to find the financial support. They may be donation of necessary materials needed for the activities, borrowings, voluntary labour force. Fund raising should go with the understanding of ethical values for NGOs (STGP, 2004: 125).

Membership contributions are valuable not only for the money, but also to have the members own the organisation and improve a responsibility against the organisation. If members have the information where it is used, this may facilitate to claim more donations or increase the contribution. The members and volunteers may provide services and to donate the revenue to the organisation. What is more, the classical fund raising activities consist of organizing games such as lottery or bingo, events like parties, sports matches or auctions. Own publications may create considerable funds but it may be costly. In some countries, an interesting option is used; contribution through salaries, the employees of a company decides an NGO to support and regularly send their contribution (Avrupa Konseyi, Avrupa Komisyonu, 2006: 14, 15).

Public resources are other source of finance. Governmental funds are generally local or regional. Big funds have special priorities, so NGOs should meet those priorities to make use of the funds. It is good to know that public funds require limited time period and strict audit. On the other hand, the EU has many fund programs which are managed by various regulations. Among them, EU structural funds include big amounts of funding, but cover long term activities. European Social Fund and European Regional Development Fund are the most known ones. The funds can also be given by foundations, companies or charitable individuals. Sponsorships are the common way to cooperate with the companies but they may have different approach for funding NGOs; some may consider it really a charitable action whereas others just see as a part of their public relations, to create a positive image for the clients through their social responsibility programmes or to make use of tax advantage of this donation. Some gives the donations directly from company while the others may establish a foundation to execute their social investments (Avrupa Konseyi, Avrupa Komisyonu, 2006: 18-33).

Regardless of the way to raise the funds, everything should be legal, documented and the relations with the donors should be sustained through communication and report process.

2.2.3 Civil Society and the European Union

At the European Union context, there is not a commonly accepted or legal definition of the term 'civil society organisation', however the consultation standards offer the below definition:

...a range of organisations which include: the labour-market players (i.e. trade unions and employers federations - the "social partners"⁶); organisations representing social and economic players, which are not social partners in the strict sense of the term (for instance, consumer organisations); NGOs (non-governmental organisations), which bring people together in a common cause, such as environmental organisations, human rights organisations, charitable organisations, educational and training organisations, etc.; CBOs (community-based organisations), i.e. organisations set up within society at grassroots level which pursue member-oriented objectives, e.g. youth organisations, family associations and all organisations through which citizens participate in local and municipal life; and religious communities⁷ (EU, 2008t).

So civil society organisations are the main structures of society outside the government and public administration, including economic operators not generally considered being 'third sector' or NGOs. The term has the benefit of being inclusive and demonstrates that the concept of these organisations is deeply rooted in the democratic traditions of the Member States of the Union.

According to the European Commission (EC) proposed common features of voluntary organizations in the Communication of June 1997 (COM/97/0241), in order to be called an NGO, an organization should possess the following characteristics:

- NGOs are not created to generate personal profit. Although they may have paid employees and engage in revenue-generating activities they do not distribute profits or surpluses to members or management;
- NGOs are voluntary. This means that they are formed voluntarily and that there is usually an element of voluntary participation in the organisation;

⁶ Because of their representativeness, trade unions and employers' organisations have a particular role. For instance, the EC Treaty requires the Commission to consult management and labour in preparing proposals, in particular in the social policy field. Under certain conditions, they can reach binding agreements that are subsequently turned into Community law (within the social dialogue) (EU, 2008t).

⁷ This description ties in with the analysis developed by the Economic and Social Committee in its opinion 'The role and contribution of civil society organisations in the building of Europe' (EU, 2008t).

- NGOs are distinguished from informal or ad hoc groups by having some degree of formal or institutional existence. Usually, NGOs have formal statutes or other governing document setting out their mission, objectives and scope. They are accountable to their members and donors;
- NGOs are independent, in particular of government and other public authorities and of political parties or commercial organisations;
- NGOs are not self-serving in aims and related values. Their aim is to act in the public arena at large, on concerns and issues related to the well being of people, specific groups of people or society as a whole. They are not pursuing the commercial or Professional interests of their members (EU, 1997).

The term civil society also covers trade unions, employers' associations, environmental lobbies and groups representing women, farmers, people with disabilities, confederations, local unions and cooperatives, citizen initiations, and so on. These organizations have their expertise in their specific areas and are involved in implementing and monitoring European Union policies. Therefore, the EU regularly consults civil society and wants it to become more involved in European policymaking (Delegation of the European Commission to Turkey, 2008a).

With this objective, in the context of the European Transparency Initiative the Commission, has a register of interest representatives and wishes to let citizens know which general or specific interests are influencing the decision-making process of the European Institutions and the resources mobilized to that end. All entities engaged in “activities carried out with the objective of influencing the policy formulation and decision-making processes of the European institutions”⁸ are expected to register. Small organizations, individual lobbyists, organizations not having their Office in Brussels can also register, however the public authorities are not expected. Registry offers the opportunity to demonstrate the registrants’ strong commitment to transparency and the full legitimacy of their activities. While registering, interest representatives commit themselves to the elements of the Code of Conduct. In this context, as of June 2008, there are 330 registered associations; in four main categories which are listed in the table below (EU, 2008u).

⁸ COM(2007)127final of 21 March 2007 and COM(2008)323 of 27 May 2008.

Table 1.1

The categories of catalogue of interest representatives of the European Commission

| Categories | Number |
|--|------------|
| Professional consultancies / law firms involved in lobbying EU institutions | 24 |
| law companies | 2 |
| public affairs consultancy | 12 |
| independent public affairs consultant | 10 |
| other (similar) organisation | 0 |
| in-house' lobbyists and trade associations active in lobbying | 198 |
| company | 34 |
| professional association | 136 |
| trade union | 7 |
| other (similar) organisation | 21 |
| NGO / think-tank | 77 |
| non-governmental organisation / association of NGOs | 61 |
| think-tank | 3 |
| other (similar) organisation | 13 |
| Other organisations | 31 |
| academic organisation / association of academic organisations | 5 |
| representative of religions, churches and communities of conviction | 1 |
| association of public authorities | 2 |
| other (similar) organisation | 23 |
| TOTAL | 330 |

Source: <https://webgate.ec.europa.eu/transparency/regin/consultation/statistics.do> on 13/09/2008

Likewise, the European Commission and NGOs have developed a strong relationship over the last two decades in a wide range of issues, from policy dialogue and policy delivery, to project and programme management, both within the EU and in its partner countries. Having acquired additional responsibilities in a number of new policy areas, the European Commission has been matched by an ever-increasing number of NGOs operating within and outside Europe and a widening in the scope of their work. That is one of the reasons why the Commission wills to maintain and strengthen its partnership with NGOs. At present, the it is estimated that more than € 1.000 million a year is allocated to NGO projects directly by the Commission, the major part in the field of external relations for development co-operation, human rights, democracy programmes, and, in particular, humanitarian aid (on average € 400 million). The other sectors within the EU with important allocations are social (€ 70 million), educational (around € 50 million), environment. There are also several

hundred NGOs in Europe and world wide as well, receive funds from the EU. Therefore, the Commission is highlighting the continuous importance of public support for the role of NGOs (EU, 2008s).

In this context, the EC proposed the idea of ‘civil society dialog’ in October 2004 and this was endorsed by the European Council on 17 December 2004⁹. The main objectives of civil society dialog are to strengthen mutual exchange of experience between civil society in EU and candidate countries; to help bridge the information gap; to generate mutual knowledge and understanding; to ensure a stronger awareness of the opportunities and challenges of future accessions. In 2006, the president of the EC, Barroso also stated the importance of the civil society in any democratic society and emphasized the necessity to foster the consensus among various parties¹⁰ (Delegation of the European Commission to Turkey, 2008b).

In this framework, the EU also has a Civil Society Dialogue to integrate civil society into the process of Turkey’s EU accession so that the civil societies in both Turkey and EU Member States could generate mutual knowledge and understanding. There are going on current programmes as ‘Small Projects Programme: Strengthening Civil Society Dialogue’ (€ 750.000), ‘Civil Society Dialogue: Europe-Bridges of Knowledge’ (€ 1,4 million), ‘Strengthening Civil Dialogue: Participation in NGO events in the EU’ (€ 50.000), ‘Civil Society Dialogue: Culture in Action’ (€ 1,45 million) and Community education programmes of education (Socrates, Leonardo da Vinci and Youth) and Culture 2000 (Delegation of the European Commission to Turkey, 2008b).

⁹ Parallel to accession negotiations, the Union will engage with every candidate state in an intensive political and cultural dialogue. With the aim of enhancing mutual understanding by bringing people together, this inclusive dialogue also will involve civil society. (European Council on 17 December 2004).

¹⁰ “A vibrant civil society is important in any democratic society... [There is a] need to foster the broadest possible consensus among not just the political class, but the population as a whole.... This is a major task. It requires politicians but also other representative voices of civil society like NGOs, churches and academia, to play a clear role”. European Commission President José Manuel Barroso, Belgrade, 16 February 2006. (Delegation of the European Commission to Turkey, 2008b)

To support the integration of the immigrants, there are also a number of existing Community financial instruments and initiatives (such as URBAN II, SOCRATES, LEONARDO DA VINCI, EQUAL, YOUTH) that support the integration of the immigrants directly or indirectly (EU, 2008x). BEMBEA PROJECT which will be presented in this study is one of the projects under the initiative EQUAL. In the EU, it is important that there is coherence and synergy between these initiatives so that maximum benefits would be obtained avoiding overlaps. That is why the budget lines of the financing EU funds (European Social Fund, Structural Fund, and European Refugee Fund and so on together with the programmes above) are defined accordingly (EU, 2008x). In all these projects, the actions should be practical in nature, with tangible and measurable results. It is related with the organisational capacity of the NGOs which brings the necessity of the effective management of NGOs (Keyman, 2004).

III. IMMIGRATION IN SPAIN

Migration has been transformed into a structural phenomenon in the global world. As being a member of the European Union and due to its geographic location (with Africa), and its economic, historical and cultural connections between Latin America, Spain has been a destination country of immigrants. Thus, Spain has even become the most multiethnic country of the EU with the highest immigration rate, 10 %, and the second receptor country of immigrants in the world after the USA. It has been reflected in the Second Anniversary of the Communication of the Immigrant that was presented in Madrid. The immigrant population grows (24 %) more rhythmic than the Spanish population (1 %). Within the EU, according to the immigration rates, Spain is followed by France (9,6 %), Germany (8,9 %) and United Kingdom (8,1 %) (Deutsche Well, 2007b).

This situation also brings different orderings as juridical regulations, flow of people, its establishment and demands about social services, distribution of resources and similar needs which are to be worked out in a more global way.

According to the recent data of the Ministry of Work and Immigration in March 2008, the foreigners with registry certificate or valid residency card; among the 4.192.835 foreigners; 39,55 % comes from EU countries and 51,12 % have African and Latin American origins; among all the foreigners, the most numerous immigrant groups are the Moroccans (16,12 %), Romanians (15,86 %) and followed by Ecuadorians (9,87 %) (Ministerio de Trabajo, *et.al.*, 2008a).

3.1 GENERAL INFORMATION ABOUT SPAIN

The Kingdom of Spain is a social and democratic state of law with the political form of parliamentary Monarchy, which is located on the Iberian Peninsula in the South-western Europe. With the land area of 504,783 km², Spain is the second largest country in Western Europe after France (EU, 2008r).

The country which is known by the discovery of America lost its overseas colonies in late 1890s but left many cultural heritages in Latin America (At present, Spanish is one of the most spoken languages in the world). Remaining neutral during the First World War, in 1923 began the dictatorship of Primo de Rivera and in 1936, after the risings headed by General Franco, Civil War of Spain started between the Republicans and Nationalists and lasted until 1939. Being under the dictatorship of Franco from 1939 until he died on 20 November 1975, Spain stayed out of the 2nd World War but lived an isolated age especially during 1945 and 1953, the years between 1959 and 1973 witnessed an outstanding economic development by the neoliberalist policies of International Monetary Fund (Gilmour, 1985). After this strict regime; the present King, Juan Carlos Alfonso Víctor María de Borbón returned to the country in 1975; in 1978, 88 % majority the Spanish people approved the new Constitution that defines Spain as a Parliamentary Monarchy, de-establishment of the Church and autonomy of the nationalities and regions that make up the Spanish nation which is totally different that the previous regime (Sispain, 2008). Having a bicameral parliament and the head of the largest political party or coalition is usually named president. Since 2004, recently since the general multiparty elections of 14 March 2008, The Spanish Socialist Workers Party is the governing party and José Luis Rodríguez Zapatero is the president (Presidencia del Gobierno, 2008a; 2008b; Casa Real, 2008).

According to the Constitution, the ‘Castilian’ is the official Spanish language of the State. The other languages (Arenese, Basque, Catalan/Valencian, and Galician) are also officials respectively in the Autonomous Communities (CCAA) in agreement with their statutes. Although Spain has a flag with three horizontal stripes; red, yellow

Table 3.1

The population of Spain by Autonomous Communities, 01.01.2007

| The Population of Spain 01.01.2007 | | % |
|---|-----------------------------------|---------------------------|
| | Total SPAIN | 45.200.737 100,00% |
| 1 | Andalusia | 8.059.461 17,83% |
| 2 | Catalonia | 7.210.508 15,95% |
| 3 | Community of Madrid | 6.081.689 13,45% |
| 4 | Valencian Community | 4.885.029 10,81% |
| 5 | Galicia | 2.772.533 6,13% |
| 6 | Castilla and León | 2.528.417 5,59% |
| 7 | The Basque Country | 2.141.860 4,74% |
| 8 | Canarian Islands | 2.025.951 4,48% |
| 9 | Castilla - La Mancha | 1.977.304 4,37% |
| 10 | Region of Murcia | 1.392.117 3,08% |
| 11 | Aragón | 1.296.655 2,87% |
| 12 | Extremadura | 1.089.990 2,41% |
| 13 | Asturias | 1.074.862 2,38% |
| 14 | Balearic Islands | 1.030.650 2,28% |
| 15 | Community of Navarra | 605.876 1,34% |
| 16 | Cantabria | 572.824 1,27% |
| 17 | La Rioja | 308.968 0,68% |
| 18 | Autonomous city of Ceuta | 76.603 0,17% |
| 19 | Autonomous city of Melilla | 69.440 0,15% |

Source: INE, 2007

Spain is a member of United Nations since 1955, of World Bank since 1958 and the European Union since 1986. According to the 2005 data of the United Nations in the 2007/2008 Human Development Reports; the Human Development Index¹¹ (HDI) of Spain is 0,949 which gives the country rank of 13th out of 177 countries with data; depending on three variables that are the life expectancy at birth (80,5 with the rank of 6th), combined primary, secondary and tertiary gross enrolment ratio (98,0 with the rank of 10th) and GDP per capita (US \$ 27.169 with the rank of 24th) On the other

¹¹ Human Development Index (HDI) is a broader definition of wellbeing which looks beyond GDP (Gross Domestic Product) The HDI provides a composite measure of three dimensions of human development: living a long and healthy life (measured by life expectancy), being educated (measured by adult literacy and enrolment at the primary, secondary and tertiary level) and having a decent standard of living (measured by purchasing power parity, PPP, income). It has been used in the Human Development Reports since 1990 (UN, 2008b).

hand, the gender-related development index¹² (GDI) of Spain is 0,944 (Out of 156 countries with both HDI and GDI values, the rank of Spain is 58th) (UN, 2008b, 2008c).

Besides the most important holidays, Christmas, Holy Week, All Saints Day, etc., all towns and cities, and even neighbourhoods and professions have their patron saints whose feasts last for a number of days. These are high feasts, which do not prevent the celebration of other feasts in honour of other saints. The majority of high feasts are observed in summer and fall, following harvest time. That is the justification of such festivals as the 'Sanfermines' in Pamplona, Valencia's Fallas, Sevilla's Feria de Abril and Madrid's San Isidro (Sispain, 2008).

3.2 HISTORICAL EVOLUTION OF MIGRATION IN SPAIN

Spain and many other countries of Southern Europe have been the emigration zones until the recent years. The emigrants that left from Spain and other European countries and settled to America, North Africa and other European destinations in various moments of the modern history, contributed positively to the development of destination countries as the wellbeing of their families together with the countries of origin respectively. Spain became a country of immigration for the last two decades, which means since the middle 80s, in terms of annual flows; and since the beginning of the 90s, in terms of the number of immigrant people that reside in Spain in comparison with Spanish people living in foreign lands. Moreover, with the acceleration of the migratory movements which have been registered during the last five years, the proportion of foreigners that reside, Spain has situated itself in high levels of the European Union (Secretaría de Estado, *et.al.*, 2007: 6).

It is certain that neither the society, nor the Spanish Public Administrations were prepared to assume and integrate the migratory phenomenon that is actually known, with the velocity of which it has been produced. The opportunities and threats that the immigration has planted, anyway, are similar to the other European countries

¹² Gender Related Development Index (GDI) measures achievements in the same dimensions using the same indicators as the HDI but captures inequalities in achievement between women and men. It is simply the HDI adjusted downward for gender inequality. The greater the gender disparity in basic human development, the lower is a country's GDI relative to its HDI (UN, 2008b).

with the same experience as the land of immigration. In respect to them, Spain has had the advantage that it could learn from their experience, together with the good decisions and errors that were committed at the time of the integration of the immigrant population (Secretaría de Estado, *et.al.*, 2007).

Tezanos (2006) introduces three migratory models in Spain; Transatlantic, North-European and Actual model.

i) **Transatlantic model** (XIX – middle XX century): Emigration

Between the years 1850 and 1950, in the formation and development of the new nations in the USA, Canada and Latin America, and especially during his dictatorship, Franco encouraged emigration from the regions of Galicia, Asturias and Basque Country to Latin American countries as Argentine, Brazil, Uruguay, Cuba, Mexico and so on. The main objective was to stay permanently and integrate. Due to the ideological, political, religious, economic reasons; many qualified and non qualified people emigrated to begin a new phase in the land of opportunities. They had all their documents and were ready to integrate and the contacts with their origin countries were limited, hence after arriving, they maintained their secondary identities and were formed mixed societies and converted the citizens of the receptor country (Tezanos, 2006: 190-191).

ii) **North-European model** (1950s – 1970s): Emigration

In this model, there were two types of emigration for Spain; interior and exterior. According to the policies of that period, (dictatorship of Franco), especially after the industrial development after 1960s, Franco leaded three development pools; Madrid as being the capital, Basque Country as having strong companies and Catalonia for its industrial opportunities. Therefore, the Spanish people themselves emigrated from less developed regions as Murcia, Andalusia and Extremadura to these development pools. The destinations of the emigration to exterior were particularly France, Germany and Switzerland for the development of their economies after the II WW and the not very qualified Spanish immigrants (majority were farmers) were “guest workers” with the philosophy of saving, improving and with the final objective

of returning back, buying their own house¹³ and building up a business. That is why; they were legal but temporal and did not have the idea of integration even did not learn the language. However, after the crisis of petroleum, most of these guest-workers have returned to their countries (Tezanos, 2006: 190-191).

iii) **Actual model (1970s - today):** Immigration

This model refers since 1970s, which is the return of the Spanish emigrants and beginning of the arrival of immigrants especially after the entry of Spain to the EU and massive increase in the immigration since 1990s from the origin zones as Africa, Latin America and Eastern Europe which can be generalized as from the poor countries to the rich countries in an unequal, global world. The philosophy of new immigrants were to survive and accede to opportunities in order to live better and offer better present and future for their families in the country of origin. Many times, the travel may be illegal and dangerous that is organized by mafias. Not having documents (work permit, residence permit) attracts the economic opportunism of the companies, many of whom may end in the black market for labour. The immigrants do not have it very clear to stay more or turn back and often they are in between the two cultures which may be a challenge for integration which is usually partial. However, they have a variety of contacts with their origin country using the technology and sending the remittances and many have multiples citizenships (Tezanos, 2006: 190-191).

The immigrant distribution has been unequal, concentrated in specific regions where labour force was needed. After being a member of the EU, Spain had the possibility to make the most of the European funds for the development of the less developed regions (especially south) and needed extra workforce in agriculture, construction, domestic services and hotel services, that are mainly low qualified works that were rejected by Spanish people. There have been many regularizations among which is “La Ley de Extranjería, 2000 (The Law of Foreigners) is the most important to regulate the rights of immigrants. The future challenge is family reunions (regrupación familiar) (Consejo Económico y Social, 2004).

¹³ Since 1940, Franco encouraged everyone to have their own houses to foment the construction.

Table 3.2
The migratory models in Spain

| | Transatlantic Model | North-European Model | Actual Model |
|---|--|--|---|
| Temporal Horizon | XIX – middle XX century | 1950s – 1970s | 1970s - today |
| Historical and Geographic Context | Forming and development of new nations (USA, Canada, Latin America) | Development of North European economies after the II WW. (Switzerland, Germany, France) | Global economy in the unequal world (poor countries to rich countries) |
| Migration Philosophy | “To make the America” | To find a help, to save and improve | To survive and have access to opportunities, state of wellbeing |
| Social and economical elements of the receptor countries | To constitute a sufficient population, recruit the workforce. (qualified and no qualified) | Help of the workforce (not very qualified) during the period of expansion of their economies | Having a “labour army in reserve” for low quality works |
| Finality and objectives of the immigrants | Improve their vital perspectives, inaugurate a new stage in the land of opportunities | To save the best in order to buy a house in the country of origin or to establish a business...etc | To be able to live better and offer a future to the sons and “maintain” or help the family members in the country of origin |
| How and why they go | A big travel to stay forever | To go for a period with a thought of returning | A travel (often without paper) with flows of going and coming back |
| Perspectives and aspirations with respect to the country of origin | Thought of abandoning the origin country for ideological, politic, religious, economic motives. | Thought of returning back | Perspectives of double way; to stay or go back |
| The host model in the receiving country | Guided, with documents and settlement (destination: the acquirement of citizenship in a “country of immigrants”) | Legal and temporal (according to the economic conjuncture) (model of guest-worker) | There is no host model, large spaces of illegal and economic opportunism by companies |
| Attitude of immigrants | Desire to be integrated | Temporal vision | Between two models and two cultures |
| Cultural ties that are maintained | Relative and mixed, the secondary identities are maintained (folklore, mixed races) | Strong and emotional (There is no mixed races) | Strong, they do not integrate, (nor are easily allowed to integrate) |
| Contacts with country of origin | Rare and decreasing | Wide and constant. Repatriating earnings, savings... | Very broad and heterogeneous (internet, remittances, travels...) |
| Model of citizenship | New citizenship | The citizenship of origin is maintained | Multiple and diffus citizenship |
| Cultural integration | Total | No or rare (sometimes the language is not learned) | Partly, the previous cultural identities are strong, language is learnt functionally. |

Source: Tezanos, 2006

In 31 December 2007¹⁴, there were 3.979.014 foreigners with residence authorization or card, which corresponds almost 8 % of the total population of Spain (Ministerio de Trabajo, *et.al.*, 2008a: 6). This situation occurred after a unequal evolution in ultimate thirty years. Between 1975 and 1985, the number of the foreigners residing in Spain increased by 76.682 people; in the following decade, between 1985 and 1996, increased by 257.802 people; and between 1995 and 2006, the number of foreigners residing legally in Spain increased by 2.304.530 people. This increase has especially been important in the ultimate seven years: since 2000, the number of foreigners residing in Spain has increased by nearly three millions of people (3.083.294), which reflects an average annual increase of 400.000 people. The number of men is higher than the women nearly all the years between 1998 and 2007 (Secretaría de Estado, *et.al.*, 2007:15; Ministerio de Trabajo, *et.al.*, 2008a).

¹⁴ It is the date, which the statistical data of the Annual 2007 depends. In many commentaries in the thesis, the classification for the continents or geographic areas is as below:

EU foreigners or nationals: is the translation for the Spanish phrase “Europe Comunitaria” and in the commentaries of data, refers all the countries in the European Union, other States that are part of the agreement with European Economic Area (Island, Liechtenstein and Norway) and the Confederation of Switzerland, which all coincide as nationals where the European Community regime is applied.

Rest of Europe : Nationals of other countries that are in the European continent. (Turkey is mentioned in this group)

Africa : Nationals of the countries existing in the mentioned continent.

Latin America : Nationals of countries that are in South America, Central America and Mexico.

North America : The United States and Canada

Asia : Nationals coming from the countries in the Asian continent, also includes the nationals of ex Soviet countries of Asian continent.

Oceania : Nationals coming from countries existing in mentioned continent.

Stateless people and No Record: The translation of the Spanish words “Apátridas y No Consta” that include registry data that does not figure the nationality and the ones who are figured as stateless people, understanding a wide sense of the concept of not recognizing their nationality and no sense of grant by the statute for the stateless people (el estatuto de apátrida) of Spanish State, according to the article 34 of the Ley de Extranjería y Reglamento 865/2001.

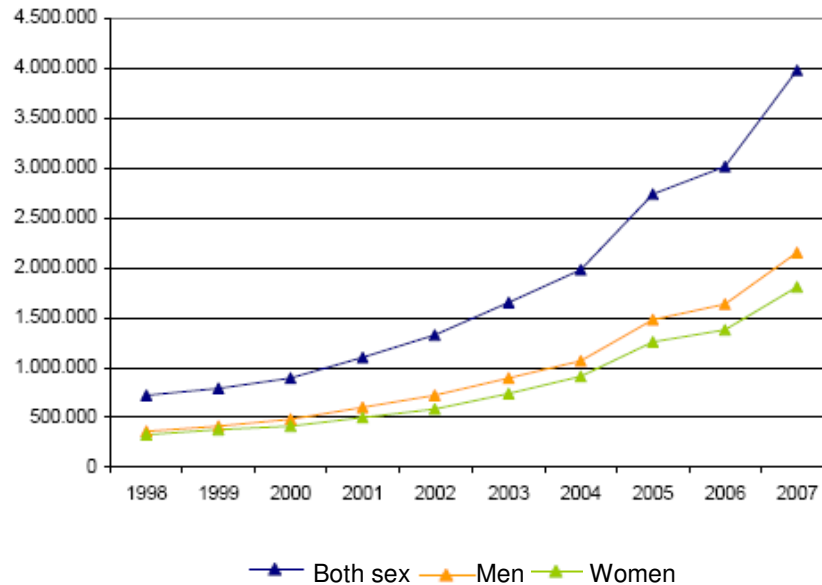
The percentages that appear have been calculated without considering the part of “No Record” or “Stateless people”, neither in tables nor in commentaries (Ministerio de Trabajo, *et.al.*, 2008a).

Table 3.3
The evolution of foreigners residing in Spain, 1975 – 2007

| Year | No of foreigners | Year | No of foreigners | Year | No of foreigners |
|-------------|-------------------------|-------------|-------------------------|-------------|-------------------------|
| 1975 | 165.289 | 1986 | 293.208 | 1997 | 609.813 |
| 1976 | 157.973 | 1987 | 334.936 | 1998 | 719.647 |
| 1977 | 161.451 | 1988 | 360.032 | 1999 | 801.329 |
| 1978 | 158.349 | 1989 | 398.147 | 2000 | 895.720 |
| 1979 | 173.043 | 1990 | 407.647 | 2001 | 1.109.060 |
| 1980 | 182.045 | 1991 | 360.655 | 2002 | 1.324.001 |
| 1981 | 197.942 | 1992 | 393.100 | 2003 | 1.647.011 |
| 1982 | 200.911 | 1993 | 430.422 | 2004 | 1.977.291 |
| 1983 | 210.350 | 1994 | 461.364 | 2005 | 2.738.932 |
| 1984 | 226.470 | 1995 | 499.773 | 2006 | 3.021.808 |
| 1985 | 241.971 | 1996 | 538.984 | 2007 | 3.979.014 |

Source: Ministerio de Trabajo, *et.al.*, 2008a

Graph 3.1
The Evolution of Foreigners with Registry Certificate or Valid Residence Card by sex. 1998-2007



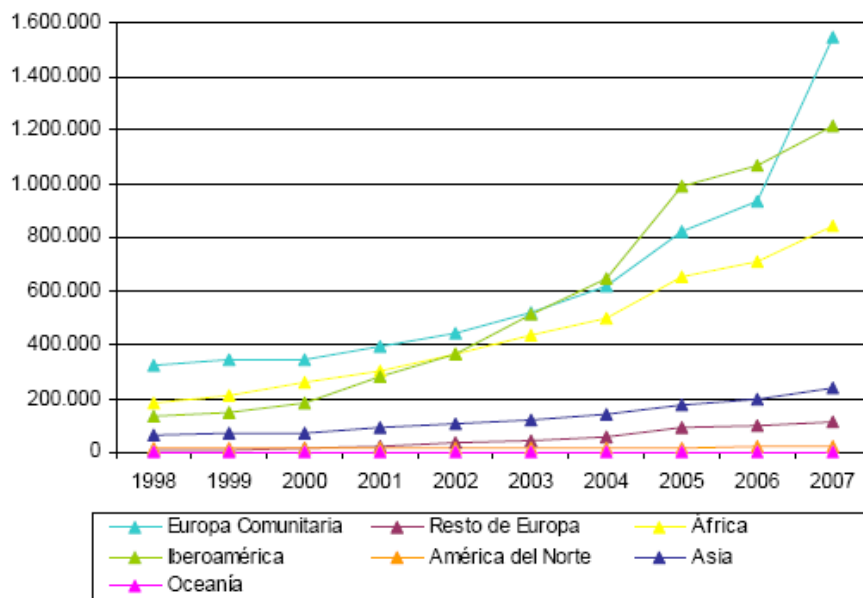
Source: Ministerio de Trabajo, *et.al.*, 2008a: 6

As observed in the Graph 3.1, the evolution of number of foreigners according to the continent of nationality has been unequal between 1996 and 2007. The most significant increase has been in EU¹⁵ nationals with an increase of 1,2 millions of residents, and Latin America with 1,1 millions more nationals at the end of 2007 than 10 years before. The third and changing continent is Africa, with a significant jump between 2003 and 2005. However, compared with the foreigners originated from each geographic area that resided in 1998, it is observed that the number of non EU Europeans has been multiplied by 14,6 % in the studied period. The second collective that has increased proportionally is Latin-Americans with a actual population of 9,3 times more than ten years before; even during 2004-2006, they were the major foreigners in Spain, now being in the second place (Ministerio de Trabajo, *et.al.*, 2008a: 6).

¹⁵ The configuration of the EU as of 31.12.2007, was considered in this evolution.

Graph 3.2

The evolution of foreigners with registry certificate or valid residence card by continents 1998 - 2007



16

Source: Ministerio de Trabajo, et.al., 2008a

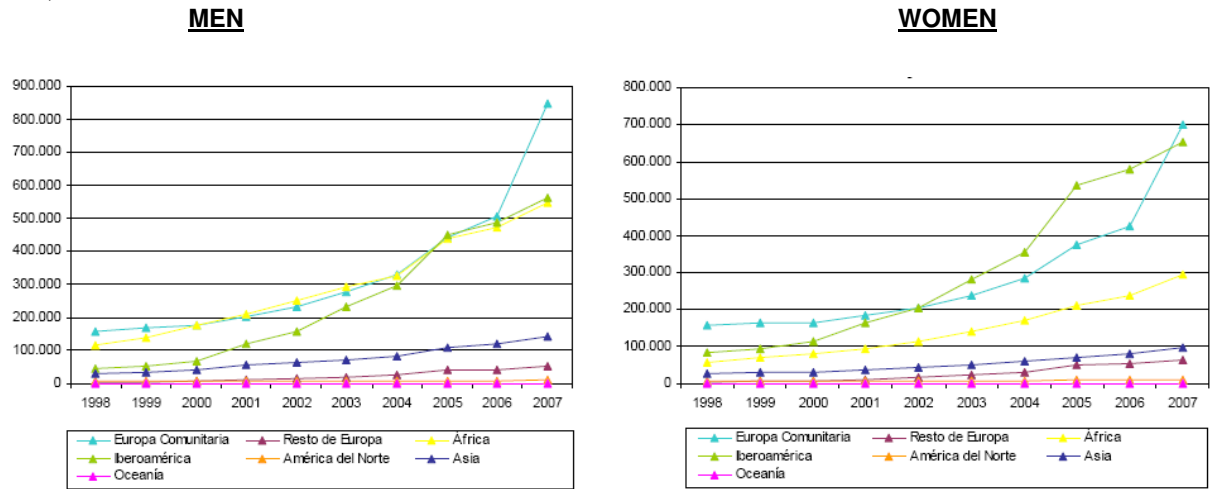
| | | |
|--------------------------------------|-------------------|-----------------|
| (1) Europa Comunitaria: EU | América del Norte | : North America |
| Iberoamérica : Latin America | África | : Africa |
| Oceanía : Oceania | Asia | : Asia |
| Resto de Europa : The rest of Europe | | |

The evolution of number of immigrants in each continent residing in Spain has not been homogenous for men and women. For the men, the number and evolution of non EU and Africans have been very similar until 2006, to separate significantly in 2007 due to the big increase of Europeans. The women, however, present a different situation. Latin Americans occupied the first place since 2002 until 2006, stayed as second in 2007, although they are very near to EU Europeans. On the other hand, it can also be stated that there are more male African immigrants that female ones (Ministerio de Trabajo, *et.al.*, 2008a).

¹⁶ Europa Comunitaria: European Community / Iberoamérica: Ibero America / Oceanía: Oceania / Resto de Europa: The Rest of Europe / América del Norte:North America / África: Africa / Asia: Asia

Graph 3.3

The evolution of foreigners with registry certificate or valid residence card, by continents and sex, 1998 – 2007



Source: Ministerio de Trabajo, *et.al.*, 2008a

| | |
|-------------------------------------|----------------------------------|
| (1) Europa Comunitaria: EU | América del Norte: North America |
| Iberoamérica : Latin America | África : Africa |
| Oceania : Oceania | Asia : Asia |
| Resto de Europa: The rest of Europe | |

Table 3.4

The evolution of foreigners with registry certificate or valid residence card, by continents and countries of origin, 1998 – 2007

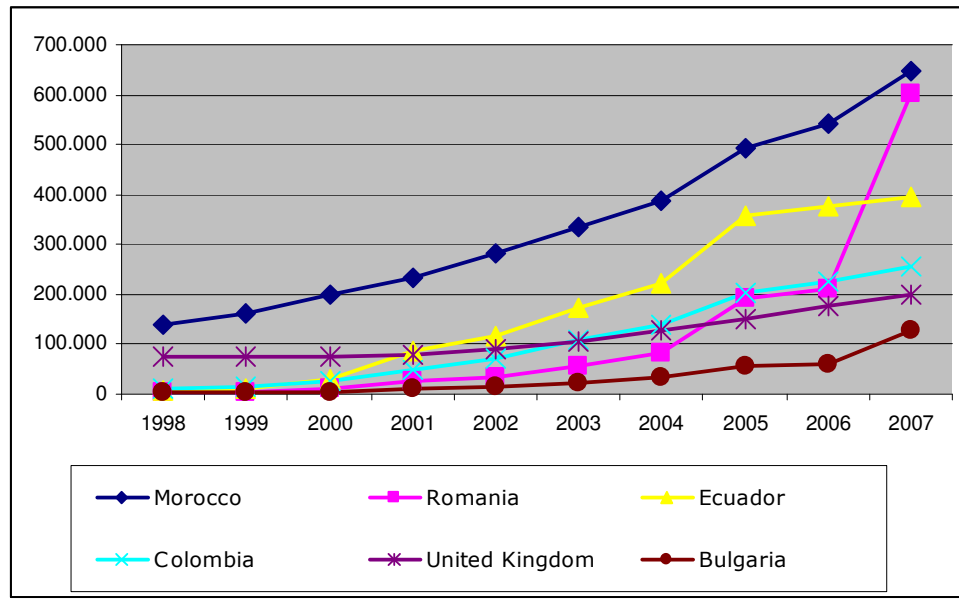
| | 1998 | 1999 | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 |
|-----------------------|----------------|----------------|----------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|
| TOTAL | 719.647 | 801.329 | 895.720 | 1.109.060 | 1.324.001 | 1.647.011 | 1.977.291 | 2.738.932 | 3.021.808 | 3.979.014 |
| Morocco | 140.896 | 161.870 | 199.782 | 234.937 | 282.432 | 333.770 | 386.958 | 493.114 | 543.721 | 648.735 |
| Romania | 3.543 | 5.082 | 10.983 | 24.856 | 33.705 | 54.688 | 83.372 | 192.134 | 211.325 | 603.889 |
| Ecuador | 7.046 | 12.933 | 30.878 | 84.699 | 115.301 | 174.289 | 221.549 | 357.065 | 376.233 | 395.808 |
| Colombia | 10.412 | 13.627 | 24.702 | 48.710 | 71.238 | 107.459 | 137.369 | 204.348 | 225.504 | 254.301 |
| United Kingdom | 74.419 | 76.402 | 73.983 | 80.183 | 90.091 | 105.479 | 128.283 | 149.071 | 175.870 | 198.638 |
| Bulgaria | 2.336 | 3.013 | 5.244 | 9.953 | 15.495 | 24.369 | 32.244 | 56.329 | 60.174 | 127.058 |
| Italy | 26.514 | 29.871 | 30.862 | 35.647 | 45.236 | 59.745 | 72.032 | 84.853 | 98.481 | 124.936 |
| China | 20.695 | 24.701 | 28.710 | 36.161 | 45.837 | 56.119 | 71.928 | 85.745 | 99.526 | 119.859 |
| Peru | 24.879 | 27.263 | 27.888 | 33.758 | 39.013 | 57.593 | 71.245 | 82.533 | 90.906 | 116.202 |
| Portugal | 42.310 | 44.038 | 41.997 | 42.634 | 43.309 | 45.614 | 50.955 | 59.787 | 72.505 | 101.818 |
| Argentina | 17.007 | 16.290 | 16.610 | 20.412 | 27.937 | 43.347 | 56.193 | 82.412 | 86.921 | 96.055 |
| Germany | 58.089 | 60.828 | 60.575 | 62.506 | 65.823 | 67.963 | 69.719 | 71.513 | 77.390 | 91.670 |
| Poland | 6.651 | 6.517 | 8.143 | 11.342 | 12.817 | 15.814 | 23.617 | 34.600 | 48.031 | 70.850 |
| Dominican Republic | 24.256 | 26.854 | 26.481 | 29.314 | 32.412 | 36.654 | 42.928 | 50.765 | 58.126 | 70.775 |
| Bolivia | 1.148 | 1.283 | 1.748 | 3.344 | 4.995 | 7.053 | 11.467 | 50.738 | 52.587 | 69.109 |
| France | 39.504 | 43.265 | 42.316 | 44.798 | 46.986 | 49.196 | 49.918 | 52.255 | 56.170 | 68.377 |
| Ukraine | 599 | 1.077 | 3.537 | 9.104 | 14.861 | 21.579 | 27.461 | 49.812 | 52.760 | 62.409 |
| Algeria | 7.043 | 9.943 | 13.847 | 15.240 | 20.081 | 23.785 | 27.532 | 35.437 | 39.433 | 45.825 |
| Cuba | 13.214 | 16.556 | 19.165 | 21.467 | 24.226 | 27.323 | 30.738 | 36.142 | 39.755 | 45.068 |
| Brasil | 7.012 | 8.120 | 10.034 | 10.910 | 12.902 | 14.598 | 17.524 | 26.866 | 30.242 | 39.170 |
| Pakistan | 4.238 | 5.126 | 7.843 | 14.322 | 15.584 | 17.645 | 18.072 | 28.707 | 29.668 | 36.384 |
| Venezuela | 6.911 | 7.323 | 7.986 | 9.067 | 10.634 | 13.162 | 16.622 | 25.372 | 28.188 | 33.262 |
| Senegal | 6.657 | 7.744 | 11.051 | 11.553 | 14.765 | 16.889 | 19.343 | 27.678 | 28.560 | 33.217 |
| Uruguay | 3.907 | 3.880 | 4.005 | 4.754 | 5.995 | 8.852 | 13.055 | 24.272 | 26.581 | 31.092 |
| Netherlands | 16.144 | 17.243 | 16.711 | 17.488 | 18.722 | 20.551 | 21.397 | 23.040 | 25.958 | 30.055 |
| Russia | 3.312 | 3.964 | 5.550 | 7.543 | 9.448 | 12.087 | 14.233 | 22.223 | 24.497 | 29.297 |
| Filipinnes | 13.553 | 13.765 | 13.160 | 14.716 | 15.344 | 16.589 | 18.185 | 18.735 | 21.190 | 25.051 |
| Chile | 5.827 | 5.927 | 6.141 | 6.900 | 8.257 | 10.869 | 14.477 | 18.748 | 20.397 | 24.841 |
| Nigeria | 1.464 | 4.214 | 3.292 | 5.111 | 6.996 | 9.721 | 11.248 | 17.338 | 19.074 | 23.524 |
| India | 8.144 | 8.515 | 7.813 | 9.271 | 9.555 | 10.327 | 11.814 | 15.273 | 16.348 | 20.776 |
| Belgium | 11.997 | 13.055 | 12.968 | 13.541 | 14.631 | 15.736 | 15.798 | 16.050 | 17.216 | 18.757 |
| Gambia | 6.969 | 8.524 | 8.840 | 9.318 | 10.384 | 11.329 | 12.834 | 15.830 | 16.177 | 18.538 |
| Lithuania | 87 | 109 | 436 | 1.813 | 1.836 | 2.796 | 6.338 | 11.296 | 13.810 | 17.740 |
| The USA | 15.563 | 15.687 | 13.743 | 13.743 | 14.366 | 14.777 | 15.517 | 15.500 | 16.447 | 17.493 |
| The Rest of countries | 86.606 | 96.021 | 97.679 | 108.850 | 121.768 | 138.216 | 154.277 | 202.250 | 220.890 | 267.305 |
| Stateless/No record | 695 | 699 | 1.017 | 1.095 | 1.019 | 1.028 | 1.049 | 1.101 | 1.147 | 1.130 |

Source: Ministerio de Trabajo, *et.al.*, 2008a

Among the countries of origin, the most significant ones are Morocco, Romania, Ecuador, Colombia, United Kingdom and Bulgaria. As observed, the evolution of immigrants from Morocco is very regular through years, from Ecuador has nearly stabilized after 2005 but the rapid growth of Romanian immigrants in 2006 is very interesting; the new EU membership may be a explaining reason. Bulgaria has also showed a small jump in 2006 but it is not as much as Romania.

