

Immigrant reception, integration and educational support fund Host Country Report

Ministry of Labour and Immigration

“Since it was established in 2005, the Immigrant Reception, Integration and Educational Support Fund has proved to be an effective tool contributing to develop a model for cooperation between Administrations, providing sustainability, and increasing action on immigrant integration, and has both enabled financial efforts to be joined and facilitated the exchange of information and shared learning”.

(Stated purpose in the cooperation framework for the management of the Immigrant Reception, Integration and Educational Support Fund 2008.)

Since the turn of the century, with the arrival of immigrants in search of employment and better living conditions, Spain has experienced an exponential growth in the registered foreign population. The consolidation of this process and the speed at which it has taken place have shown that neither society nor the public administrations were prepared to take on and assimilate this migration phenomenon.

When going through official statistics, we see that while there were 923,879 foreign citizens registered in 2000, in 2008 there are 5,220,577, of whom 4,007,256 come from countries other than the 25 members of the European Union, as opposed to 494,035 in 2000.

There has also been a significant change in the make-up of the foreign born population as broken down by regions of origin. Currently, the highest percentage comes from Latin America. By nationalities, according to provisional data from the January 2008 municipal census, Rumania was in first place with 728,967 of its citizens registered, followed by Morocco with 644,688, Ecuador with 420,110 and Colombia with 280,705.

Together with the social and economic benefits that these persons have brought with them, shortcomings in our welfare state's services have also made themselves apparent, and it has been necessary to face the challenges posed their joining in the labour market, by the increase in demand for social services, and by the need for a harmonious living with the amongst neighbours and the access to social services.

For these reasons, a new and definitive push forward in integration policies needed to be made, and this push had to involve all levels of government and civil society alike, including immigrants.

In 2004, the Secretariat of State for Immigration and Emigration was established with a General Directorate for Immigrant Integration within the Ministry of Labour and Social Affairs. A significant increase in funding allocated to foster integration policies with the immigrant population was provided for in the 2005 National Budget.

One of the measures adopted by the Government to take care of immigrants and foster their integration into society was the establishment in 2005 of a Support Fund to carry out activities with this aim. The Fund had a specific allocation of 120 million Euros out of the National Budget.

It is important to note that in 2004, only 7.6 millions Euros had been endowed to this purpose, proof of the will to give integration a clear push forward.

The Fund's goal is to bolster and financially support action in Spain's regions, known as *Comunidades Autónomas*, and municipalities aimed at the social integration of immigrants in order to foster social cohesion.

Basic principles promoted by the European Commission and backed by the European Council were borne in mind as tools for immigrant integration when the Fund was established.

Two relevant aspects were taken into account when allocating the funds. One included the distribution of competencies regarding immigration and integration set out by the Spanish Constitution, the regulations issued by Spain's regions, and the competencies held by local governments under which integration actually takes place. The other was the need to increase all kinds of services, including education, and tailor them in quantitative terms to the population's new necessities.

At the same time, in proceeding to allocate the Fund in a balanced way among all the regions and the autonomous cities of Ceuta and Melilla, it was very important to establish some objective allocation criteria, taking several variables into consideration such as the immigrants' needs for attention that began to be detected in the areas of health, education, social services, housing, as well as a higher concentration of immigrants in certain geographical areas (Mediterranean coast, large cities, the islands...).

In order to regulate the application of the recently created Fund, a "Cooperation Framework for the management of the Immigrant Reception, Integration and Educational Support Fund" was prepared. The Cooperation Framework includes the notion of integration taken on by the Council, i.e. an on-going, two-way process involving mutual adaptation between the host society and immigrants.

The High Council for Immigration Policy, -a collegiate cooperation and coordination body in which the General State Administration, the regions, and local governments are represented-, that analyses objective criteria for the allocation of the Support Fund based on the Cooperation Framework. Once informed of the allocation criteria in this forum, the Support Fund allocation corresponding to each region is adopted by a Council of Ministers agreement.

The funds allocated in the National Budget for activities financed through the Support Fund have steadily increased since it was established in 2005. In 2006 funding was increased by 52% over the prior year, amounting to a total of 182.4 million Euros. In 2007 and 2008 the Fund had a budget allocation of 200 million Euros.

YEAR	TOTAL EUROS	ANNUAL VARIATION
2005	120,000,000	
2006	182,400,000	52.0%
2007	200,000,000	9.6%
2008	200,000,000	0.0%

Cooperation Framework for the Management of the Immigrant Reception, Integration, and Educational Support Fund.