Graph 3.4

The evolution of foreigners with registry certificate or valid residence card, according to 6 main countries of origin, 1998 – 2007



Source: Ministerio de Trabajo, *et.al.*, 2008a

From the perspective of the Autonomous Communities, in the last ten years; Catalonia, Madrid, Valencia Community and Andalusia are the most grown ones, accumulating the 65,62 % of growth that all the country has experienced. The four provinces with major absolute increments are Madrid, Barcelona, Alicante and Valencia. In this way, Madrid, having 148.070 foreigners at the end of 1998, had the foreigner population of Madrid in 31.12.2007 was 712.011. In relative terms, the Community that has grown the most is Castilla La Mancha, being multiplied by 14 since 1998, followed by Aragon, La Rioja and RoM. The provinces with major relative increase are Albacete (multiplied by 20), Cuenca and Avila (both by 18) and Ciudad Real (by 16).

Table 3.5

The foreigners with registry certificate or valid residence card, according to the CCAA, 1998 – 2007

| | 31.12.1998 | 31.12.2007 | Total Variation | |
|---------------------------|----------------|------------------|------------------|----------------|
| | | | Absolute | % |
| TOTAL | 719.647 | 3.979.014 | 3.259.367 | 452,91% |
| ANDALUSIA | 95.970 | 504.122 | 408.152 | 425,29 % |
| ARAGÓN | 11.877 | 148.319 | 136.442 | 1148,79 % |
| ASTURIAS | 8.682 | 32.394 | 23.712 | 273,12 % |
| BALEARES | 40.399 | 166.936 | 126.537 | 313,22 % |
| CANARIAS | 68.848 | 206.364 | 137.516 | 199,74 % |
| CANTABRIA | 3.910 | 26.636 | 22.726 | 581,23 % |
| CASTILLA-LA MANCHA | 11.374 | 160.896 | 149.522 | 1314,59 % |
| CASTILLA Y LEÓN | 20.113 | 146.400 | 126.287 | 627,89 % |
| CATALONIA | 148.803 | 860.575 | 711.772 | 478,33 % |
| VALENCIAN COM. | 69.972 | 517.408 | 447.436 | 639,45 % |
| EXTREMADURA | 9.063 | 34.369 | 25.306 | 279,22 % |
| GALICIA | 21.140 | 75.346 | 54.206 | 256,41 % |
| MADRID | 148.070 | 712.011 | 563.941 | 380,86 % |
| REGION OF MURCIA | 15.731 | 188.597 | 172.866 | 1098,89 % |
| NAVARRA | 6.385 | 53.844 | 47.459 | 743,29 % |
| BASQUE COUNTRY | 16.995 | 83.875 | 66.880 | 393,53 % |
| LA RIOJA | 3.253 | 39.025 | 35.772 | 1099,66 % |
| CEUTA | 1.196 | 3.605 | 2.409 | 201,42 % |
| MELILLA | 1.054 | 6.004 | 4.950 | 469,64 % |
| No Record | 16.812 | 12.288 | -4.524 | -26,91 % |

Source: Ministerio de Trabajo, *et.al.*, 2008a

3.2.1 Immigration as an Opportunity and as a Challenge

The incorporation of a considerable number of immigrants, particularly in a short time, brings immediate challenges to be faced. The dimensions and specific characteristics of these challenges related to immigration depend on the social, economical and political context where the immigrant people settle.

In some fields, the arrival of the immigrants has caused negative remarks such as qualitative and quantitative insufficiencies of the wellbeing services of the State, like in the education or health system, in the housing or social services. Moreover, the benefits and costs of the immigration appear distributed unequally between the various social groups because although the immigration is a positive factor for the Spanish Society, some social groups get benefit more whereas the others experience the problems and insufficiencies of the functioning of the public services with the immigrant population. The presence of the immigrant citizens causes basically the necessity of adapting these systems to the new reality that has been configuring Spain with a numerous, diverse and plural population and provide them the sufficient recourses to meet the necessities of the new citizens. In other aspects, the immigration proposes specific problems as counting with the adequate housings or promote better knowledge of official languages and the social norms in Spain by the immigrants, this knowledge is inevitable to achieve a united society and for the social integration of the immigrant people. This incidence refers to the different problems in various fields of the social life as employment, education, accommodation and problems of discrimination for the racial or ethnic origin. Therefore it is clear that guaranteeing the equality of opportunities is the first step to be achieved. Likewise, the feminization of the immigrations offers specific gender challenges for the integration policies. Therefore, a new and definite impulse should be given to the integration policies that implies all of the administrations, actors of the civil society among which the immigrants also exist. The governance of the integration process is one of the main lines of the construction of a more fair and united society that is capable to generate a feeling of common pertinence among all (Secretaría de Estado, *et.al.*, 2007: 8).

3.3 DEMOGRAPHIC STRUCTURE OF THE IMMIGRATION

The foreigners living in Spain have a demographic structure by sex, age groups and natural movement of the population (Birth rate and mortality) with some characteristics that differ from the Spanish. There exists different features between the Spanish and foreign people with respect to the sex and age groups and even more evident between European foreigners and non European foreigners.

With respect to sex, the 51 % of the Spanish are women and 49 % are men whereas in the case of foreigners, the men represent 52 % and among them, the 54% of the non European foreigners are men (Secretaría de Estado, *et.al.*, 2007: 19). The differences by the age groups have more relevance and dimension. The age pyramids for three collectives (Spanish, EU foreigners, non EU foreigners) show very different profiles, above all, in the case of non EU foreigners. (See Graph 3.5) Another aspect is the population less than 20 years; almost the same 20 % for both Spanish people and non EU foreigners while this percentage is 13 % for EU foreigners. But the most relevant feature of the comparison of three pyramids is the proportion of the people, men and women, in active ages, between 20 and 64 years; 63 % of the Spanish, among the foreigners, 71 % of EU foreigners, 77 % of the non EU foreigners (Secretaría de Estado, *et.al.*, 2007: 19). For the population between 20 and 40 years, there are significant differences, too. Among the Spanish, this group is 31 % of the total population and among the EU foreigners; the percentage is 33 % whereas the 57 % of the non EU foreigners are concentrated in age group that is the most active and reproductive (Secretaría de Estado, *et.al.*, 2007: 21). This situation is exceptional if considered in temporal dimension (through time and arrival of new immigrants, this proportion tends to change) and compared with other surrounding countries which has relevant immigration for years.

From the perspective of just foreigners; in the case of EU foreigners, the people more than 54 years are 31 % of the total population and this number is 29 % for the Spanish. The both cases demonstrates a high level of ageing, nevertheless, among the non EU foreigners, the people more than 54 years represent just 5 %. It is a result of relatively recent arrivals of major part of non EU immigrants and especially youngsters

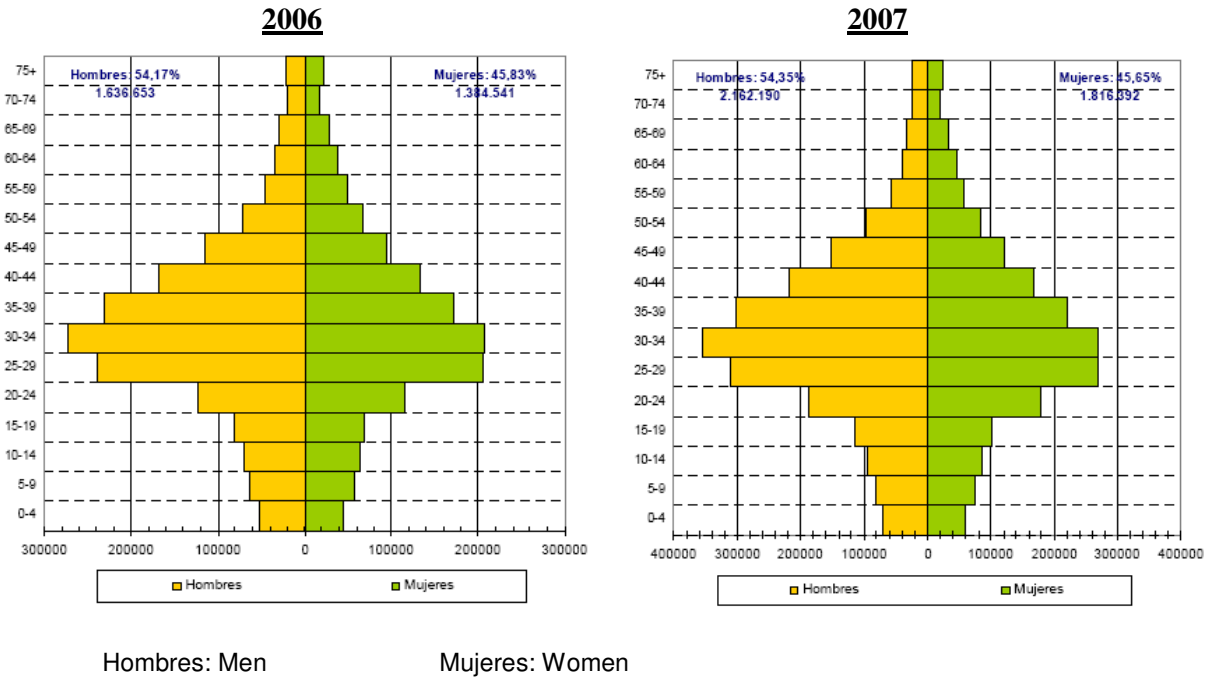
or young adults. Through the time, this situation will change due to the permanent stay but still other immigrants in young ages continue to come (Secretaría de Estado, *et.al.*, 2007: 19). According to the Immigration Annual of the Ministry of Work and Immigration for 2007, the below information about this issue can be extracted

- The percentage of African immigrants is the group with the highest percentage in male population with almost 65 %; particularly Algeria (more than 70 % of total Algerian population), Morocco (more than 60 % of total Moroccan population) (Ministerio de Trabajo, *et.al.*, 2008a)..
- Among the Portuguese population in Spain, more than 66 % of the total is male.
- The rate of women from Latin America and the rest of Europe is almost the same and around 54 %; particularly Brazil (more than 65 % of the total Brazilian population), Dominican Republic (near to 60 % of the total Dominican Republic population) and Colombia (more than 55 % of the total Colombian population) (Ministerio de Trabajo, *et.al.*, 2008a).

According to the 2007 data, the 83,35 % of the foreigner residents in Spain are found in working age, 12,66 % is less than 16 years and 3,99 % has 65 years and more. Although the differences by sex are not significant, the women have higher percentages in the group of 0 to 15 years and 65 and more years while the men are in the central age. The five-year age groups with the most percentage among the foreigner population are 30-34 years (15,66 %), 25-29 years (14,63 %) and 35-39 years (13,14 %), presenting levels for sex. With respect to the age structure of the 2006, a slight increase of the group less than 25 years (except 5 to 9 years) is verified and descent of the relative weight of the rest of the groups, that means the foreigner population is rejuvenating, for arrival of younger people and for the births of foreigners in Spain (Ministerio de Trabajo, *et.al.*, 2008a).

Graph 3.5

The age and pyramid of sex of the foreigners with certificate of registry or valid residence card 31.12.2006 and 31.12.2007

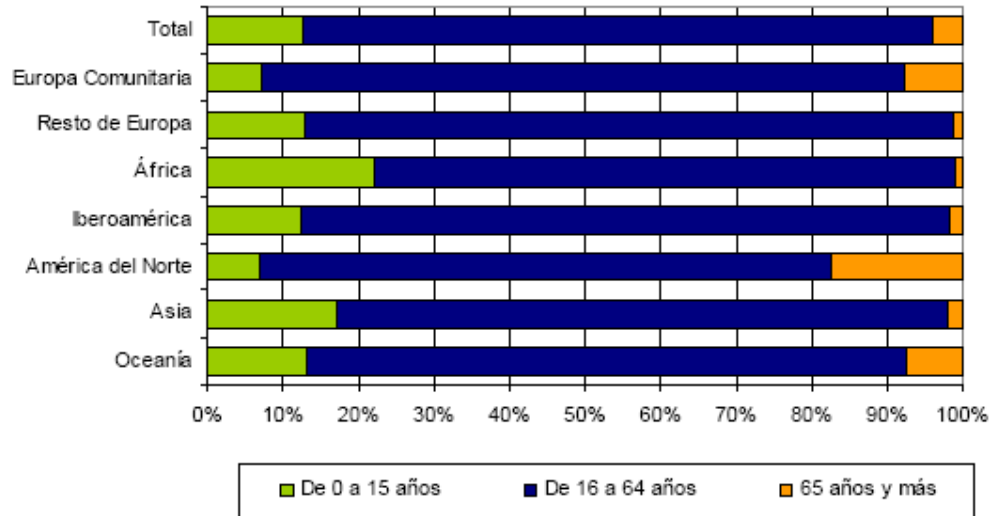


Source: Ministerio de Trabajo, *et.al.*, 2008a

The majority of foreigners are in the working age that can be verified for all continents although the percentages of this age group is 75,94 % for the North America and 85,92 % for the rest of Europe. According to the nationalities; Czech Republic, Kenya, Slovakia, Indonesia and Paraguay present percentages more than 95 %. On the contrary, less than 70 % of nationals of Sweden, Norway, Finland, Gambia, Denmark and United Kingdom are in the working age. As observed in below Graph, the youngest foreigners are nationals from Africa and Asia, with percentages of the population less than 16 years of 21,94 % and 17,94 % respectively. This percentage is higher than 22 % for the nationals of Gambia, Morocco and Congo. In the extreme side of the table, just 7,04 % and 7,18 % of the people from North America and the EU respectively are below the 16 years (Ministerio de Trabajo, *et.al.*, 2008a : 22)

Graph 3.6

The foreigners with registry certificate or valid residence card, according to the continent and age groups.31-12-2007



Source: Ministerio de Trabajo, *et.al.*, 2008a : 22

| | |
|---------------------------------------|-------------------------------------|
| (1) Europa Comunitaria: EU | América del Norte : North America |
| Iberoamérica : Latin America | África : Africa |
| Oceanía : Oceania | Asia : Asia |
| Resto de Europa : The rest of Europe | De 0 a 15 años : From 0 to 15 years |
| De 16 a 64 años : From 16 to 64 years | 65 años y más : 65 years and more |

The relation of the youngest countries differs for men and women. The youngest men come from Gambia, Equatorial Guinea, Russia, China and Morocco whereas the youngest women are the nationals from Gambia (more than half of the women are under 16 years), Bissau Guinea, Pakistan, Mali and Egypt. The foreign population for 65 years and more, the highest presence are of the North Americans (17,46 %), distantly followed by EU nationals (7,66 %) and Oceania (7,46 %). However, the five countries with the highest population are in the EU: Switzerland, Norway, Finland, United Kingdom and Denmark, all have more the 25 % from this age group (Ministerio de Trabajo, *et.al.*, 2008a). This contrast with EU average is owed to

the grand importance for the population residing in Spain, the new labour immigration from the countries that are recently incorporated to the EU, that decreases the average age of the foreigners of the continent. Effectively, less than 0,5 % of the residents of these six new continents are in the age of retirement. (For the detailed Graphs, see Annex Gr-1)

From the perspective of the CCAA, the percentage of foreigners having between 16-64 years is the highest in the Basque Country (87,21 %), Madrid (86,59 %) and Galicia (86,00%). The six provinces with major proportion of foreigners in this age group are Huelva, Cuenca, Guipuzcoa, Sevilla, Vizcaya and Jaen with a range of values beginning from 89,48 % ending at 87,15 %. The age group of 0-15 years are mostly represented in Melilla, La Rioja, Catalonia and Navarra with more than 15 % in all. The women present a slight difference, the four CCAA with major female children are La Rioja, RoM, Catalonia and Melilla (Ministerio de Trabajo, *et.al.*, 2008a). (Annex Gr-2)

The majority of the foreigners residing in Spain, 95,25 % were born abroad (not Spain); this 91,90 % of this 95,25 % were born in their country of origin, 0,75 % born in another country than their hometown, 3,30 % born in a different country but 188.827 people (4,75 %) were born in Spain. The 59,88 % of the foreigners born in Spain are Africans (112.909) and 89.718 people (13,42 %) have Moroccan nationality, followed by Asians (10,42 %) and North Americans (7,50 %). The least percentage to be born in Spain is observed in Latin Americans by just 0,52 %. The percentages that were born in another country than his hometown, are high in Palestine (28,36 %), Jordan (23,00 %), Luxembourg (14,56 %) and Croatia (12,58 %) In the below table, the differences between the country of nationality and country of birth can be observed. For the countries as Argentina, Uruguay, Chile, Brazil and Venezuela, the number of residents in Spain that were born in those countries are relatively more than the nationals themselves (Ministerio de Trabajo, *et.al.*, 2008a).

Table 3.6

The foreigners with registry certificate or valid residence card according to the country or origin and the country of birth. 31-12-2007

| | Total | | Difference (A-B) | |
|--------------------------------|----------------------------|----------------------|------------------|-----------|
| | Country of nationality (A) | Country of Birth (B) | Absolute | % (A-B)/A |
| TOTAL | 3.979.014 | 3.979.014 | - | - |
| Spain | 0 | 188.827 | -188.827 | |
| Morocco | 648.735 | 561.907 | 86.828 | 13,38 |
| Romania | 603.889 | 594.607 | 9.282 | 1,54 |
| Ecuador | 395.808 | 395.839 | -31 | -0,01 |
| Colombia | 254.301 | 258.321 | -4.020 | -1,58 |
| United Kingdom | 198.638 | 185.381 | 13.257 | 6,67 |
| Bulgaria | 127.058 | 124.285 | 2.773 | 2,18 |
| Italy | 124.936 | 48.792 | 76.144 | 60,95 |
| China | 119.859 | 105.170 | 14.689 | 12,26 |
| Peru | 116.202 | 119.396 | -3.194 | -2,75 |
| Portugal | 101.818 | 87.284 | 14.534 | 14,27 |
| Argentina | 96.055 | 146.840 | -50.785 | -52,87 |
| Germany | 91.670 | 80.555 | 11.115 | 12,13 |
| Poland | 70.850 | 68.695 | 2.155 | 3,04 |
| Dominican Republic | 70.775 | 70.486 | 289 | 0,41 |
| Bolivia | 69.109 | 69.495 | -386 | -0,56 |
| France | 68.377 | 56.154 | 12.223 | 17,88 |
| Ukraine | 62.409 | 59.025 | 3.384 | 5,42 |
| Algeria | 45.825 | 42.476 | 3.349 | 7,31 |
| Cuba | 45.068 | 47.257 | -2.189 | -4,86 |
| Brazil | 39.170 | 43.987 | -4.817 | -12,30 |
| Rest of the countries | 627.332 | 624.049 | 3.283 | 0,52 |
| Stateless people and No record | 1.130 | 186 | 944 | 83,54 |

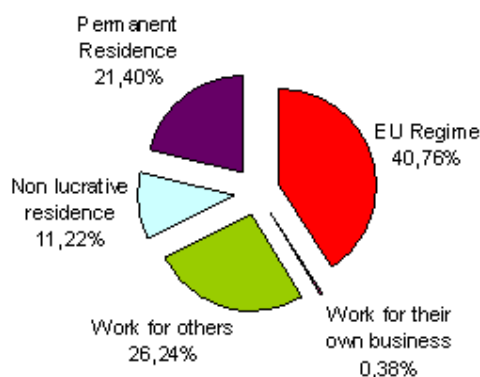
Source: Ministerio de Trabajo, *et.al.*, 2008a

Among all the registry certificates or valid residence card, the 26,24 % corresponds to work authorizations for businesses belonging to other people (cuenta ajena), 0,38 % of work authorizations for their own businesses, 11,22 % is non lucrative residence (no right to work), 21,40 % is permanent type. Permitting to reside and work in the same conditions as Spanish nationals, the remaining 40,76 % is a registry certificate or residence card belonging to a EU citizen or his relatives. There is a significant difference between men and women; the rate of the men having a work permit is more than the rate of the women. The women have more percentages in non

lucrative authorisations and EU regime. With respect to 2006, the number of work authorisations decreased by 3 %, particularly for having their own business (increased by more than 16%) and also the non lucrative residence has increased by 21 %. However, the main increase falls over the permanent residences with 34 %, which means 217.058 foreigners more than 2006 are authorised to reside indefinitely in Spain and work with the same conditions as the Spanish natives (Ministerio de Trabajo, *et.al.*, 2008a).

Graph 3.7

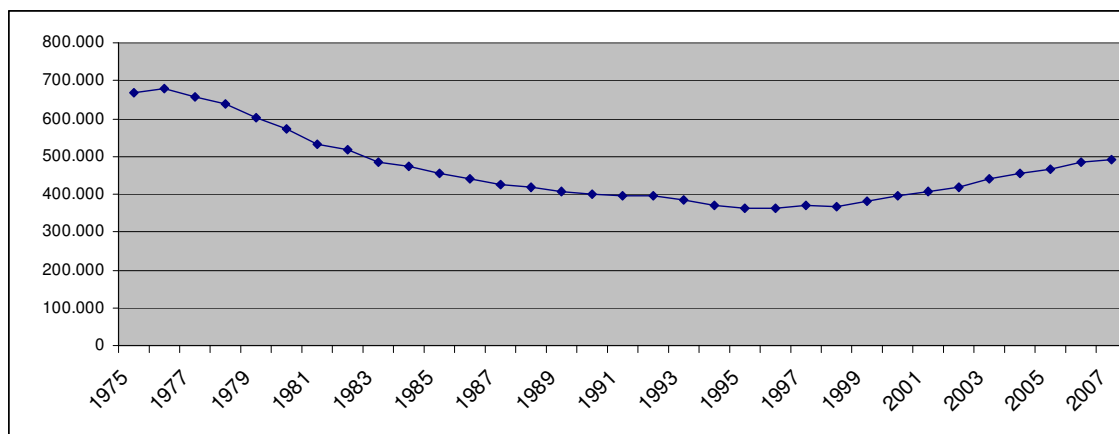
The Foreigners with registry certificate or valid residence card according to the reason of expedition 31-12-2007



Source: Ministerio de Trabajo, *et.al.*, 2008a

Spain has arrived a descent of birth since 1975; 670.000 children were born in 1996 whereas in 1996, nearly the half (363.000) children were born. Since then, recuperation has begun in the number of the births and in 2007 more than 491.183 babies were born, reaching the average volume of the decade of 1980, where each time, there is more significance of the children of the immigrants (See Graph-3.7) (Secretaría de Estado, *et.al.*, 2007: 23).

Graph 3.8
The evolution of births in Spain 1975 – 2007 as of 31-12-2007



Source: INE, 2008c

The demographic contribution of the immigrant population during the last decade is due to the age group of the people that are more fertile and the foreign women still maintain more fertility that the Spanish women at the same age. In 1996, less than 5 % of the births are children of foreigners and this proportion has increased year by year, even exceeds 16 % in 2004 and 2005. (In 2004, the 106.480 of the total 465.616 born children were of the foreign mother and/or father) (Secretaría de Estado, *et.al.*, 2007: 23). The weight of the births of foreigner mother or father has increased since 1996 and the percentage of the ones that were born from Spanish mother and/or father to the ones that were born from foreigner mother and/or father has decreased. The probable reasons of this result are the significant increase of the children of mixed couples (Spanish and foreigner) (Secretaría de Estado, *et.al.*, 2007: 23). Since 1996, related to the increase in the number of foreigners who live in Spain, a notable increase has been produced in the marriages both between foreigners and mixed: a Spanish person and a foreigner. Between 1996 and 2005, 170.797 marriages happened where at least one of the parts was foreigner (the 2005 figures are 29.454 among 209.125 marriages); this number represents 8 % of all the marriages that happened in Spain (Secretaría de Estado, *et.al.*, 2007: 26).

In March 2008, according to the juridical residence regime for foreigners¹⁷, 59,24 % (2.230.180) of all the foreigners that reside in Spain are hosted by General Regime and 40,76 % (1,962,655) by EU Regime. For North America and Oceania, although General Regime dominates, it very equalled to the EU Regime, which indicates that nearly more than half of the nationals of this continents residing in Spain are familiars of Spanish people or other citizens of the Union (Ministerio de Trabajo, *et.al.*, 2008a).

3.4 THE ORIGIN AND DESTINATION ZONES OF IMMIGRANTS

In the recent years, not only there has contemplated a notable increase in the foreign population, but also very important changes in the composition by zones and nationalities of origin and destination zones of the immigrants, in this way, the profile of the immigration and it geographic distribution in Spain also change. On the other hand, the distribution of the foreigners by destiny zones in the Spanish geography is very diverse and changing in the recent years, if analyzed by the CCAA, provinces or municipalities.

3.4.1 Foreigners According To Their Origin

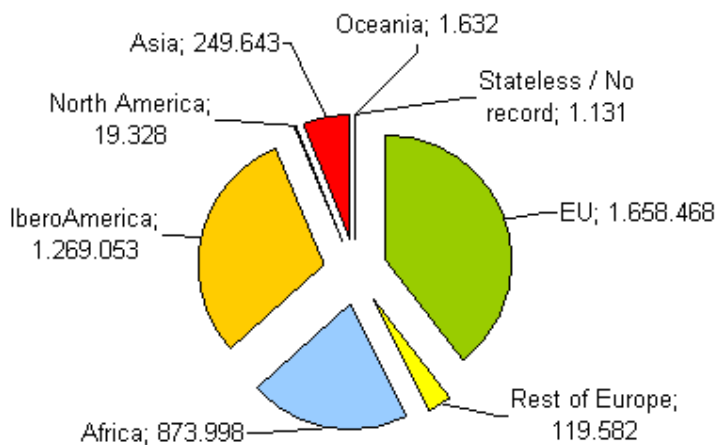
The composition of the immigrants by main zones of origin has changed radically in the last years. In 1992, the half of the foreigners residing in Spain was from the (actual) European Union. Today, they represent less than a quarter and since 2003, the majority of the foreigners are not Europeans, they are Latin Americans. In 1995, the 50 % of the resident foreigners were from actual member states of the EU and the rest were from three principal zones; 19% from Latin America, 19 % from Africa and 12 % from the rest of the world. (Secretaría de Estado, *et.al.*, 2007: 28). Later, this distribution has changed significantly; according to the March 2008 data, the first origin zone of immigrants is EU with 39,55 %, followed by Latin America by 30,27 %,

¹⁷ For foreigners, there are two residence regimes in Spain; The EU Regime and the General Regime. EU Regime is applied to the nationals of the member states of the EU and other States of European Economic Area (Ísland, Liechtenstein and Norway) and Confederation of Switzerland, and for their families and families of Spanish people that are nationals in third countries. The EU citizens, are asked to have a family residence card of citizenship of the Union. The General Regime is applied to the rest of the nationals of third countries that can be permanent or temporary for a posterior expedition, previous requirements and a residence card.

and Africa by 20,85 %, Asia 5,95 by % Asia; the rest of the world represent the 3,38 % of the total 4.192.835 foreigners residing in Spain as of 31-12-2007 (INE, 2008c).

Graph 3.9

The distribution of foreigners with registry certificate or valid residence card according to their zones of origin 31-03-2008

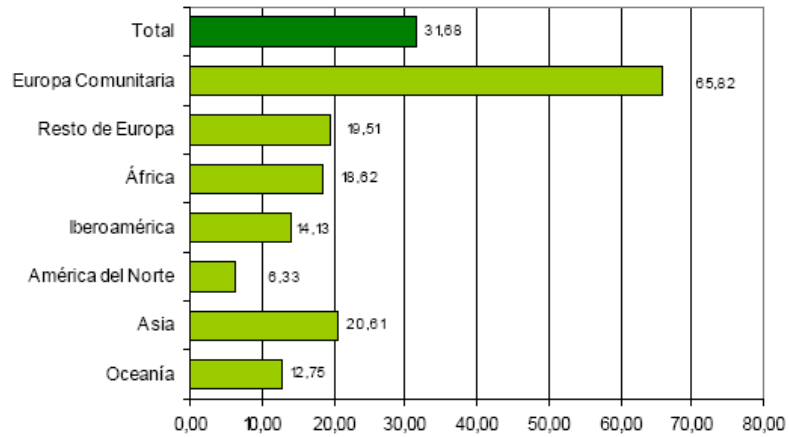


Source: INE, 2008c

The figures have a tendency to change, the total number of foreigners that were in 31-12-2007 increased 31,68 in total until 31-12-2008 where the number of EU foreigners increased by 65,82 % which is especially due to the increase in the number of residents of new member of the EU that are Bulgaria (increased by 111,15 %) and Romania (185,76 % increased by) (Ministerio de Trabajo, *et.al.*, 2008a). According to the March 2008 data, five countries formed the 53,07 % of the total foreigners in Spain, which are Morocco (675.906 residents), Romania (664,880 residents) and Ecuador (413.642), the United Kingdom (206.168), and Colombia (264.549). The Graph shows the 36 countries that have more than 15.000 resident citizens in Spain; ordered regarding their number of residents starting from Morocco (INE, 2008c). (To see the distribution according the continents and the nationalities at the same time, please see Annex Gr-5.)

Graph 3.10

The variation in percentage of the number of foreigners with registry certificate or valid residence card, according to the continent 31-12-2007 / 31-12-2006

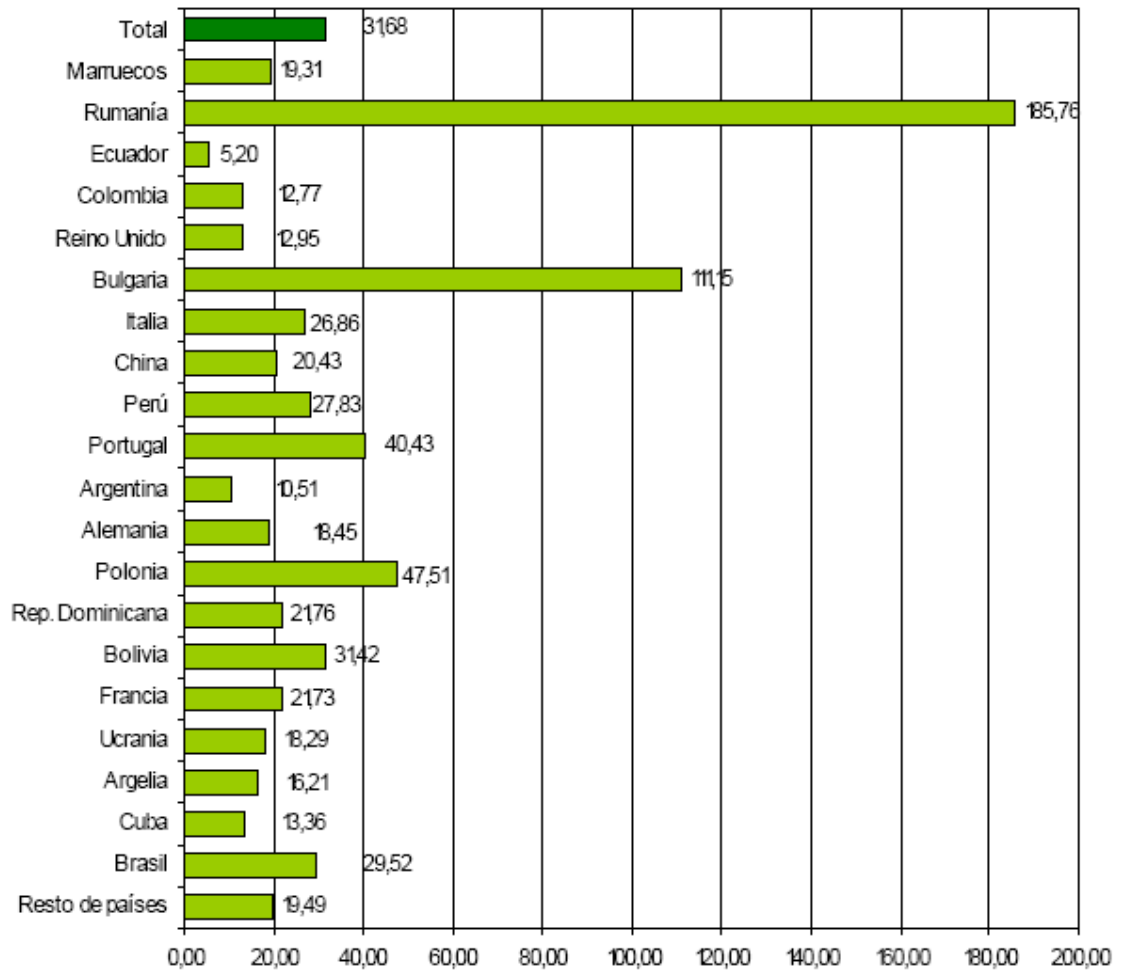


Source: Ministerio de Trabajo, *et.al.*, 2008a : 9

| | | | |
|-----------------------|----------------------|--------------------|---------------|
| (1)Europa Comunitaria | : EU | América del Norte: | North America |
| Iberoamérica | : Latin America | África | : Africa |
| Oceanía | : Oceania | Asia | : Asia |
| Resto de Europa | : The rest of Europe | | |

Graph 3.11

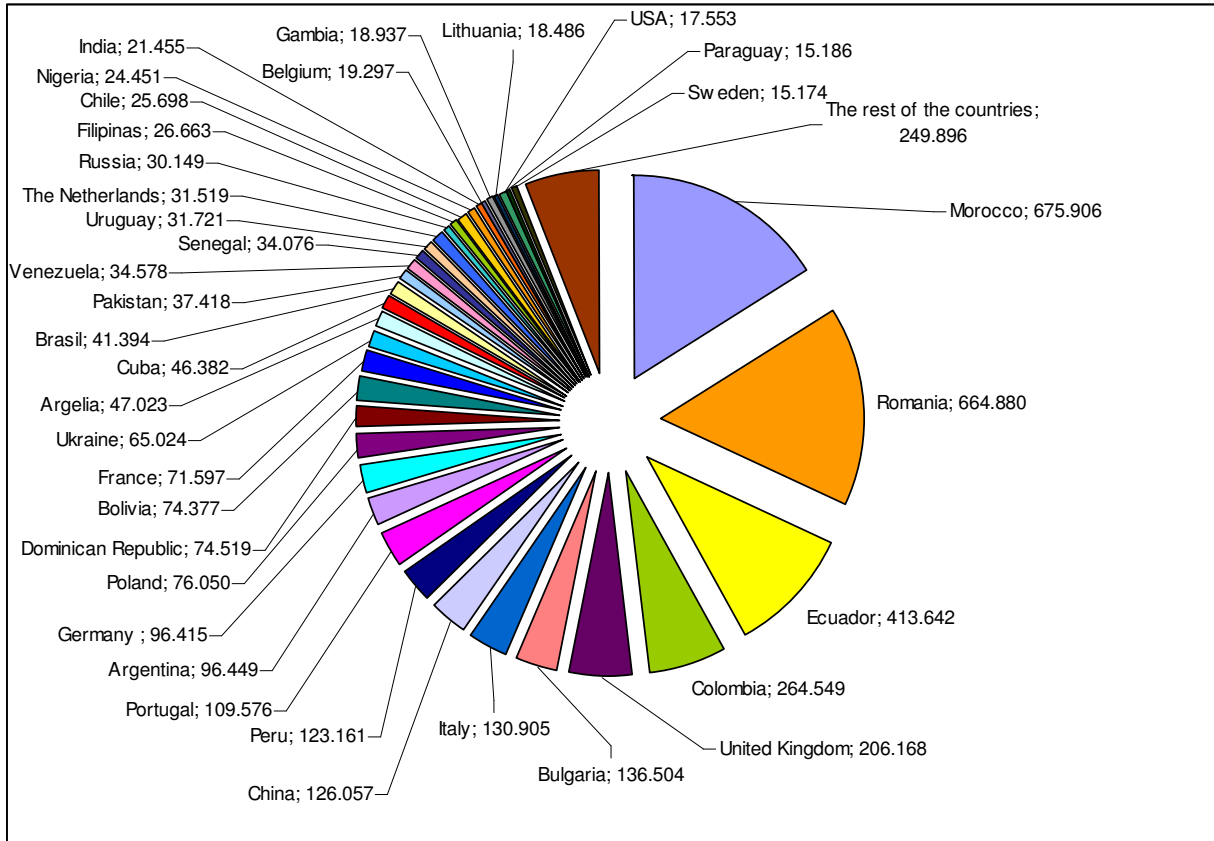
The variation in percentage of the number of foreigners with registry certificate or valid residence card according to the nationality 31-12-2007 / 31-12-2006



Source: Ministerio de Trabajo, *et.al.*, 2008a : 9

Graph 3.12

The distribution of foreigners with registry certificate or valid residence card according to their countries of origin, 31-03-2008



Source: INE, 2008c

3.4.2 The Destinations of Immigration

The distribution of foreigners that live in Spain is very different by CCAA and municipalities. Four communities concentrate the 65,38 % of the resident foreigners in March 2008; Andalusia, (12,65 %), Catalonia (21,65 %), Madrid (18,11 %), and Community of Valencia (12,97 %), the rest of the Communities have more less proportion of the total resident foreigners; Canaries (5,12 %), Murcia (4,61 %), Balearic Islands (4,17 %), Castilla-La Mancha (4,08 %) and Aragon (3,75 %); the rest are below this number (INE, 2008c).

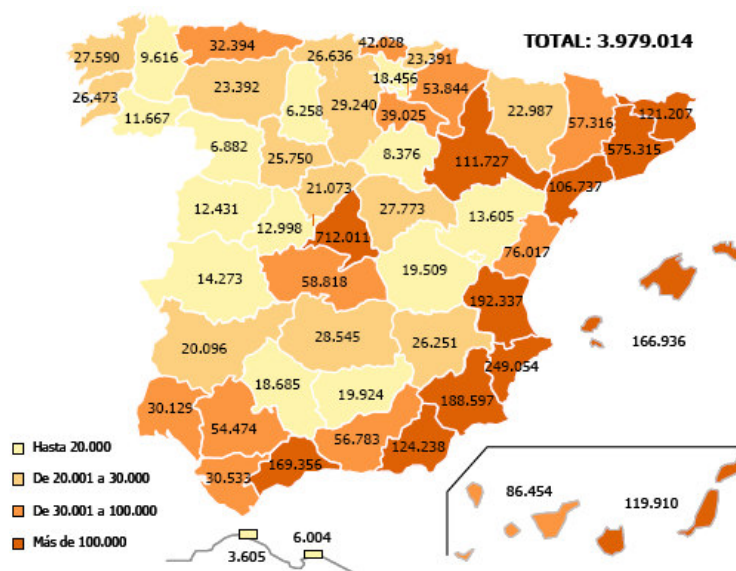
Table 3.7

The distribution of foreigners with registry certificate or valid residence card according to CCAA and the type of regime 31-03-2008

| | 31.03.2008 | | | |
|------------------------------|------------------|----------------|------------------|------------------|
| | Total | % | General Regime | EU Regime |
| TOTAL | 4.192.835 | 100,00% | 2.230.180 | 1.962.655 |
| ANDALUSIA | 530.361 | 12,65% | 229.780 | 300.581 |
| ARAGON | 157.206 | 3,75% | 67.758 | 89.448 |
| ASTURIAS | 34.143 | 0,81% | 15.676 | 18.467 |
| BALEARIC ISLANDS | 174.942 | 4,17% | 77.265 | 97.677 |
| CANARIES | 214.691 | 5,12% | 92.013 | 122.678 |
| CANTABRIA | 28.045 | 0,67% | 14.877 | 13.168 |
| CASTILLA-LA MANCHA | 170.921 | 4,08% | 77.473 | 93.448 |
| CASTILLA Y LEÓN | 156.530 | 3,73% | 66.472 | 90.058 |
| CATALONIA | 907.703 | 21,65% | 622.733 | 284.970 |
| COMMUNITY OF VALENCIA | 543.951 | 12,97% | 232.821 | 311.130 |
| EXTREMADURA | 35.588 | 0,85% | 17.792 | 17.796 |
| GALICIA | 79.471 | 1,90% | 35.231 | 44.240 |
| MADRID | 759.232 | 18,11% | 421.906 | 337.326 |
| REGION OF MURCIA | 193.493 | 4,61% | 143.139 | 50.354 |
| NAVARRA | 56.692 | 1,35% | 33.604 | 23.088 |
| BASQUE COUNTRY | 87.646 | 2,09% | 48.381 | 39.265 |
| LA RIOJA | 41.096 | 0,98% | 22.215 | 18.881 |
| CEUTA | 3.704 | 0,09% | 1.404 | 2.300 |
| MELILLA | 6.308 | 0,15% | 3.203 | 3.105 |
| No record | 11.112 | 0,27% | 6.437 | 4.675 |

Source:INE, 2008c

In comparison of the population of foreigners between the dates 31-12-2006 and 31-12-2007 according to the CCAA, the principal increases happened in Aragon (61,37 % more than 2006: 362,467 for 2006 and 504,122 for 2007 having increased 141,655), Castilla-La Mancha (53,66 %). Among the provinces, in Zamora (75,97 %), Toledo (71,29 %) and Cordoba (70,84 %) The least increases happened in Ceuta (7,97 %), Melilla (11,83 %) and Sta.Cruz de Tenerife (13,14 %) (For more see Annex Gr-3) (Ministerio de Trabajo, *et.al.*, 2008a : 3).



Map 3.2: The foreigners with registry certificate or valid residence card, 31-12-2007

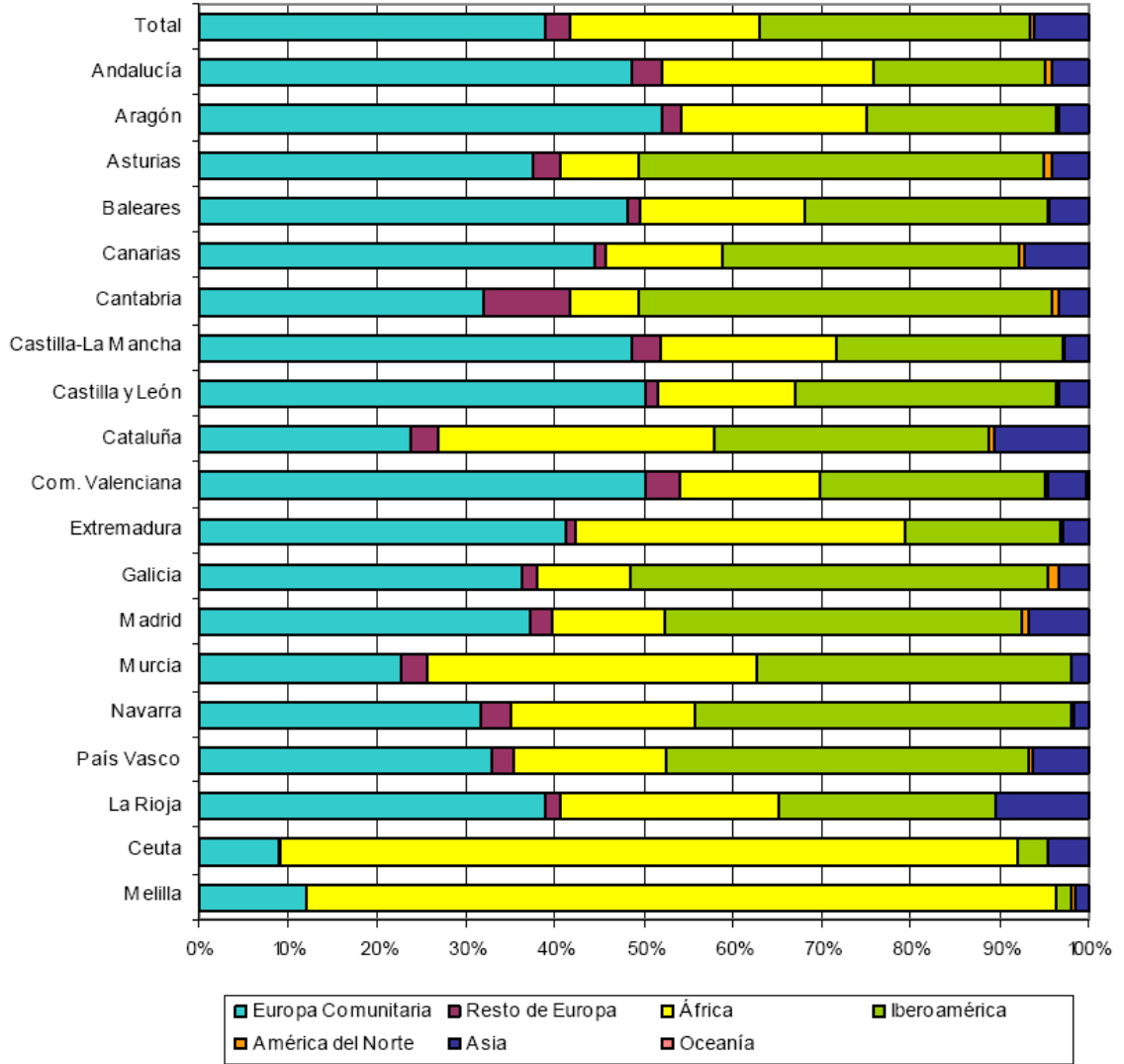
Source: Ministerio de Trabajo, *et.al.*, 2008a

(1) hasta:till / de: from / a: to / más de: more than

The panorama also changes notably is the data is differed as EU foreigners and non EU foreigners. According to INE data on 31-12-2008, the 62,82 % of the EU foreigners live in four Communities: Madrid (17,19 %), Valencia Community (15,85 %), Andalusia (15,32 %) and Catalonia (14,52 %). The non EU foreigners, being more numerous, are marked in big features, as the ranking of Communities and resident foreigners (INE, 2008c). The distribution of the foreigners regarding the sex is quite masculine except Melilla where men has 46, 84 % of the population. The main masculine percentage is registered in Teruel (62,37) in 31-12-2007 (Ministerio de Trabajo, *et.al.*, 2008a). Considering the foreign population and total population, the provinces with major proportion of foreign population does not always coincide with major number of foreigners in absolute terms. The Autonomous Community with major proportion of foreigners residing en their territory is Balearic Islands (11 % of its habitants are foreigners) followed by Murcia (nearly 11 %), Madrid (9,5 %), Canaries (8,5 %), Catalonia and La Rioja (8 % each), Valencia Community (7,5 %), Melilla (7 %) and Navarra (6,5 %). These are the Communities that situate themselves above the national average (6,36 %) of the foreigners residing in June 2006 (Ministerio de Trabajo, *et.al.*, 2008a).

Graph 3.13

The foreigners with registry certificate or valid residence card according to the CCAA and continent. 31-12-2007



Source: Ministerio de Trabajo, et.al., 2008a: 16

(1) Europa Comunitaria: EU
 Iberoamérica : Latin America
 Oceanía : Oceania
 Resto de Europa : The rest of Europe
 América del Norte: North America
 África : Africa
 Asia : Asia

Another differential element between CCAA is the composition of immigrants that reside in them. According to the data taken from the 2007 data of the Ministry of Work and Immigration, the followings can be summarized (the percentages are calculated over all the foreigners residing in that CCAA):

- Aragon has a major weight for EU foreigners (more than 50 %)
- Melilla and Ceuta has the highest rates of Africans within their population. (Nearly 80 %)
- Asturias, Cantabria, Galicia, Madrid, Murcia Navarra and Basque Country have an important weight of Latin Americans.
- The almost 70 % of the total foreign population of Balearic Islands consist of EU and Latin Americans.
- Murcia is also an important Region for the existence of non EU foreigners. (more than 75 %)
- La Rioja and Catalonia are the Communities with the highest proportion of foreigners from Asia.

Among the CCAA, the immigration is not distributed homogeneously by provinces, municipalities or neighbourhoods of the cities. On the contrary, often, there is an unequal distribution that responds distinct factors of the productive structures, demographic structures and migratory trends. The concentration of the immigrants in some Spanish municipalities is one of the observed facts. According to INE data at 1 January 2004, there were 46 municipalities having more than 1.000 registered foreigner residents and more than 25 % of their population is foreigners; the main municipalities in this category are in Alicante (San Fulgencio 62,86 %, Rojales 59,11 %, Teulada 57,36 %, Benitachell 57,20 %, Els Poblets 56,91 %, Calpe/Calp 56,58 %, San Miguel de Salinas 50,93 %) Among the first, are figured 20 municipalities of the province of Alicante, where more than the half of the population are foreigners in seven municipalities (Secretaría de Estado, *et.al.*, 2007: 38).

The other eleven are municipalities of Canaries, four Catalans, 3 Murcian and 1 in Careces. Two thirds of those municipalities owe their main presence to the foreigners and EU citizens who are retired or pre-retired and live their retreat in Spain. The biggest of these municipalities is Torrevieja (Alicante) that has 76.000 habitants and among them 43 % are foreigners. However, there is a part that owes this high presence of the immigrants to non EU citizens where there is a characterization by an elevated percentage of non EU foreigners, who are fundamentally workers. They are rural, touristical municipalities or near to the big urban nucleus. In this aspect, at the same year, there were 31 more municipalities with more than 1.000 registered non EU foreigners and more than 15 % of their population is non EU foreigners; are mainly in RoM, Almeria, Catalonia, Madrid, Alicante, Zaragoza, The major of these municipalities is El Ejido (Almeria) that has 64.000 habitants and among them, nearly 20 % are non EU foreigners. According to the percentage over the total municipality population, the first three ones are Talayuela in Cáceres (33,32 %), Guissona in Llleida (25,37 %), Fuente Álamo de Murcia in Murcia (23,60 %) (Secretaría de Estado, *et.al.*, 2007: 38).

3.5 IMMIGRANTS AND LABOUR MARKET

The employment is one of the key aspects for the social inclusion of the immigrant people. There are four main factors about the labour inclusion/integration for the immigrants; the politics of receptor government, the situation of labour market, the characteristics of pre-existing ethnic communities (ethnic networks, qualification, time in Spain) and the public opinion with respect to the immigration.

Among foreigners, there is a definite difference according to their origin; EU and non EU immigrants. Consequently depending on their origin the provinces to which they immigrate also differs. In other words strong concentrations according to the country of origin and destination province tend to occur and create regional inequalities in the distribution of the immigrants. (For example, a person who will come for the first time prefers to city of the people that he knows) The immigrant collectives have higher activity, occupation and unemployment rates than Spanish and there is an important difference by sectors and activity branches; the majority of

immigrants are occupied in construction, hotel services, domestic employment, commerce and agriculture. Many of them work in inferior non qualified works although they have medium formative levels and certain labour experience. For example, in the agriculture, Africans especially Moroccans can bear more and work more efficiently than the others because of being used to the climate in their countries. There is also a presence of irregulars which attracts the submerged economy. The regularization in 2005 caused an important increase, especially women due to the family reunions. It should also be stated that the immigrants did not cause a negative effect for Spanish labour conditions because they had the works of minor categories and did not reduce the opportunities of Spanish as they have displaced to higher labour categories.

Nonetheless, the participation of immigrants in the labour market reflects the contribution that the people make to the social and economic development in Spain. The Survey of Active Population and data of Affiliation to the Social Security allow approaching to the labour dimension of the immigration in Spain through the basic traditional variables in the analysis of labour market, as active population, activity rates, registries in the Social Security, the unemployment and the unemployment rates (Secretaría de Estado, *et.al.*, 2007: 39).

3.5.1 The Working Population, Employment, Different Areas of Employment and Employment Rates among the Immigrants

According to the Survey of Active Population (EPA: Encuesta de Población Activa), among the 21.530.100 actives that there were in Spain in 2006 (second term), the 12,8 % (2.754.800) are foreigners and 11,2 % are non EU foreigners. These data show the extraordinary importance that the immigration has acquired in Spain since the point or labour view (Secretaría de Estado, *et.al.*, 2007: 39).

Nearly the 55 % of the active non EU foreigners are Latin Americans (1.324.300), the 22,5 % are non EU Europeans and almost 23 % are from the rest of the world. The 55 % are men and 45 % are women. For age groups, it should be recognized that youth (less than 25 years) and young adults (25 – 34 years) have a notable weight among the actives non EU foreigners in comparison with the Spanish: 31 % of the

Spanish have less than 35 years, in the case of non EU workers, this group represents 56 % (Secretaría de Estado, *et.al.*, 2007: 39).

Table 3.8

The active population by sex and age groups according to origin, 2006

| (data in thousands) | Total | Spanish | Foreigners | | | | | |
|-------------------------------|----------|----------|------------|-------|-------------------|----------------|---------------|-------------------|
| | | | Total | EU | Non EU Foreigners | | | Rest of the world |
| | | | | | Total | Rest of Europe | Latin America | |
| Both sexes | 21.530,1 | 18.606,1 | 2.754,8 | 341,2 | 2.413,6 | 542,1 | 1.324,3 | 547,2 |
| Men | 12.499,5 | 10.898,3 | 1.522,1 | 193,3 | 1.328,8 | 277,6 | 634,0 | 417,2 |
| Women | 9.030,6 | 7.707,8 | 1.232,8 | 147,9 | 1.084,8 | 264,5 | 690,3 | 130,0 |
| Both sex by age groups | | | | | | | | |
| From 16 to 24 | 2.478,1 | 2.044,2 | 415,5 | 37,8 | 377,7 | 97,8 | 199,3 | 80,6 |
| From 25 to 34 | 6.454,6 | 5.330,4 | 1.081,2 | 107,3 | 974,0 | 219,6 | 522,9 | 231,5 |
| From 35 to 44 | 5.916,5 | 5.068,7 | 791,2 | 102,3 | 688,9 | 143,1 | 385,2 | 160,6 |
| From 45 to 54 | 4.353,2 | 3.949,4 | 365,2 | 60,5 | 304,8 | 69,1 | 172,0 | 63,7 |
| From 55 and more | 2.327,7 | 2.213,4 | 101,8 | 33,4 | 68,4 | 12,5 | 45,0 | 10,9 |

Source: Secretaría de Estado, *et.al.*, 2007: 39

The key to understand the importance that the active foreigner population in Spain, in particular non EU, should be searched, besides in the growth of the foreigner volume that has produced in the recent years, in the elevated activity rates that reflect a incorporation to the labour market remarkably more than the Spanish in both sex. The 56 % of Spanish more than 16 years are active; this proportion exceeds the 80 % in the case of non EU foreigners (Secretaría de Estado, *et.al.*, 2007: 40).

The major activity rate of foreigners is consisted by particularly non EU immigrants, non EU Europeans, Latin America and the rest of the world as well.

Table 3.9

The activity rates by sex and age groups according to the origin, 2006

| (data in thousands) | Total | Spanish | Foreigners | | | | | |
|-------------------------------|-------|---------|------------|------|-------------------|----------------|---------------|-------------------|
| | | | Total | EU | Non EU Foreigners | | | Rest of the world |
| | | | | | Total | Rest of Europe | Latin America | |
| Both sexes | 58,3 | 56,1 | 77,5 | 58,1 | 81,4 | 83,7 | 83,8 | 74,1 |
| Men | 69,1 | 67,2 | 86,1 | 65,4 | 90,2 | 91,5 | 89,6 | 90,3 |
| Women | 48,0 | 45,6 | 69,1 | 50,6 | 72,7 | 76,8 | 79,2 | 47,0 |
| Both sex by age groups | | | | | | | | |
| From 16 to 24 | 52,7 | 50,5 | 67,5 | 72,7 | 67,0 | 70,3 | 68,3 | 60,7 |
| From 25 to 34 | 85,7 | 85,6 | 85,9 | 84,8 | 86,0 | 88,5 | 88,4 | 79,0 |
| From 35 to 44 | 83,3 | 82,6 | 87,4 | 80,5 | 88,5 | 91,9 | 90,8 | 81,1 |
| From 45 to 54 | 75,2 | 74,8 | 83,6 | 76,1 | 85,2 | 85,5 | 89,5 | 75,2 |
| From 55 and more | 19,7 | 19,3 | 30,3 | 16,5 | 51,1 | 52,3 | 56,4 | 36,3 |

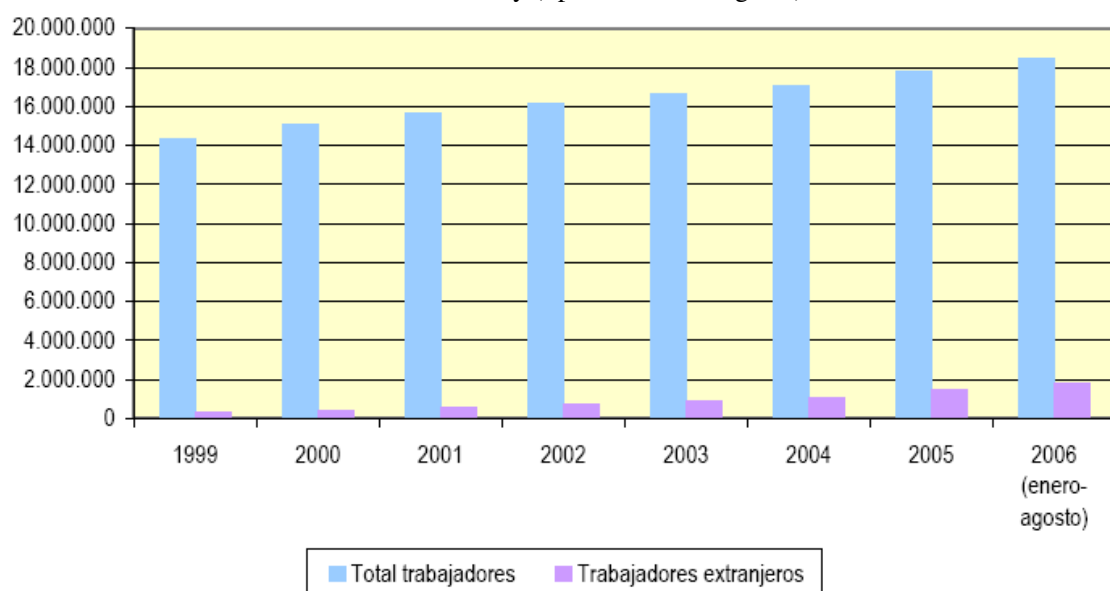
Source: Encuesta de Población Activa (II trimestre 2006) cited in Secretaría de Estado, *et.al.*, 2007: 40

3.5.2 Affiliated Foreigner Workers and the Ones in Labour Registry of Social Security

The data of Social Security allows knowing, the occupied population that quoted each month in different regimes of the system. Since 1999, the incorporation of foreigner workers to the Social Security in parallel with its remarkable growth in Spain, it has been produced rapidly, from 335.000 (2,3 % of the total affiliated) in 1999 to 1.800.000 (9,7 % of the total) in August 2006. Because while the total workers in registered in the Social Security has increased 28,8 % in this period, the number of the foreign workers in registry has increased more than 420 %.(Secretaría de Estado, *et.al.*, 2007: 41).

Graph 3.14

The evolution of affiliation to the social security (Spanish and foreigners), 1999-2006



Source: Bulletin of Labour Statistics of MTAS cited in Secretaría de Estado, *et.al.*, 2007: 41

(1) Total trabajadores : Total workers
Enero-Agosto : January - August

Trabajadores extranjeros : Foreign Workers

Table 3.10

Evolution of affiliation to the social security (Spanish and foreigners) (1999-2006)

| (1) | Total trabajadores | | Trabajadores españoles | | Trabajadores extranjeros | | % Trabajadores extranjeros s/ Total trabajadores |
|---------------------|--------------------|----------------------|------------------------|----------------------|--------------------------|----------------------|--|
| | Número | Incremento acumulado | Número | Incremento acumulado | Número | Incremento acumulado | |
| 1999 | 14.344.900 | - | 14.009.924 | - | 334.976 | - | 2,34 |
| 2000 | 15.062.900 | 718.000 | 14.660.189 | 650.265 | 402.711 | 67.735 | 2,67 |
| 2001 | 15.649.900 | 1.305.000 | 15.092.826 | 1.082.902 | 557.074 | 222.098 | 3,56 |
| 2002 | 16.126.300 | 1.781.400 | 15.359.830 | 1.349.906 | 766.470 | 431.494 | 4,75 |
| 2003 | 16.613.600 | 2.268.700 | 15.688.795 | 1.678.871 | 924.805 | 589.829 | 5,57 |
| 2004 | 17.081.800 | 2.736.900 | 16.033.570 | 2.023.646 | 1.048.230 | 713.254 | 6,14 |
| 2005 | 17.835.400 | 3.490.500 | 16.374.260 | 2.364.336 | 1.461.140 | 1.126.164 | 8,19 |
| 2006 (enero-agosto) | 18.490.000 | 4.145.100 | 16.688.196 | 2.678.272 | 1.801.804 | 1.466.828 | 9,74 |

(1) Los datos señalan la media anual excepto los correspondientes a julio de 2006 así como los de trabajadores extranjeros de 1999, que se refieren a diciembre de ese año.

Source: Bulletin of Labour Statistics of MTAS cited in Secretaría de Estado, *et.al.*, 2007: 41

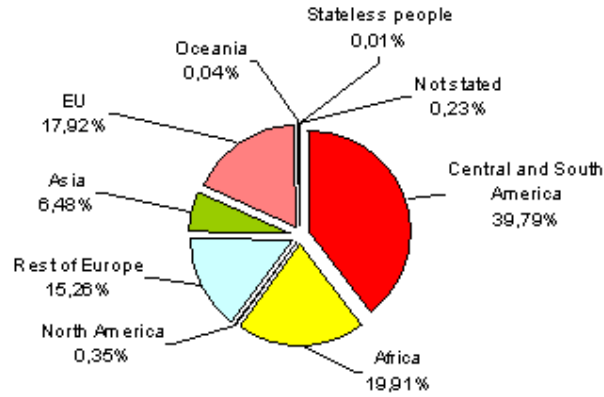
(1) The data shows the annual average except July 2006 and the foreign workers of 1999, which refers to the December of that year.

(2) Total trabajadores : All workers
 Trabajadores españoles : Spanish workers
 Trabajadores extranjeros : Foreign workers
 Incremento acumulado : Accumulated difference
 Trabajadores extranjeros / Total trabajadores: Foreign workers / All the workers
 Número : Number
 Enero-Agosto : January-August

According to in January 2006 average, the distribution by the geographic zones of the foreigner workers in registry of Social Security shows that Latin Americans constitute the most numerous collective (almost 40 %) followed by the African workers (nearly 20 %), the workers of European Economic Area (nearly 18 %) and non EU Europeans (more than 15 %).

Graph 3.15

The distribution of the affiliation to the registry of social security according to the zones of origin, August 2006



Source: Bulletin of Labour Statistics of MTAS cited in Secretaría de Estado, *et.al.*, 2007: 42

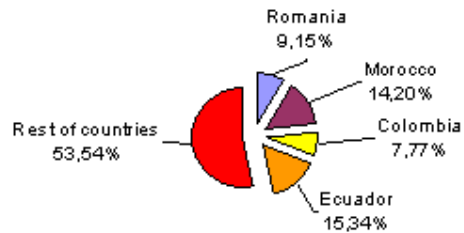
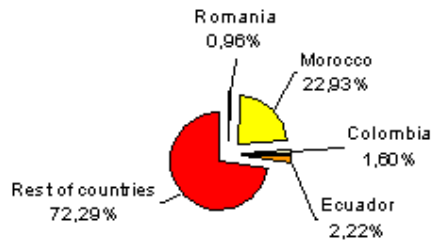
The four nationalities accumulate nearly the half (46 %) of the workers in registry of Social Security in June 2006: Ecuadorians, Moroccans, Romanians and Colombians.

Graph 3.16

The distribution of the affiliation to the registry of social security according to the countries, 1999 - August 2006

1999-Total Workers: 334.976

2006 (August)-Total Workers: 1.801.804



Source: Bulletin of Labour Statistics of MTAS cited in Secretaría de Estado, *et.al.*, 2007: 42

The 67,8 % of foreigners in registry in Social Security in August 2006 are concentrated in four CCAA, Catalonia, Madrid, Valencia Community and Andalusia. In these CCAA, major absolute increase since 1999, in the total figures of both workers

and foreign workers in the Social Security has been produced in Castilla La Mancha, Aragon, Cantabria, Castilla y Leon, La Rioja, Valencian Community, Navarra and Murcia, all of them with relative increases more than 500 % (Secretaría de Estado, *et.al.*, 2007: 43).

Table 3.11

The workers (Spanish and foreigners) affiliated to the social security, by CCAA (1999 and 2006)

| | 1999[1] | | | 2006 (enero-agosto)[2] | | | Variación 1999 a 2006 | | | |
|--------------------|--------------------|--------------------------|-------------------------------------|------------------------|--------------------------|-------------------------------------|-----------------------|-----------|-------|---------|
| | Total trabajadores | Trabajadores extranjeros | % Trabajadores extranjeros s/ total | Total trabajadores | Trabajadores extranjeros | % Trabajadores extranjeros s/ total | Número | Número | % | % |
| TOTAL | 14.344.900 | 344.976 | 2,34 | 18.490.000 | 1.801.804 | 9,74 | 4.145.100 | 1.456.828 | 28,90 | 422,30 |
| Andalucía | 2.265.100 | 38.792 | 1,71 | 3.008.200 | 189.830 | 6,31 | 743.100 | 151.038 | 32,81 | 389,35 |
| Aragón | 439.400 | 6.595 | 1,5 | 553.200 | 55.841 | 10,09 | 113.800 | 49.246 | 25,90 | 746,72 |
| Asturias | 326.000 | 2.674 | 0,82 | 384.100 | 11.735 | 3,06 | 58.100 | 9.061 | 17,82 | 338,86 |
| Illes Balears | 348.700 | 19.132 | 5,49 | 447.100 | 75.173 | 16,81 | 98.400 | 56.041 | 28,22 | 292,92 |
| Canarias | 599.400 | 33.549 | 5,6 | 766.100 | 91.211 | 11,91 | 166.700 | 57.662 | 27,81 | 171,87 |
| Cantabria | 172.000 | 1.338 | 0,78 | 217.100 | 10.540 | 4,85 | 45.100 | 9.202 | 26,22 | 687,74 |
| Castilla La Mancha | 511.700 | 5.265 | 1,03 | 704.200 | 62.691 | 8,9 | 192.500 | 57.426 | 37,62 | 1090,71 |
| Castilla y León | 776.800 | 6.294 | 0,81 | 928.300 | 48.518 | 5,23 | 151.500 | 42.224 | 19,50 | 670,86 |
| Cataluña | 2.639.300 | 73.214 | 2,77 | 3.320.100 | 411.431 | 12,39 | 680.800 | 338.217 | 25,79 | 461,96 |
| Com. Valenciana | 1.454.100 | 29.442 | 2,02 | 1.923.800 | 220.114 | 11,44 | 469.700 | 190.672 | 32,30 | 647,62 |
| Extremadura | 326.800 | 5.083 | 1,56 | 378.600 | 9.798 | 2,59 | 51.800 | 4.715 | 15,85 | 92,76 |
| Galicia | 851.200 | 6.912 | 0,81 | 1.025.300 | 31.088 | 3,03 | 174.100 | 24.176 | 20,45 | 349,77 |
| Madrid | 2.131.800 | 75.140 | 3,52 | 2.904.900 | 400.341 | 13,78 | 773.100 | 325.201 | 36,27 | 432,79 |
| Murcia | 387.400 | 16.190 | 4,18 | 569.900 | 98.201 | 17,23 | 182.500 | 82.011 | 47,11 | 506,55 |
| Navarra | 211.800 | 4.198 | 1,98 | 267.900 | 26.314 | 9,82 | 56.100 | 22.116 | 26,49 | 526,82 |
| Pais Vasco | 775.100 | 6.613 | 0,85 | 927.200 | 38.012 | 4,1 | 152.100 | 31.399 | 19,62 | 474,81 |
| La Rioja | 99.800 | 2.073 | 2,08 | 128.500 | 15.606 | 12,14 | 28.700 | 13.533 | 28,76 | 652,82 |
| Ceuta | 14.500 | 641 | 4,42 | 17.800 | 1.894 | 10,64 | 3.300 | 1.253 | 22,76 | 195,48 |
| Melilla | 14.200 | 1.831 | 12,89 | 17.700 | 3.468 | 19,59 | 3.500 | 1.637 | 24,65 | 89,40 |

Source: Bulletin of Labour Statistics of MTAS cited in Secretaría de Estado, *et.al.*, 2007: 43

(1) The data of 1999 of all the workers refers to the annual average, and the ones of 1999 of foreigner workers refer to the December 1999.

(2) The data of 2006 refers to the monthly averages for both all the workers and foreign workers.

(3) Total trabajadores : All workers Trabajadores españoles : Spanish workers

Trabajadores extranjeros : Foreign workers Número : Number

Variación 1999 a 2006 : Variation 1999 to 2006 Enero-Agosto : January-August

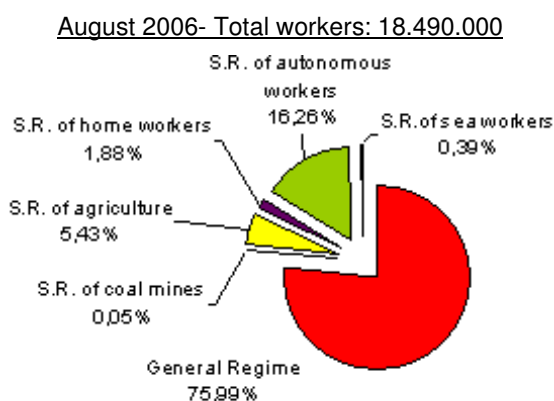
Trabajadores extranjeros / Total: Foreign workers / All

The foreigners assume the 9,7 % of the affiliated to the Social Security in December 2005, reach a superior weight in the following Communities: Murcia and Balearic Islands (17 %), Madrid (14 %), Catalonia, La Rioja and Canaries (12 %), Valencia Community (11 %), Aragon and Navarra (10 %) and equally in Ceuta (nearly 11 %) and Melilla (20 %) (Secretaría de Estado, *et.al.*, 2007: 43-44).

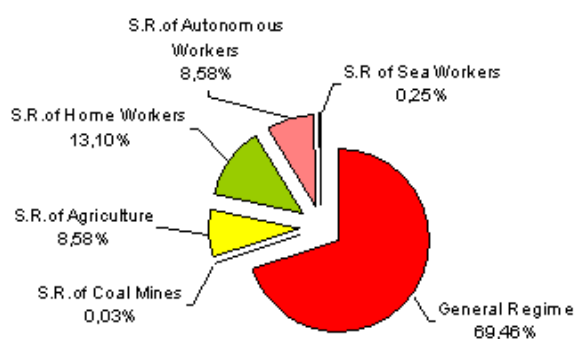
The majority of foreigner workers, similar to Spanish are in the General Regime of Social Security (Regimen General de la Seguridad Social), that means workers in industry, services and construction. But, the proportion of foreigners in this Regimen is less than the Spanish case, like in the Special Regime (S.R.) of Autonomous Workers (Regimen Especial de Trabajadores Autonomos) where just a person works and has a right to strike. However, their presence is much more in the Special Regime of Home Employments (Regimen Especial de Empleados de Hogar) and Special Agricultural Regime (Regimen Especial Agrario). (Graph 3.17)

Graph 3.17

The affiliation to the social security according to the regimes 2006 (Workers-Total and foreigners)



August 2006- Total foreign workers: 1.801.804



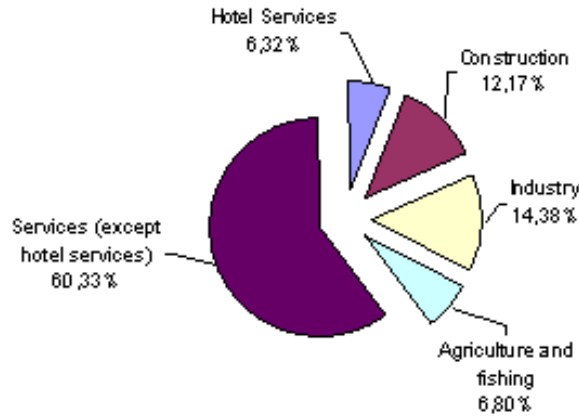
Source: MTAS cited in Secretaría de Estado, *et.al.*, 2007: 44

The 11 % of the foreigners in registry of the Social Security in 2005, worked in the agriculture and fishing, 8 % industry, 19 % in the construction and 63 % in the service sectors, within which the workers in the hotel services assume the 13 % with respect to total and the domestic services has the other 14 % (Secretaría de Estado, *et.al.*, 2007: 44-45).

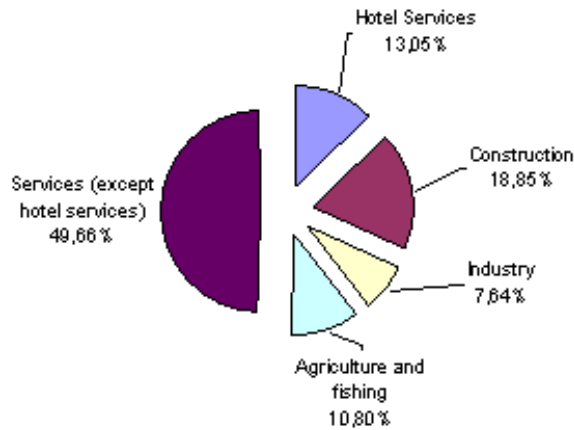
Graph 3.18

The affiliation to general regime of the social security according to the sectors (31-12-2005)

Total workers: 18.156.200



Total foreign workers: 1.688.598



Source: Secretaría de Estado, *et.al.*, 2007: 45

Between 1996 and 2006, the employment branches have also changed. There has been a decrease in extractive industries, fishing, agriculture and livestock and a significant increase in branches as construction and services like business and real estate services, commerce, industrial manufactures, hotel services and health activities (EPA) (Secretaría de Estado, *et.al.*, 2007: 45).

The labour worker has two categories; level of formation (qualification) and experience (time in the labour market.) As following table shows, Spain is below the media of EU foreigners in the superior education. It is also interesting that the non EU foreigners have an average qualification (57,5 % have secondary education) (INE, 2008b).

Table 3.12

The population of 16 years and more according to the level of formation (%) 4th Trimester, 2006

| Total | Total Population in Spain 100,0 | EU Foreigners 100,0 | Non EU Foreigners 100,0 |
|---------------------|---------------------------------|---------------------|-------------------------|
| Illiterates | 2,2 | 0,8 | 2,8 |
| Primary Education | 30,4 | 10,8 | 23,5 |
| Secondary education | 44,9 | 49,9 | 57,5 |
| Superior education | 22,4 | 38,5 | 16,2 |

Source: INE, 2008b

3.5.3 The Unemployment Rates

Among the 1.837.000 unemployed people in 2006, according to EPA (Survey of Active Population), 1.492.100 were Spanish, 329.600 foreigners, and among them 294.000 were non EU foreigners which represent 16 % of the total unemployed people in Spain. Among the non EU foreigners, more than the half (51 %) were Latin Americans, 20 % non EU Europeans and 29 % were from the rest of the world. (Secretaría de Estado, *et.al.*, 2007: 46).

A little more than the half of these unemployed non EU foreigners were women (54 % whereas 57 % of the Spanish women were assumed unemployed.) According to the age groups, two third of the unemployed non EU foreigners were less than 35 years. The unemployment rate corresponding to the second trimester of 2006 was 8,5 %; but the Spanish population was 8 %, together with the foreign population was 12 % and for the non EU foreigners, this rate was 12,2 % (For detailed information see Table 2.13) (Secretaría de Estado, *et.al.*, 2007: 47).

Table 3.13

The unemployed people by sex and age groups according to the origin, Second Trimester of 2006

| (data in thousands) | Total | Spanish | Foreigners | | | | | |
|-------------------------------|---------|---------|------------|------|-------------------|----------------|---------------|-------------------|
| | | | Total | EU | Non EU Foreigners | | | |
| | | | | | Total | Rest of Europe | Latin America | Rest of the world |
| Both sexes | 1.837,0 | 1.492,1 | 329,6 | 35,6 | 294,0 | 57,6 | 151,3 | 85,1 |
| Men | 795,5 | 638,5 | 152,2 | 17,4 | 134,9 | 25,7 | 52,3 | 56,9 |
| Women | 1.041,5 | 853,7 | 177,4 | 18,2 | 159,1 | 31,9 | 99,0 | 28,2 |
| Both sex by age groups | | | | | | | | |
| From 16 to 24 | 451,8 | 380,2 | 68,8 | 1,7 | 67,1 | 11,8 | 40,2 | 15,1 |
| From 25 to 34 | 599,9 | 451,8 | 144,5 | 11,3 | 133,3 | 32,6 | 62,5 | 38,2 |
| From 35 to 44 | 413,2 | 337,2 | 71,2 | 12,4 | 58,9 | 9,0 | 31,4 | 18,5 |
| From 45 to 54 | 247,7 | 209,6 | 35,3 | 6,5 | 28,9 | 4,2 | 13,8 | 10,9 |
| From 55 and more | 124,4 | 113,4 | 9,8 | 3,8 | 6,0 | 0,0 | 3,5 | 2,5 |

Source: INE, Encuesta de Población Activa cited in Secretaría de Estado, *et.al.*, 2007: 47

However, between the foreigners, there are important differences. The EU foreigners have similar rates as Spanish; the non EU Europeans and Latin Americans have a little bit higher rates. But, the most emphasizing, the foreigners from the rest of the world have unemployment rates that nearly duplicate the Spanish, which already was 15,6 % (Secretaría de Estado, *et.al.*, 2007: 47).

For sex and age groups, the differences of the unemployment rates reproduce the Spanish structure: the women had significantly superior than the men; the younger age groups (16-24) were more than older groups of age. A special attention should be paid to the youth of 16-24 years of Latin Americans that according to EPA that reaches to 20,2 %) (For detailed information see Table 3.14) (Secretaría de Estado, *et.al.*, 2007: 48).

Table 3.14

The unemployed rates by sex and age groups according to the origin second trimester of 2006

| | Total | Spanish | Foreigners | | | | | |
|-------------------------------|-------|---------|------------|------|-------------------|----------------|---------------|-------------------|
| | | | Total | EU | Non EU Foreigners | | | |
| | | | | | Total | Rest of Europe | Latin America | Rest of the world |
| Both sexes | 8,5 | 8,0 | 12,0 | 10,4 | 12,2 | 10,6 | 11,4 | 15,6 |
| Men | 6,4 | 5,9 | 10,0 | 9,0 | 10,2 | 9,3 | 8,2 | 13,6 |
| Women | 11,5 | 11,1 | 14,4 | 12,3 | 14,7 | 12,1 | 14,3 | 21,7 |
| Both sex by age groups | | | | | | | | |
| From 16 to 24 | 18,2 | 18,6 | 16,6 | 4,5 | 17,8 | 12,1 | 20,2 | 18,7 |
| From 25 to 34 | 9,3 | 8,5 | 13,4 | 10,5 | 13,7 | 14,8 | 12,0 | 16,5 |
| From 35 to 44 | 7,0 | 6,7 | 9,0 | 12,1 | 8,5 | 6,3 | 8,2 | 11,5 |
| From 45 to 54 | 5,7 | 5,3 | 9,7 | 10,7 | 9,5 | 6,1 | 8,0 | 17,1 |
| From 55 and more | 5,3 | 5,1 | 9,6 | 11,4 | 8,8 | 0,0 | 7,8 | 23,0 |

Source: INE, Encuesta de Población Activa (II Trimestre 2006) cited in Secretaría de Estado, *et.al.*, 2007: 48

According to the Public Service of State Employment of National Employment Institute (Servicio Público de Empleo Estatal, Instituto Nacional de Empleo) in the data of September 2006 where there were 1.966.166 registered unemployed in the offices of employment of distinct Public Services of Employment of the CCAA. Among them, 139637 were foreigners which assume 7 % of the total (Secretaría de Estado, *et.al.*, 2007: 48).

3.6 FOREIGNERS IN THE EDUCATION SYSTEM

The education, a privileged place of socialization and equality of opportunities is one of the areas where the presence of the immigrants has been made more present in the recent years.

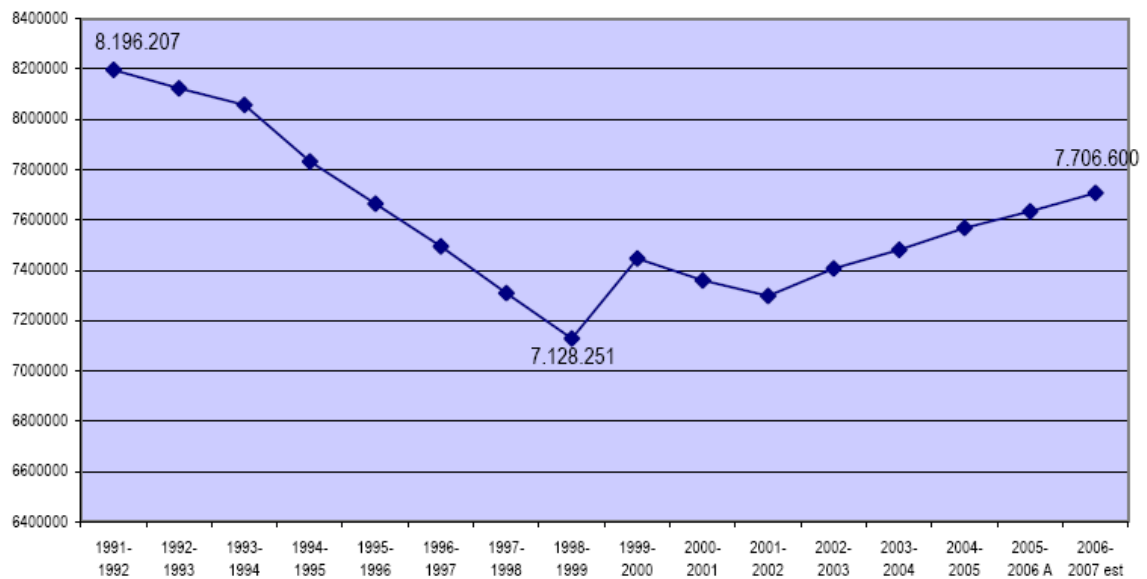
In the course 1991-92, there were 38.927 foreign students that are enrolled in no university education centres that presented 0,5 % of total students. In the course of 2005-2006, according to the data by the Ministry of Education and Science, the number of foreign students was 529.461, that assumed the 6,94 % of the total students (7.634.409). This important increase of the number of the foreign students in the Spanish non university educative system has produced, above all, since 1999-2000,

since then the number of the students has multiplied practically by 5, from 100.000 to 529,461 in 2005-2006 (Secretaría de Estado, *et.al.*, 2007: 49).

The total enrolment of the students in non-university education centres, descended from 8.196.207 (in 1991-1992) until 7.128.251 (in 1998-1999) (a diminution of more than 1 million of students, the 13 % in seven academic courses). Since this date, recuperation has existed until 7.634.409 students of the course 2005-2006 (an increment of 506.158 students with respect to 1998-1999, the 6 % in seven academic courses.) This is especially due to the increase of foreign students of 477.539 (Secretaría de Estado, *et.al.*, 2007: 49).

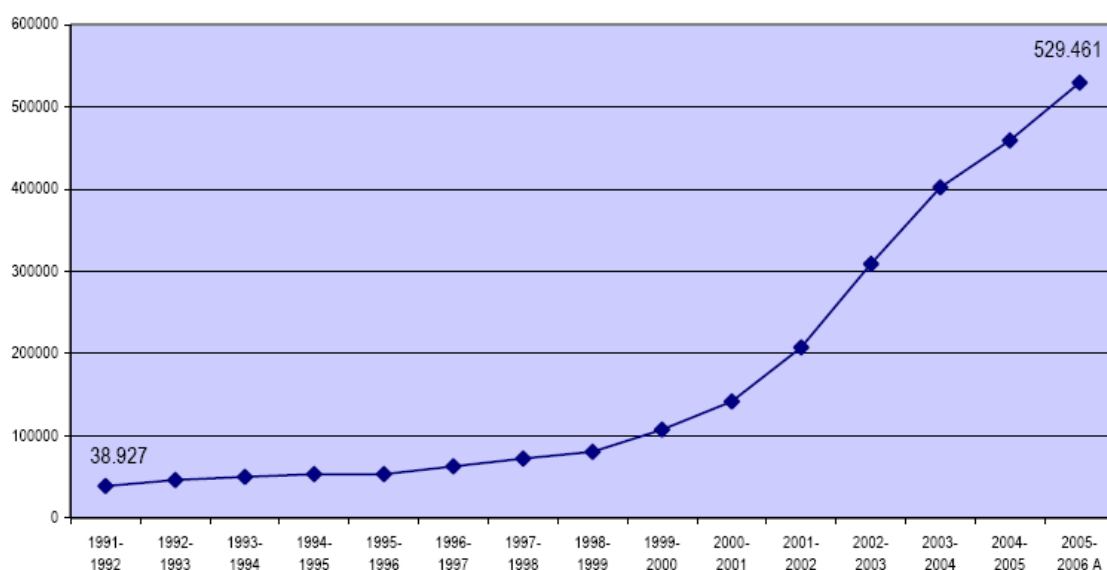
Graph 3.19

The evolution of the number of students (total and foreigners) 1991-2007 (estimation)



Source: Ministerio de Educación y Ciencia cited in Secretaría de Estado, *et.al.*, 2007: 50

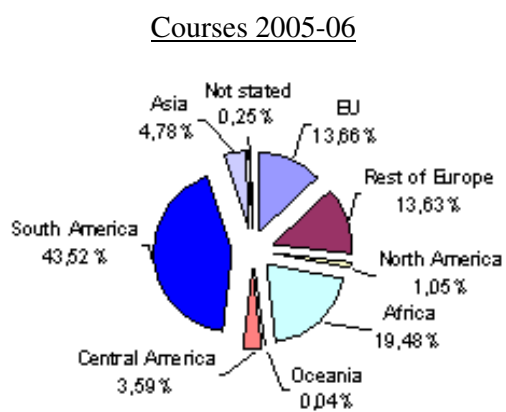
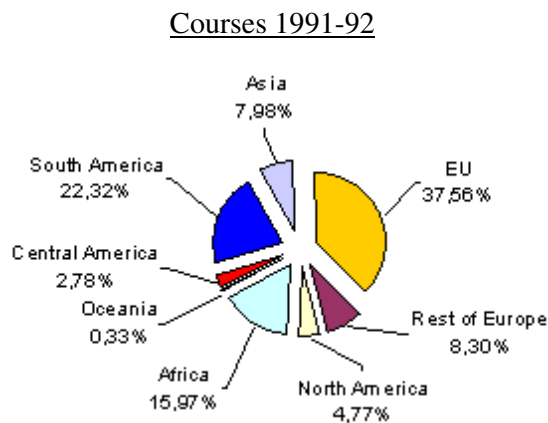
Graph 3.20
The evolution of the number of foreign students 1991-2006



Source: Ministerio de Educación y Ciencia cited in Secretaría de Estado, *et.al.*, 2007: 50

During the course 1991-1992, the most numerous group of foreign students were from EU countries (38 % of the total foreign students) but during 2005-2006, the origins of South America represented 43,6 % of the total foreign students that are enrolled in non university education centres and with the Central America assume nearly the middle of total foreign students.