The Directorate General for Immigrant Integration is in charge both of the management and the monitoring of the Support Fund.

The Cooperation Framework for the management of the Support Fund is based on the following premises:

- Integration is conceived as a two-way process of mutual adaptation process affecting society as a whole.
- A global or holistic approach must be adopted, since the process involves all aspects of people's lives.
- There is co-responsibility in the integration process, which involves the different levels of government, all social players including immigrants themselves, and the society as a whole.
- There must be an active cooperation between the public sector and civil society in order to promote policies, bring together initiatives, and provide coherence of actions taken on in both sectors.
- Public action must provide universal coverage and facilitate immigrants' normalized access to services provided for the population at large.
- Issues regarding immigrant integration must be crosscutting throughout all relevant public policies.

In addition, equality, non-discrimination, citizenship, and inter-culturality are also general principles applied.

To allocate the annual budget with which the Fund has been endowed since 2005, objective criteria have been established. Although these criteria are revised annually, they have not changed substantially.

The total amount Fund was allocated in 2005 in two major portions, one to finance reception and integration actions, and the other to bolster education. In the face of the new needs for specific support for the regions, and always within the Cooperation Framework between the different levels of government, in 2007 two new budget items were earmarked for non-accompanied minors under the guardianship of the regions, and for pluri-regional activities in training, exchange of experiences, and evaluation.

In 2008 the Fund was allocated among the first three items since the pluri-regional activities were financed by the European Integration Fund. Allocation over the Fund's four year existence has been as follows:

**SUPPORT FUND ALLOCATION
2005-2008**

AREAS OF ACTIVITY	2005		2006		2007		2008	
	Euros	%	Euros	%	Euros	%	Euros	%
Reception and Integration	72,000,000	60%	91,200,000	50%	98,000,000	49.0%	105,875,000	52.9%
Educational support	48,000,000	40%	91,200,000	50%	90,000,000	45.0%	86,625,000	43.3%
Attention for Non-Accompanied Minors moved from the Canary Islands					10,000,000	5.0%	7,500,000	3.8%
Pluri-regional activities					2,000,000	1.0%		
TOTAL	120,000,000	100%	182,400,000	100%	200,000,000	100.0%	200,000,000	100.0%

The **Reception and Integration budget item** is allocated among the different regions using the following criteria referred to each region on a given date: the foreign population registered on the municipal census; the number of workers from non-European Union countries enrolled in the Social Security system, excluding the special agricultural regime; and the number of workers from non-European Union countries who fall within the special agricultural regime.

In addition, in applying an inter-territorial solidarity criterion in order for all regions to receive at least a minimum stable contribution, a “basic allocation” is provided. An additional amount is also considered for those regions in a “special situation” due to their higher numbers of migrants: Andalusia; the Canary Islands; Catalonia; Madrid; Murcia; the Valencia region; and the autonomous cities of Ceuta and Melilla.

The weighting system applied for this budget item is as follows:

VARIABLES FOR ALLOCATION UNDER RECEPTION AND INTEGRATION	WEIGHTING
BASIC ALLOCATION	10%
SPECIAL SITUATION	20%
MIGRANTS ON MUNICIPAL REGISTERS	35%
WORKERS ENROLLED IN THE AGRICULTURAL REGIME	10%
WORKERS ENROLLED IN THE SOCIAL SECURITY SYSTEM	25%
TOTAL	100%

The following criteria are used to allocate the **educational support budget item**: the number of non-European Union pupils enrolled in primary and secondary schools, and the number of pupils from non-Spanish-speaking countries.

VARIABLES FOR ALLOCATION UNDER EDUCATIONAL SUPPORT	<i>WEIGHTING</i>
FOREIGN PUPILS ENROLLED IN SCHOOL	60%
STUDENTS FROM NON-SPANISH-SPEAKING COUNTRIES	40%
TOTAL	100%

The allocation of the **budget item for care of non-accompanied minors** was set at a fixed amount per day and slot, according to the number of minors taken care of each year by the region's protection system.

The commitment on the part of the regions to devote at least 40% of the funding they receive through the Fund to activities either implemented or promoted by local governments is another aspect to be highlighted among the criteria for allocating funding included in the Cooperation Framework.