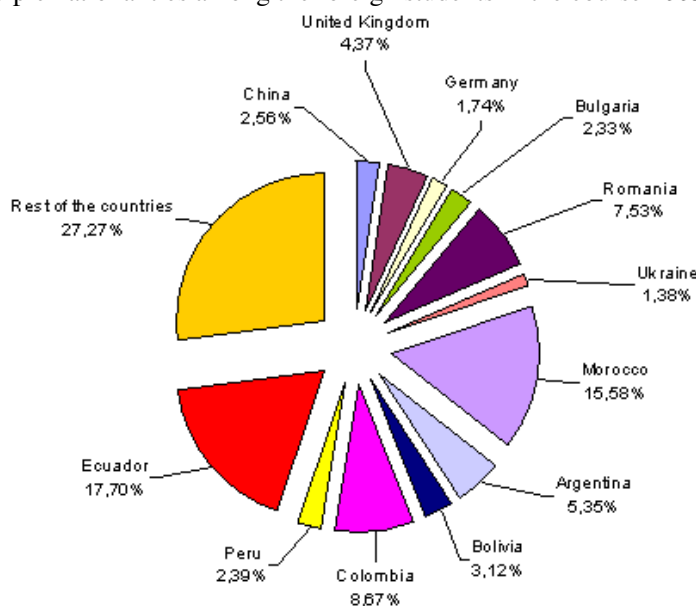
Graph 3.21
 The distribution of foreign students by continents, Courses 1991-92 and 2005-06



Source: Ministerio de Educación y Ciencia cited in Secretaría de Estado, *et.al.*, 2007: 52

Graph 3.22

The principle nationalities among the foreign students in the course 2005-2006

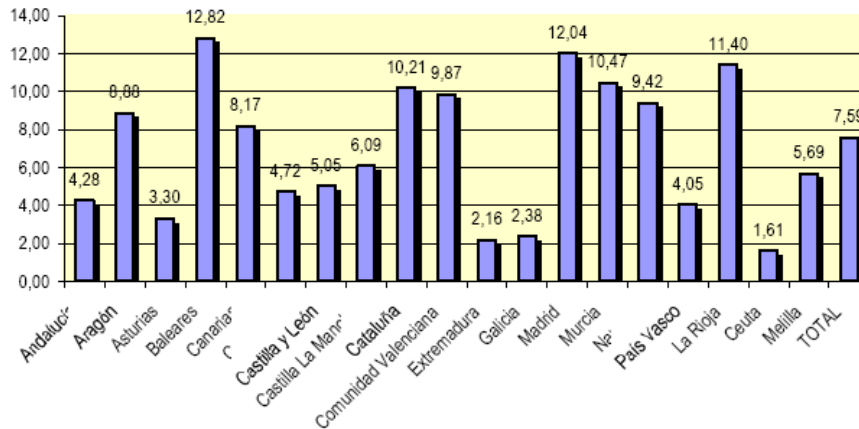


Source: Ministerio de Educación y Ciencia cited in Secretaría de Estado, *et.al.*, 2007: 52

During the course 2004-2005, the 67 % of foreign students enrolled to non university teaching centres are concentrated in Madrid, Catalonia, Community of Valencia and Andalusia, where the 58 % of total foreign students in the country were. The relative concentration can be observed through the proportion of the foreign students that are present in each autonomous community. In the course of 2005-2006, this relative proportion was the highest in Balearic Islands with 13 %, followed by Madrid (12 %), La Rioja (11 %), Murcia (10,5 %), Catalonia (10 %) and Community of Valencia (nearly 10 %). According to the provinces, the proportion of the foreign students with respect to total, exceeds 10 % in the Course 2005-2006, in Girona (13,5 %), Almeria (12 %), Balearic Islands (nearly 12 %), Madrid (11 %), Tarragona (10,5 %) and Logroño (10 %)(Ministerio de Educación y Ciencia cited in Secretaría de Estado, *et.al.*, 2007: 53).

Graph 3.23

The proportion of foreign students with respect to the total by CCAA, Course 2005-2006



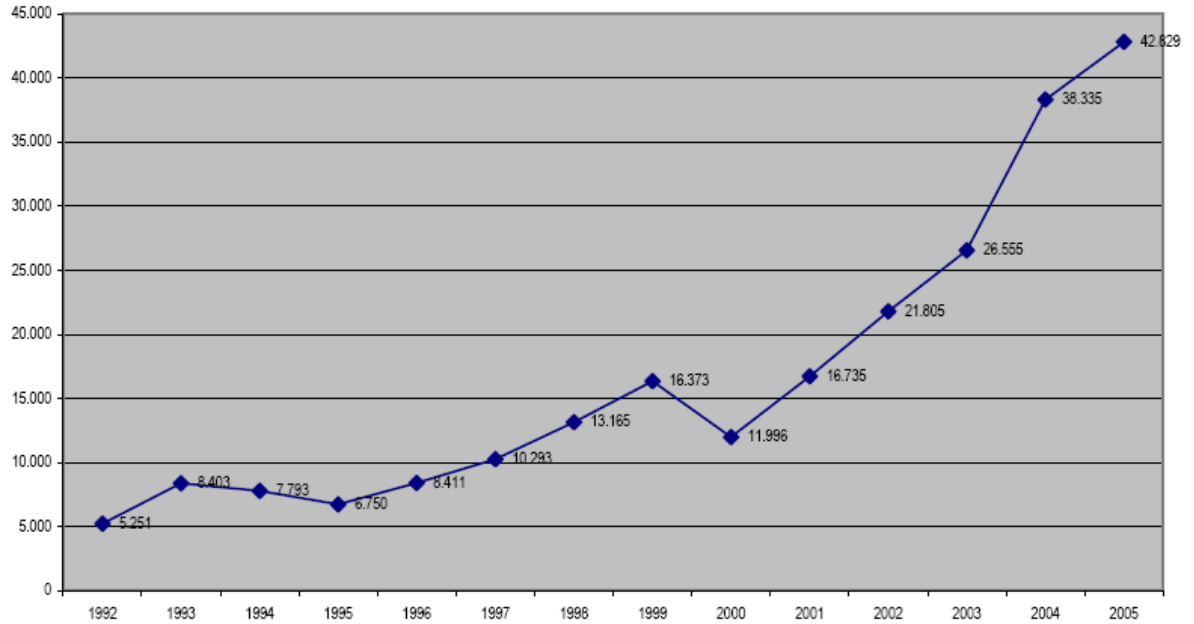
Source: Ministerio de Educación y Ciencia cited in Secretaría de Estado, *et.al.*, 2007: 53

3.7 NATURALISATIONS OF THE SPANISH NATIONALITY

Naturalisations diminish the rights gap between citizens and long-term immigrants and they are important opportunities for participation (Niessen and Schibel, 2004). Between 1992 and 2005, 234.694 people have obtained Spanish nationality by residence. The annual evolution of these naturalisation (grants) has been, in general, increasing year by year, however has increased significantly since 2001. This increase responds an important increase of the number of foreigners residing in Spain that has taken place in the last ultimate six years. The annual average of naturalisation of nationality in the decade of 90s was 9.555 while in 2000, there were more than 23.000. And in the year 2005, the grants have been more than 40.000 (Secretaría de Estado, *et.al.*, 2007: 61).

Graph 3.24

The naturalisation of Spanish nationality by residence, 1992-2005



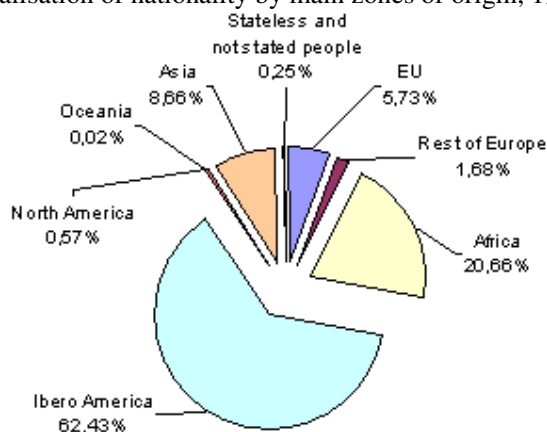
Source: Ministry of Justice cited in Secretaría de Estado, *et.al.*, 2007: 61

More than half of the people that obtained the Spanish nationality by residence in this period were nationals from Latin American countries and in the importance order, the Africans, Asians and EU people. The grants of nationality to Latin-American citizens have represented more than 50 % of the total in all years since 1992; the grants to the Africans have been increased from 15 % that represented that year the 26 % in 2004; on the contrary, the relative weight of the grants of nationality to Asians and EU citizens have reduced to the half in this period, respectively, from 15 to 7 % and from 5 to 3 %. During the period 1992-2005, among 234,694 grants; the Moroccans concentrate nearly 16 % of the grants of nationality followed by immigrants from six Latin American countries: Peru (11 %), Dominican Republic (10 %), Ecuador (9 %), Argentine (8 %), Colombia (8 %) and Cuba (6 %). The Argentines were the collective that obtained the most grants of nationality between 1992 and 1997. In the following two years, Peruvians and Dominicans took this place. From 2000 to 2004, the Moroccans had this place with the exception of 2002 when they obtained lightly less figure than the Peruvians. In 2004, this statistics was cut by the Ecuadorians sharply,

since 2005 they have been the most important collective in the number of grants with 10.031 (more than 23 %) (Secretaría de Estado, *et.al.*, 2007: 62).

Graph 3.25

The naturalisation of nationality by main zones of origin, 1992 - 2005



Source: Ministry of Justice cited in Secretaría de Estado, *et.al.*, 2007: 62

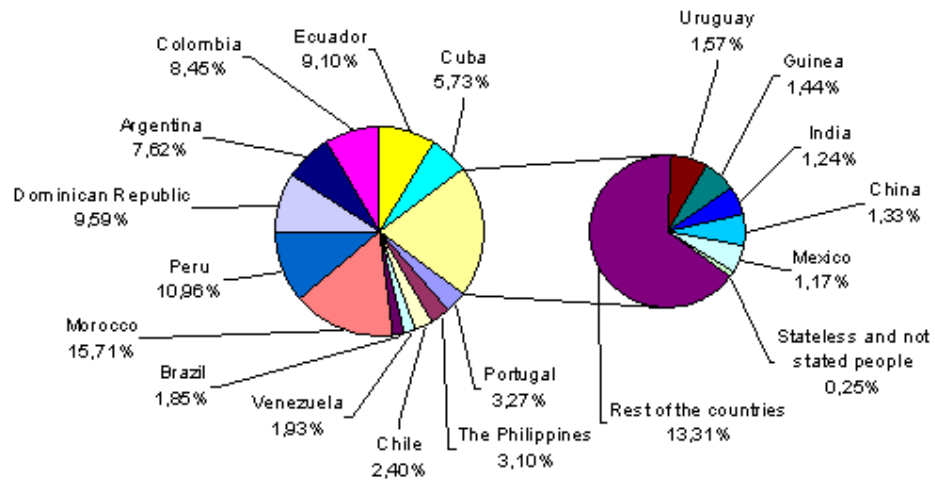
Table 3.15

The naturalisation of nationality by countries of origin, 1992-2005

| Nationality | TOTAL 1992-2005 | 1992 | 1993 | 1994 | 1995 | 1996 | 1997 | 1998 | 1999 | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 |
|--------------------------------|-----------------|--------------|--------------|--------------|--------------|--------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|
| TOTAL | 234.694 | 5.251 | 8.403 | 7.793 | 6.750 | 8.411 | 10.293 | 13.165 | 16.373 | 11.996 | 16.735 | 21.805 | 26.555 | 38.335 | 42.829 |
| Morocco | 36.864 | 588 | 986 | 894 | 785 | 687 | 1.056 | 1.542 | 2.053 | 1.918 | 2.822 | 3.111 | 6.831 | 8.036 | 5.555 |
| Peru | 25.716 | 211 | 371 | 468 | 658 | 1.150 | 1.159 | 1.863 | 2.373 | 1.488 | 2.322 | 3.117 | 2.933 | 3.958 | 3.645 |
| Dominican Republic | 22.498 | 146 | 298 | 393 | 499 | 833 | 1.256 | 1.860 | 2.652 | 1.755 | 2.126 | 2.876 | 2.648 | 2.834 | 2.322 |
| Argentina | 17.878 | 939 | 1.532 | 1.690 | 1.314 | 1.387 | 1.368 | 1.126 | 1.026 | 661 | 791 | 996 | 1.009 | 1.746 | 2.293 |
| Colombia | 19.836 | 246 | 433 | 380 | 364 | 456 | 478 | 624 | 817 | 594 | 848 | 1.267 | 1.801 | 4.194 | 7.334 |
| Ecuador | 21.349 | 42 | 94 | 67 | 53 | 110 | 107 | 173 | 376 | 292 | 510 | 1.173 | 1.951 | 6.370 | 10.031 |
| Cuba | 13.437 | 146 | 213 | 171 | 168 | 249 | 441 | 772 | 1.109 | 893 | 1.191 | 2.087 | 1.602 | 1.889 | 2.506 |
| Rest of the countries | 76.538 | 2.905 | 4.399 | 3.680 | 2.872 | 3.518 | 4.401 | 5.161 | 5.915 | 4.355 | 6.081 | 7.129 | 7.730 | 9.276 | 9.11 |
| Stateless people and no record | 578 | 28 | 77 | 50 | 37 | 21 | 27 | 44 | 52 | 40 | 44 | 49 | 50 | 32 | 27 |

Source: Ministry of Justice cited in Secretaría de Estado, *et.al.*, 2007: 62

Graph 3.26
The naturalisation of nationality by countries of origin, 1992-2005



Source: Ministry of Justice cited in Secretaría de Estado, *et.al.*, 2007: 63

3.8 PERCEPTION OF THE IMMIGRATION IN SPAIN

The surveys and barometers of Centre of Sociologic Investigations (CIS) (Centro de Investigaciones Sociológicas) show that the immigration and immigrants in Spain in recent years can be considered as positive. Although the majority of the public opinion knows little about the situation of the immigration and many Spanish have not had a personal relation with immigrants, there is a state of favourable opinion for its integration. It is preferred that the immigrants accede the territory by legal ways, however the majority of Spanish believe that it is better to regulate their situation with some conditions and there are few people that choose the devolution or expulsion. A big majority of Spanish are in favour of policies that favours the integration of the immigrants to the Spanish society. They also agree that the immigrants should have access (in equality of conditions with the Spanish) to the State services for wellbeing as health assistance, education, housing or Spanish courses or professional formation (Secretaría de Estado, *et.al.*, 2007: 64).

The immigration was expressed as one of the primary positions as a response to the question about three principal problems that exist in Spain in Barometer of CIS. In the January 2001 and 2003 it was the forth problem in the public agenda; following the unemployment (it had the first place in 2003), the terrorism (the first in 2001), the mad cow disease in 2001, and citizen insecurity in 2003; in 2002 and 2004, the immigration has been the fifth problem, behind the unemployment, terrorism and citizenship insecurity that occupied the first three positions in problem rankings that exist in Spain according to the interviewees and behind drugs in 2002 and the housing in 2004 (Secretaría de Estado, *et.al.*, 2007: 64). In January 2005, it was third problem following unemployment and terrorism. Since the end of 2004, it is shown as one of the three problems in Spain by more than the one fifth of the interviewees. (in January 2005, by 21 %) In July 2006, it had the fifth position in the problems that affect personally after the economic environment (23,4 %), unemployment (22,9 %), the housing (20,7 %) and citizen insecurity (15,8 %), and in front of the related problems as employment quality (15,8 %), the pensions (7 %), the health (5,3 %) and education (4,1 %) (Secretaría de Estado, *et.al.*, 2007: 64) In July 2008, the declared problems for

Spain, before the immigration were economic environment and unemployment, whereas in the section of the problems that affect the interviewee the most has also problems of housing, pensions, problems related to employment, citizenship insecurity which come before immigration (CIS, 2008).

Table 3.16

The immigration in the response to the question about the three main problems that exist in Spain and three main problems that affect personally, since 2001

| | Principle Problems in Spain | | Problems that personally affect the most | |
|---------------|-----------------------------|------|--|------|
| | Position of the immigration | % | Position of the immigration | % |
| January 2001 | 4 | 17,6 | 9 | 4,8 |
| January 2002 | 5 | 15,0 | 8 | 6,5 |
| January 2003 | 4 | 14,2 | 7 | 6,7 |
| January 2004 | 5 | 16,0 | 9 | 6,9 |
| January 2005 | 3 | 21,4 | 6 | 9,6 |
| November 2005 | 2 | 40,0 | 5 | 13,3 |
| January 2006 | 2 | 32,4 | 5 | 11,3 |
| July 2006 | 2 | 35,9 | 5 | 11,8 |
| July 2007 | 4 | 11,6 | 10 | 4,0 |
| January 2008 | 5 | 8,4 | 10 | 2,6 |
| July 2008 | 3 | 8,4 | 7 | 2,2 |

Source: CIS, Barómetro, 2008

The significant distance between the public and personal agenda demonstrates as the immigration is a question that the public opinion judge huge importance in Spain although it does not affect them personally. The Barometer of November 2005 and the figures of the following years provide important information about the public opinion with respect to the immigration in Spain, shows that the challenges or problems that the country confronts and the challenges or problems that the interviewee is affected the most, do not have the same importance. The 60 % think that there are too many people proceeding from other countries that live in Spain but this valuation depends on a false premise because the answer to the question to “how many people of each 100 that live in Spain were born out of Spain” was 20,4 % while in reality it did not reach even the half of this number. That means there is a perception that there are more foreigners than reality and based on the false information valuing as excessive, that is very probably due to the distortion of communication average (CIS, 2008; Secretaría de Estado, *et.al.*, 2007: 65).

The public opinion was in favour of allowing the entry of the immigrants that have a work contract (85 %, 6 % preferred prohibit completely the entry of immigrants). Among the criteria that was put in the barometer about allowing a non Spanish person to live in Spain, the most important was the labour qualification that Spain needs (6,4 over 10), a good level of education (5,6 over 10), that speak Spanish or other official languages (5,2 %), that have a family and/or house in Spain. (4,7 % over 10) The major part of the Spanish support the recognition of the political rights to the immigrants: 78 % think that the immigrants should have right to obtain the Spanish nationality by time; the 61 % think that they should be able to vote in the municipal elections, including the generals (53 %) (Secretaría de Estado, *et.al.*, 2007: 66).

Two main conclusions can be extracted from the above mentioned surveys and statistics. Firstly, there exists an intense perception of an impact that assumes the immigration in the Spanish society perception, which leads to consider it as one of the affairs whose management should be figured as priority in the agenda of the public powers, including notably overvalue the number of immigrants that are really present in Spain. This perception of impact and the stated loosening between the reality of the immigration and the perception that it has, should be driven, on one hand, measure of reinforcements of the public services that soften the impact of the immigration over the daily life perceived by the citizens; and on the other hand, by the Spanish side measures that increment the most relevant knowledge and the understanding of the data, contributions of the immigration. Moreover, it is inevitable to analyze the impact created by the informative treatment of the immigration in the media and treat about reaching a consensus with this media itself in the treatment. In the second place, about the perspective of Spanish population that consider the immigration, it should be stressed that there is an high level of acceptance with regard to the work and that supports very majority the recognition of the rights of the immigrants in equal conditions with Spanish people (Secretaría de Estado, *et.al.*, 2007: 67).

3.9 THE LEGAL FRAMEWORK OF THE IMMIGRATION IN SPAIN

The Spanish history of immigration is relatively short, compared to other European countries. The legal framework of the immigration is configured by a complex collection of the juridical norms of international context, EU context, national, autonomic and local contexts, that is not possible to put all totally. Below, the important norms of reference will be expressed with reference to immigration and the integration of the immigrants.

3.9.1 The Constitutional Regulation

The Spanish Constitution¹⁸ of 1978, Spain's supreme body of law, is the obligated partition point, both to recognize the framework of basic rights and obligations of the immigrant people in Spain and to recognize the impacts of rights of the European Community and the international Treats that have been ratified by Spain (Secretaría de Estado, *et.al.*, 2007: 69).

According to the Art 13.1 of the Spanish Constitution (Constitución Española) (SC), "In Spain, the foreigners will enjoy the public liberties that guarantee the present Title, in terms that establish the treaties and the law." This principally means that the foreigners have the same fundamental rights as the Spanish themselves, but the law and

¹⁸ The Spanish legal system is a civil law system. Strictly speaking, law is not created by judicial decisions (jurisprudence), but codified legislation and custom applied by the courts. The Spanish legal system is hierarchical, all legal norms having a different rank or order. Provisions with a lower status which conflict with those of higher status will generally be invalid. There are six sources of law.

1. Organic Laws. Aside from the Constitution, this is the highest form of law, which relate to fundamental rights and freedoms, the approval of the statutes of the Autonomous Regions, the electoral system and certain other matters. An absolute majority of Congress is required to pass or amend an organic law.

2. Ordinary Laws. This is the 'normal' form of legislation, which is debated and approved by Parliament.

3. Decree-Laws. These norms have the same status as ordinary laws, the only difference being that they are provisional, issued by the executive in special or urgent cases.

4. Legislative Decrees. This is a form of delegated legislation, where the Spanish Parliament delegates to the Government the power to issue executive orders on particular matters. Such orders are known as legislative decrees and have the status of ordinary law.

5. Decrees, Ministerial Orders and Resolutions. Of lower status are all other executive orders and regulations.

6. Autonomous Regions. The Autonomous Regions may also legislate within their jurisdiction. The laws have similar status to those passed by central government, although they are applicable only within the autonomous region (EU, 2006).

the international treaties can introduce differences for their exercise. However, this possibility of introducing differences is not unlimited. As showed the Constitutional Tribunal, the limitations can not affect the rights that are “that are inevitable for the guarantee of the human dignity, conforms the article 10.1 SC, constitute the foundation of the Spanish political order” (STC 99/1985), neither “the content of the such right that is configured by the Constitution itself or the international Treaties that were subscribed by Spain”. In agreement with the Constitutional Tribunal (STC 94/1993), the unique right that the own Constitution reserves exclusively to Spanish people is the participation to the public affairs (right to vote and be elected) although opens the possibility that the foreigner citizens can participate in the municipal elections that means, if the Spanish people can also exercise this right in the country of origin of the foreigner citizen that is treated (art. 13.2 SC). All the other rights are recommended also the foreigner citizens, with the adjustments in the conditions of access and exercise that the legislator or international treaties can introduce within the demonstrated limits (Secretaría de Estado, *et.al.*, 2007: 69).

3.9.2 The International Context

The second normative context that falls in the juridical frame of the immigration is conformed by the Treaties and international conventions. The international treaties¹⁹ come into force once signed, ratified by Parliament and published in the Official State Gazette (BOE), stay incorporated to the proper internal

¹⁹ The constitution draws a distinction between different type of treaties:

1. Article 93 treaties, which confer some of the powers of the State on an international organisation (e.g. the Treaty of Accession of Spain into the EU). An Organic Law authorising the signing of the treaty is required, but once that law is published in the Official State Gazette, it will automatically become part of national law.

2. Treaties requiring prior authorisation by Parliament. These treaties are of a political or military nature (e.g. the participation of Spain in NATO) and affect the territorial integrity of the State, fundamental rights or create financial obligations on the State.

3. Other treaties. Any treaty not included within the above categories may be signed and ratified by the Executive. The only additional obligation is to inform Parliament (EU, 2006).

right, and can be invoked before the tribunals equally with any other norm of the juridical arrangement²⁰ (EU, 2006).

However, the importance of the International Law for the topic goes far more; also serves as a parameter at the time of interpreting the Constitution itself²¹. Beside the Universal Declaration of Human Rights (1948), which is specifically remitted in the article 10.2 of the Constitution for interpretative effects, a reference to principal instruments should be made to International Covenant about the Civil and Political Rights (1966) and International Covenant about the Economic, Social and Cultural Rights (1966) (Secretaría de Estado, *et.al.*, 2007: 69).

In the context of the Organization of United Nations, the following conventions are also relevant to the immigration: the Convention Refugee Definition and the Statute of the UNHRC (1951, Protocol of 1967), the Convention with the Statute of the Refugees and the Stateless People (1954), the International Convention on the Elimination of All Forms of Racial Discrimination (1965), the International Convention on the Elimination of All Forms of Discrimination Against Women (1979), the International Convention against Torture and other Cruel, Inhuman or Degrading Treatments or Punishment (1984) and the International Convention on the Rights of Children (1989) and the International Convention on the protection of the rights of all the migrant workers and members of their families (1990). Except the last one, all have been ratified by Spain and officially published in the Official State Gazette, forms a part of the juridical arrangements together with the Spanish Constitution. Moreover, two references that should be made are the Convention of the United Nations against the Trans-national Organized Crime which is known as Convention of Palermo (2001), and particularly its additional Protocol to prevent, suppress and penalize the treatment of people, especially of women and children that complements the mentioned

²⁰ The article 96 of the Spanish Constitution establish that ‘the international treaties that are validly celebrated, once officially published in Spain, will form the part of internal juridical arrangements’ (Secretaría de Estado, *et.al.*, 2007: 69)

²¹ Artículo 10.2 SC ‘the norms that are relative to the fundamental rights and liberties that the Constitution recognizes, are interpreted in conformity with the Universal Declaration of the Human Rights and the treaties and international agreements about the same matters that are ratified by Spain’ (Secretaría de Estado, *et.al.*, 2007: 69)

convention. On the other hand, The International Work Organization (IWO) refers to the foreign workers in numerous agreements, within what should be emphasized the Agreement No: 97, about the immigrant workers (1949, revised in 1967) (Secretaría de Estado, *et.al.*, 2007: 69).

In the European context, more concretely, the European Council, the principal instrument, related to the protection that is extended by the European Human Rights Court is the European Convention for the Protection of Human Rights and Fundamental Freedoms (1950) Other instruments of obligated reference are European Social Charter (1961) and agreement which is related to the Juridical Status of the Migrant Worker (1977). All of them are equally ratified by Spain and form a part of juridical arrangements. Finally, the 16th May 2005, the European Council Convention on Action Against Trafficking in Human beings, was approved and entered into force on 1-2-2008 after being ratified by 10 countries including 8 member states (Council of Europe, 2008; Secretaría de Estado, *et.al.*, 2007: 69).

3.9.3 The European Union Context

The third normative context is European Union. Being the starting point, the Spanish Constitution, the article 93 establish that “through the organic law can be authorized the celebration of Treaties by the ones that an international organization or institution are attributed the exercise of competencies derived from the Constitution”²² which habilitates the EU institutions and normative whose juridical acts are equally integrated in the Spanish juridical arrangement (Secretaría de Estado, *et.al.*, 2007:70). In the actuality, the juridical base that delimits the incidence possibilities of the EU institutions is the Title VI of the Constitutive Treaty of the European Community (TCE) that is about ‘Visas, asylum, immigration and other politics related with the Free Movement of the People’. Under this signature, a series of measures are numerated to be adopted by the EU institutions, with the objective of establishing progressively a common space of liberty, security and justice. They are stated in particular as below:

²² Constitución Española, artículo 93 “mediante ley orgánica se podrá autorizar la celebración de Tratados por los que atribuya a una organización o institución internacional el ejercicio de competencias ivadas de la Constitución”. (Secretaría de Estado, *et.al.*, 2007:70)

a) The measures regarding *visas*, foreseen in the article 62 TCE, that one part are aimed to guarantee the absence of controls in the crossing of the interior borders, both the EU citizens and the nationals of the third countries, and on the other hand, regulate the crossing of exterior borders of the member States (norms and proceedings, visas until 3 months of duration, list of countries with visa conditions or visa extensions, procedure of expedition, a uniform visa model, freedom of circulation);

b) The measures about the immigration policy, foreseen in the article 63.3 TCE, that refers to the conditions of entry and the residence, the proceedings by the member states, the expedition of long term visas residence permits, including the family unions, the immigration and illegal residences, includes the repatriation of illegal residents, as the measures that defines the rights and conditions with arrangements, which the nationals of third countries that reside legally in a member State can reside in other member States, foreseen in the article 63 TCE.

c) The measures regarding asylum, in the framework that is established by the Convention of Geneva 1951 and the Protocol of New York in 1967, foreseen in the article 63.1 and 2 TCE, that refers to the criteria and mechanisms to determine the member State that assume the responsibility of examining a application of asylum presented in one of the member States by a national of a third country, to establish the minimum norms for the hosting of the asylum seekers in the member States, minimum norms for the grant of the refugee statute to the nationals of the third countries and minimum norms for the proceedings that member States should apply to concede or remove the refugee statute; to establish minimum norms to grant temporal protection to the displaced people proceeding from third countries that can not return to their country of origin and for the people that need international protection for other motives; and the encouragement of an equitable effort between the member States in the hosting of refugees and displaced people (Secretaría de Estado, *et.al.*, 2007:70).

These measures foreseen in the articles 62 and 63 configure also, about the EU institutions can insist, and the normative acts that are adapted to the juridical arrangements of Member States (Secretaría de Estado, *et.al.*, 2007:70).

3.9.4 State Regulation

In Spain, the first legislation on immigration took place in 1985 (LO 5/1985 Ley Orgánica 7/1985 sobre derechos y libertades de los extranjeros en España) with a special force of the entry into the European Community in 1986. It is followed by four immigration laws between three years, from 2000 to 2003. (Zapata-Barrero, De Witte, 2007: 1).

The current Organic Law 4/2000, about the rights and liberties of the foreigners in Spain and their social integration, contains the principal regulation of the immigration. It has reformed in three occasions, through the Organic Laws, 8/2000 of 22nd December, 11/2003, 29th September and 14/2003 of 20th November, which has modified the redaction of some articles. In this Organic Law, the rights and liberties of the foreigner citizens, including the right to family unions and juridical guarantees; the requirements for the entry to the Spanish territory and exit from the country; the authorizations of staying, temporal residence, including the residence for settlement, humanitarian reasons or other exceptional circumstances and the permanent residence; the specific regimes of students, stateless people, people without documents, refugees and children without company; the authorizations for working and annual quota of foreign workers; the infractions concerning foreigners and their penalty regime; and the coordination of the public powers, sections under which immigration offices are regulated, the Superior Council of Immigration Policies, the Forum for the Social Integration of the Immigrants and the Spanish Observatory of Racism and the Xenophobia, moreover establishing previsions with respect to the permanent observation of the immigratory phenomenon, the action of the Inspection of Work that is destined to check the performance of the principle of equality and no discrimination of the foreigner workers, and the support of the public powers to the immigrants associations and organizations of support to the immigration (Secretaría de Estado, *et.al.*, 2007: 71).

The regulation that is contained in the Organic Law is concentrated and developed through the diverse regulation norms.

- The regulation of the Organic Law itself, 4/2000, approved by the Royal Decree 2393/2004, (30 December).
- Specific regime that is in force (valid) for the EU or national citizens of the countries of the European Economic Area, established in the Royal Decree 178/2003 (14 February), about the entry and permanency of the citizens of the EU and other States in the Agreement about the European Economic Area.
- This Royal Decree is replaced in brief by the Directive 2004/83/CE, the European Parliament and European Council (29 April) regarding to the rights of the EU citizens and their family members for residing freely in the territory of the member States.

Many of the organs that are established by the Organic Law, in order to coordinate the policies of immigration and integration have also been an object of specific normative development. Likewise, “Forum for the Social Integration of the Immigrants” (Foro para la Integración Social de los Inmigrantes) is regulated by the recent Royal Decree 3/2006 (16 January), the “Permanent Observatory of the Immigration” (Observatorio Permanente de la Inmigración) is regulated by Royal Decree 345/2001 (4 April) and the “High Council of Immigration Policy” (Consejo Superior de Política de Inmigración) by Royal Decree 344/2001 (4 April), modified by Royal Decree 507/2002 (10 June). On the other side, the “Inter-ministral Commission of the Immigration” (Comisión Interministerial de Extranjería) is governed by the Royal Decree 1946/2000 (1 December), modified by Royal Decree 645/2002 (5 July). In order to complete the institutional frame, these organs of coordination and participation are collected under the “Laboral Comission Tripartite” (Comisión Laboral Tripartita), as an additional disposition, created by Organic Law 4/2000 as a member organ of the ones which form part of the most representative trade union organizations and companies of the state character. These five organs are ascribed to the Ministry of

Work and Social Affairs (Ministerio de Trabajo y Asuntos Sociales) through the State Secretary of Immigration and Emigration (Secretaría de Estado, *et.al.*, 2007: 71, 72).

About the regime of Spanish nationality, that means who has the Spanish nationality and the requirements and proceedings for the foreign citizens to accede to this nationality, are regulated in the Civil Code, which are reformed by the Laws 18/1990 (17 December) and 36/2002 (8 October). Moreover, Spain has celebrated agreements about the Double Nationality with Argentina, Bolivia, Chile, Costa Rica, Ecuador, Honduras, Nicaragua, Paraguay, Peru and Dominican Republic. In the context of asylum and international protection, a special normative is ruled in a subsidiary way, by the general normative of immigration. Hardly, some months after Spain would join (July, 1978), the Convention about the Status of the Refugees, the Spanish Constitution had established in the article 13.4, that “the law will establish the terms in which the citizens of other countries and the stateless people could enjoy the right of asylum in Spain”²³ In this constitutional mandate, was approved the Law 5/1984 (26 March) that regulate the right of asylum and the condition of refugee, that was modified in 1994 (Law 9/1994, 19 May). Other arrangements of specific development, approved by Royal Decree 203/1995 (10 February) and some aspects are modified in 2001 and 2004. The regulation to guarantee the coverage of the basic necessities of the asylum seekers is prescribed by the Directive 2003/9/CE of the Council (27 January) about the minimum conditions for the asylum seekers and have put in the Internal Law (Derecho Interno) by Royal Decree 2393/2004 (30 December) (Secretaría de Estado, *et.al.*, 2007: 71, 72).

About the stateless people, the Convention on the Statute of Stateless People (1954) is applicable, that Spain joined in 1997. As a consequence of this adhesion, the regulation of recognition of the statute of stateless people was approved by Royal Decree 865/2001. Another specific regulation refers to the displaced people as a consequence of internal or international military conflicts. In this matter, the EU Council adopted the Directive 2001/55/CE (20 July), regarding to the minimum norms of the displaced people and Spain changed the place of this Directive as an internal

²³ Artículo 13.4 “la ley establecerá los términos en los que los ciudadanos de otros países y los apátridas podrán gozar del derecho de asilo en España” (Secretaría de Estado, *et.al.*, 2007: 72).

right through the Royal Decree 1353/2003 (24 October) in order to be approved the regulation about the regime of temporal protection in the case of massive influx of displaced people (Secretaría de Estado, *et.al.*, 2007:73).

3.9.5 Competence Distribution and Regulation of the Autonomous Communities and Local Entities

In agreement with the article 149.1.2a of the Spanish Constitution, the State has exclusive competency about the subjects of “nationality, immigration, emigration, immigration and the right to asylum”. However, the integration policies are sector policies concerning employment, education, housing, health, social affairs, etc., and it is evident that the Autonomous Communities have assumed numerous competencies in these fields, through their own Autonomic Statutes and the realized competence transferences, that in some cases they are full; the legislation and execution, and others are just execution. Like this, the juridical frame given by the State, EU and international norms should be completed with the norms that are taken in the Statutes of Autonomy and all the autonomic legislation approved in the development of mentioned statutory norms. Those result in particular relevance with the policies of integration such as highlighting the fact that numerous CCAA have approved interdepartmental plans of immigration and integration, set out in their administrative structure of directive centres with responsibilities in this matter and created specific participative organs in autonomic scope as various autonomic Forums for the existing immigration. Finally, the local entities hold competencies that influences in the integration policies and the fact is also exist numerous municipalities that count with their own Plans of Integration or somehow develop multitude of initiatives in this field (Secretaría de Estado, *et.al.*, 2007:73).

3.10 THE ATTITUDE OF THE PUBLIC ADMINISTRATION AND THE SPANISH SOCIETY ABOUT THE INTEGRATION OF IMMIGRANTS

3.10.1 Political Analysis of the Integration of Immigrants Till 2004

As being in the agreement with the principals of the European Union, the integration is a process of two directions, that implies the wish of the immigrant people of integrating themselves to the host society and at the same time, the wish of the people in the receptor society of accepting and including the new settlers among them. Like this, the integration policy does not have effect if it does not carry out, in two directions; at one hand, facilitating the immigrant people in their normal coping in the host society, helping them in learning language, customs, history and so on, and also the access to the employment and public services especially the social services, the housing, education and health. On the other hand, it is precise to foster the sensibility actions to the receptor society so that they accept the manifested form of immigrant population and see as persons that contribute the general wellbeing and economic and social development.

Therefore, it is necessary to work for the formation of a new society which is more heterogeneous with a major diversity of cultural matrices. They are developed but have to be made more visible spaces and intercultural meetings that permit a rapprochement and understanding of the “other” that leads a new general richness to all the society. In this aspect and following the principle of the bi-directionality, it is certain that the host society should respect the cultural and religious practices of the immigrants and should know that these practices can not contravene the fundamental human rights and in particular the rights of the women.

In 1990, the government presented a Communication to the Chamber of Deputies (lower chamber of Spanish Parliament) about the situation of the foreigners in Spain with main objectives of designing a coherent and global policy of immigration that preserves the economic interest and social cohesion, guaranteeing a complete integration of foreign residents who have chosen Spain to live and work. Arising from

those main lines, in 1994, the Council of Ministers approved the Plan for the Social Integration of the Immigrants (PISI) as a reference framework for the General Administration of the State, an action proposal for the CCAA and local corporations and channels for an active participation of the civil society in favour of the integration of the immigrant population. Through this Plan, the concept of immigration was approached for the first time with a global focus, following the directives of the EU (Secretaría de Estado, *et.al.*, 2007:83, 84).

In other words, the PISI has been recognition that the migratory movements represent as an essential factor of transformation and change of occidental societies to which a challenge of multicultural and multiethnic configuration is planted that all the relations should be established in harmony, rejecting the xenophobic and racist tendencies. Therefore, two main instruments were established, The Forum for the Integration of the Immigrants and Permanent Observatory of the Immigration; and 26 measurements are created, that can be grouped in four blocks; normative, social and labour, educative and cultural, social participation. Normative measurements referred to juridical issues as residence and work permissions, facilitation of the process of acquisition of Spanish nationality for the foreigners that were born in Spain and Inter-ministerial Commission of Foreigners was created and by the way the Delegated Commission of Migratory Flows, promotion and Social Integration was constructed. The social and labour category measurements were the issues about the employment such as actions of orientation and professional perfection, access to the permanent employment programs, support to the small agricultural businesses or local corporations. The educative and cultural measurements referred to language teaching and actions for the maintenance of the culture and language of immigrants, offering scholarships for education. In the category of social participation, the measurements were informing the immigrants about the principle norms to live democratically, orientation of social practices of the host country, actions for the mutual recognition and respect for the traditions and cultural manifestations (Secretaría de Estado, *et.al.*, 2007:83, 84).

Another cornerstone is Global Program of Regulation and Coordination of Foreigners and Immigration of 2001 (Programme GRECO), which was approved by the Council of Ministers for the period 2001-2004. The GRECO was presented as the first prepared initiative in Spain to face the immigration from all the aspects, with four main lines; global and coordinated design of the immigration as a desired phenomenon for Spain, in the EU frame, integration of the foreign residents and their families that actively contribute to the growth of Spain, regulation of the migratory flows to guarantee the co-living in the Spanish society, maintenance of the system of protection for the refugees and displaced people. Each of the lines developed 23 actions and 72 measurement were proposed by various ministerial departments and was coordinated by the Government Delegation for the Foreigners and Immigration of the Ministry of Interior (Secretaría de Estado, *et.al.*, 2007:84).

3.10.2 New Political Action Lines Since 2004

The compromise of the actual government, more concretely the compromise of the Ministry of Work and Social Affairs and the State Secretary of Immigration and Emigration has been concreting in important decisions from the decision makers. By this way, the immigration competencies were taken from the area of Ministry of Interior and transferred to the Department that executes the social policies and is occupied by the social integration of disadvantaged collectives; the creation of a new Central Directive, as General Directorate of Integration of the Immigrants, exclusively dedicated to this area; the incorporation to the immigration policy and to the execution of itself from the dimension of integration of the immigrants, such as giving expression in the preparation of the new regulations of the Organic Law 4/2000 and in the process of normalization that finished in 2005; the creation of the a Support Fund to the Hosting and Integration of the immigrants in 2005, which have strengthened the following exercises by increasing their resources; the improvement of various instruments of support to the policies of integration of the immigrants, such as subventions or European programs; or impulse for the inclusion of the problematic of the integration of the immigrants in action plans of general character (Secretaría de Estado, *et.al.*, 2007:87).

The Organic Law 4/2000, as an instrument for the service of the integration offers 9 areas: the consensus as essential pillar of Ruling and the integration policies (about rights and freedoms of foreigners in Spain and their social integration, approved by Royal Decree 2393/2004); the improvement of channels of legal immigration, sharpening the proceedings of renovation and family reunions; combating against the irregular contracts in submerged economy; the relation between effective social settlement and authorization of residence; the reinforcement of the role of Municipalities; the combating against the gender violence; the minors without company; the other exceptional supposition (INEM, 2008).

The extraordinary process of normalization (February – May 2005) was another necessity to regulate the general situation created by the presence of a significant number of foreigners that work as employees in Spain irregularly, without obtaining required previous authorization of temporal residence and work as an employee, with the consequent damage for the immigrant for the non-defence that his irregular situation assume possible abuses; for the Spanish worker, given the reduction in the salaries that the immigrant employment produce; for the businesses that legally contract, in agreement with the norms of Labour Right and Social Security, for the unfair competition; and together with the Spanish society, regarding the existence of clandestine labour relations, that assume any contribution neither to the public Treasury nor to the Social Security System. In this sense, the third transitory disposition of Real Decree 2393/2004, for which the regulation of Organic Law 4/2000 is approved, articulated an extraordinary process directed to the normalization of present irregular labour relations between employer and foreigner employees that lack a temporal authorization of residence or work. In this process, the foreign worker, had to accredit his presence in Spain since at least 6 months before the new Regulation came into force (7 February 2005) and the existence of a work contract with a minimum duration of six months in order to count for the grant of authorization; get rid of the previous regarding penalties in Spain and in his country or origin. Finally, the efficacy of the temporal residence and work authorization for foreign employees stayed conditioned to the posterior affiliation of foreigner worker to the Social Security System. In the other hand, the normalization of the existing relations between employers and foreign

workers in the frame of the submerged economy contributed clearly to make the integration possible to the society through their integration to the labour market that is regulated in the equality of rights and obligations with the rest of the workers, combating possible practises of discrimination and exploitation and by this way facilitating their contribution to the financing of the public policies through the fulfilling the fiscal and social obligations that are derived from the performance of social services (Secretaría de Estado, *et.al.*, 2007:90-91).

In the framework of the process, 691.655 applications were presented totally for the authorization of temporal residence and work (in employee sense) with the following distribution: among the foreigners 59 % were men, 41 % were women; 22 % of the foreign workers were less than 26 years, 68 % were between 26 and 45 years and 10 % were more than 46 years. For the concerning applications of authorizations in 2005, 31 % of the total applications were made in domestic services, 21 % construction, 15 % agriculture and livestock and 10 % hotel services. According to the nationalities, 20 % were from Ecuador, followed by Romanian (17 %), Morocco (13 %), Colombia (8 %) and Bolivia (7 %). The main distribution of the affiliations to the Social Security was distributed as in the following; home services (33,18 %), general hotel services (10,06 %), general construction (19,91 %) and agriculture (14,24 %) (Secretaría de Estado, *et.al.*, 2007:92-95).

In 2005, in the general government budget, the first time, a fund was created for the support to the hosting and integration of the immigrants. This fund had 120 million euros for 2005 and for 2006, increased by 52 % reaching to 182,4 million euros, destined the 50 % to educative reinforcement and 40 % to the Municipalities. For the 2007, it would reach to 200 million euro. The collected actions in the Action Plans of each Autonomous Community, there were 20 mainlines; hosting, education, employment, social services, housing, health and participation) and three in transversal character (equality in treatment, gender perspective and awareness). Each Community adapts according to their priority. In 2006, two new mainlines were added; children and youth; co-development (Secretaría de Estado, *et.al.*, 2007:96).

3.11 THE PUBLIC ADMINISTRATIONS AND CIVIL SOCIETY ABOUT THE INTEGRATION OF THE IMMIGRANTS

The civil society plays a fundamental role in the mutual adaptation that suggests the integration of the immigrants. Usually, there is not a direct relation with the immigrants and public administrations, which produces policies and measures for integration. However, the social organizations as associations or groups that work with immigrants, immigrant associations, neighbourhood associations, associations of parents in schools, have more direct routes to help the immigrants in the exercise of citizenship rights in the new society and in this way facilitate integration: both the immigrants in the host society and the new social reality that is being created. The importance of this associative world has key importance in the integration. Their participation in the formulation and implementation of the immigration policies and integration of the immigrants and their cooperation with the Public Administrations in these fields is so significant that without their participation, the Public Administrations would not have been able to carry out some of the policies which are in process for the integration of the immigrants in the recent years. Nevertheless, the actors of civil society have performed actions and proper policies in their own fields that are transcendent for the integration and have had a notable contribution for awareness of the public opinion about the migration fact and against possible xenophobic reactions.

Therefore, in the integration policy of the government, and in the last Strategic Plan, the all the actions that are developed by NGOs are regarded as obligatory because they affect the life conditions of the immigrants and their possibilities of total insertion and incorporation to the Spanish society through various instruments such as agreements with the entities, management of programs in favour of immigrants, asylum applications and other people for international protection, subventions granted to NGOs for the support to the immigrants. In this aspect, through the Regulation TAS/1783/2006, the regulatory basis are established and the subvention grants for the area of integration of the immigrants, is announced, remarkably, the programs and actions in favour of the immigrants increase with the increase of the organizations or

non profit entities that offers support. Through this norm, the below objectives are aimed to achieve:

- The programs to be strengthened and enlarged in order to promote better organization, structure and equipment of the entities in order to improve the quality of their processes and activities by efficacy and efficiency in the support for the immigrants and their families.
- The enlargement of spectrum of the programs destined to encouraging integration of the immigrants in the field of the information and consultancy, the learning the language and culture of Spain and maintenance with the ones of origin, the educative effort and extra scholar activities tending to prevent the scholar failure and social exclusion; the intercultural mediation; the conciliation of the family and labour life and the promotion of equality of opportunities between men and women and the creation of networks of social support to the victims of treatment or sexual exploitation, and xenophobic or gender violence.
- New programs are established to be funded that have the objective of social awareness to prevent the discrimination and racist and xenophobic attitudes that together encourage the intercultural co-living.
- The consonance of the fields in the strategic plan and the NGO fields introduce subvention lines in areas of employment, health, and in favour of the women with the objective to favour more integration of both.
- The response to the situation created by the increasing irregular immigration by the borders of Ceuta, Melilla and Canarias, and to guarantee an adequate humanitarian protection to the vulnerable immigrants are seen the first time, by funded programs that are destined to the basic hosting to the collectives in special situations and urgent necessity with the aim of facilitating basic attention and humanitarian accommodation (Secretaría de Estado, *et.al.*, 2007: 98-99).

The important enlargement of programs and actions has been reflected in the budget which was 3.524.000 euros in 2004 and increased to 8.240.000 euros in 2006 (Secretaría de Estado, *et.al.*, 2007: 98-99).

The programs directed to the labour integration that are co financed by the European Social Fund should also be emphasized. The assumed financing of these programs for 2006 was 3.799.000 euros. Among these programs of European Social Fund, the EU Initiative EQUAL has a very important place; it aims to support the Member States and social entities in general to programs directed to the most disadvantaged collectives or in social exclusion risk. The Spanish program of EQUAL contemplates with the immigrants but also the asylum seekers and refugees in the field of employment and insertion to the labour market (Secretaría de Estado, *et.al.*, 2007: 99-100).

IV. IMMIGRATION AND THE ROLE OF NGOs IN THE INTEGRATION OF IMMIGRANTS IN THE REGION OF MURCIA

The Region of Murcia²⁴ has been transformed from an emigration zone to immigration zone especially for the labour market in the twenty years time. This brings new social dynamics in the receiving society by offering public services to new citizens such as schooling of the children, health assistance, and social assistance so that the integration in the new society happens in the most natural way.

The immigrants certainly contribute to the regional economic development through three different but interrelated ways as such; through their labour force in the sectors as agriculture, construction, hotel services²⁵, industry and personal caring²⁶, through being new consumers and finally in many cases as entrepreneurs in small businesses. In short they are driving the demographic dynamism and rejuvenating the population; at the same time, contributing to the improvement the life conditions of their countries of origin by the economic remittances and exportation of new ideas. In the social and cultural context, the immigration has formed a society that is more diverse, more open, that takes the conscience of the problems of their social environment (Consejería de Política Social, *et.al*, 2002).

This growth in the number of the immigrants in a short time brings a series of challenges that is certain to deal with, considering that the immigrant population are people that reside in a social and democratic state that Spain identifies itself in the 1st article of the Constitution (Consejería de Política Social, *et.al*, 2002). All the migratory processes along the history have given place to the conflictive situations in major or minor grades, hence, it is about to accommodate in the receiving society and

²⁴ The Autonomous Community of the Region of Murcia (Comunidad Autonoma de la Region de Murcia) is the political name of the Region of Murcia. For the simplicity, the abbreviation CARM will be used for it, however RoM will be used for the Region of Murcia (La Region de Murcia) The word Murcia itself just refers to the capital city of Murcia.

²⁵ The term hotel services is used as the translation of the Spanish word “hosteleria”. The word itself refers to the industry that offers accommodation, food and other services through its price.

²⁶ The term personal caring refers to the caring service for the children, patients and old people.

homogeneously, social groups from diverse origins, with their cultural characteristics and different vital trajectories.

The migratory process means to cut the family, social, cultural bonds and above all to change the mental configuration to adapt a new form of life. The arrival to a distinct society without any knowledge of the customs, language and above all, the elemental guidelines to cope in the daily life, simply requires for the immigrants to assume new difficulties in each step; working conditions or employment, education, health, housing or a simple coexistence producing situations of discrimination or rejection. For the host society, it means facing a new situation; adapt public services like education or health, providing housing, a situation that is insufficient even for the native people. At the same time, the immigration, itself raises challenges, provides the opportunity to deal with these challenges through adequate policies that mitigate the conflictive situations, avoiding the social, economic marginalization and definitely achieving the integration (Consejería de Política Social, *et.al*, 2002).

4.1 TERRITORIAL, DEMOGRAPHIC, ECONOMIC STRUCTURE OF REGION OF MURCIA

The Autonomous Community of the Region of Murcia is situated at the South East corner of the Iberian Peninsula, between the regions of Andalusian and Valencian Community and Castilla-La Mancha on the Mediterranean coast and occupies the 2,2 % of the total surface of Spain (11.317 km²), which makes it ninth largest among the Spanish communities. The region was a vassal kingdom of Spain until the reforms in the liberal constitution of 1812 and since 1977 with the approval in the referendum of the Constitution and the establishment of the autonomous communities in the kingdom of Spain; RoM has constructed a participative and social democracy (CARM: 2008a; Municipality of Murcia: 2008a).



Map 4.1: The Autonomous Community of the Region of Murcia (CARM)

Source: <http://www.iadis.org/ciawi2006/pt/imagenes/mapaMurcia.jpg> (29.07.2008)

Being one of the seventeen autonomous communities of Spain, CARM consists of a single province (region), unlike most autonomous communities, where there may be several provinces in the same region. That is why the autonomous community and the province are operated by a unique government. The city of Murcia is the capital of the Region of Murcia. All the government organs are in Murcia, except the Parliament, which is in Cartagena (Municipality of Murcia, 2008b).

The demographics of the RoM is considerably elevated by being one of the most dynamic and young populations of Spain and Europe and with an elevated immigration component especially in the southeast of the Region. According to the provisional data of 01.01.2008, the RoM had a population of 1.424.063 inhabitants and the population may be said equally distributed according to sex; 721.810 male; 702.253 female habitants (INE, 2008a). The RoM today has become an area with a net

demographic influx due to the fact that since the 70s, the number of immigrants received has been greater than the number of people who have emigrated, where today the major foreign populations are Ecuadorians and Moroccans. In 2005, the RoM was a territory with a high demographic density, 118 habitants per km² while this number was 87 for Spain. (INE, 2008a) In the 1998-2008 periods, the Murcia population grew by 27,7 %. (1998: 1.115.068 – 2008: 1.424.063) (INE, 2008a; CREM, 2008b) On the other hand, it has had a fall in the rate of aging of the population. The 23 % of the population of the Region are below 20 years old and 14 % have more than 65, while these numbers are 14 % and 17 % for Spain respectively (PERM, 2006: 12).

The region has 45 municipalities and among them, the most populated city is city of Murcia with nearly 30 % and the following crowded cities are Cartegena, Lorca and Molina de Segura (CREM, 2008a).

Table 4.1 The population of Region of Murcia according to the municipalities, 2007

| | TOTAL | Men | Women |
|----------------------------------|------------------|------------|--------------|
| REGION OF MURCIA | 1.392.117 | 706.326 | 685.791 |
| Murcia | 422.861 | 210.377 | 212.484 |
| Cartagena | 207.286 | 104.859 | 102.427 |
| Lorca | 89.606 | 46.926 | 42.680 |
| Molina de Segura | 59.365 | 29.984 | 29.381 |
| Alcantarilla | 39.636 | 19.828 | 19.808 |
| Cieza | 34.898 | 17.554 | 17.344 |
| Yecla | 34.161 | 17.280 | 16.881 |
| Águilas | 33.134 | 16.670 | 16.464 |
| Mazarrón | 32.616 | 17.324 | 15.292 |
| Torre-Pacheco | 29.187 | 15.634 | 13.553 |
| San Javier | 29.167 | 15.039 | 14.128 |
| Totana | 28.742 | 14.871 | 13.871 |
| Caravaca de la Cruz | 25.688 | 12.913 | 12.775 |
| Jumilla | 24.596 | 12.698 | 11.898 |
| San Pedro del Pinatar | 22.217 | 11.342 | 10.875 |
| Torres de Cotillas (Las) | 19.611 | 10.061 | 9.550 |
| Alhama de Murcia | 18.996 | 9.794 | 9.202 |
| Archena | 17.634 | 9.062 | 8.572 |
| Mula | 16.570 | 8.564 | 8.006 |
| Unión (La) | 16.471 | 8.273 | 8.198 |
| Cehegín | 15.798 | 7.942 | 7.856 |
| Fuente-Álamo | 14.400 | 7.641 | 6.759 |
| Santomera | 14.323 | 7.307 | 7.016 |
| Alcázares (Los) | 14.077 | 7.429 | 6.648 |
| Abarán | 12.968 | 6.548 | 6.420 |
| Puerto-Lumbreras | 12.964 | 6.456 | 6.508 |
| Bullas | 12.020 | 6.113 | 5.907 |
| Beniel | 10.294 | 5.450 | 4.844 |
| Calasparra | 10.282 | 5.233 | 5.049 |
| Ceutí | 9.185 | 4.694 | 4.491 |
| Fortuna | 8.939 | 4.719 | 4.220 |
| Alguazas | 8.572 | 4.464 | 4.108 |
| Moratalla | 8.379 | 4.255 | 4.124 |
| Lorquí | 6.714 | 3.470 | 3.244 |
| Abanilla | 6.568 | 3.350 | 3.218 |
| Blanca | 6.119 | 3.092 | 3.027 |
| Librilla | 4.378 | 2.196 | 2.182 |
| Pliego | 3.864 | 2.012 | 1.852 |
| Campos del Río | 2.182 | 1.052 | 1.130 |
| Villanueva del Río Segura | 2.042 | 999 | 1.043 |
| Ricote | 1.531 | 771 | 760 |
| Albudeite | 1.413 | 709 | 704 |
| Aledo | 1.046 | 536 | 510 |
| Ulea | 991 | 518 | 473 |
| Ojós | 626 | 317 | 309 |

Source: Regional Statistics Center of Murcia (CREM) 2008b

The people speak Spanish with their own accent and local words. The dialect of Murcia has a tendency to cut many syllable final consonants and emphasize regional vocabulary, much of which have the same features with old Arabic, Aragonese and Valencian words (La Página de Idioma Español, 07.08.2008).

Murcia hosts the greatest natural lake of Spain; the Mar Menor (Smaller Sea) lagoon known as La Manga del Mar Menor (the Sleeve of the Small Sea), which is a unique natural resource with its special and natural characteristics and largest salt water lake of Europe, designated by the United Nations as a Specially Protected Zone of Importance for the Mediterranean. (73 km of coastal perimeter where the maximum depth does not exceed 7 m.) (Nation Master, 24.08.2008) The Mediterranean climate exists in the Region which is quite warm but irregular rains with an annual average of 28° degrees. That is why; the water is an important issue in the Region (Municipality of Murcia, 2008b).

The main sectors with competitive incomes are ordered according to their importance as commerce, agriculture (being a major producer of vegetables and fruits for Spain and Europe), hotel services (tourism), transport and communications, construction, non-market services, chemical industry, non metallic minerals and extraction of energetic products, other minerals and petroleum refinement. Among them, as an interrelated way, the services to business enterprises, agriculture, food industry and construction had a high growth rate between 2000 and 2003. The majority of the businesses are concentrated in the surroundings of Murcia and Cartagena. The food companies are relatively small (23.000 companies of which 15.000 are dedicated to small commerce) but the commerce of the production is made through associative systems and is destined to national (big distribution chains) and international areas (mainly EU market however, in the recent years, there has been a diminution due to the competence with the new members from the Eastern Europe). This also affects the logistics and distribution (53 big companies) where mainly highways and railways are used (PERM²⁷, 2006: 33).

²⁷ PERM refers to the Plan Estratégico de La Region de Murcia (Strategic Plan of the Region of Murcia) and it may be considered as development plan.

On the other hand, thanks to its exceptional climate, privileged surroundings, traditions and gastronomy; its attraction caused a significant increase in tourists many of whom come permanently to spend their retirement and tourist resources especially in the coasts and golf resorts.²⁸ The tourism includes many sectors together; hotel services, restoration, residential construction, transports, travel agencies and also affects other sub sectors. The principal tourism markets of Murcia are from Madrid, Valencia, Andalusia from Spain and the United Kingdom, Germany and France from abroad. The main tourist destinations are the coast line municipalities (Aguilas, Mar Menor). There also exist traditional industries as metallic, furniture products and confection. As well, the other relevant sectors are the construction (concentrated in big cities and coast line municipalities), the energy and chemical sectors (petroleum refinement, distribution of gas and electricity), the services to the business enterprises; where all are linked to graphic arts, communications, financial intermediation and public administration (PERM, 2006: XV, 6).

In the last years, the RoM has showed an intense evolution in his economic dynamics and demographic dynamics with the growth in the GNP, the population and employment that is higher than national levels. In 2005, the unemployment rate was 8 % after being improved from the 23,6 % in 1996. The unemployment rate of the European Union was 9,4% in 1999. The regional employment grew 37,4 % in 2000-2005 whereas the growth of employment in Spain was 29,11 % between the mentioned years. Definitely, the RoM has passed having income from 86 % of the national average in 1999 to 89,38 % in 2004 (PERM, 2006: XV, 6).

The GNP of the RoM has grown a annual rhythm of 3,9 % between 2000 and 2005 while the Spanish economy has grown 3,1 % annually in the same period. According to the Strategic Development Plan of the RoM for 2007 -2013, in the review of the previous Plan (2000-2006), it is stated that most of the efficiency happened in the

²⁸ The golf resorts are a very hot topic as they need a lot of water to be supported in the shortness of water, even being watered or by drinkable water by wells from illegal ways in stead of residual water. In the ultimate years, due to this shortness, there has been decrease in the agricultural production and the construction. According to the ecologists; although it a source of outstanding tourist income, due to the necessities of great amounts of water consumption, utilization of chemical contaminants and alteration of the land and vegetal surface, it is believed as strong way to abolish the nature with the externalities of construction and consumption of natural resources. (Ecologistas En Acción, 2005; 2006; 2007)

regional actions of employment policies and promotion of information society. From the aspect of companies, there have been improvements in their export potential, technological capacity, and the quality of the products and the modernization of the systems. In relation to Human Resources and employment, the progresses have realized in formation and professional capacities as insertion to labour. (PERM, 2006: XV, 6).

Having benefited and benefiting from EU Development Programs 2007-13 (Regional Operation Program “Murcia”²⁹) in the period of 2007 and 2013, the main objectives of RoM are growth and quality in the employment, empowerment of the information society, territorial and environmental society, social cohesion and wellbeing and reinforcement of the institutional capacity (EU, 2008q).

In terms of social tendencies, there are two aspects; on one hand, the population is getting younger (as a particular result of non EU immigration) and on the other hand, the life expectancy gets higher that causes the aging. Most of the non working population is the people from the EU countries who pass their retirement in the Region; however, the net effect is positive as the EU foreigners have high acquisitive power. The family composition has also been in change. For example, through incorporation of the women to the labour market increased the wellbeing and other social aspects in usual habits, increasing independence of the women, necessity of domestic services and personal caring (children, patients, and old people). It is a fact that the immigrant population has facilitated the transition of the women in the social and economic life of the Region. Like this, the arrival of the immigrants has also proposed a substantial support to the coverage of the necessities of labour force in determined sectors of Murcia economy (agriculture, construction, hotel services, and domestic services) and contributed to the rejuvenation of the population but at the same time displayed new demands of social and public services and efforts of social integration and formation (PERM, 2006: 79).

²⁹ Program under the Convergence Objective, co-funded by the European Regional Development Fund (ERDF) According to the approval of the European Commission, on 28 November 2007, the overall budget of the Regional Operational Program for Murcia under the ‘Convergence’ objective for the period 2007-13 is € 744 million (European Union, 2008q).

On the other hand, in the recent years, there has been an increase in the social consciousness about the conservation of environment and worry about the climate change. This worries are also connected to the problem of water of Murcia which is challenged by the increasing population and related sectors as construction and tourism (in particular golf areas) which are some of the main sectors that the immigrants work. From another perspective the usage of the water and lands by these sectors threatens the availability for the agriculture. It is an important issue that is being discussed and in the long run, it may occur a necessity of displacement among the sectors in order to manage the unemployment and hence the integration. Nevertheless, it is also a fact that not all the workers are unqualified people, there are also immigrants with great sensibility about the environment and social issues and this also contributes to improve the general consciousness of the society about the related topics. The role of non governmental organizations and groups are unquestionable in this process.

4.2 CHARACTERISTICS OF IMMIGRATION

In order to assess the characteristics of immigration in a specific place, certain parameters are required. These parameters usually include demographics, labour situation, education, health, housing and social opportunities for the immigrations in the hosting region.

4.2.1 The Demographics of Immigration

The immigration and emigration have been present in the Region during the XX century. Until the 1970s, Murcia had been a Region of emigrants, when the emigration towards Europe stopped, it has been converted a Region of receptor of immigrants since 1976. Until the middle 1980s, above all, it received flows of Spanish people from other Autonomous Communities; however, the membership of Spain in the European Union and the transformation of the agriculture sector through more productive exploitations, made Murcia be transformed to a region receiving immigrants during the 1990s and until today (Consejería de Política Social, *et.al*, 2007: 12).

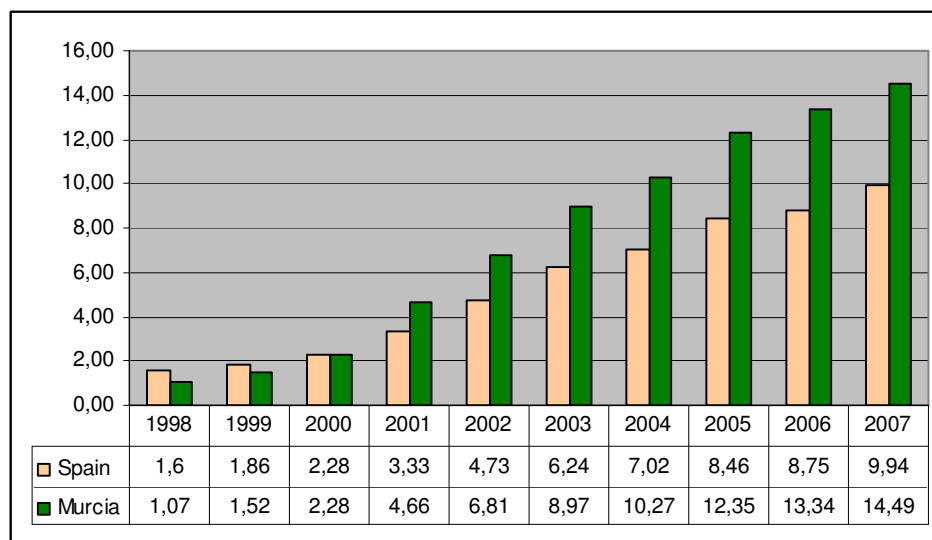
Nevertheless, the time when the foreigners in the Region would have an important weight and consolidated a real rejuvenation of the population in short run would be since 2001. The presence of the foreign population in Murcia Region is more than Spain. In 2007, the total number of registered foreigners in the Murcia Region was 201.700, a 14,49 % of the total registered population, whereas the national proportion is 9,94 % (INE, 2007).

Table 4.2
The population in Spain and Murcia (Spanish and foreigners), 1/1/2007

| | Population | | % |
|--------|--------------|-------------------|---------|
| SPAIN | Total | 45.116.894 | |
| | Spanish | 40.634.326 | 90,06 % |
| | Foreigners | 4.482.568 | 9,94 % |
| MURCIA | Total | 1.392.117 | |
| | Spanish | 1.190.417 | 85,51 % |
| | Foreigners | 201.700 | 14,49 % |

Source: INE, 2007

Graph 4.1
The evolution of the percentage of foreigners over the total population, Spain and Murcia, 1998 – 2007



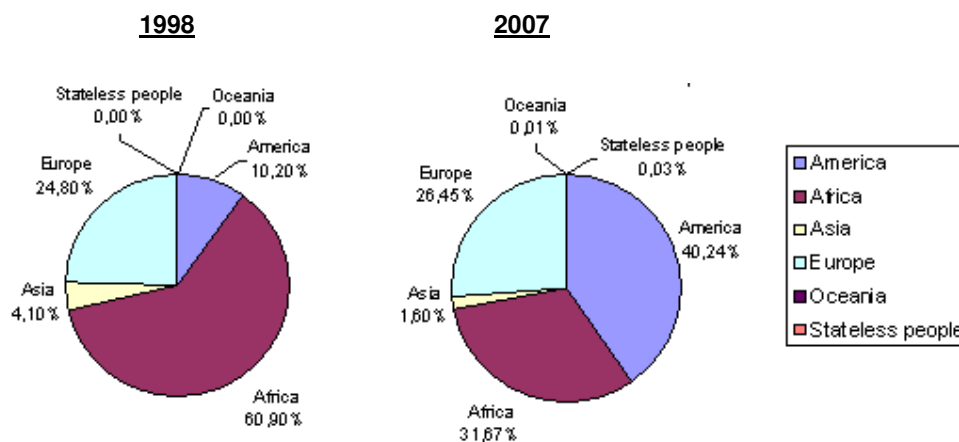
Source: INE, 1998 – 2007

If compared to the weight of foreigners according to the Autonomous Communities, in 2007, the Murcia Region is the third Community with mayor percentages of foreigners (14,49 %) behind the Balearic Islands (18,4 %) and Valencian Community (14,9 %). It also should be considered that these Communities have more percentage of foreigners from the European Union than the Murcia Region (INE, 2007).

Since 1998 to today, the profile of foreigners registered in Spain and Murcia Region has notably changed. At first, they were particularly Africans and above all Moroccans, with the years, the Americans gained weight, especially Ecuadorians. The incorporation of foreigners from the American origin was produced in short time periods, from 2000 to 2002; since then their growth is relatively less than the Europeans. At the end of the period, between 2004 and 2006, their growth in relative and absolute terms is below the Africans. The Murcia Region in 1998 had foreign population that proceeded especially from Africa. The precedents from America were few; supposed just 10,2 % of the total of the foreigners, the presence of Ecuadorians being the minimum. On the contrary, in 2007, the foreigners registered proceeding from America constitute the 40,24 % of the total foreigners, the African origins are 31,67 % and coming from Europe represent 26,45 % of the total foreign population. These changes in the composition of the foreign population have been due to the considerable increase in the South American immigration, fundamentally from Ecuador, and not due to the diminution of the African population (Consejería de Política Social, *et.al*, 2007: 13; INE, 2007).

Graph 4.2

The distribution of the foreign population according to the proceeding continent, The Region of Murcia, 1998 and 2007



Source: INE, 2007

Table 4.3

The population in the Community of Murcia according to the continents (2007)

| | Population % | |
|-------------------|--------------|-------|
| Total | 1.392.117 | 100 |
| Spanish | 1.190.417 | 85,51 |
| Foreigners | 201.700 | 14,49 |
| Continents | | |
| Latin America | 81.163 | 40,24 |
| Africa | 63.878 | 31,67 |
| Europe | 53.345 | 26,45 |
| Asia | 3.222 | 1,6 |
| Stateless people | 73 | 0,04 |
| Oceania | 19 | 0,01 |

Source: INE, 2007

The distribution of foreigners according to main countries of origin in the Region in 2008 (provisional data) is shown in the below table. As seen, the number of the people coming from the eastern European countries as Ukraine, Romania and Bulgaria increased; the principal Latin American countries are Ecuador, Bolivia, Colombia and recently Argentina; from the African continent being Morocco the main country, Algeria, Nigeria and Senegal are the recent increasing origins (CREM, 2008a).

Table 4.4

The population of the foreigners according to the nationality and the sex, the RoM, in descending order (01.01.2008 Provisional Data)

| | Total | % over total foreigners | Men | Women |
|---------------------------|----------------|-------------------------|----------------|---------------|
| TOTAL FOREIGNERS | 224.098 | 100,00% | 128.965 | 95.133 |
| Morocco | 57.944 | 25,86% | 39.821 | 18.123 |
| Ecuador | 46.878 | 20,92% | 25.447 | 21.431 |
| Bolivia | 20.576 | 9,18% | 10.013 | 10.563 |
| The United Kingdom | 19.851 | 8,86% | 10.169 | 9.682 |
| Romania | 11.486 | 5,13% | 5.944 | 5.542 |
| Colombia | 6.772 | 3,02% | 2.996 | 3.776 |
| Bulgaria | 6.669 | 2,98% | 3.578 | 3.091 |
| Ukraine | 6.200 | 2,77% | 2.969 | 3.231 |
| Germany | 3.199 | 1,43% | 1.695 | 1.504 |
| France | 2.943 | 1,31% | 1.464 | 1.479 |
| Algeria | 2.786 | 1,24% | 2.229 | 557 |
| Portugal | 2.632 | 1,17% | 1.720 | 912 |
| China | 2.474 | 1,10% | 1.414 | 1.060 |
| Argentina | 2.423 | 1,08% | 1.250 | 1.173 |
| Paraguay | 2.372 | 1,06% | 1.105 | 1.267 |
| Brazil | 2.231 | 1,00% | 861 | 1.370 |
| Poland | 1.964 | 0,88% | 1.100 | 864 |
| Italy | 1.958 | 0,87% | 1.307 | 651 |
| Nigeria | 1.873 | 0,84% | 1.257 | 616 |
| Senegal | 1.684 | 0,75% | 1.547 | 137 |
| Lithuania | 1.660 | 0,74% | 844 | 816 |
| Mali | 1.241 | 0,55% | 1.218 | 23 |
| Russia | 1.227 | 0,55% | 383 | 844 |
| Ghana | 985 | 0,44% | 915 | 7 |
| Netherlands | 952 | 0,42% | 525 | 27 |
| The rest of the countries | 13.118 | 5,85% | 7.194 | 5.924 |

Source: CERM, 2008a 26.08.2008

Thanks to the increasing Latin-American immigration and family reunions, a 'feminization' of the foreign population has come out. The African immigrants had the least number of the women both at the beginning and even today. This made the proportion of the women low (29 %) in 1998, having ascended a little by 10 points (40 %) in the period 1998-2007 (Consejería de Política Social, *et.al*, 2007: 14). According to the provisional data of 2008, the 42,45 % of the total foreigners are women. Among those foreigner women, 44,88% are from South America, 20,87% are from Africa and

30,80% are from Europe (CREM, 2008b). Among the immigrant population, the Moroccans are mainly in the municipalities as Cartagena, Torre Pacheco, San Javier and San Pedro del Pinatar. The people from the Ecuadorian nationality are numerous especially in Mula, Totana, Calasparra, Jumilla, Bullas, Ceuti and Yecla (Consejería de Política Social, *et.al*, 2007: 16).

Table 4.5

The population of the Region of Murcia according to the municipalities and nationality, 2007

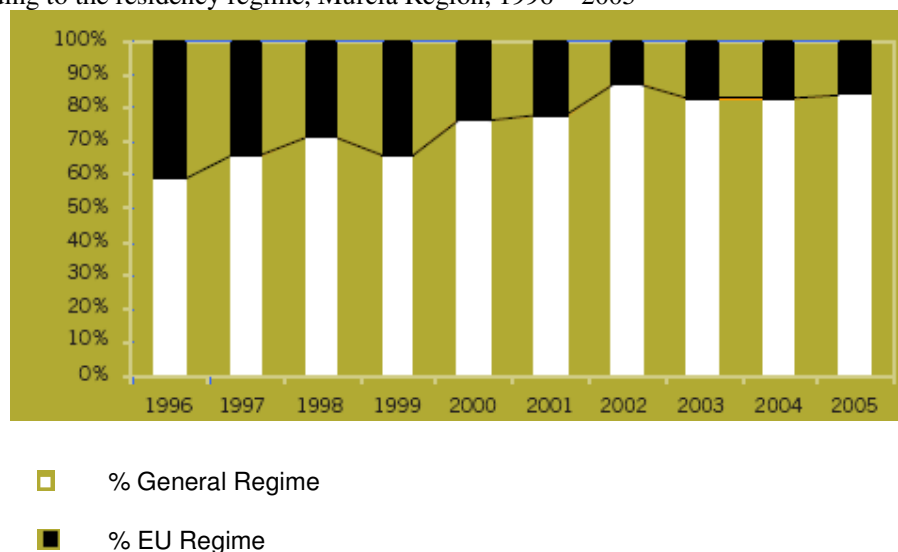
| | TOTAL | SPANISH | FOREIGNERS | % Foreigners |
|---------------------------|------------------|------------------|-------------------|---------------------|
| REGION OF MURCIA | 1.392.117 | 1.190.417 | 201.700 | 14,49 % |
| Abanilla | 6.568 | 5.885 | 683 | 10,40 % |
| Abarán | 12.968 | 11.859 | 1.109 | 8,55 % |
| Águilas | 33.134 | 28.703 | 4.431 | 13,37 % |
| Albudeite | 1.413 | 1.386 | 27 | 1,91 % |
| Alcantarilla | 39.636 | 35.851 | 3.785 | 9,55 % |
| Alcázares (Los) | 14.077 | 8.684 | 5.393 | 38,31 % |
| Aledo | 1.046 | 952 | 94 | 8,99 % |
| Alguazas | 8.572 | 7.230 | 1.342 | 15,66 % |
| Alhama de Murcia | 18.996 | 16.010 | 2.986 | 15,72 % |
| Archena | 17.634 | 14.716 | 2.918 | 16,55 % |
| Beniel | 10.294 | 8.232 | 2.062 | 20,03 % |
| Blanca | 6.119 | 5.643 | 476 | 7,78 % |
| Bullas | 12.020 | 11.062 | 958 | 7,97 % |
| Calasparra | 10.282 | 9.019 | 1.263 | 12,28 % |
| Campos del Río | 2.182 | 2.009 | 173 | 7,93 % |
| Caravaca de la Cruz | 25.688 | 22.963 | 2.725 | 10,61 % |
| Cartagena | 207.286 | 182.524 | 24.762 | 11,95 % |
| Cehegín | 15.798 | 14.373 | 1.425 | 9,02 % |
| Ceutí | 9.185 | 8.400 | 785 | 8,55 % |
| Cieza | 34.898 | 32.207 | 2.691 | 7,71 % |
| Fortuna | 8.939 | 7.284 | 1.655 | 18,51 % |
| Fuente-Álamo | 14.400 | 9.902 | 4.498 | 31,24 % |
| Jumilla | 24.596 | 20.531 | 4.065 | 16,53 % |
| Librilla | 4.378 | 4.070 | 308 | 7,04 % |
| Lorca | 89.606 | 72.025 | 17.581 | 19,62 % |
| Lorquí | 6.714 | 5.729 | 985 | 14,67 % |
| Mazarrón | 32.616 | 18.691 | 13.925 | 42,69 % |
| Molina de Segura | 59.365 | 51.851 | 7.514 | 12,66 % |
| Moratalla | 8.379 | 8.136 | 243 | 2,90 % |
| Mula | 16.570 | 14.072 | 2.498 | 15,08 % |
| Murcia | 422.861 | 372.482 | 50.379 | 11,91 % |
| Ojós | 626 | 626 | 0 | 0,00 % |
| Pliego | 3.864 | 3.437 | 427 | 11,05 % |
| Puerto-Lumbreras | 12.964 | 11.519 | 1.445 | 11,15 % |
| Ricote | 1.531 | 1.480 | 51 | 3,33 % |
| San Javier | 29.167 | 21.115 | 8.052 | 27,61 % |
| San Pedro del Pinatar | 22.217 | 16.930 | 5.287 | 23,80 % |
| Santomera | 14.323 | 12.198 | 2.125 | 14,84 % |
| Torre-Pacheco | 29.187 | 22.001 | 7.186 | 24,62 % |
| Torres de Cotillas (Las) | 19.611 | 17.894 | 1.717 | 8,76 % |
| Totana | 28.742 | 22.892 | 5.850 | 20,35 % |
| Ulea | 991 | 951 | 40 | 4,04 % |
| Unión (La) | 16.471 | 14.897 | 1.574 | 9,56 % |
| Villanueva del Río Segura | 2.042 | 1.952 | 90 | 4,41 % |
| Yecla | 34.161 | 30.044 | 4.117 | 12,05 % |

Source: CREM, Regional Centre of Statistics of Murcia, 2007

Actually, in Spain, the foreigners should be hosted according to the law, with three distinct regimes for their admission: the General Regime, that protect the foreigners that are not included in others; Special Regimes, applicable to the diplomats, refugees and the protection of the temporal massive flows, the people without a state, the minors and the students; and finally the EU Regime, formed by the people with nationality of a country in the European Economic Area, and their families. The foreign families of the Spanish people are also included. In the RoM, the proportion of the foreigners included in the General Regime of Foreigners has been the most elevated. On 31.12.2005, there were 136.103 foreigners with card or authorization of residence. Among them, the 84,07 % (114.428) were included in the General Regime and 15,93 % (21.675) were in the EU Regime. On 31.03.2008, among the total 193.493 foreigners, 74 % (143.139) were in the General Regime and 26 % (50.354) were in the EU regime. The evolution between the years 1996-2005 according to the type of regime of residence in the Region is mentioned in the following graph (Consejería de Política Social, *et.al*, 2007: 14; Ministerio de Trabajo y Asuntos Sociales, 2008a).

Graph 4.3

The evolution of the percentage of foreigners with the card or authorization of valid residence according to the residency regime, Murcia Region, 1996 – 2005



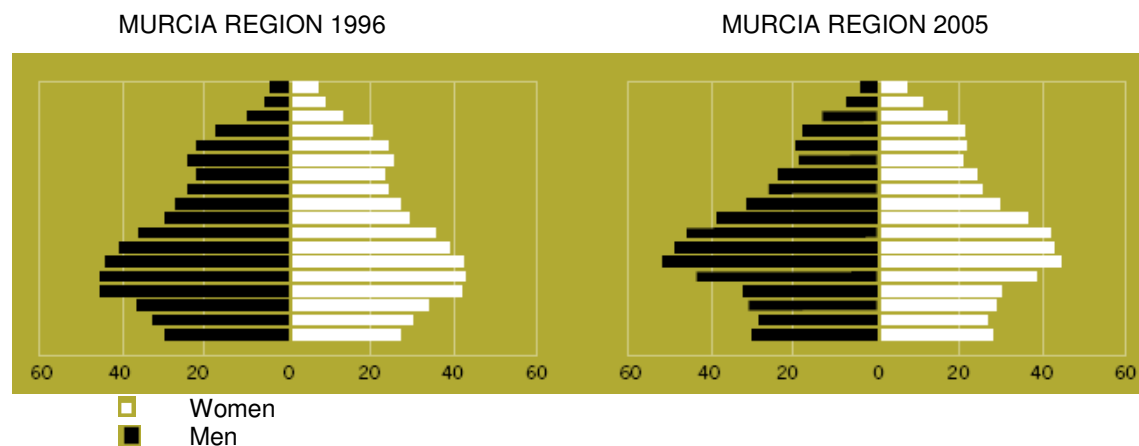
Source: MTAS, *Yearbooks and Reports of Foreigners* cited in Consejería de Política Social, *et.al*, 2007: 17

The arrival of foreigners to the Murcia Region has offered a light rejuvenation to the population and the population pyramid by sex and age has varied mainly in two senses: there is a certain rejuvenation in the population thanks to the support of foreigner youth in the age of work and procreate, and also there is an increase in the population of the men with respect to women. In the occurred changes in this period, the proportion of the old people has slightly reduced, increased the weight of the adults between the 20 and 39 years and the birth rate began to be recuperated. The women who were the majority with respect to the men in almost each age groups decrease their importance in nearly all ages. All the changes have been felt in Murcia Region more than Spain (Consejería de Política Social, *et.al*, 2007: 15).

From the perspective of the origin by geographic areas of nationality of the foreigners, there are notable differences in the age and sex structure, in particular in the number of the people from Africa and America. The precedents from Africa have the major proportion of the children less than 4 years old, the majority being the men and the weight of the people older than 64 years old is practically null. About the American origins, they are concentrated in the ages between 20 and 40, although the important weight of the children less than 10 years old. The proportion of the people older than 64 years is as low as the African origins and they are equilibrated enough according to the sex. The 74 % of the non EU citizens are concentrated in the age groups 15 and 44 years (Consejería de Política Social, *et.al*, 2007: 15).

Graph 4.4

The pyramids of the population, Total Population in the Region of Murcia, 1996 and 2005



Source: Consejería de Política Social, *et.al*, 2007: 16

On 1.1.2005, the municipalities with major percentage of foreigners are: Mazarron (37,3 %), Los Alcazares (32,8 %), Fuente Alamo (30,6 %), San Javier (24,0 %), Torre Pacheco (21,6 %), Totana (19,2 %) and Lorca (17,8 %). The half of the total population is concentrated in three big municipalities: Murcia, Cartagena and Lorca. (Consejería de Política Social, *et.al*, 2007: 16) According to the data of the Ministry of Work and Immigration on March 2008; among 193.493 foreigners with registry certificate or residency card, the average age is 32 years, 82,22 % are between 16 and 64 years whereas 14,76 % are below 15 years and just 3,02 % are above 65 years (Ministerio de Trabajo e Inmigracion, 2008).

4.2.2 The Situation of Labour

The foreign workers taken by the General Residence Regimen should have a work permit that depends on the conditions of valid legality in materials of foreigners in each country. In the Spanish legislation, differences exist according to the nationality of each foreigner worker at the time of obtaining a residence permit, but once it is obtained and the work; there is equality of treatment in the environment of labour legislation. The admission of those workers depends on the necessity of workforce by sectors in the country. Actually, to enter the labour market of foreigners of the third countries in Spain, two administrative options can be given; firstly the individual contract of the worker in the country of origin where the norm is a part of the foreigner that does not reside in Spain and secondly the contingent option which is collective and more agile where some places can be covered nominally. The permanent residence permit gives a right to work without the necessity of obtaining a work permit (Consejería de Política Social, *et.al*, 2007: 18).