This framework, in addition to setting out the objective criteria used to allocate the Fund, also provides details on the major guidelines for intervention as well as the areas and measures for action proposed by the regions to be financed through the Support Fund. The Fund aims to bolster public services, complement the actions of regions in the areas in which the greatest needs for intervention are detected, support the training of professionals in inter-culturality, and transfer both knowledge and best practices.

The areas for action included in the Fund are those appearing in the Strategic Plan for Citizenship and Integration, i.e.: reception, education, employment, housing, social services, health, childhood and youth, equal treatment, women, participation, awareness-raising and co-development.

The management model adopted by the Fund is underpinned by five operational principles: respect for jurisdiction; support for actions that have been implemented with significant resources; cooperation between the different levels of government; cooperation with departments in charge of sectorial policies, and participation of social organisations both in designing and implementing action.

The implementation of this management model takes shape with the signing of a cooperation agreement between the Ministry of Labour and Immigration and each one of the regions. The agreements were signed in 2005, and as of 2006 annual protocols have been signed to extend these agreements.

Before signing the agreements and the annual extension protocols, the departments in charge of integration policies and of education in the regions had to first draw up an annual Action Plan including, in addition to general information on the situation of immigration in their region, a programme to be implemented including a description of each one of the actions, its area and the measure under which it falls, those in charge of its implementation, cost, source of financing, and relevant indicators. Since 2006, guidelines have been provided annually for the drafting of the Action Plans. Once the Action Plans have been revised with the Directorate General for Immigrant Integration in order to verify compliance with the Cooperation Framework, the Plan is approved and signed by both parties.

The agreement is co-financed by the Ministry of Labour and Immigration and the corresponding region. The region funds at least 30% of the total cost of the reception, integration and educational support action. Furthermore, the regions engage to provide visibility both to the Fund and to the General State Administration in their own actions financed by the Fund and those carried out by the municipalities.

For monitoring purposes, a technical team under the Directorate General for Immigrant Integration is in charge of coordinating with the departments of regional governments involved in implementing the Action Plan. Among other aspects, monitoring involves receiving information back from the regions and handling requests for authorization from the Directorate General for Immigrant Integration to modify Action Plans already approved. Technical meetings are also held with representatives from the regions in order to exchange information on the drafting of both the Action Plans and their corresponding reports. Consultation is provided on the management of the Fund and, if necessary, bilateral meetings are held.

The Agreement stipulates that technical monitoring meetings shall be held. Each year, the Technical Monitoring Commission meets in order to check up progress in Action Plan implementation, to analyze potential difficulties and to clarify certain issues. The meetings are usually also accompanied by in-the-field visits to get a first hand appraisal of the implementation of actions done directly either by the region or the municipalities.

The Cooperation Framework sets a date for submitting mandatory documents including both the annual presentation of the Action Plan, and the implementation reports and justification of expenditure. The Monitoring Commission meetings are generally held during the last quarter of the year in order to be able to analyze Action Plan implementation status.

The Cooperation Framework also asks for a periodic evaluation, and in 2007 the first evaluation of the Support Fund executed in 2006 was performed. Further information is available in another section.

Information on Fund Allocation and Implemented Action

Earlier in this report, general information was provided on the annual budget allocated to the Fund since it was established, and the percentage variations in its allocation. Annex 1 shows how allocation among the different regions has evolved over the four year period in which the Fund has been applied. It can be noticed that the allocation received by regions has increased annually, though in varying proportions, according to the variables used in the weighting process for allocation.

Insofar as the breakdown by areas, Annex 2 provides the evolution of the total Ministry of Labour budgets allocated to these areas, both in absolute terms and with their percentage variations.

It must be noticed that, in addition to the area of Education to which nearly 50% of the Support Fund financing must be allocated, the area of Reception is where most actions have been implemented and which has received the largest amount of funding, followed by the area of Social Services. The budget allocated to the area of Awareness Raising has gradually increased, both in absolute and in relative terms.

The category Others/Local Governments is not broken down because in addition to the fact that some regional governments include an amount for management, training and evaluation, many also include the 40% allocation that they must channel to local governments through public tenders for projects to be subsidized, meaning that the final allocation by areas cannot be ascertained until these tenders have been awarded.

Insofar as the types of action implemented, a distinction can be made in the area of Reception between the introductory reception programs and those providing care to persons in vulnerable situations who require more complex and continuous services.

The programmes falling under the area of Education are focused on the formal education system, vocational training, and promotion of inter-cultural education.