In the RoM, from 1999 to 2003, the majority of the foreigners with the residence permit, almost 100 %, were affiliated to the Social Security System in labour registry. From 2004 to 2005, this percentage of workers in labour registry with respect to the total people with residence permit, descends to 60 %, due to the process of reunification of families, that makes the potentially active foreigner proportion change, by increasing the weight of the population below the age 16. The affiliation of foreigners to the Social Security System is an important indicator of the contribution of

the immigrants to the Spanish social security system from where the public expenses (social, health and education...etc), unemployment salaries and the pensions are paid. (As the Spanish population is getting older, natively there are more people who receive from the Social Security than the people who contribute. With the arrival of the immigrants, this deficit has been equilibrated, keeping the fact that they contribute but they will not stay sufficient years to get their pensions as then they prefer returning to their own countries) (Consejería de Política Social, *et.al*, 2007: 18-19).

The number of the foreign people in labour registry who are affiliated to the Social Security has been in increase in Murcia Region as well as in Spain, even if the weight of the foreign workers with respect to the all workers in the Region are the most elevated in the national conjuncture. In 1999, in Spain, 2,32 % of the affiliation was formed by the foreign people whereas this percentage was 4,18 % in Murcia Region. In April 2006, in Spain, there were 9,7 % affiliated foreigners while in Murcia Region there were 17,4 %. Among the Autonomous Communities, the Murcia Region is between those, which have higher percentages of foreign workers, just exceed by the Autonomous City of Melilla with the 19,46 %. The national average is 9,7 %; the Autonomous Communities of Baleares, Madrid, Catalonia, La Rioja, Canarias, Valencia, Ceuta, Aragon and Navarra are respectively higher than the national average. In April 2006, there were 93,566 non EU foreigners (coming from the non EU countries) who are affiliated to the Social Security System in the Murcia Region. (Consejería de Política Social, *et.al*, 2007: 18-19).

Table 4.6

The foreigners from non EU countries, affiliated to the social security system in the RoM,
April 2006

| NON EU COUNTRIES | GENERAL | AUTONOMOUS | AGRICULTURE | SEA | HOUSE | TOTAL |
|---------------------------|----------------|-------------------|--------------------|------------|--------------|---------------|
| Morocco | 10.666 | 556 | 23.294 | 91 | 323 | 34.930 |
| Ecuador | 17.057 | 354 | 12.889 | 7 | 3.115 | 33.422 |
| Bolivia | 1.595 | 13 | 1.084 | 0 | 818 | 3.510 |
| Colombia | 2.534 | 89 | 277 | 0 | 550 | 3.450 |
| Ukraine | 2.141 | 37 | 240 | 1 | 805 | 3.224 |
| Romania | 1.322 | 34 | 245 | 1 | 287 | 1.889 |
| Algeria | 736 | 22 | 853 | 1 | 20 | 1.632 |
| Bulgaria | 1.129 | 22 | 277 | 0 | 170 | 1.598 |
| China | 686 | 287 | 4 | 0 | 15 | 992 |
| Argentina | 693 | 80 | 18 | 0 | 61 | 852 |
| The rest of the countries | 5.014 | 365 | 2.192 | 29 | 467 | 8.067 |
| TOTAL | 43.573 | 1.859 | 41.373 | 130 | 6.631 | 93.566 |

Source: Tesorería General de la Seguridad Social (Dirección Provincial de Murcia) cited in Consejería de Política Social, *et.al*, 2007: 19

According to the sectors of activity, and keeping in mind that in 2006, the number of non EU foreigners who were affiliated to the General Regime of the Social Security in the Murcia Region was 43.573 people, the construction sector was the most numerous one by 41 %. The commerce and the manufacturing industry had 15 % and 14 % respectively. In the national sense, the construction sector was the primary employer with the 28 % of the affiliated people, followed by the hotel services 18 % and real estate and business services has 15 %. Within the Special Agricultural Regime, the 44 % of the foreign men and the 36 % of the foreign women are affiliated in the Regime. The 51 % of the men and 40 % of women are affiliated in the General Regime. In total affiliation, the men occupy the 70,1 % and the women 29,9 % (Consejería de Política Social, *et.al*, 2007: 19-20).

a. Labour contracts: on 14.01.2005, the 71 % of the foreign workers in Murcia Region has a temporal contract and 29 % indefinite contract. According to the type of contract and sex, the 24 % of the foreign men have indefinite contract and the 76 % have temporal contracts. The women have a higher proportion for indefinite contracts, the 46 % whereas 54 % have temporal contract.

b. Employment demands: The major part of the demanders of foreigner does not reach more than 6 months. In the Murcia Region, this period is minor than in Spain. For the non EU foreigners, the following data has been taken in April 2006:

- The active population is numbered in 112.700 (men: 74.700, women: 38.000)
- The number of employment demanders is 3.655 people (men: 2.215, women: 1.440)
- The registered unemployment rate ascends to 3,24 % (men: 2,97 %, women: 3,79 %) (Consejería de Política Social, *et.al*, 2007: 20).

The temporal immigration is when the foreigners come from the countries of origin with a labour contract in their hands and reside during a limited period in Murcia Region. A major part of the temporal work is related with the agriculture and agricultural industry. The Law of Foreigners allows making contracts in the country of origin of the foreigners. It is treated as ‘Contingent’, a number agreed between various instances; administrations, trade union groupings and business companies. It is an annual notification, where it is announced that a determined number of people that can be contracted in the country of origin for a determined period (Consejería de Política Social, *et.al*, 2007: 20). These people should return to their countries when the campaign ends. The companies should offer the adequate housing to the temporal contracted workers from the origin. The syndicates realize the inspection and present their results to the Government Delegation, and their opinion is necessary to approve the contracting. Another form of making contracts is the “visa for search of employment from the country of origin” that is mostly used particularly domestic work, when the employer has difficulties to travel to know the worker in the country of origin. In that case, the person can reside in Spain during three months and search employment (Consejería de Política Social, *et.al*, 2007: 20).

The formation is a necessary and fundamental element for the labour insertion and reinsertion, the maintenance in the work and the professional promotion of the workers, independently of their nationality. The improvement of the formation in

labour of the foreigners contributes to diminish or overcome the existing differences, both the general culture and labour, between the society of origin and the arrival. In the RoM, according to the Yearbook of Foreigners of MTAS (Ministry of Work and Social Affairs), in 2005, the half of this collective (50,8%) was quoted as labourer; (men: 51,8 %, women: 47,9 %). The quarter part of the men (29,4 %) was quoted as first and second class officials. In the groups of quotation related with the administrative tasks, the women have lightly higher percentages than men, equally in the category of licensees and experts. The non EU citizens, the 43 % have secondary studies, the 30 % primary and 5 % has superior studies. Among women, the 51 % have secondary studies and the 8 % superior studies whereas these numbers are respectively 39 % and 4 % for the men (Consejería de Política Social, *et.al*, 2007: 22).

Table 4.7

The percentage of the foreigner workers in registry of the social security, in the General Regime, by quotation groups and sex; The Region of Murcia, 14.01.2005

| Quotation Groups | Total | Men | Women |
|--|--------------|--------------|--------------|
| TOTAL | 100,0 | 100,0 | 100,0 |
| Engineers and licensees | 1,4 | 1,1 | 2,2 |
| Administrative and workshop chiefs | 0,7 | 0,5 | 1,4 |
| Technical engineer experts | 0,6 | 0,7 | 0,6 |
| Non titled assistants | 1,0 | 0,8 | 1,6 |
| Administrative officials | 1,8 | 1,3 | 3,4 |
| Subordinates | 1,1 | 1,0 | 1,5 |
| Administrative assistants | 4,0 | 1,8 | 10,6 |
| 1st and 2nd level officials | 24,9 | 29,4 | 11,3 |
| 3rd level officials and specialists | 13,4 | 11,4 | 19,4 |
| Workers | 50,8 | 51,8 | 47,9 |
| Workers less than 18 years | 0,2 | 0,2 | 0,1 |

Source: MTAS (Annual of foreigner issues 2004) in Consejería de Política Social, *et.al*, 2007: 22

4.2.3 The Education

The growth of the foreign population has experimented in the recent years in the Murcia Region has been affected in a directly in the educative system of the RoM. The education centres in the Region constitute a rich mosaic of languages and cultures; already accommodate today more than hundred different nationalities. Since 2000, in

which the CARM (Autonomous Community of Murcia Region) transferred competencies about the education; the Regional Ministry of Education, Science and Investigation has applied for an intercultural education model created by the incorporation of foreign students and guarantee the schooling of the students and maintain and improve the quality of teaching.

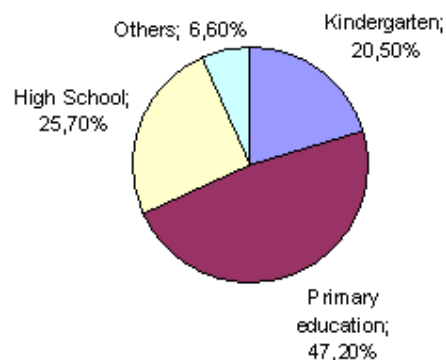
Table 4.8
The evolution of the foreign students between the course 1996-97 and 2005-06

| Years | 96-97 | 97-98 | 98-99 | 99-00 | 00-01 | 01-02 | 02-03 | 03-04 | 04-05 | 05-06 |
|----------------|-------|-------|-------|-------|-------|-------|--------|--------|--------|--------|
| No of Students | 826 | 1.180 | 1.921 | 2.922 | 4.481 | 8.370 | 13.710 | 18.311 | 21.467 | 25.326 |

Source: Regional Ministry of Education, Science and Investigation in Consejería de Política Social, *et.al*, 2007: 23

The educative system of the course 2005-2006 has counted with 25.326 foreign students, in which the 90 % study the public centres. The major part of the students are in the initial levels (Primary 47,2 % and Kindergarten 20,5 %), however the 25,7 % are in the high schools (ESO), and in 2005, the university entrance exams of the Murcia University had examined 500 foreign students, supposing around 10 % of the total presented ones (Consejería de Política Social, *et.al*, 2007: 23).

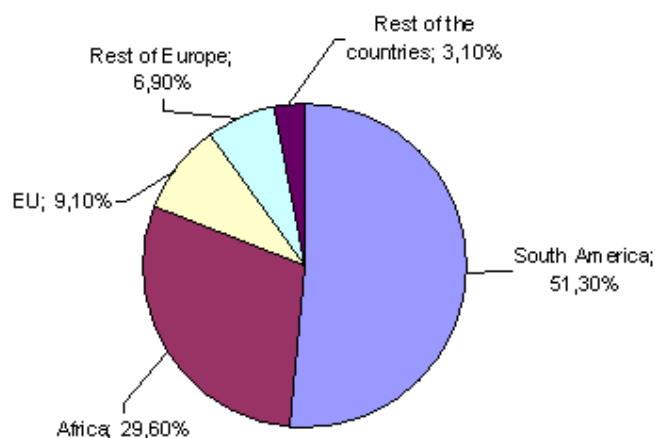
Graph 4.5
The Distribution of the Foreign Students in Teaching, Region of Murcia, 2005



Source: Consejeria of Education, Science and Investigation in Consejería de Política Social, *et.al*, 2007: 23

About the composition of the foreign students in the cycles before the university, the half of them (51,3 %) are from the south American origin, (in particular Ecuador), a little bit more than a quarter (29,6 %) proceed from Africa (particularly Morocco), the 9,1 % comes from the European Union, the 6,9 % from the rest of Europe and a small proportion from the Asiatic countries (Consejería de Política Social, *et.al*, 2007: 23).

Graph 4.6
The distribution of foreign students by their origin



Source: Consejería de Educación, Ciencia e Investigación cited in Consejería de Política Social, *et.al*, 2007: 23

Because of the familiar reunions as a consequence of ultimate regularizations of foreigner population, it is estimated that these numbers will increase. In many cases, the new students come without any previous schooling, without any knowledge of Spanish and traditions of the new country. His incorporation to the educative system makes the adoption of the measures that reverberate in a better education quality, inevitable for the students. In any case, the cultural difference should assume a disadvantage for the immigrant student, so does a Spanish student; the Spanish educative system should be channelled to an intercultural education. The incorporation of the foreign students should be made in a frame of respect and mutual knowledge between ethnic and cultural groups without renouncing their individual and collective identities and focusing the cultural diversity (Consejería de Política Social, *et.al*, 2007: 24).

This cultural diversity not only comes from the immigration itself, but the Spanish society itself is also multicultural; within the State each region has its own culture as Andalusia, Basque Country, Catalonia...etc; there are ethnic minorities as gypsies. In this sense, there are projects of the NGOs to increase the consciousness of the students about the universal values as peace, respect, tolerance and human rights. Asociación Cazalla Intercultural (The Cazalla Intercultural Association) has a special project called “Aula Humana”³⁰ (Human Rights Classes) in collaboration with the Social Services of Lorca where the previous years Youth Institute of Murcia also funded partially. Their activities were organized within the non formal education field depending on experiences that theoretical information and concretely in the intercultural education and promotion of human rights and targeted to the youngsters in the secondary schools in Lorca (Asociación Cazalla Intercultural, 2008). In certain cases, through the collaboration of non governmental and public entities, a period of hosting and adaptation centred in the learning of the language and the proper codes of conduct of the scholar institution is organized. For this reason, different classes have been established in those centres where significant numbers of immigrant students are schooled for the acquisition of the linguistic competence (Consejería de Política Social, *et.al*, 2007: 24).

The incorporation of the foreign students to the education system of the RoM has not had a social confrontation and realized in a regular and positive mode. The educative administrations was pioneer in creating services that gave response to planted necessities: centre of animation and intercultural documentation, specific teaching formations, Spanish as a second language and intercultural education, orientations for his schooling, coordination of the institutions and the associations, human and economic resources. The descent of the native population and a constant and progressive increase in the immigrant population in school centres assume a real revolution of transformation of the organization, methodology, curricula and so on. The educative administration has responded to these challenges in order to allow a personal

³⁰ According to the Activity Report of 2007-2008, the activities were realized from October 2007 to May 2008; 750 students were reached in the secondary schools. The guide of European Council of the European campaign against racism and xenofobia “All different, All equal” and the human rights manual called ‘Compass’ which is also a publication of European Council at 2002 (Asociación Cazalla Intercultural, 2008).

development and socio-educative integration of the immigrants in the hosting societies. It does not talk about intending a unidirectional process of cultural adaptation, in stead, from the school, the bases for the future adult citizens, that would be locals or foreigners, recognize their peculiarities and it can produce an authentic process of socio-cultural integration thorough the policies that enhance a tolerant and respectful attitude to the personal, cultural and linguistic difference, that produce a mutual enrichment (Consejería de Política Social, *et.al*, 2007: 24).

4.2.4 The Health

In the RoM, everyone (natives and foreigners) can have access to health services. Non EU foreigners can accede by having residence permit in Spain (if not registry in any municipality in any Spanish State), being below the 18 and if the foreigners are not included in the anterior forms, they can have access to the Urgent Services of the Public Health System. The services are offered by the Individual Sanitary Card (ISC) which is a document that accredits the person the right to receive a sanitary assistance in the Public System of Health in Spain. However, there are some factors that challenge the access as no speaking the language, the cultural differences and no knowing the organization and working system of the health services and the lack of training and formation of the health professionals to attend this collective. Another related problem is the lack of control and follow-up of the patients (the temporality of the houses in this aspect) and not fulfilling prescript treatments. The researches tell that the health is an essential and basic value for the immigrants, above all as it is their necessary vehicle to be able to work. The large migratory circuits also provokes the people who decide to migrate are the strongest physically and psychologically. Europe is receiving, in general a young and healthy population. The health problems of the immigrant population in the RoM are related to their life conditions and labour situation; which leads muscular and respiratory illnesses together with work accidents (three times more than the adult Spanish population). Other sicknesses can be named as HIV/AIDS, reproductive health, nutrition of the children and psychological problems due to the separation from the loved ones (Consejería de Política Social, *et.al*, 2007: 25).

4.2.5 The Housing

The access to a good housing is a fundamental factor for the social integration in the host country, because if one of the minimum living conditions or access to the community services lacks, it is difficult to follow the rest of the fundamental factors: education, health and employment. At the time of family unifications, which means an arrival of a family, the person in Spain has to have housing in the necessary conditions.

In general and also in the RoM, the immigrants show distinct characteristics than the native population in terms of demand for housing. Firstly their demographics are different; the majority is men and each time there are more alone women and the number of the families are increasing progressively; this has caused change in the necessity of determined type of housing. The most common alternative is to rent until getting an economic stability, since it also facilitates a labour and geographic mobility. When the immigrants arrive without resources, they spend some time in the house of their families or friends. If they do not have this kind of relationships, there is the accommodation for some nights offered in the non profit entities in the Region. If not, it is so probable that they end in living in a shack without light and water. From that moment, each time it is more difficult to integrate a person to the society. The foreign people are recuperating the old houses that had not been used for a long time with economic motives. The arrival of immigrants has offered a new market for this type of housings; the rehabilitation of old houses and also the new constructions (Consejería de Política Social, *et.al*, 2007: 28).

The immigrants meet big difficulties to accede a good housing; the rents are high and some landlords reject to rent their houses to the immigrants. The access to buy has a big difficulty, too; they need to obtain a mortgage credit, because of the lack of continuity of their work and it is added by the lack in the family or friend reds that can guarantee the credits, that is why the banks do not tend to concede this type of credits (Consejería de Política Social, *et.al*, 2007: 28).

4.2.6 The Social Aspects

The difficulty of obtaining the residency and work permits makes an important volume of women in irregular situation that determines her labor insertion in informal economies as domestic services and other irregular economic sectors which are already feminized. The work of the women immigrants can not be explained just from a strict economic perspective is often out of the categorical techniques of employment. The foreign women with non EU nationalities have an activity rate more than 70%, whereas the rate of the Spanish and EU citizens does not pass the 40 %. Another aspect of the immigrant women and the increase of the familiar living is the emergence of the problem of bad treatment that the women suffer in the family environment, regardless of their nationality. The family unifications have also changed the structure of immigrant population, incrementing the children and young population. Being young sometimes makes the social insertion more difficult as the only integration element is the school or the employment and the lack of the relations with their “native equals”. Since the middle 1990s, youngster with minor age who were disconnected from their families and arrived alone to the Region by illegal ways, even dangerous for their own lives, and they should be tutored and protected when they do not find themselves in social protection. (Consejería de Política Social, *et.al*, 2008: 29).

In the social integration process, the cultural customs and options of the receptor society are adopted, some others are rejected and some part of their original cultural guidelines is maintained. Among the personal obstacles for the social integration would be the no speaking the language, according to the geographic precedence, the customs and labour habits, the rights and obligations of the labour market of Spain. The aspect to reach a good housing is considered as the most important aspect, after the work to get a desired integration; the housing and the administrative regularization are considered fundamentals for the immigrants themselves. On the other hand, the major contact with the immigrants (that is mainly achieved by non governmental ways) leads a diminution of the stereotypes and the prejudices and even the xenophobia. Although the percentage of the population that situate the immigration as a social problem is relatively low, the tendency has been that

the perceived immigration is each time a problem. Hence, the actions with the immigrants should be oriented to the integration and the normalization, procuring that they both benefit the immigrants and the natives, in the base of equal treatment. The national interviewees that think that “the immigrants that reside in Spain are too much” have increased by 29 points; it was 31 % in 200 and 60 % in November 2005. It also should be considered that between these years, the number of the immigrants is multiplied by four (Consejería de Política Social, *et.al*, 2007: 29).

It can be said that the more cultural and linguistic difference there is, the more perception of the discrimination exists. Like this, the American origin immigrants manifest less feelings of discrimination than the Africans and Europeans. The search for work and housing is where the discrimination is felt most. Surprisingly, there is less feeling of discrimination for the women (with reference to work and housing) (Consejería de Política Social, *et.al*, 2007: 30).

4.3 INTEGRATION POLICIES IN THE REGION OF MURCIA

As stated before, after the arrivals of immigrants in the ultimate years, the Murcia Region lives in an environment that is full of diversity, where any inevitable situation of social exclusion should be avoided. Being conscious of the social evolution, the government of Murcia Region has taken measurements and actions destined for the integration of this collective.

On the other hand, having mentioned in previous chapters, the integration of the immigrants in Spain necessitates the development of policies and sector level, making concrete measures in matters like education, health, social affairs and employment, matters that the Autonomous Communities have assumed within their competence. In that way, it is taken not just the legal provisions established by the EU, but also the state and autonomic normative should be taken into account. In that sense, each Autonomous Community has developed a Plan of Immigration. The CARM approved the first ‘Plan for the Social Integration of the Immigrants in the Murcia Region’ within the Regional Ministry of Work and Social Policies, in concrete in the

General Directorate of Social Policies for 2002- 2004 and the second Plan for 2006-2009. Meanwhile, two main initiatives have been established; the regional Forum for the immigration and the Regional Office of Attention to the Immigration of the CARM (OFRAIN) (Consejería de Política Social, *et.al*, 2007: 42; CARM, 2008c).

The Plan for the social integration of the immigrant people is one of the measurements that are in process by the General Directorate of the Immigration and Voluntarism of the Sub Ministry to achieve the integration of the immigrant people and their incorporation to the economic, social and cultural life in the Region.

4.3.1 The Political Evolution of the Social Integration of Immigration in the Region of Murcia

The historical background of the evolution of the immigration policies in the RoM can be analyzed in two lines. The establishment of the regional forum for the immigration in the CARM and the regional office of attention to the immigration of the CARM (OFRAIN) are the milestones of the first line. The second line consists of the plans for the social integration of the immigrants in the Region of Murcia. Having the first Plan between 2002 and 2004, the actual Plan refers to the years 2006 to 2009. Analyzing this evolution, certainly gives general idea on the social integration of the immigrants in the region.

4.3.1.1 The Regional Forum for the Immigration in the CARM

After the Spanish Government approved the “Plan for the Social Integration of the Immigrants” as a policy of active integration in 1994, the creation of a Forum of Immigrants was contemplated as an instrument and dialog with the Public Administrations and the host society. In this way, in 1995, a Forum in the national level was created by the Decree 490/1995 and later the CCAA started to create their regional forums. By the Resolution of 9 of February 1998, the European Parliament recommended the creation of a “Forum of the Immigrant Workers” as a consultant nature (Consejería de Política Social, *et.al*, 2007: 39; Ministerio de Trabajo e Inmigración, 2008b).

In CARM, the social integration of the collectives with the risk of social exclusion, especially the immigrants, make one of the fundamental axis of the action policy in matter of Social Services, estimating the necessary creation of a Regional Forum for the Social Integration of the Immigrants of the RoM as a consultancy and dialog organ of the regional immigration policies, where aspects that facilitate the integration of the hosting society are debated by the Public Administrations and the affected social organizations. In that way, the Decree 72/1998 creates an Assessor Council “Regional Forum for the Immigration of CARM”³¹ ascribed to the Sub-ministry of Health and Social Policies, as a consultancy organ of the Regional Administration with the objective of establishing consultancy, participation and debate of the social agents and the institutions implied in the immigration. The mentioned Forum was modified by Decree 134/2002. The president of the Forum is the Sub Minister of the Health and Social Policies and the General Director of the Social Policies is the vice president; the vocals consist from the representatives from Autonomous Administration (four), Local Administration (three), State Administration (two), NGOs composed by the immigrants in CARM (two), NGOs that are in solidarity with immigrants for the social integration (five), trade unions with major representation in CARM (two), Regional Confederation of Business Organizations (one) and

³¹ The functions of the Regional Forum for the Immigration of the CARM are below:

1. To advise in all the questions required about immigration, emitting related reports
2. To facilitate and impulse the communication, the interchange of opinions and information among the legally established immigrants and host society.
3. To formulate proposals to promote the social integration of the immigrants within the planning that is legally established and the host society.
4. To receive information about the programs and activities that distinct Public Administrations carry out in the subject of social integration.
5. To obtain the proposals of the social organizations whose activity has relation with the immigration theme and channel them with views to facilitate the co-living between the immigrants and the host society.
6. To promote studies and initiatives about the projects related with the social integration of the immigrants and refugees and their participation to the public and social life.
7. To maintain contacts with other similar organs in international, national, autonomic or local level and in especial take the proposals and agreements that arrive to the Regional Forum bring to the National Forum for the Social Integration of the Immigrants.
8. To present an annual report to the Sub-ministry of Health and Social Policies, about the situation of the immigrants in CARM especially about the processes of integration and exclusion, as well about the attitudes and conducts in the native population and the interethnic and inter-communitarian relations (Consejería de Política Social, *et.al*, 2007: 39).

Federation of Neighbourhood Associations of CARM (one). (Consejería de Política Social, *et.al*, 2007: 39; Ministerio de Trabajo e Inmigración, 2008b).

4.3.1.2 *The Regional Office of Attention to Immigration of the CARM (OFRAIN)*

In 2000, the Regional Office of Attention to The Immigration of the CARM (OFRAIN) was established, as a reference for the development of the actions in favor of the social integration of the immigrants. The main objective is to facilitate the access of the immigrant population to the normalized systems of social protection of the foreign population living in the Region, by this responding their principal necessities for integration: educative, cultural, legal framework, labour environment, territorial living and participation of citizenship. It is an integral resource of support to professionals of the social intervention in the immigration, facilitating the complete information and coordinating the resources, programs, actions and financing sources. The main beneficiaries are institutions and centres that depend on the public administrations that apply for and non governmental immigrants associations as well as other social organizations (CARM, 2008d).

OFRAIN which has four main activity lines (and uses three languages; Spanish, French and Arabic in these activities)

- Advice in the transaction process of licence of residence and work permit, family regrouping, contingencies, exemption of visa, nationality, allegations, etc.
- Information about the law of foreigners, its practical application, norms of development rules and legal support.
- Orientation about the different social resources which one can get. Special attention is paid to needs of help and mediation in families and people with special social difficulty.
- Information about the level of integration of the immigrants community and their expectation of life in our region, as stated in the permanent immigration observatory (CARM, 2008d).

4.3.1.3 *The Plan for the Social Integration of Immigrants in the Region of Murcia 2002-2004*

In accordance with the Spanish and EU policies in the matter of the social integration of the immigrants, CARM approved the first Plan for the Social Integration of the Immigrants in the Region for 2002-2004 by the Government Council at 29 June 2001. However the second approval of the Plan happened in 28 June 2002 after being informed in favour by the Regional Council of Social Services³² in October 2001 and later by the Economic and Social Council³³ of the RoM in March 2002. Both of these approvals occurred by unanimity, that means the Plan considered an effective and large social support. The organisms that participated in the elaboration of the Plan are listed in the following table (Consejería de Política Social, *et.al*, 2002, 2007).

Table 4.9
The organisms that participated in the elaboration of the Plan (2002-2004) in the RoM

| | |
|---|--|
| The organisms and persons that participated in the elaboration of the Plan | <ul style="list-style-type: none"> ▪ Regional Assembly ▪ Government Council of the RoM ▪ Delegated Commission of the Government Council for the Social Integration of the Immigrants. |
| The consulted organs of participation: | <ul style="list-style-type: none"> ▪ Regional Forum for the Immigration of the CARM. Permanent working commissions (Social Integration, Housing, Employment, Health and Education) ▪ Regional Council of Social Services ▪ Economic and Social Council of the RM ▪ Commission of Social Affairs of the Regional Assembly |

Source: Consejería de Política Social, *et.al*, 2002: 101

³² The Regional Council of Social Services consists of the Representatives of the Autonomic Administration and the Federation of Municipalities of the MR; Representatives of the Central Trade Unions, Business Organizations and Regional Federation of Neighborhood Associations; Representatives of the Sector Councils in regional character: 3rd Age, Disabled People, Women, Minor Ethnic, Drug dependencies, Children and Youth (CARM, 2008e).

³³ The Economic and Social Council consists of Representatives of the Trade Unions Organizations; Representatives of Business Organizations; Representatives of the Chamber of Commerce, Organizations of Agricultural Companies, Associations of Cooperatives, Federation of Consumer and User Associations, Federation of the Municipalities and the Government Council (Consejo Económico y Social, *et.al*, 2008).

The Plan is defined as an inevitable instrument of the regional government to manage these problems of immigration. The principle objective is indicated as below.

The objective of the Plan for the Social Integration of the Immigrants of the Murcia Region is the construction of a frame of co-living based on the common reciprocity and responsibility, among the people that can actively participate and a society of all, by all and for all. (Consejería de Política Social, *et.al*, 2002: 10)

However, there are 20 general and 50 specific objectives with 184 measures. The action lines are directed both to the immigrant collective and to the host population;

Directed to the immigrant collective:

- Normalized access of the immigrants to the social services
- Action about the most urgent necessities
- Impulse of the cooperation to development (Consejería de Política Social, *et.al*, 2002: 10).

Directed to the host population:

- Formation and awareness of the society
- To generate dynamics and actions and especially the new “social actors”
- To imply to all the sectors, Administrations, Organized Civil Society, Political Parties, Medias of the Communication, Companies (Consejería de Política Social, *et.al*, 2002: 11).

The plan has ten thematic intervention areas: social, women, minors and family, youth, education, health, housing, employment and occupational formation, cultural and tourist, cooperation to development; each of them corresponds a department of the Regional Administration implied in the process of the Social Integration of Immigrants and each area is has its own diagnosis, problems, objectives, activities, responsibilities and economic quantities for the annual time period. For example, the problems that

were faced at that time in the social area are as followings (Consejería de Política Social, *et.al*, 2002:22):

- Situation of administrative irregularity of this collective
- Instability and labour exploitation
- Imbalance between the economic and cultural contribution of the immigrants to the host society and the received benefits.
- Difficulty to rent or buy a house.
- Social, health, housing, employment services should be adequate to the increase of the immigration and the demand.
- Deficit in the inter-institutional coordination (administrations, NGOs, trade unions...) that sometimes duplicate the resources or services.
- Social and cultural marginalization: extreme poverty, no speaking the language, cultural shock.
- Major vulnerability of the minor collectives, adolescents and immigrant women. (Consejería de Política Social, *et.al*, 2002).

Table 4.10
The initial economic budget by the areas

| AREA | SPECIFIC BUDGET (2002-2004) (in €) |
|----------------------------|------------------------------------|
| SOCIAL | 10.122.622,82 |
| WOMEN | 420.708,47 |
| MINORS AND FAMILY | 262.236,53 |
| YOUTH | 48.080,97 |
| EDUCATION | 5.207.382,23 |
| HEALTH | 2.927.743,32 |
| HOUSING | 3.606.072,63 |
| EMPLOYMENT AND FORMATION | 3.023.090,89 |
| CULTURAL AND TOURISTIC | 245.513,44 |
| COOPERATION TO DEVELOPMENT | 30.651,62 |
| TOTAL | 25.894.102,92 |

Source: Consejería de Política Social, *et.al*, 2002: 104

The valuation of the Plan is both positive and critical; as the actions are positive and useful but the effectiveness can be understood in long run. In the evaluation report of the Plan 2002-2004, it is explained that just 85 % of the foreseen activities were carried out by 2004. However, according to the surveys to learn about if the Plan has contributed the social insertion of the immigrants, many answers were for

very much. For the users, as principal receptors, at least they found people who speak their language in terms of access to services, they started to get benefit from the services as any citizen, even the food began to be presented with the indication of “without pork” for the Islamic believers. The services of information and consultancy were also valued as the immigrant feels himself listened and attended. About the first hosting or the limited staying for the new comers, although they are welcomed well, it was difficult to understand why they are given free food and accommodation but they are not allowed to work for the reasons of not having legal papers. Many immigrant associations have been created destined to a specific origin of nationality to facilitate the communication and overcome the difficult situations by themselves. The awareness campaigns that are directed to general population have also had good results. (Consejería de Trabajo y Política Social, 2005: 24-26)

Moreover, there have been problems in the access of the children to the obligatory education, cultural diversity should be applied in all schools of the RoM, and the Plan neither solved the housing and employment problems because the actions were diverse and without the necessary coordination to be considered within the Plan, which should be improved. For example, many agricultural workers are temporal as they displace according to the harvest. About the access to the offer to the services, the tendency should be towards the normalization in the access by the immigrants, avoiding the creation of special parallel services. The other difficulties about the activities had the economic sense because the programs have to be developed by a previous budget whereas the reality is changing; another difficulty was the short of coordination between the organisms and entities that work for the social integration of the immigrant population; the lack of the speed at the time of resolving administrative issues and personally, the language barriers, and other barriers derived by the lack of residency permit in Spain, which is a situation that makes it difficult the access to the services that can be acceded with the authorization of residency (Consejería de Trabajo y Política Social, 2005: 26, 27).

4.3.2 The Current Situation for the Social Integration of the Immigrants in the Region of Murcia

Since the beginning of the modification of the previous Plan 2002-2004, the efforts in favour of the social integration of immigrant people and the experienced changes in the reality itself have proportioned a series of experiences about the realized process and have allowed making adjustments during the process, in the policies and the actions and observing necessary fields. Depending on these experiences and considering the produced changes in the social, economic and the institutional environment that affect the immigration, the bases for this Plan for the Integration was enhanced (Consejería de Política Social, *et.al*, 2007: 9).

New action plan (2006-2009) has been prepared and modified by a Interdepartmental Technical Commission which is integrated by technicians of different departments of the Regional Administration that are related with the sector areas of immigration, defining the priorities and main lines of action. Different than the previous Plan, the new one for 2006-09 is structured in seven areas of action; Social (Social, Minors and Family, Women and Youth), Education and Culture, Employment and Formation, Health, Housing, Cooperation and European Reds, Coordination and Normative Development (Consejería de Política Social, *et.al*, 2007: 46-50). In the Plan, each area defines their general and specific objectives of their actions and their budgetary correspondence. (Annex-8)

Each area has its on action plan in tables, describing the actions (activities) that are designed to fulfil the specific objectives of the general objectives. In this table, the actions are characterized according to their priority (high, medium and low), level of realization³⁴, implicated organisms, budget (distributed between years), observations and indicators to an adequate follow up and evaluation in which the proposed objectives and deadlines are fulfilled in detail (See for Annex-1 as an example). In the

³⁴ To explain the level of realization, four keys are used. The first (Key 1) means that The activity is realized actually and should be maintained, the second means that the activity is realized actually but considered as necessary to improve and/or increased to reach the objective whereas Key 3 is for the activities that are not realized but considered as inevitable and Key 4 is for the ones that not realized but considered as convenient to reach the objective (Consejería de Política Social, *et.al*, 2007: 46).

tables of action plans, together with the political ones, the non profit institutions are stated so often as implicated organism for carrying out the necessary actions (Consejería de Política Social, *et.al*, 2007: 46-50).

The total budget for the years 2006 – 2009 is 768.266.004,00 euros. The 83,76 % of this budget (643.456.918,00 €) is dedicated to health area, the 6,75 % is for social area and 6,24 % is for education and culture area (Consejería de Política Social, *et.al*, 2007: 146). This budget is distributed among Sub-ministries (agriculture and water; economy and treasury; education, science and investigation; public, housing and transport works, presidency, work and social policies), General Directorate of Immigration and Volunteerism, Institutes (Security and Labour Health, Youth, Women, Murcia Social Action) and Regional Service of Employment and Formation. Among them nearly 83 % of the total budget is dedicated to the Sub-ministry of Health while the second beneficiary is General Directorate of Immigration and Volunteerism by using the almost 7 % of the total budget. The distribution according to the areas, years and involved organisms are situated in Annex-II (Consejería de Política Social, *et.al*, 2007: 146).

The Plan was born from the intention to have a live and dynamic instrument to achieve the final objective, which is to favour the social integration of the immigrant people. This requires a continuous follow up of the proposed actions to maintain the internal coordination and obtain an optimum grade of execution. It has double function: realize the necessary coordination between the public actors that participate to the execution and proportionate information that allows the public institutions, NGOs and general population know about the evolution and development of the Plan (Consejería de Política Social, *et.al*, 2007: 150).

The Plan itself has a Follow-up Commission that entrusts the immediate tasks of Follow-up and coordination of the Plan and its articulation in the Regional and Local Administrations, will be driven by the General Directorate of Immigration and Volunteerism, whose vocals will be represented in different departments with direct implication in the Plan, there will also be a represent of the Federation of

Municipalities. Moreover, the follow up will be realized by other two organs that already exist:

- The Delegated Commission of the Government Council for the Social Integration of the Immigrants, which was created and regulated by Decree of 14 July 2000, having the function to coordinate the political and administrative action of the regional ministries of which competencies are involved in the immigration.
- The Regional Forum for the Immigration of the CARM created by Decree of 20 November 1998, as an organ of consultancy, participation and debate of the social agents and institutions that are implied in the immigration (Consejería de Política Social, *et.al*, 2007: 151).

These three organs form the follow up instruments of the Plan: the first is an *ad hoc* commission, the second is a coordination organ and the third is a consultant assessor where social institutions participate (Consejería de Política Social, *et.al*, 2007: 151).

4.4 THE ROLE OF CIVIL SOCIETY IN THE INTEGRATION

Many EU member states are faced with almost similar challenges about integrating immigrants to the society. It is obvious that Europe is likely to have more migration due its ageing and declining population. Integration of immigrants is essential for both social cohesion and economic development. Some member states have confronted with the issue of integration for the first time after having turned from emigration to immigration countries and other older immigration countries focus on both newly-arrived immigrants and settled ones through continuation to the promotion of their participation and improvement of actual policies. The immigrants should feel themselves as a part of the society with equal treatment and equal rights for full participation in the host societies. It is an ongoing and double way process, based on the mutual rights and obligations from the immigrants' side and the side of the host society (Niessen and Schibel, 2004).

Integration is related to issues of identity as well as citizenships, it is not a straightforward policy. Thus governments may foster a sense of 'we' through the idea of citizenship, however with some requirements. For example, according to the integration approach of UK government; English language has the central importance and forged links between migrant communities and wider communities are needed. The Dutch government policies also aim to ensure a sense of unity and common community among citizens (Wiltonpark, 2005).

In Spain, action plans are important political tools for the integration policies. However it is important to note that the immigrants that come are not just workers, they are also humans with needs such as communication, sharing, enjoying, and knowing (Consejería de Política Social, *et.al*, 2007: 146). Therefore if these plans are required to be achieved they are intended to be achieved not by the government actors, but a network of different actors because it is a transcended process. The policies in the issue of migrations make the Spanish State concentrate in two instruments: the Law of Foreigners³⁵ and the Strategic Plan of the Citizenship and Integration³⁶. The first recognizes the obligations and civil rights and the second promotes strategies towards the social participation, the citizenship exercise and social inclusion processes. Hence the role of the Civil Society is inevitable.

On the other hand, the directives and recommendations of the European Commission about the migratory policies urge the member states to produce integration policies for the foreigners through an integral focus that considers not only the economic and social aspects, but also related to the cultural diversity, the citizenship, the participation and public rights.

Self sufficiency is often considered as the overall aim of integration where the immigrants are enabled to lead an independent life related to housing, job, education, social networks and participation in society. Therefore, language skills, sufficient level of education are also important as well as access to labour market. However, having a

³⁵ Ley Orgánica 8/2000 de 22 de diciembre de Reforma de la Ley Orgánica 4/2000 de 11 de enero, about the rights and liberties of the foreigners in Spain and their social integration.

³⁶ Approved in Council of Ministers, 16-02-2007

job has influences on many factors such as housing and establishing social connections which also widen economic opportunities (Niessen and Schibel, 2004).

The main concern of the countries is the challenge to balance the rights and obligations of the immigrants, where the active participation of immigrants lies. In terms of rights, political rights, freedom of movement for permanent residents, family unification, dual citizenship and the rights of irregular migrants are considered and the terms of obligations are the same as for existing citizens (Wiltonpark, 2005). Access to institutions, services and means of civic participation create conditions for immigrants to exercise active citizenship. Organisations of all types, give visibility to intercultural realities by applying equal-opportunity policies. The organisations of the migrants are also key partners in the participatory government exercises. Non citizen residents are also affected by the local level political decisions; therefore the immigrants should be able to participate through various consultation mechanisms, they can also be encouraged to naturalise (Niessen and Schibel, 2004).

As integration is a long process with two ways, reciprocity is needed, the migrant should get used to the way of living in the new society with a determination to become part of the host society and the receiving society should undertake to welcome immigrants and provide them with opportunities to become familiar with the language, basic values and customs. Here, NGOs share responsibility for the integration process and provide for direct contact between local residents and immigrants. They contribute to the dialogue in society about the desired outcomes of the integration paths since they cooperate with different levels of government, private sector, foundations, other NGOs and local groups as implementing organisations and partners.

The construction of these processes of citizen participation is being produced in context of crisis of representative democracy that consists in the progressive distancing between the organizational models of political spheres and civil society. These conditions are contributing to different social actors would have in their agendas the necessity of reformulating the relation terms between the public institutions and citizens, seeing the necessity to put the first place, the participation of all the individuals and social groups in the construction of the policies. Like this, in the recent

decades, the major part of the democratic governments have put in practice the reforms that are directed to benefit the citizen participation, that is to promote the intervention of the citizenship, in definition, the elaboration and execution of the public policies. It should be known that the citizenship implies the recognition of the social, cultural, economic, civic and political participation together with the citizens in the territory, including the immigrant people. As the citizenship being the way to the access of the rights, it may also be converted to a border. It means that on one hand, it is a factor of inclusion to the community through the access to the rights, but on the other hand, it is an exclusion factor for the ones that lack the category of the citizenship. The exclusion of the participative processes assumes isolation, lack of the opportunities to communicate or take part the public space (CEPAIM, 2006a). To integrate immigrants and to promote the citizenship; social capital and bridging ties are important and that's why Governments fund NGOs to promote social sharing and the integration of the immigrants (Wiltonpark, 2005). NGOs play a key role in the implementation, often putting state structures on immigrant introduction into operation. In the countries where there are no nationally agreed arrangements for the reception of new arrived immigrants, NGOs provide a wide variety of orientation programmes. In Spain, the government also closely works with NGOs in the implementation of projects on housing, language training, labour insertion, psychosocial counselling and cultural activities (Niessen and Schibel, 2004).

Taking all these into consideration, it is obvious that it is necessary to work towards a social transformation and in new understanding that the participation would be the way to the construction of the citizenship and so that the citizens assume an active and creative role in the transformation of a municipality, a region and a country. The actor that offers all this is the civil society. NGOs can also mobilise volunteers, even among migrants; in this way, they can facilitate the social participation of the migrants, promote their inclusion and mobilise their skills by valuing their contribution. Migrants can have their associations, too.

When there is a reason, an interest or a conflictive situation that acts as triggers in order to be created a participative process or in particular the wish to create

an association that supports the immigrants. For instance, according to the interviews which were made in the elaboration of the book *the Rutas Para la Integracion* (2007), it is stated as, 'union', 'insertion', 'integration' are the most important expressions that are met in the discourses of the representatives of the immigrant associations (Agrupación de Desarrollo XENOS, 2007: 136). They are the reasons that explain why an association is created. Please see the following narrations which were made with the representatives:

...arose from a group of friends that was united chatting about what could be done for the people that were without documents, that there were no one to help them and came out the possibility to form an association and like this support undocumented people. It came out like this (As25)³⁷

It was created for the integration because of many injustices that are committed just for being immigrants, because being immigrant is very abandoning, for protect us, for our rights, for helping us among us" (As10) (Agrupación de Desarrollo XENOS, 2007: 136).

Like this, by forming associations, the immigrants may express themselves in a better way and help integration by providing services and offering more effective mutual communication. Many times, immigrant associations are first source of informal knowledge and advice, and often act as role models. They fulfil a variety of functions; sports, cultural, political, religious. Moreover, many migrants are active in other organisations such as promoting co-development, environmental movements (Niessen and Schibel, 2004).

³⁷ These are taken from interviews that are made with the associations for the preparation of *The Rutas Para La Integracion*, and it is the way of the author to codify (AS-XX) the study.

4.5 NGOs ABOUT THE INTEGRATION OF THE IMMIGRANTS IN REGION OF MURCIA

In the Region of Murcia, there are many organizations that work for the integration of the immigrants directly or indirectly. There has been a movement of organizations especially for the last four years, that is why it is difficult to say a concrete number of the NGOs in this field, however; according to the registers of FAIRMUR and FEDASIM and investigation of Gabinet d'Estudis Socials, 76 associations were gathered as working about the immigration in the RoM (For the full table see Annex-4).

The NGOs in the Region may be international as CARITAS, CEPAIM (Consortio de entidades para la Acción Integral de los Inmigrantes); national wide as ATIME (Asociación de Trabajadores Inmigrantes Marroquies en España, Región de Murcia), Fundación Rais; region wide as Murcia Acoge, ASPROSOCU (Asociación para la Promoción Sociocultural). There are also trade unions as CCOO (Comisiones Obreras), UGT (Unión General de Trabajadores) and USO (Unión Sindical Obrera) (Gabinet d'Estudis Socials, 2008).

The non profit organizations can also be characterized as being formed by the immigrants themselves as Association of Immigrants from Ecuador or Ukraine, and being established by a Spanish initiative to work for the integration of the immigrants as Asociación COLUMBARES and initiatives to create networks among the organisms that work in similar fields as Rasinet. On the other hand, there are trade unions and unions of agriculture and stockbreeding (such as UPA UGT Unión de Pequeños Agricultores y Ganaderos and COAG) also may have services for immigrants (CEPAIM and FEDASIM, 2006; Gabinet d'Estudis Socials, 2008).

The objectives of the associations that are formed by the immigrants in the RoM are diverse but particularly to seek for integration, both the immigrant collectives and host society; to promote the cultural manifestations of the country of origin towards the other migrant collectives and Spanish society, to exchange information and support particularly towards the situation of migration in Spain about the legal, labour, housing

and education aspects, focusing on the solidarity to facilitate their integration in various fields through the many cultural, sports, religious activities that somehow allow them recreate their identities among each collective, courses, and consultancy services. The Annex-5 summarizes some of the immigrant associations of the RoM and their main activity zones according to their municipality, nationality of members, activity zones and principal and activities. As observed in this table, there is a significant importance of the cultural and consultancy activities to realize the general aim of integration. The immigrants want to promote and create an interchange between their own culture and the Spanish culture and the consultancy services are in particular about the legal issues. They also realize activities to defend the rights of the immigrants to overcome xenophobia and discrimination and create social networks (CEPAIM and FEDASIM, 2005).

In the recent years, it has been understood that it is quite important to work as a network and in cooperation with other public and private entities and there have been initiatives to create a network among the entities that work in the same areas and develop common programs. One of them is RASINET (Red de Apoyo Social al Inmigrante) (Network of Social Support to the Immigrant) which is a project of a network that integrate twelve – public and private – entities of the RoM working for the theme of immigration, where the Municipality of Murcia and Institute of Social Services of the RoM are the promoters of the initiative. (For the full table, see Annex-3) The main objectives are to create a platform for the coordination and information that contributes to improve the interventions on the world of immigration and as well to offer alternatives in various themes (health, formation, general information...) starting from the accommodation aspect. This platform also serves for the diffusion of the situation of the foreigner collectives related to the socioeconomic reality of the RoM, which can also drive the support and solidarity to the society of Murcia who each time hosts more presence of immigrants. This project also pretends to found a model that serves for the implantation of similar networks in other population sectors with exclusion risk as gypsies, mono parental families and old people (RASINET, 2008a).

What is more, it invites people to cooperate and informs about all related news, announcements of courses related to the immigration; one of these interesting courses happened between 21.07.2008 and 25.07.2008 and had the title ‘Curso Bancos del Tiempo, una moneda social en el mundo actual’ (training on time banks, a social coin in an actual world) with the objectives to recognize Time Banks³⁸ as a social sustainability instrument, to acquire knowledge about alternative local development models and to create social networks (RASINET, 2008b).

On the other hand, there is a federation of the associations of immigrants for the interculturality of the Murcia Community, which is called FEDASIM and funded by a regional bank CAM³⁹ (Caja de Ahorros del Mediterraneo), General Direction of the Integration of the Immigrants and CEPAIM. It realizes periodical meetings among the representatives of the associations of immigrants through assemblies, conferences to empower the communication and work together, organizes courses, seminars and workshops, creates projects for the development and co development in the regional, national level for the developing countries (CEPAIM and FEDASIM, 2005).

Being conscious of the necessity of full integration of this collective, so plural and diverse, the Regional Government runs various mechanisms to treat in so that the integration is reflected in active policies, one of which is the II Plan for the Integration Social of the Immigrant People and with actualized adequate responds (in effect) to the planted necessities. Within these integration policies, it was necessary to prepare a manual that is based on the broad experience of the multiple and varied network of entities and social actors that intervene in the management of these practices together with the diverse Administrations. That is how the manual of best hosting practices and labor insertion of the immigrant people in the RoM was prepared as an instrument for

³⁸ Time banks are is a social change movement for mainly social justice and sustainability that simply offers earning one time dolar for every hour that is spent in doing something for someone in the community and can be used for having someone do something for you. It has a strong power to change neighbours and whole communities which is also used in 22 countries and six continents (TIME BANKS, 2008).

³⁹ CAM, which is a regional bank, has a special social commitment program as “Programa CAM Encuentro” in order to empower the integration of the immigrants (CAM, 2008).

the public and private entities that work in the mentioned areas in order to make a high way for evaluating these civil society initiatives and confirm that they are developing themselves in the direction that is being marked by the EU policies and focused by the national and regional administrations. The document particularly talks about the Best Practices to point out and extract the actions that have been put the EU integration criteria in practice, in the best way. Developing the Manual of Best Practices, forms a part of the project of building a “Network of Hosting and Socio-labour Insertion of the Immigrant People in the RoM”⁴⁰ (Red de acogida e inserción sociolaboral de las personas inmigrantes en La Región de Murcia) which are framed in the EU Initiative EQUAL⁴¹ (IC EQUAL) (in particular the action 3; thematic networking, dissemination and mainstreaming activities which are organized at national level and linked to similar activities at European level) and is financed by the European Social Funds (Gabinet d’Estudis Socials, 2008:9). The IC EQUAL is structured by four main intervention points and six blocks which are open to present projects; partnership, thematic approach, innovation, empowerment, transnationality and mainstreaming (Gabinet d’Estudis Social, 2008).

In this context, thirty six entities (immigrant associations, trade unions, offices that gives service for the integration and so on; for the full list of the entities, please see the Annex-7) of the mentioned network were entered to the evaluation according to the following criteria: ‘Being Complementary’ with the other services of its environment, ‘Being Subsidiary’ and value of the local, ‘Institutional Collaboration’, ‘Integrated Response’ (derived from multidimensionality of the social exclusion or the necessity of insertion of the immigrants), ‘Innovation’, ‘Transferability and Visibility’ (mechanism

⁴⁰ The Project consists of planting a working network for the transferency of the innovation metodologies in matter of hosting and labor insertion of the immigrant people. The main aim is to harmonize the actual used procedure by various non profit institutions through the EQUAL projects and/or projects that are financed by the General Directorate of Immigration and Volunteerism, and provide these services to the immigrant people residing in the RoM.

⁴¹ EQUAL is a EU initiative that was established through the Communication from the Commission to the Member States in 2000 and started its activities in 2001. It concerns free movement of good ideas to the European Employment Strategy and Social inclusion process under the European Commission. The principal objective is to explore new forms of dealing with the problems related to discrimination and inequality in relation with the labor market and especially on the basis of gender, racial or ethnic origin, religion or belief, disability, age or sexual orientation. EQUAL is funded through the European Social Fund (ESF) and is being implemented in, and between the Member States until 2008 will continue with the new ESF until 2013 (http://ec.europa.eu/employment_social/equal/index_en.cfm 22.08.2008).

of diffusion of the results), 'Capacitating and participation of stakeholders', 'Inequality of opportunities', 'Incorporation of the new technologies', 'Local development', 'Intercultural perspective', 'Efficiency and using facility'. According to this evaluation, some of the extracted results are stated below (Gabinet d'Estudis Social, 2008).

The trade unions (CCOO, UGT and USO) and other entities as FECOAM, UPA, Atime, COAG, ASAJA have similar objectives to orient the immigrants towards the labour market and later defend their rights. The orientation consists of diverse levels beginning from understanding their professional capabilities to obtaining a work place with a valid contract (Gabinet d'Estudis Social, 2008).

One of the final objectives of the actions with the immigrant population is to achieve that they find a place in the host society and acquire their rights as citizens in all aspects. It is clear that it is not totally possible now because the non EU immigrants do not have right to vote in local, regional or general elections. Recognizing their limitations, the NGOs orient their activities and their projects to cover some or all the necessities of the immigrants for a total labour or social integration from the first steps of hosting to basic problems of works and housing (Gabinet d'Estudis Social, 2008).

However it is difficult for an entity to be responsible from the entire route. That is why; many NGOs direct their actions to specific immigration groups. To be more effective and precise for complementing the other entities in the Region, it should also be referred that the multiple dedications bring a more specific way from other organizations with a strategy that is directed to the exclusivity of the immigrant gypsies and Romanians (Fundación Secretariado Gitano y Asprosocu) with the project of Lungo Drom in the IC EQUAL, the immigrant prostitutes (Apramu, CATS), the immigrants who suffer from a mental illness (Afesmo), Moroccan immigrants (Atime) or immigrants from Senegal (Asociación Regional de Senegaleses), Subsaharian people (Insert), the ones that suffer from any type of drug addiction (La Huertecica) or the pregnant immigrants (Beniram) (Gabinet d'Estudis Social, 2008).

On the other hand, there are many diverse entities that respond the basic necessities of accommodation, consultancy, health and psychosocial attention, cultural

training and awareness, social participation, professional preparation, labour itinerary, labor market, housing...etc. There are also public and private entities that compliments these fields such as SEF (Servicio de Empleo y Formación de la Consejería de Empleo y Formación) which is an employment and training service of Subministry of Employment and Training, FREMM (Federación Regional de Empresarios del Metal de Murcia) which is regional federation of metal businesses of Murcia and Regional Confederation of the Business Organizations of Murcia CROEM (Confederación Regional de Organizaciones Empresariales de Murcia) have a complementary role in training (Gabinet d'Estudis Social, 2008).

In many cases, these entities come together to collaborate institutionally in every phase of the projects. Rasinete may be seen as an example by being a federation and collaborating in the integration financially together with Municipality of Murcia and CARM. Murcia Acoge collaborates with UGT, CROEM for the domestic service workers, CEPAIM works with many entities their projects called 'Incorporate', 'Federation of Immigrant Associations', 'The Fair of Immigrant Workers' and 'Thursdays of Shores' (Gabinet d'Estudis Social, 2008).

Nevertheless, there are NGOs that offers integral actions as first steps of hosting and urgent responds to the immigrants (clothes, shower, laundry services, food bank, temporal accommodation, basic documentation, sanitary card...) and derive to the other entities to continue the attention. These other entities attend the referent necessities to the language knowledge and begin the route before working that is urgent professional training and preparation for the possible works as preparation of the curricula, job interviews, resources of working opportunities. The trade unions (CCOO, UGT and USO) and the companies and agricultural cooperatives (FECOAM, COAG, UPA and ASAJA) are the entities that are directly involved in the facilitation of access to job positions and the defence of the rights of the immigrants once they have a contract (Gabinet d'Estudis Social, 2008).

Then again the problem of housing is a transversal theme which is a part of social entities or initially faced by them. Rasinete defines this reality as its central action line; in their website, a database is created by the offers and demands of

accommodation together with informing about the temporal accommodation opportunities. Moreover, Rasinet derive the other immigrant entities for the follow-up of the remaining aspects which are also necessary and inevitable as training, searching job, language courses. Temporal accommodation is offered by some entities (Cáritas, Columbares, Sta Teresa, Fundación Secretariado Gitano) and tutelary housings by Abraham, Afesmo, Cáritas, there are also accommodation flats (Apramu, Cáritas, Cruz Roja, La Huertecica, Beniram, Hogar del Buen Samaritano, Jesús Abandonado, Asociación de Senegaleses...) whereas UPA and COAG guarantee a descend housing for workers that are contracted in the countries of origin (Gabinet d'Estudis Social, 2008).

4.6 CEPAIM AND BEMBEA PROJECT

CEPAIM (State Consortium of Entities for the Comprehensive Interaction with Migrants) is an independent organization that gives sustainable and coherent responds to the social dynamics related to the migratory realities. It provokes an intercultural society model that facilitate the entire access to the citizenship of migrant people, developing policies against any form of social exclusion and collaborating for the development of their countries of origin. Through the activities, CEPAIM works for the social transformation, defence and the extension of the human rights (together with social and political), favours active participation of all the people using the services as strategies of integration, through permanent innovation and empowerment, by maintaining transparency and coherence in the management and integration in the actions. Acting on an intercultural basis, the main values of CEPAIM are equality of opportunities between women and men, solidarity, justice, commitment, no-discrimination and management of the diversity (CEPAIM, 2008a).

Although it has offices in eight Autonomous Communities (Andalusia, Aragon, Castilla La Mancha, Catalonia, Extremadura, Madrid, Murcia and Valencia), the administration being carried out in the Region of Murcia; there are also transnational members as Ireland, United Kingdom, Denmark, Germany, Belgium, France, Italy, Slovakia, Romania, Morocco and Senegal. In the consortium, there are eight entities; Asociación Columbares, ACISI, Asociación Almeria Acoge,

APROSERS (Asociación de Promoción de Servicios Sociales), Horuelo, Sevilla Acoge (CEPAIM, 2008a). In the process of carrying out the programs and projects, CEPAIM works in a rich network in collaboration with government, regional, local administrations, various social entities, business companies and organizations, banks, nationwide foundations and universities.

Table 4.11
The entities that CEPAIM collaborates

| | |
|--|--|
| Government Entities | Ministry of Work and Immigration Government Secretary of Emigration and Immigration General Directorate of Integration of the Immigrants General Directorate of Immigration State Forum for the Social Integration of the Immigrants Government Secretary of Social Services Families and Disabled people Administrative Unity of European Social Funds INEM (Instituto de Empleo Servicio Público de Empleo Estatal) Institute of Women Ministry of Culture Ministry of Education, Social Policies and Sports Ministry of Foreign Affairs and Cooperation and Ministry of Equality |
| Administrations of the Autonomous Communities | Andalusia, Murcia, Valencia, Catalonia, Aragon, Extremadura, Castilla y La Mancha and Madrid. |
| Local Administrations | Municipalities of Murcia, Roquetas de Mar, Sevilla, Aragon, Coslada, Teruel |
| Various social associations | Neighbourhood associations, women centres, associations of solidarity with immigrants, immigrant associations, in three levels; local, regional, national or international |
| Business Companies and Organizations | CEPYME, ATA National Federation, COAG, CROEM, Amusal, Ucomur, Asaja |
| Bank entities | Foundation Caja Murcia, Programa CAM Encuentro, Obra Social of Foundation La Caixa, Cajasol, Caja Madrid |
| Nationwide foundations | Foundation of Luis Vives, Foundation of Migrar |
| Universities | Complutense University of Madrid. School of Social Work University of Barcelona. Department of Social Antropology University of Valencia. Department of Law Philosophy University of Murcia. School of Social Practice – Social Work and Sociology University of Seville Catholic University San Antonio of Murcia - UCAM Nacional University of Distance Educación |

Source: CEPAIM, 2008a

Being an active NGO, it also participates to the development of a common strategy with of the alliances of the third sector, where they establish strategies of cooperation with public administrations, economic and business environment and other social agents in both national and international level, participating the groups of social, political and/or economic pressure to create channels of influence and opinion. These associations that CEPAIM is also a member are:

- Social Action of NGO Platform (Plataforma de ONG de Acción Social)
- Permanent Commission of Spanish network of Fight Against Poverty and Social Exclusion (EAPN) (Comisión Permanente de Red Española de Lucha contra la Pobreza y la Exclusión Social)
- State Forum for the Integration of the Immigrants (Foro Estatal para la Integración de los Inmigrantes)
- Triangle Group (Grupo Triángulo)
- Spanish network of Promotion of Labour Insertion (REPRIS) (Red Española de Promoción e Inserción Laboral)
- Foundation Migrar (Fundación Migrar)
- Aragon Network of social entities for the Inclusion (Red Aragonesa de Entidades sociales para la Inclusión)
- EAPN – Andalucía
- EAPN – Castilla La Mancha
- EAPN – Madrid
- EAPN – Murcia
- EAPN – Comunitat Valenciana (Xarxa per la Inclusió Social)
- Federation of Development NGOs of Madrid (FONGDCAM) (Federación de ONG de Desarrollo de la Comunidad de Madrid) (CEPAIM, 2008a).

The organisation structure of CEPAIM depends on the programmes that are carried out. The programs are classified in nine areas - are concerned by nine departments accordingly- ; hosting and housing, co-development, business, families, equality, integration, mediation, participation, and awareness and communication. In this way, urgent and humanitarian hosting is offered in centres of internment of

foreigners (CIE) The action continue with the integration in the socio familiar networks, the formation of Spanish language and the possibility of self-management through the autonomous flats. In a parallel way, the temporal hosting centres (CAT) develop similar interventions. In the co-development area, the integration of immigration and development suppose that both in the country of origin and receiving origin can benefit the migratory flows; many projects are done in Morocco and Senegal where various entities collaborate in the emigration and immigration countries, in mutual benefit. In the cooperation with companies, the main aim is to establish stable labour relations without discrimination, fostering the intercultural and labour relations within the company between the business environment, civil society and public administration. For the social and labour integration, since many years ago, the red ITACA, within the European project ITACA in the framework of the EU initiative EMPLEO-ÍNTEGRA, offers individualized social and labour orientation, basic formation, occupational courses, business research, consultancy for the self employment and creation of businesses. In that sense CEPAIM, supports immigrant entrepreneurship and guides in all process (CEPAIM, 2008c).

The intercultural mediation programs are ascribed in the Centre of Social Services and directed to favour the approach of the foreign-origin-people towards the public institutions. Within the participation area, new practices are applied for the local democracy for the native and immigrant people to construct a common intervention intention and a feeling of belonging to the city by three lines of action; the promotion and creation of mechanisms to encourage the participation in the local level, the encouragement of the associations to give more visibility to the immigrant people, formative actions that are destined to create and encourage meeting spaces and intercultural artistic creation. CEPAIM tries to integrate the awareness aspect in all the activities, defining as a set of actions that pretends to influence about the ideas, perceptions, stereotypes, concepts of the people and groups to provoke a change of attitudes in our social, individual and collective practices (CEPAIM, 2008a).

Therefore, they make use of campaigns of awareness using multimedia facilities, publishing books and making short documentaries. All areas prepare a

strategic plan at the beginning of the year defining their general and specific objectives, principles of the area, action lines, strategies and expected results within a timetable. Their activities are financed by the Ministry, CARM, private and European funds (CEPAIM, 2008a).

Related to the programmes but having smaller scales, many projects are also carried out and projects require a special process; planning, implementation and evaluation. As a project example of CEPAIM, here the BEMBEA Project will be presented as being a part of the European Social Fund Initiative EQUAL, within the thematic area, Combat with the racism and the xenophobia in relation with the labour market to improve the employment of the immigrant collective especially immigrant women. The project is designed to promote new ways to fight against discrimination and inequality that is generated in the labour market and suggest an innovative intervention along with a formal and effective inter-institutional, national and transnational collaboration which allows people to fully participate in the social, labour, cultural, political and economic fields (EQUAL OPEN *et.al*, 2007; European Union, 2008). With the aim of the exchange of information and methodologies to fight xenophobia, racism and labour discrimination, the Bembea Project has partnerships in Ital (Social Cooperative “Compañeros de Calle”, Bari – *Victims of Traffic Project*) and Slovenia (KljUC Society, Ljubljana – *Penisola Donna Project*). In order to share information and procedures especially in the field of training methodologies, Bembea also cooperates with Morocco in European Program MEDA and Romania in the European program PHARE (CEPAIM, 2008b).

BEMBEA, “Strategies against racism and xenophobia”, is a common project among many governmental, non governmental and public entities which are mentioned as Agrupación de Desarrollo NEXOS. It was developed in the framework of European Social Fund, Community Initiatives-Equal; in the territorial environment of CCAA of Andalusia, Aragon, Catalonia, Madrid, Murcia and Valencia (Agrupación de Desarrollo XENOS, 2007b: 5)

The general objectives of the project are described as below:

1. To analyze and become aware of the reality of migratory processes in order to design strategies intended for social and labour insertion, paying special attention to immigrant women.
2. To improve the response of the different entities working in the field of immigration, by means of the design and implementation of training and raising awareness programs for their staff
3. To develop a Transnational Cooperation Agreement which involves different European countries in order to create synergies and procedures capable of giving efficient answers to the migratory phenomenon (CEPAIM, 2008b).

The incorporation of the principles of gender equality in every phase and intercultural perspective in the management of cultural diversity are mentioned as transversal objectives. The activities that are classified in six main lines can be found in the following table.

Table 4.12
The objectives and actions of Bembea Project

| OBJECTIVES | ACTIVITIES |
|--|--|
| 1. Investigation Activities | |
| <p>1. To present the gender-based situations of violence situations suffered by immigrant women.</p> <p>2. To create intervention methodologies within the framework of social and labour insertion itineraries in order to give assistance, advice and support to immigrant women who are victims of gender-based violence.</p> | <p>1. Investigation.</p> <p>2. Creation of intervention methodologies and procedures, as well as specific training programs for the social and employment advisors.</p> |
| 2. Training | |
| <p>1. To instruct technical staff, social advisors and trainers.</p> | <p>1. Occupational training for teachers of centres for non-accompanied minors.</p> <p>2. Internal Training directed to professionals from the Development Partnership.</p> <p>3. External Training directed to decision-making professionals and technical staff from different institutions.</p> |
| 3. Strategies Of Raising Awareness | |
| <p>1. To create awareness raising areas and devices.</p> <p>2. To design awareness raising procedures.</p> <p>3. To promote centres image in their own territories in order to make the contributions made by immigrant workers visible in the reception society.</p> <p>4. To create a computer network and an external and internal local resources network.</p> <p>5. To create a positive view of the migratory phenomenon by raising journalists and journalism students' awareness and using audio-visual media. To promote these professionals' intervention as mediators, communicators and promoters of the Project and its contents locally.</p> <p>6. To develop media products.</p> <p>7. To periodically develop multimedia products.</p> <p>8. To advertise the norms of equality of gender.</p> | |
| 4. Diversification And Professional Development | |
| <p>1. To test new social and labour insertion procedures related to the improvement of the immigrants' working conditions.</p> | <p>1. Diversification and Professional Development.</p> <p>2. Promotion of businesses set up by women of a rural environment.</p> |
| 5. Modernization Of Social And Labour Insertion Centres | |
| <p>1. To react to the social and labour exclusion of immigrants in relation with the psychosocial processes they suffer.</p> <p>2. To design participation/organization measures with the newly arrived workers.</p> <p>3. To prevent risk factors affecting the psychosocial health of migrants who are trying to achieve their professional insertion.</p> <p>4. To find out situations of psychosocial vulnerability or uneasiness during the labour insertion process.</p> <p>5. To improve the quality of the labour insertion by way of a specialized intervention of psychological support (intercultural).</p> <p>6. To detect the stages of the insertion process arising more psychosocial vulnerability.</p> | |
| 6. Participation and Employment | |
| <p>1. To create local citizen participation committees.</p> <p>2. To develop of meeting places for intercultural communication.</p> <p>3. To develop training activities related to citizen participation and participative democracy.</p> | |

Source: CEPALM, 2008b; Equal Open Europe Project Transnational Committee, 2007

The planning, implementation and following up the project Bembea by the Agrupación de Desarrollo Xenos, has converted in the first practical example, proving a “Good Governance” in the management of public policies is not only desirable, but they are also possible, also being present in the website of Regional Policy by the European Union (Agrupación de Desarrollo XENOS, 2007b; CEPAIM, 2007).

All of the activities were held in all Spain but in particular the Action 6 – Participation and Employment activities took place in the Region of Murcia with the general aim to promote spaces of citizenship participation in local level strengthening the immigrants in actively taking part. The main source of funding was in the hands of NGO and Public Administrations, everything has been held out with the participation of three main actors; NGO-third sector, local authorities and administrations and citizen groups’ organizations. The preparatory studies started in 2002 by meetings with local governments, conferences with the representatives, selection and bilateral contracts. Investigation and participative actions began in 2005 by creating networks, encouraging the dialog between the immigrant and native citizens and establishing stable citizen participation mechanisms in 2 municipalities through the techniques of the assemblies, SWOT analysis, relationship maps, popular theatre, audiovisual mediums, information visits, participant observations and life stories however; on the other hand, many artistic and theatrical methods (Agrupación de Desarrollo XENOS, 2007b; CEPAIM, 2006b).

The municipalities (Beniel and Mazarron) were selected firstly according to the criteria of their immigrant rate but later, this process went on in the other municipalities, too. Within the municipalities, the activities had four phases; the motivation of the potential local actors (politicians and citizens) through town festivals, realization of the participative diagnosis of town and township, definition of projects (intervention) and realization of participative interventions. The funding of BEMBEA and Ministry was supported by bank foundations in Beniel and by Municipality in Mazarrón. It may be one of the reasons why the activities in Mazarrón stopped due to the short of money but in Beniel still goes on. During the activities, around 25 associations of all over the Region from various nationalities cooperated and the

achieved successes can be stated as confidence (to the people as they are the ones that carry out the project), creation of a federation, participation of more associations, diversity of nationalities and cultures. The most visible side of all the process was the festival “Intercultural Square – The world is in your square” which started by the identification and awareness of the social actors through workshops and followed by awareness of the entire population and diffusion of the activity with local agents; it was a good proof of using happiness and humour for participation (Agrupación de Desarrollo XENOS, 2007b; CEPAIM, 2006b).

During this one day festival, many associations were present by their stands and informing about their activities, an intercultural program was carried out by music and dances of different cultures. This project was also a means to create a network among the associations of the immigrants in the RoM since 2004, this is how first FAIRMUR and later FEDASIM was created as federation of immigrant associations. Meetings about the work and living together were organized. At the end of the project, 1,3 million inhabitants, 14 % of the immigrants could be reached in 45 municipalities of the RoM (Agrupación de Desarrollo XENOS, 2007b; CEPAIM, 2006a).

Each objective of the project had its own preparation, realization and follow up process and once realized, all the taken steps, the experiences and obtained results were disseminated through publications. For example, in order to develop participative practices in the local environment; it was worked towards three lines; promotion of local committees of participation, encouragement of associations and training actions. Local committees were intermediary spaces between local political environment and local social environment with the aim of defining common proposals for the population and like this promoting the processes of participatory democracy. In some municipalities, it was experienced that the demand came from local politics and in some of them, demands were pushed by the local associations as neighbourhood associations or women association. During the activities of the encouragement of associations, intercultural meeting and communication was promoted among Spanish and immigrant people. The immigrant associations were empowered in order to participate the formal environments and have the possibility of negotiation with the

local political authorities. The training actions as the third line was realized in a transversal way, in different levels; learned techniques, the co-living together, developed experiences and the capacity to work in teams (Agrupación de Desarrollo XENOS, 2007b).

On the other hand, to have another perspective about the issue, interviews were made with the NGO workers about the NGOs that work for the integration of the immigrants in the Region of Murcia.

There are different opinions for the sufficiency of the NGOs in the Region. Some of them say that as the integration has many dimensions (social, cultural, labour and so on), the NGOs can never be sufficient. Some say, the NGOs are sufficient but the resources are not. The food, health service and housing are basically offered but they are never sufficient. There are so many immigrants that need support that often the resources are just to taste. Another problem is the irregular situation of the persons. As they are irregular, they do not exist and the organizations may have difficulty to justify the costs which is inevitable.

The NGOs are commented as they work efficiently but always they can improve their work for better. However, the economic and often political powers which fund the programmes have a limiting role in the efficiency and small NGOs have financial problems and the resources are not distributed more equally.

The successful sides of NGOs are said to be depending on the types of NGOs and types of human resources, however, being the first agent who acts in front of the situation or the most powerful agent to prevent the problems which is a great advantage in contrast with a blind administration. The key of this success lies in the fact that the administration can not cover the all the related situations.

About the used methods, flexibility and adaptability are two key words because the usually the financers put the methods but the methods should be modified according to the reality of the immigrants that are being worked.

With regard to the financial support from public administrations; the misdistribution of financial resources is being criticized rather than its quantity. The problem is how it is spent. The owner of this money was said to be the immigrants themselves and they should be more involved in the decisions of the way of spending the money. Anyway, the interviewees all agree that in the last four years, Spain has developed too much in the public administration to their support to the immigrants. For example, the offices for the foreigners now work more efficiently and rapidly.

The NGOs are definitely said to be fundamentals to facilitate the government strategies about the integration of the immigrants; even offer more power to them in the elections because NGOs are links that are very near to the people. The NGOs are strongly necessary so that the government strategies that are used really could reach the people and more important so that they could be more effective. However, the integration of the immigrants is a distressing process for them for the main reason of being separated from their families and their own culture.

Civil society has an important role in balancing the social change and pushing the political authorities for democracy. In that sense, the NGO world represents unification, volunteerism and solidarity, which means together achieving the things that can not be achieved by individual efforts. However, having the basis of volunteer spirit in the root, the NGOs should also be able to deepen by having a better management in their organisation to be long lasting and sustainable in their activities. In this process the possible problems may occur as organisational problems, financial problems, creating relations with their external environment and capacity problems in many aspects (Keyman, 2004). Therefore, being aware of the realities, NGOs should manage professionalism in their way of doing things and be in cooperation with all other civil initiatives and any type of non profit organisations for encouraging their enhanced participation.

As a summary, the NGOs in the RoM act as a bridge between the immigrants and the other side. The other side may be the new culture, the receptor country, other immigrants, public administrations or just the world that welcomed them. The NGOs are the first agent to understand them and find solutions to their main problems and

provide basic needs. On the other hand, the resources have the opportunity to be used better and more efficiently in this way by an agent that is more close to the people themselves in a more social aspect. That would have been a big gap if this necessity is not filled by the outstanding role of the NGOs. Moreover, NGOs should be conscious of their role and power so that they will do their best for their beneficiaries, public sector and private sector.

V. CONCLUSION

In the last century, the world has experienced many rapid changes, witnessed two world wars, the independence of the many countries, establishment of nation states, the role of neo-liberal theories, social, economical, political and environmental changes and in many cases resulting inequalities in the distribution of the resources and so the incomes. Today, there are countries that can be called as developed, developing or under developed countries. The socioeconomic transformations have for most of the time took place resulting in undesirable effects such as unemployment and work instability, ethnical and racial diversity, restructured family models, among others – and in particular, engendered poverty and inequality if it has taken a mal-development pattern.

Although the economical inequality is the most spoken, other forms of inequalities emerge in structural processes such as labour, education, health, relations and so on. This reality has brought many global challenges and posed opportunities both at the local and global levels. This thesis focuses two of these phenomena; one is immigration as a challenge and the other is civil society in particular NGOs as opportunity to face with this challenge.

In the history, people began to migrate mainly for natural conditions to survive and to live in better natural surroundings. Afterwards; trade, economy, politics, religion, labour-force have been the reasons for migration. However, today, the people still migrate but now the economic reasons play the most important role in this phenomenon. People who live in poverty even risk their lives to migrate. There are also the other factors that create migratory pressures which mainly originate from the needs of developed countries. To illustrate the developed countries that are getting older in their population need young generations and workforce and as the life standards of the nationals of these developed countries get higher, another need is created to perform the low qualified works. In this context, the mainly emigrating continents are Africa and Latin America followed by Asia; and whereas together with the USA and Canada, the European Union has been an attractive immigration zone. That is how; the immigrants come to foreign lands and contribute the economy of the host countries.

Nevertheless we are talking about the people, not an economic unit. They are individuals who have a sociological background, coming from different cultures, sometimes different religions. At first, even now, this reality causes a kind of rejection from the host society and a kind of conservation from the immigrant side; both sides feel the challenge of identity. This is how; on the one side the concepts of prejudice, discrimination and on the other side intercultural, multicultural have come out. The countries have to discover policies to integrate the immigrants to the host societies, so that the immigrants would feel themselves accepted in the host country and enjoy the citizen rights as the nationals of the country and every citizen could live in a peaceful and respectful environment. In parallel, through time networks of migrants from a specific region or regions have emerged as a dominant force in enhancing mobility of people. They have influenced political decisions in host countries to provide economic assistance to their country of origin. They have also influenced economic and trade relations between the host and the home countries and required more creative and productive integration processes so far. The triggering effect was, however the rise of the civil society.

In the recent years, the civil society has recorded an important rise in the global agenda as a third actor. They have given voice to the concerns of the citizens and delivering services that meet people's needs. In 1945, they obtained recognition at the UN level and later on achieved important impacts on the high issues in the world agenda, even succeeded to be facilitators of a broad policy dialogue where they could actively acted in the establishment of the significant policies regarding environment, transparency but in general citizen interests. As an important sign of a modern democracy, the importance of forming associations in order that citizens with common purposes could participate actively and be involved in the decision making bodies of the concerned issues, was highlighted in the European Charter of Fundamental Rights.

The European Union, having started its process economically but later was transformed into also a political Union, has also recognized the important role of the civil society and especially NGOs to carry out the policies in a more efficient and effective way and to reach the people easily. This offers a real chance to get the citizens

more participative and more actively involved in achieving the Union's objectives and to offer them a structured channel for feedback, criticism and protest. Particularly, the European Commission has been involved in this process and encouraged a coherent approach for the representation of civil society organisations at European level. European Commission and NGOs have developed a strong relationship over the last two decades in a wide range of issues, from policy dialogue and policy delivery, to project and programme management, both within the EU and in its partner countries.

The European Union, having hosted a significant number of immigrants and having developed a strong collaboration with the NGOs, can definitely make the most of these two facts, and the specific aim of this thesis arises here, the management of NGOs in the immigration issue of the European Union, especially in the integration of the immigrants. In order to analyze these two issues, as a Euro Mediterranean country receiving a considerable number of immigrants and dealing with the integration issues of the immigrants, Spain is a good case to be examined. Basically the Spanish government sees funding resources for NGOs as crucial instruments of its integration policy. What is more a considerable level of autonomy is given to the funded organizations. Moreover, in Spain, the Region of Murcia shows evidence of a noteworthy pattern with the regard to the evolution of the immigration and the political process to manage this issue. The strategic integration plans of both Spain and RoM mention a fundamental element of governance of the process of mutual adaptation of the immigrant people and the Spanish nationals as it is about a two way process encouraging an economic, social, cultural and plural institutional development and sustained by together with residents in Spain through the interventions that are balanced between public power and the civil society. In this sense, the presence of NGOs in the RoM was examined in this study according to their activity areas, projects and programmes that they offer for the integration of the immigrants. Two examples are noteworthy to mention at this point. The State Consortium of Entities for the Comprehensive Interaction with Migrants (CEPAIM) serves as a good case to analyse an NGO structure and management and how it worked with the immigrants. It is a good example because it collaborates with government entities, administrations of autonomous communities, local administrations, various social associations, business

companies, bank entities, national foundations and universities to carry out its programmes and projects. Additionally it is a member of many platforms and networks to cooperate and participate in the preparation and performance of the projects, but also in the decision making and execution of the public policies. Moreover, CEPAIM gets Funds from European Commission to realize some of the activities. The Bembea Project, on the other hand, which is a part of European Social Fund Initiative EQUAL, within the thematic area of combating with the racism and the xenophobia in relation with the labour market, is the first practical example, proving a 'Good Governance' in the management of public policies is not only desirable, but they are also possible.

Practices of CEPAIM and the activities held by the Bembea project, though limited in their scope show that the civil society is somehow social umbrella that shelters particular initiatives and that the importance of NGOs in the present society is more and more, being recognized as the third pillar of the society beside the State and the companies in general. The Public Administrations even cooperate with NGOs to realize certain activities because NGOs have a greater proximity to the social reality. Altruistic private initiatives contribute the wellbeing of the community through the invisible role of the volunteer organisations that mobilize private resources to cover social necessities. Like this, the State should respect the autonomy of the civil society, leaving liberty for the realization of the activities. There is a huge variety of NGOs that act in different areas. Among them, the ones which are dedicated to social exclusion area pay attention to the necessities of the people who lack the resources, marginalized people due to their sex, age, or nationality. Their activities go together with combating the social disadvantage that affect diverse groups and various vital areas such as work, education, health and so on. The needs of the beneficiaries from the civil society also change. For example, in the case of immigration in Region of Murcia, in terms of NGO involvement to the resolution of problems; the initial demands of immigrants were obtaining legal documents, housing and Spanish classes, however later on these demands became more comprehensive, such as the need for services as defence of social, labour or any kind of rights of immigrants, offering any kind of information, orientation or consultancy that make their social insertion into Spanish society possible.

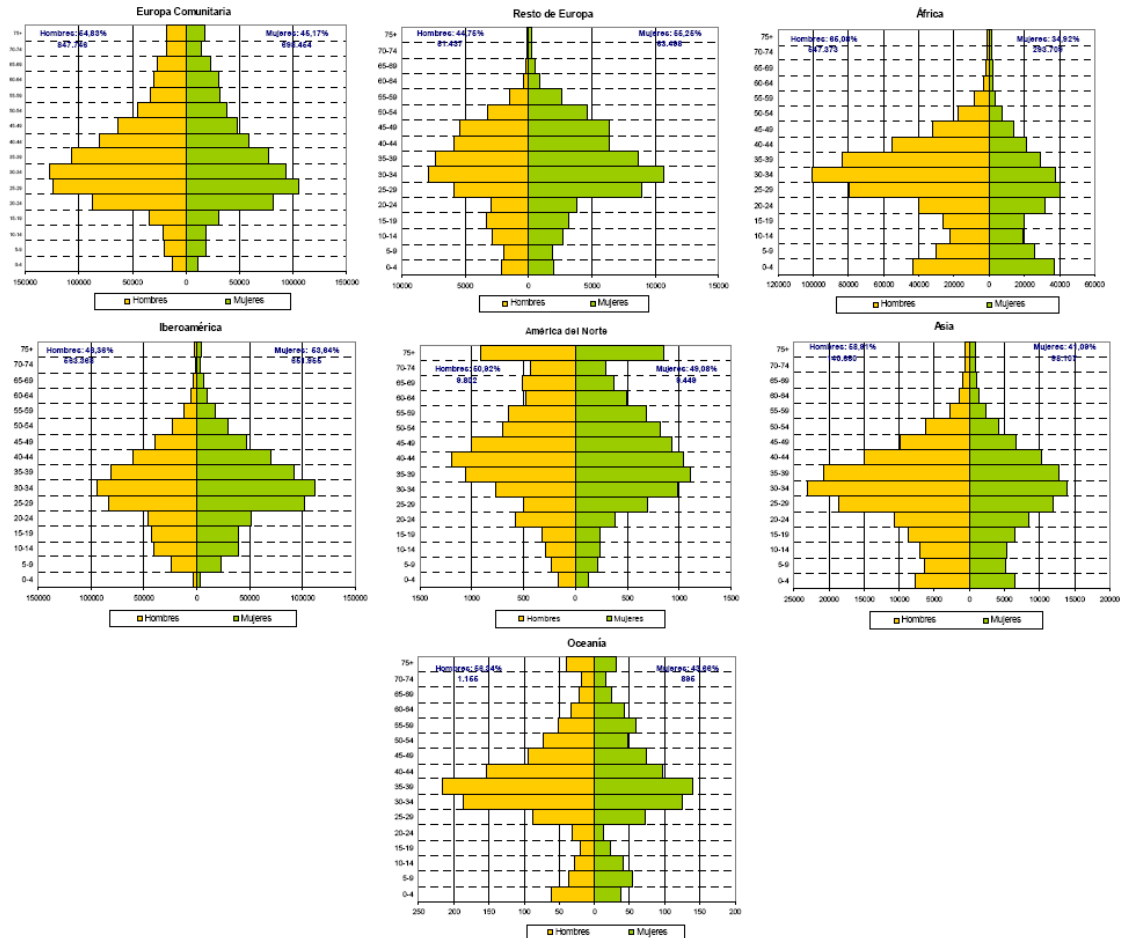
The structure and management of NGOs and of the projects also demonstrate that as being democratic, horizontal, plural, open and non profit associations; NGOs that work with immigrants encourage the hosting and promotion of the immigrants. They also raise the awareness of the hosting society immigration and related issues. NGOs, moreover, strengthen the democratic life, considers the motivation and the commitment as identity factors; a social integration capacity to create efficient solutions within the society itself can, consequently, be initiated. NGOs which work with the society, making them aware of the immigration as a social and structural phenomenon, by transmitting a real image, far from the stereotypes; also contribute to the creation of an intercultural society in which social and economic life is enriched with the diversity. However, claiming correspondence and constructive cooperation with public authorities may be the biggest challenge before the NGOs in this process.

Above all depending both on the results of the project Bembea and interviews with NGO workers; it can be argued that NGOs share responsibility for the process of integration with the State and official agencies and are able to provide direct contact among local migrants. Since NGOs cooperate with various branches of government, the private sector, foundations, other NGOs and local groups, they contribute to the dialogue in the society about the desired outcomes of the paths to integration. Therefore NGOs are essential actors for policy making and implementation and any policy without the participation of the NGOs could not be accomplished successfully. In the case of immigration policy, NGO participation is even the key to success since social exclusion can only be avoided by the wider participation at the grass roots level.

ANNEX

Annex Gr-1

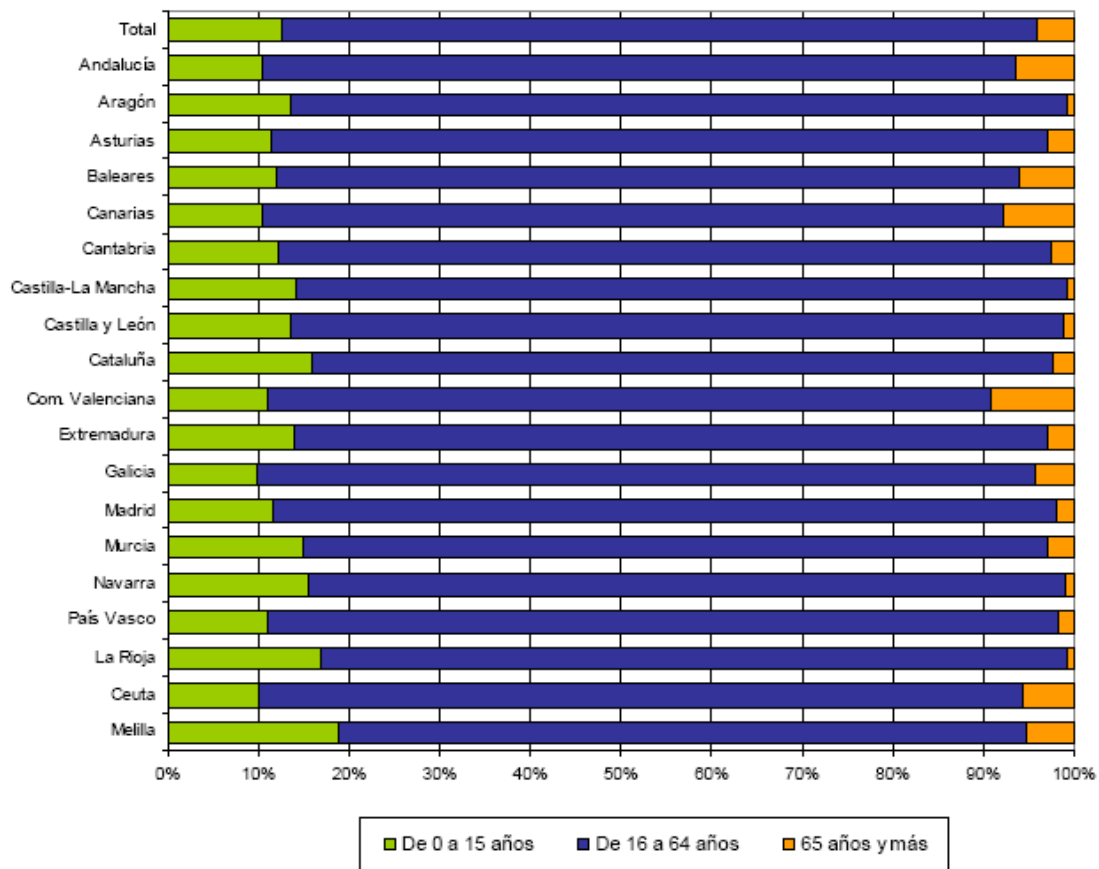
The age and sex structure of foreigners with registry certificate or residence card in vigor, according continent. 31-12-2007



Source: Ministerio de Trabajo, *et.al.*, 2008a : 22

Annex Gr-2

Foreigners with registry certificate or residence card in vigor, according to CCAA and age-groups . 31-12-2007



Source: Ministerio de Trabajo, *et.al.*, 2008a : 24

Annex Gr-3

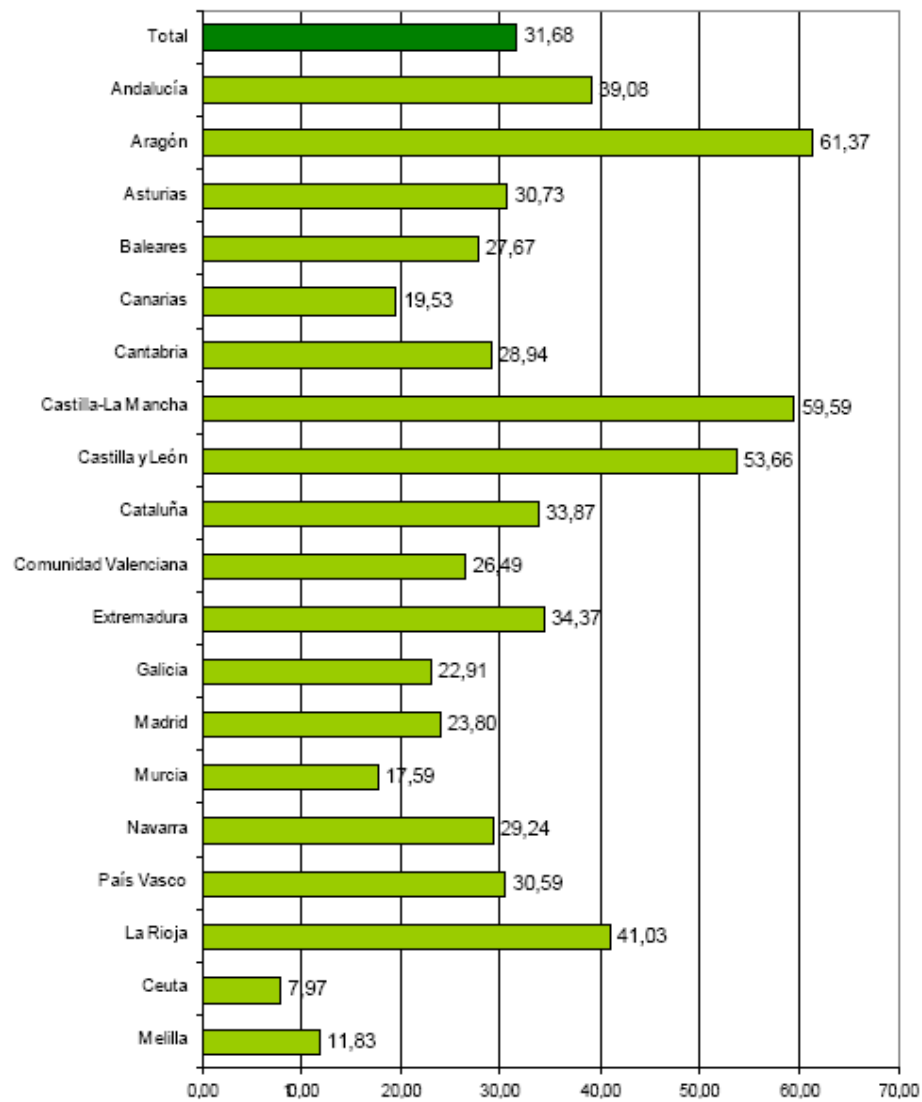
Foreigners with registry certificate or residence card in vigor, according to CCAA, 2006 and 2007

| | 31-12-2006 | 31-12-2007 | Variación anual | |
|--------------------|------------------|------------------|-----------------|--------------|
| | | | Absoluta | % |
| TOTAL | 3.021.808 | 3.979.014 | 957.206 | 31,68 |
| Andalucía | 362.467 | 504.122 | 141.655 | 39,08 |
| Aragón | 91.915 | 148.319 | 56.404 | 61,37 |
| Asturias | 24.779 | 32.394 | 7.615 | 30,73 |
| Baleares | 130.752 | 166.936 | 36.184 | 27,67 |
| Canarias | 172.644 | 206.364 | 33.720 | 19,53 |
| Cantabria | 20.657 | 26.636 | 5.979 | 28,94 |
| Castilla-La Mancha | 100.819 | 160.896 | 60.077 | 59,59 |
| Castilla y León | 95.273 | 146.400 | 51.127 | 53,66 |
| Cataluña | 642.829 | 860.575 | 217.746 | 33,87 |
| Com. Valenciana | 409.058 | 517.408 | 108.350 | 26,49 |
| Extremadura | 25.578 | 34.369 | 8.791 | 34,37 |
| Galicia | 61.302 | 75.346 | 14.044 | 22,91 |
| Madrid | 575.118 | 712.011 | 136.893 | 23,80 |
| Murcia | 160.390 | 188.597 | 28.207 | 17,59 |
| Navarra | 41.661 | 53.844 | 12.183 | 29,24 |
| País Vasco | 64.228 | 83.875 | 19.647 | 30,59 |
| La Rioja | 27.671 | 39.025 | 11.354 | 41,03 |
| Ceuta | 3.339 | 3.605 | 266 | 7,97 |
| Melilla | 5.369 | 6.004 | 635 | 11,83 |
| No consta | 5.959 | 12.288 | 6.329 | 106,21 |

Source: Ministerio de Trabajo, *et.al.*, 2008a : 3

Annex Gr- 4

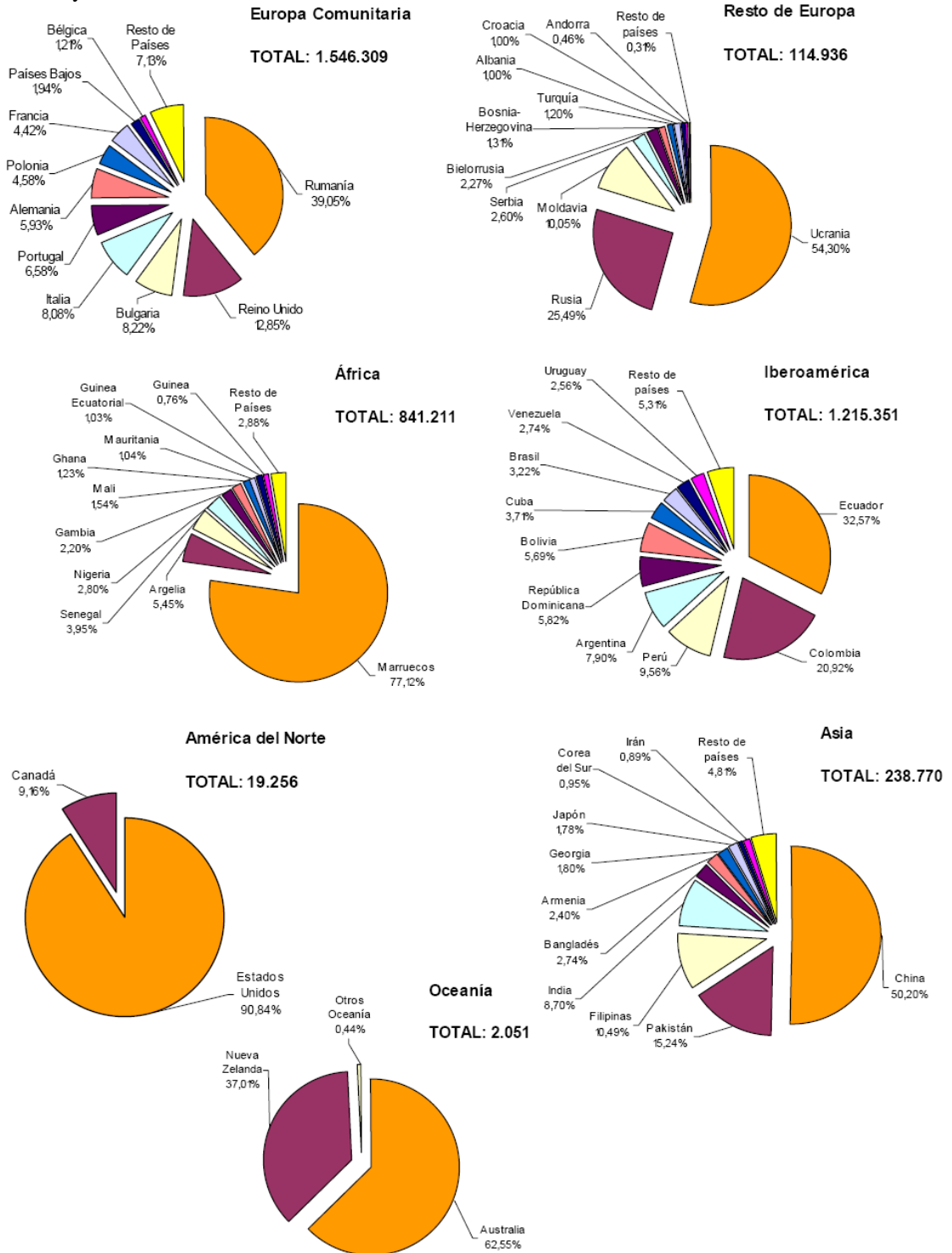
Variation in % of the number of foreigners with registry certificate or residence card in vigor, according to CCAA, 2007 and 2006



Source: Ministerio de Trabajo, *et.al.*, 2008a : 3

Annex Gr-5

Foreigners with registry certificate or residence card in vigor, according to the continent and the nationality. 31-12-2007



Source: Ministerio de Trabajo, et.al., 2008a : 9

Annex 1
A part of the Strategic Plan for the Integration in the Region of Murcia

| ÁREA SOCIAL | | | | | | | | | | | |
|--|---------------------------------------|--|---|--------------------|-----------|-----------|-----------|-------------|-------------------------|---------------|--|
| OBJETIVO GENERAL: 1. Facilitar el acceso de la población inmigrante a los recursos sociales. | | | | | | | | | | | |
| OBJETIVO ESPECÍFICO: 1.1. Reforzar y ampliar programas de acogida básica a inmigrantes para prevenir situaciones de marginación y exclusión social. Red de Acogida Integral. | | | | | | | | | | | |
| PRIORIDAD | GRADO DE REALIZACIÓN (CLAVES 1-2-3-4) | ACCIONES | ORGANISMOS IMPLICADOS | CANTIDADES ANUALES | | | | | PARTIDA PRESUPUESTARIA | OBSERVACIONES | INDICADORES DE SEGUIMIENTO |
| | | | | 06 | 07 | 08 | 09 | TOTAL 06-09 | | | |
| ALTA | 2 | I.1.1.1. Red de Acogida para programas integrales que incluyan proyectos de introducción a la sociedad de acogida, intérprete, acciones de derivación a servicios públicos de carácter general y, en su caso, clase de idiomas e itinerarios de inserción. | - Ministerio de Trabajo y Asuntos Sociales -D. General de Inmigración y Voluntariado -Inst. sin Fin Lucro | 1.114.000 | 1.200.000 | 1.250.000 | 1.300.000 | 4.864.000 | 12.03.00 313J.481.03 | | - NP de Entidades - NP de Servicios - NP de beneficiarios por sexo, edad y nacionalidades |
| ALTA | 2 | I.1.1.2. Programa de Acogida y Atención Humanitaria a personas inmigrantes procedentes de Canarias, Ceuta y Melilla. | - Ministerio de Trabajo y Asuntos Sociales -D. General de Inmigración y Voluntariado -Inst. sin Fin Lucro | 170.000 | 170.000 | 175.000 | 180.000 | 695.000 | 12.03.00 313J.481.03 | | - Número de personas inmigrantes beneficiarios por nacionalidades, edad y sexo - Número de cursos, de talleres... |
| ALTA | 4 | I.1.1.3. Elaboración y publicación de un manual de buenas prácticas de acogida e inserción socio-laboral | - Ministerio de Trabajo y Asuntos Sociales -D. General de Inmigración y Voluntariado | | 60.000 | 6.000 | 6.000 | 72.000 | 12.03.00 313J.649.00 | | NP de manuales editados |

Source: Consejería de Política Social, *et.al*, 2007: 50

- (1) It is an example of how the strategic plan is prepared. According to each area, general and specific objectives are determined and the actions are mentioned according to the specific objectives. Starting from the left of the table, the actions are classified regarding their priority, the organisms that are implied in the action and the annual and total quantities, and the right column is for the follow up indicators.

Annex-2

The Financing of the Plan for the Social Integration of the Immigrant People in the Region of Murcia 2006/2009

| ÁREA | AÑO 2006 (€) | AÑO 2007 (€) | AÑO 2008 (€) | AÑO 2009 (€) | TOTAL (€) |
|--|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| I. ÁREA SOCIAL | 11.227.279,00 | 12.891.972,00 | 13.517.486,00 | 14.218.312,00 | 51.855.049,00 |
| II. ÁREA EDUCACIÓN Y CULTURA | 9.655.584,00 | 11.204.588,00 | 12.761.888,00 | 14.315.444,00 | 47.937.504,00 |
| III. ÁREA SALUD | 160.792.520,00 | 160.725.276,00 | 160.856.312,00 | 161.082.810,00 | 643.456.918,00 |
| IV. ÁREA VIVIENDA | 3.063.159,00 | 3.469.080,00 | 3.419.740,00 | 745.000,00 | 10.696.979,00 |
| V. ÁREA EMPLEO Y FORMACIÓN | 1.920.795,00 | 2.954.300,00 | 2.985.768,00 | 3.063.305,00 | 10.924.168,00 |
| VI. ÁREA DE COOPERACIÓN Y REDES EUROPEAS | 708.951,00 | 892.435,00 | 906.000,00 | 878.000,00 | 3.385.386,00 |
| TOTAL GENERAL | 187.368.288,00 | 192.137.651,00 | 194.447.194,00 | 194.302.871,00 | 768.256.004,00 |

| ORGANISMO | AÑO 2006 (€) | AÑO 2007 (€) | AÑO 2008 (€) | AÑO 2009 (€) | TOTAL (€) |
|--|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| C. DE AGRICULTURA Y AGUA | 21.400,00 | 50.000,00 | 58.000,00 | 75.000,00 | 204.400,00 |
| C. ECONOMÍA Y HACIENDA | 75.000,00 | 75.000,00 | 75.000,00 | 75.000,00 | 300.000,00 |
| C. EDUCACIÓN, CIENCIA E INVESTIGACIÓN | 7.274.973,00 | 8.651.588,00 | 9.972.888,00 | 11.295.444,00 | 37.194.893,00 |
| C. OBRAS PÚBLICAS, VIVIENDA Y TRANSPORTE | 2.467.640,00 | 2.821.080,00 | 2.719.740,00 | 0,00 | 8.008.460,00 |
| C. SANIDAD | 160.212.081,00 | 160.086.276,00 | 160.169.812,00 | 160.347.810,00 | 640.815.979,00 |
| C. TURISMO , COMERCIO Y CONSUMO | 9.006,00 | 0,00 | 0,00 | 0,00 | 9.006,00 |
| C. PRESIDENCIA | 405.000,00 | 442.000,00 | 479.000,00 | 516.000,00 | 1.842.000,00 |
| C. TRABAJO Y POLÍTICA SOCIAL | 4.251.034,00 | 4.414.972,00 | 4.504.486,00 | 4.576.812,00 | 17.747.304,00 |
| D. G. DE INMIGRACIÓN Y VOLUNTARIADO | 11.195.254,00 | 13.121.435,00 | 13.952.500,00 | 14.880.000,00 | 53.149.189,00 |
| INS. DE SEGURIDAD Y SALUD LABORAL | 12.000,00 | 12.000,00 | 12.000,00 | 12.000,00 | 48.000,00 |
| INSTITUTO DE LA JUVENTUD | 202.000,00 | 267.000,00 | 278.000,00 | 282.500,00 | 1.029.500,00 |
| INSTITUTO DE LA MUJER DE LA REGIÓN DE MURCIA | 205.000,00 | 265.000,00 | 295.000,00 | 302.000,00 | 1.067.000,00 |
| INSTITUTO MURCIANO DE ACCIÓN SOCIAL | 265.000,00 | 470.000,00 | 556.000,00 | 627.000,00 | 1.918.000,00 |
| SERVICIO REGIONAL DE EMPLEO Y FORMACIÓN | 772.900,00 | 1.461.300,00 | 1.374.768,00 | 1.313.305,00 | 4.922.273,00 |
| TOTAL GENERAL | 187.368.288,00 | 192.137.651,00 | 194.447.194,00 | 194.302.871,00 | 768.256.004,00 |

Source: Consejería de Política Social, *et.al*, 2007: 146

- (1) This table is a summary of the financing between the years 2006 and 2009. The first part is distribution of financing according to the areas and the second part is the distribution by the organisms that are involved. As observed, the biggest amount has been allocated for the area of health and health centres.

Annex-3

The entities that form part of RASINET (Red de Apoyo Social al Inmigrante)

- ABÁ Servicio de Atención al Inmigrante “Fundación Diagrama”
- Asociación Columbares
- Asociación de Mujeres Inmigrantes para la Integración (AMICITIA)
- Asociación de Senegaleses en la Región de Murcia
- Asociación de Trabajadores Inmigrantes Marroquies en España (ATIME)
- Ayuntamiento de Murcia. Consejalía de Bienestar Social y Promoción de la Igualdad
- Cáritas Diocesana en Murcia
- Centro de Información de Trabajadores Extranjeros. Comisiones Obreras (CITE-MURCIA)
- Cruz Roja-Murcia
- Federación de Asociaciones de Vecinos de la Región de Murcia (FAVRM)
- Oficina Regional de Atención a la Inmigración. ISSORM
- Murcia Acoge (Delegación Murcia)

Source: <http://www.rasinet.org/> 20.07.2008

Annex 4

List of the associations that work about the immigration in the Region of Murcia

| LIST OF THE ASOCIATIONS THAT WORK ABOUT THE IMMIGRATION IN THE REGION OF MURCIA⁴² | |
|---|--|
| Municipality | The Asociations |
| AGUILAS | Asociación de Hermandad Hispano Colombiana |
| | Asociación de Inmigrantes Ecuatorianos de Aguílas |
| ALCANTARILLA | Asociación Latinoamericana de Intercambio cultural |
| BENIEL | Asociación Centro Integra Multicultural de Beniel |
| BULLAS | Asociación Kupia Kumi |
| CALASPARRA | Asociación de Inmigrantes del Noroeste / Calasparra |
| CARTAGENA | Asociación de Ucrucianos de Cartagena |
| JUMILLA | Asociación de Ecuatorianos residentes en Jumilla |
| LA ALBERCA | Asociación de Nigerianos - IGBO |
| LORCA | Asociación Cazalla Intercultural |
| MAZARRÓN | Asociación de Emigrantes por la Cultura y la Solidaridad INTIRAYMI |
| | Asociación Assalam (La Paz) |
| | Asociación para la formación y desarrollo de las personas y pueblos de Ecuador |
| MOLINA DE SEGURA | Cofradía - Virgen del Cisne |
| | Asociación Tawasol Mazarrón |
| | Plataforma Inmigración Molina de Segura |
| MURCIA | Plataforma de Inmigración de Molina |
| | Asociación Beniram (Benijan) |
| | Asociación Cultural y Social BETO (Benijan) |
| | Asociación Murciana Neri por los inmigrantes |
| | Red de Apoyo a la Integración Sociolaboral (Fundación RAIS) |
| | FECOAM Federación de Cooperativas Agrarias de Murcia |
| Asociación COLUMBARES | |
| SAN JAVIER | Asociación de Costa Marfil |
| | Asociación de Indígenas de la provincia del Cañar residentes en Murcia |
| | ASIPROCAMUR |
| | Asociación de Inmigrantes Ecuatorianos de la provincia del Cañar en la Región de Murcia ADIMUR |
| | Asociación de Senegaleses de la Región de Murcia |
| | Asociación de Ucrucianos de la Región de Murcia |
| | Asociación FASO-TON de Mali |
| | Asociación Fulbe de Murcia |
| | Asociación IEMANYÁ Espacio integral de desarrollo personal, Murcia |
| | Esperanzas Andinas |
| | Iemanyá (Espacio Integral de desarrollo personal) |
| | Organización Mutua Ucruciana en España - Delegación de Murcia |
| | Asociación ASIEL, Latinoamericanos de San Antolín |
| Asociación de Fulbe, Murcia | |
| Argentinos en el Exterior, Región de Murcia | |

⁴² The associations consist of the associations of the immigrants and the associations that work with immigration (It does not have to be directly of the immigrants) This list is not the final list of all of the associations of the Region but the ones that have been mentioned in the bulletins of FEDASIM (2005, 2006)

| | |
|--------------------------------|---|
| SAN JAVIER | Asociación Cultural de Danza Folklórica Latinoamericana Esperanzas Andinas NOIRE Murcia Asociación asamblea IGBO de la Región de Murcia Asociación Multilateral de Raíces Bolivianas ACSUR, Asociación de Cooperación con el Sur Asociación de Mujeres Inmigrantes para la Integración, AMICITIA |
| | Asociación Nacional Proyecto Abraham CEPAIM Consorcio de Entidades para la Acción Integral con Migrantes Fundación Radio Ecce Fundación Secretario Gitano Jóvenes sin Fronteras ni Colores, JSFNC Oficina Regional de Atención a la Inmigración OFRAIN Teléfono de Esperanza de Murcia Traperos de Emaús Movimiento por la Paz, el Desarme y la Libertad de la Región Murciana. MPDL-R.de Murcia Ciclo de Charlas de Sensibilización en Centros Educativos IVORE Murcia Asociación Asamblea IGBO de la Región de Murcia ADESU |
| SANTOMERA | Asociación Mushuc Yuyai los Cañaris del Ecuador Proyecto Contra el Racismo y la Xenofobia Asociación Melónmanos de Santomera |
| TORRE PACHECO | Ennibras |
| TOTANA | Asociación de mujeres Mushuk Ñan |
| YECLA | Asociación el Rey de los Andes, Totana Asociación Latinoamericana de Inmigrantes Unidos de Totana Asociación de mujeres indígenas del Cañar-Ecuador Asociación I.I.T de Totana Asociación Orquesta Electrónica Los Rolis, Totana Asociación de Ecuatorianos residentes en Yecla (ECUA-Y) |
| REGION OF MURCIA ⁴³ | Cruz Roja Española Murcia Acoge Cáritas Interparroquial Asociación de Trabajadores Inmigrantes Marroquies en España ATIME Federación Rasinet UGT Unión General de Trabajadores CCOO Comisiones Obreras USO Unión Sindical Obrera UPA UGT Unión de Pequeños Agricultores y Ganaderos COAG Coordinadora de Organizaciones de Agricultores y Ganaderos Asociación Central del Movimiento Cañari |

Source: CEPAIM, FAIRMUR, 2006; Gabinet d'Estudis Socials, 2008; CEPAIM and FEDASIM, 2005; 2006; 2007

⁴³ These entities exist more than one municipality of the Region of Murcia.

Annex 5

Some of the immigrant associations of the Region of Murcia according to their municipality, nationality of members, activity zones and main objectives and activities

| Name of the Association | Municipality | Nationality of the members | Activity zones | Objectives and principal activities |
|--|---------------------|--|-----------------------|---|
| Asociación Centro Integra Multicultural de Beniel | Beniel | Mixed | Region of Murcia | Creation channels of communication among immigrants Consultancy, information and general support Spanish courses Labor orientation Self help groups etc. |
| Asociación de Inmigrantes del Noroeste / Calasparra | Calasparra | Ecuador and Morocco | Calasparra | Cultural, sport, social activities |
| Asociación de Ecuatorianos residentes en Jumilla | Jumilla | Ecuador | Region of Murcia | Promotion of the integration of the immigrants to the Spanish culture To defend the rights of the immigrants To spread, inform and consult Interchange of cultures |
| INTIRAYMI Asociación de Emigrantes por la Cultura y la Solidaridad | Lorca | Ecuador, Spain, Chile, Bolivia, Magreb, Peru, Colombia, Africa | Region of Murcia | Recognition and improvement of the quality of life To give services to the necessities of the members Cultural and solidarity activities |
| Asociación para la formación y desarrollo de las personas y pueblos de Ecuador | Mazarrón | Ecuador | Region of Murcia | To inform the immigrants about the legal issues Sports activities Works about the aspects of xenophobia and discrimination |
| Asociación Tawasol Mazarrón | Mazarrón | Morocco and others | Mazarrón | Support to the immigrant people Cultural and sports activities |
| Argentinos en el Exterior | Murcia | Argentina | Region of Murcia | To inform and resolve the problems related to immigration and work |
| Asociación Cultural de Danza Folklórica Latinoamericana Esperanzas Andinas | Murcia | Ecuador | Region of Murcia | To form, spread the art of the Ecuadorian culture, works of integration, incentives for the free time of the youth and children |
| Asociación FASO-TON de Mali | Murcia | Mali | Murcia | Support the immigrant people Promotion the mutual knowledge of the Spanish and Mali cultures Sports and cultural activities |
| Asociación de Fulbe, Murcia | Murcia | Senegal, Mali, Guinea and Mauritius | Region of Murcia | To foment the solidarity Promotion the Pular culture in the RoM |
| Asociación de Senegaleses de la Región de Murcia | Murcia | Senegal | Region of Murcia | To favor the integration and avoid the obstacles that limit To defend the rights of the immigrants |

| Name of the Asociation | Municipality | Nationality of the members | Activity zones | Objectives and principal activities |
|---|---------------------|--|-----------------------|---|
| Asociación IEMANYÁ Espacio integral de desarrollo personal, Murcia | Murcia | Brasil, Spain and others | Region of Murcia | Promotion of the integral development of the people with shortages and/or psychological conflicts, acting in individual, familiar, group and social aspects through the educational, cultural, psychotherapeutical activities of integration and formation, directed to the habitants of the RoM, both women and men and both immigrant and Spanish people |
| Asociación Asamblea IGBO de la Región de Murcia | Murcia | Nigeria | Region of Murcia | Promotion of the unity and the brotherhood among the igbos that reside in Murcia and surroundings To animate the IGBOS of Murcia to help mutually for the opportunities of work, education, housing, legal issues etc. Promotion of the art and culture of the IGBOS |
| IVORE Murcia | Murcia | Coast of Marfil | Region of Murcia | To provide the necessary means to consult and orient the members To favor the cultural interchange |
| Asociación de Ucrainianos de la Región de Murcia | Murcia | Ukraine, Rusia, Poland and other Eastern countries | Region of Murcia | Promotion of the social, labor and cultural integration to the host society To facilitate the inclusion of the immigrants to the information of the service and existing resources in matters of housing, work, health and education. To realize the necessary actions that complements the other public and private projects for Ukrainian people Promotion of the cultural knowledge and the structure of the host society and awareness about the customs and traditions that co live in the same society |
| Asociación Orquesta Electrónica (Los Rrolis) | Totana | Ecuador | Totana | To realize musical and other meetings |
| Asociación de mujeres indígenas del Cañar-Ecuador | Totana | Ecuador | Totana | To recover the cultural values of the Caniar population: meetings of music, folkloric dances and native handwork expositions Activities of capacity and formation To encourage the participation and co living of Spanish and Caniar women To collaborate with the present associations of the Municipality of Caniar and establish the activities of cooperation to development |
| Asociación de Ecuatorianos residentes en Yecla (EQUA-Y) | Yecla | Ecuador | Yecla | To encourage the integration between the immigrant and Spanish people To realize sports and free time activities To inform and consult the immigrants about the interested themes |

Source: FEDASIM, 2005

Annex – 6

Principal associations that give service to the immigrants in the Region of Murcia

| MUNICIPALITY | THE NAME OF THE ASSOCIATIONS |
|---------------------|---|
| ÁGUILAS | <ul style="list-style-type: none"> ▪ CENTRO DE SERVICIOS SOCIALES. SERVICIO DE ATENCIÓN AL INMIGRANTE (AYUNTAMIENTO DE ÁGUILAS) ▪ PROYECTO PUERTAS ABIERTAS DE INTEGRACIÓN SOCIAL DEL INMIGRANTE ▪ CÁRITAS INTERPARROQUIAL DE ÁGUILAS |
| ALCANTARILLA | <ul style="list-style-type: none"> ▪ CENTRO DE SERVICIOS SOCIALES. SERVICIO DE ATENCIÓN AL INMIGRANTE (AYUNTAMIENTO DE ALCANTARILLA). |
| ALHAMA | <ul style="list-style-type: none"> ▪ CARITAS INTERPARROQUIAL DE ALHAMA DE MURCIA |
| BENIJAN | <ul style="list-style-type: none"> ▪ ASOCIACIÓN BENIRAM |
| BULLAS | <ul style="list-style-type: none"> ▪ ASOCIACION KUPIA KUMI |
| CARAVACA | <ul style="list-style-type: none"> ▪ CENTRO DE SERVICIOS SOCIALES (MANCOMUNIDAD DE LA COMARCA DEL NOROESTE) |
| CARTAGENA | <ul style="list-style-type: none"> ▪ ASOCIACIÓN DE TRABAJADORES INMIGRANTES MARROQUÍES EN ESPAÑA DE CARTAGENA ATIME ▪ CRUZ ROJA ESPAÑOLA- CARTAGENA ▪ MURCIA ACOGE, DELEGACIÓN DE CARTAGENA |
| JUMILLA | <ul style="list-style-type: none"> ▪ CRUZ ROJA ESPAÑOLA- JUMILLA |
| LORCA | <ul style="list-style-type: none"> ▪ MURCIA ACOGE- DELEGACIÓN DE LORCA ▪ ASOCIACIÓN ASSALAM (LA PAZ) ▪ CRUZ ROJA ESPAÑOLA- LORCA ▪ SEDIMUR - CARITAS INTERPARROQUIAL DE LORCA. CARITAS ▪ ASOCIACION CAZALLA – INTERCULTURAL |
| MOLINA | <ul style="list-style-type: none"> ▪ CRUZ ROJA ESPAÑOLA- MOLINA DE SEGURA ▪ PLATAFORMA DE INMIGRACIÓN DE MOLINA |
| MULA | <ul style="list-style-type: none"> ▪ SERVICIO DE ATENCIÓN AL INMIGRANTE (MANCOMUNIDAD DE SERVICIOS SOCIALES "RIO MULA") |
| MURCIA | <ul style="list-style-type: none"> ▪ ACSUR. ASOCIACIÓN DE COOPERACIÓN CON EL SUR ▪ ASOCIACIÓN DE MUJERES INMIGRANTES PARA LA INTEGRACIÓN. AMICITIA ▪ ASOCIACION NACIONAL PROYECTO ABRAHAM ▪ ASOCIACIÓN DE TRABAJADORES E INMIGRANTES ▪ MARROQUÍES EN ESPAÑA .ATIME MURCIA ▪ CARITAS INTERPARROQUIAL DE MURCIA ▪ CEPAIM - CONSORCIO DE ENTIDADES PARA LA ACCIÓN INTEGRAL CON MIGRANTES. |

| | |
|-----------------------|--|
| | <ul style="list-style-type: none"> ▪ COLUMBARES. ▪ CRUZ ROJA ESPAÑOLA – MURCIA ▪ FEDERACION RASINET ▪ FUNDACIÓN RADIO ECCA ▪ FUNDACIÓN SECRETARIADO GITANO ▪ JOVENES SIN FRONTERAS NI COLORES. JSFNC ▪ MOVIMIENTO POR LA PAZ, EL DESARME Y LA LIBERTAD DE LA REGIÓN MURCIANA. .MPDL- R.DE MURCIA CICLO DE CHARLAS DE SENSIBILIZACIÓN EN CENTROS EDUCATIVOS ▪ MURCIA ACOGE, DELEGACIÓN DE MURCIA ▪ OFICINA REGIONAL DE ATENCIÓN A LA INMIGRACIÓN. OFRAIN ▪ SECCIÓN DE PREVENCIÓN E INSERCIÓN. CONCEJALÍA DE BIENESTAR SOCIAL Y PROMOCIÓN DE LA IGUALDAD (AYUNTAMIENTO DE MURCIA) ▪ SERVICIOS Y ACTIVIDADES DIVULGATIVAS .SYAD. CHARLAS DE SENSIBILIZACIÓN "DIÁLOGOS PARA EL FUTURO" ▪ TELÉFONO DE LA ESPERANZA DE MURCIA ▪ TRAPEROS DE EMAÚS |
| PUERTO LUMBRERAS | <ul style="list-style-type: none"> ▪ CENTRO DE SERVICIOS SOCIALES. SERVICIO MUNICIPAL DE ATENCIÓN AL INMIGRANTE (AYUNTAMIENTO DE PUERTO LUMBRERAS) |
| SAN JAVIER | <ul style="list-style-type: none"> ▪ CENTRO DE SERVICIOS SOCIALES. SERVICIO DE ATENCIÓN AL INMIGRANTE (AYUNTAMIENTO DE SAN JAVIER) |
| SAN PEDRO DEL PINATAR | <ul style="list-style-type: none"> ▪ CRUZ ROJA ESPAÑOLA. ASAMBLEA COMARCAL MAR MENOR NORTE |
| SANTOMERA | <ul style="list-style-type: none"> ▪ PROYECTO CONTRA EL RACISMO Y LA XENOFOBIA ▪ ASOCIACIÓN MELÓNMANOS DE SANTOMERA |
| TORRE PACHECO | <ul style="list-style-type: none"> ▪ CENTRO DE SERVICIOS SOCIALES. SERVICIO DE ATENCIÓN A INMIGRANTES (MANCOMUNIDAD DE SERVICIOS SOCIALES DEL SURESTE) ▪ MURCIA ACOGE, DELEGACIÓN DE TORRE PACHECO |
| TOTANA | <ul style="list-style-type: none"> ▪ CRUZ ROJA ESPAÑOLA- TOTANA ▪ MURCIA ACOGE- DELEGACIÓN DE TOTANA. |
| LA UNION | <ul style="list-style-type: none"> ▪ MURCIA ACOGE, DELEGACIÓN DE LA UNIÓN |
| YECLA | <ul style="list-style-type: none"> ▪ CRUZ ROJA ESPAÑOLA – YECLA ▪ CENTRO DE SERVICIOS SOCIALES. SERVICIO MUNICIPAL DE ATENCIÓN A INMIGRANTES (AYUNTAMIENTO DE YECLA). ▪ ASOCIACIÓN ECUADOR-AMAZÓNICO DE YECLA. ECUA-Y ▪ RED DE APOYO SOCIAL AL INMIGRANTE .RASINET |

Source: CEPAIM, FAIRMUR, 2006; Gabinet d'Estudis Socials, 2008; CEPAIM and FEDASIM, 2005; 2006; 2007

Annex-7

The entities of the network that have participated to the evaluation of ‘Manual de Buenas Prácticas de Acogida e Inserción Laboral de las Personas Inmigrantes en la Región de Murcia’

| ENTITIES OF THE NETWORK THAT HAVE PARTICIPATED TO THE EVALUATION |
|---|
| Asociación Beniram |
| Asociación Columbares |
| Asociación Cultural y Social BETO |
| Asociación de productores, exportadores de frutas, uva de mesa y otros productos agrarios (APOEXPA) |
| Asociación de Senegaleses de la Región de Murcia |
| Asociación de Trabajadores Inmigrantes Marroquies en España, Región de Murcia, (ATIME Murcia) |
| Asociación Murcia Acoge |
| Asociación Murcia Neri por los Inmigrantes |
| Asociación Nacional Proyecto Abraham |
| Asociación para la Prevención, Reinserción y Atención de la Mujer en Riesgo de Exclusión de la Región de Murcia (APRAMU) |
| Asociación para la Promoción Sociocultural (ASPROSOCU) |
| Asociación Regional de Empresas Agrícola y Ganaderas de la Comunidad Autónoma de la Región de Murcia/ Asociación de Jóvenes Agricultores (ADEA-ASAJA) |
| Banco de Alimentos de la Región de Murcia |
| Cáritas Diocesana de Cartagena-Murcia |
| Colectivo “La Huertecica” para el seguimiento y apoyo de jóvenes y adultos |
| Comité de Apoyo a las Trabadoras del Sexo (CATS) |
| Comisión Obreras Región de Murcia |
| Consortio de entidades para la Acción Integral de los Inmigrantes (CEPAIM) |
| Coordinadora de Organizaciones de Agricultores y Ganaderos, Iniciativa Rural de Murcia (COAG IR) |
| Federación de Cooperativas Agrarias de Murcia (FECOAM) |
| Federación RASINET |
| Fundación INSERT |
| Fundación Jesús Abandonado |
| Fundación Secretariado Gitano |
| Fundación Sierra Minera |
| Hogar del Buen Samaritano |
| Hospitalidad Santa Teresa |
| Instituto de Desarrollo Comunitario (IDC) |
| Movimiento por la Paz, el Desarme y la Libertad (M.P.D.L Región de Murcia) |
| Oficina Autónoma de Cruz Roja Español-Murcia |
| Radio ECCA Fundación Canaria |
| Red de Apoyo a la Integración Sociolaboral (Fundación Rais) |
| UGT de Murcia |
| Unión de Pequeños Agricultores y Ganaderos (UPA UGT) |
| Unión Sindical Obrera (USO) |

Source: Gabinet d’Estudis Socials, 2008: 24

| AREAS | OBJECTIVES |
|---|--|
| SOCIAL | <p>To facilitate the access of immigrant population to the social resources</p> <p>To favour the active participation of the immigrant population in the society to achieve an intercultural co-living, mutual knowledge between the societies and the elimination of stereotypes (cultural, gender...)</p> <p>To improve the knowledge of the social reality of the immigration.</p> <p>To make awareness to receptor society about the migratory phenomenon</p> |
| EDUCATION AND CULTURE | <p>To continue in the development of measures which guarantee the efficiency of the principle of equality of the opportunities in the education of the students in disadvantaged socio-educative situation as a consequence of their origin.</p> <p>To impulse actions that guarantee the education quality, promoting the construction of the intercultural dimension in the co-living of cultures.</p> <p>To develop specific measures of integrator character directed to the students to facilitate the incorporation and social integration of the families coming from other cultures and with other special social difficulties</p> <p>To impulse the coordination and collaboration of the social initiative with the educative action of distinct Administrations, Institutions and NGOs for the convergence and development of mentioned actions of the Plan.</p> <p>To promote the interculturality and co-living between cultures through the adaptation and enlargement of the Services of the Regional Library of Murcia, in that way, of the Red of the Municipal Libraries of the Region, to the specific necessities of the ethnic minorities and existing cultures in the RoM.</p> |
| HEALTH | <p>To know the health state and the utilization of the health services of the immigrants in the RoM</p> <p>The prevention and protection of the health</p> |
| HOUSING | Facilitate the access of the housing for the immigrants |
| EMPLOYMENT AND FORMATION | <p>Promotion of the labour integration in equal conditions</p> <p>Prevention of labour risks in the immigrant population</p> <p>Improvement of the labour abilities of the immigrant population</p> |
| COOPERATION AND EUROPEAN NETWORKS | <p>To contribute to the human development of the countries of origin of the immigrants</p> <p>To imply to the immigrant population in the sustainable human development of their countries of origin</p> <p>To proportionate the participation of projects financed by the EU and/or transnational character that empowers the work in red and exchange and cooperation between the diverse actors in relation with the immigration</p> |
| COORDINATION AND NORMATIVE DEVELOPMENT | To propose measures to coordinate actions in local, regional and national perspective included in the Plan |

Source: Consejería de Política Social, *et.al*, 2007: 46-5

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