Action under the heading Employment is aimed to fostering adult access to vocational training, to fostering self-employment, and to fostering training on occupational hazard prevention.

Under Housing, intervention in local areas with many immigrants tries to achieve that social services play a role in managing intercultural harmony, social and community mediation, and prevention of conflicts.

The effort being made to bolster primary care services is seen through actions under the Social Services heading.

The areas concerning Women, Childhood and Youth are implemented in coordination with bodies specifically devoted to these policies.

Evaluation of the Support Fund for 2006

In 2007 an external evaluation of the 2006 Support Fund was performed. The approach taken in the evaluation was a comprehensive analysis and appraisal of the Support Fund as a model for cooperation.

Based on process, efficiency and relevance criteria, the attempt was made to use evaluation to ascertain the cooperation model implemented between the various levels of government set out vis-à-vis Fund allocation, the allocation's impact in generating cohesiveness among integration policies and, particularly, the model's pertinence and suitability, including an examination of priorities established as compared with needs.

The Evaluation Report's conclusions show the positive result in terms of the Cooperation Framework's cohesiveness for management on the whole and according to areas of action being examined. The Fund's push was not only considered important because of the cooperation achieved among the three different levels of government, but also due to shared learning experience. From the financial standpoint, a major step forward was taken in bolstering reception systems and, particularly, social services, education, and employment, especially at a local level.

In addition, insofar as organisation and processes are concerned, the lack of duly trained human resources, and in certain cases the lack of regional and local governments' financial resources was brought out on the report. Furthermore, certain differences within the regional administrations and among these and municipalities have been noticed. In certain cases, resource allocation

mechanisms were called into question since there is no connection with results. The monitoring mechanism established to analyze compliance with the Agreement is therefore not always effective since information is not received in full and on time.

Finally, it is important to stress that the Support Fund's goal is normalisation, and it merely serves as transitory reinforcement mechanism. Turning the Support Fund into a specific tool for immigrants should be avoided since it would go against the concept of integration defined in 2004 by the European Union Council as "a two-way dynamic readjustment process on the part of all immigrants and residents of member States".

ANNEX 1

INMIGRANT RECEPTION, INTEGRATION AND EDUCATIONAL SUPPORT FUND

Allocation of the Fund by regional administrations 2005-2008

Regional Administrations (RA)	ALLOCATION MTAS* 2005		ALLOCATION MTAS* 2006		ALLOCATION MTAS* 2007		ALLOCATION MTAS* 2008	
	Euros	%	Euros	%	Euros	%	Euros	%
ANDALUCÍA	13.127.876	10,9%	20.550.363	11,3%	21.126.276	11,2%	21.857.184	11,4%
ARAGÓN	3.593.691	3,0%	5.816.229	3,2%	6.211.109	3,3%	6.354.473	3,3%
ASTURIAS	1.053.141	0,9%	1.577.033	0,9%	1.606.104	0,9%	1.696.084	0,9%
BALEARES	3.445.477	2,9%	5.294.633	2,9%	5.163.141	2,7%	5.364.890	2,8%
CANARIAS	5.735.324	4,8%	8.503.513	4,7%	9.052.710	4,8%	9.613.344	5,0%
CANTABRIA	992.643	0,8%	1.550.843	0,9%	1.541.837	0,8%	1.646.972	0,9%
CASTILLA-LA MANCHA	4.185.082	3,5%	7.278.048	4,0%	7.672.850	4,1%	7.938.276	4,1%
CASTILLA Y LEÓN	3.222.288	2,7%	5.591.380	3,1%	5.852.539	3,1%	6.084.373	3,2%
CATALUÑA	27.096.708	22,6%	40.942.170	22,4%	42.485.635	22,6%	42.909.218	22,3%
COM. VALENCIANA	14.375.555	12,0%	22.540.940	12,4%	22.715.542	12,1%	22.814.228	11,9%
EXTREMADURA	1.379.481	1,1%	1.933.385	1,1%	1.985.617	1,1%	2.040.732	1,1%
GALICIA	1.832.283	1,5%	2.671.820	1,5%	2.784.695	1,5%	3.072.078	1,6%
MADRID	27.754.749	23,1%	40.218.646	22,0%	40.794.098	21,7%	40.854.057	21,2%
MURCIA	7.442.986	6,2%	11.116.130	6,1%	11.687.270	6,2%	12.325.494	6,4%
NAVARRA	1.188.109	1,0%	1.415.649	0,8%	1.515.768	0,8%	1.603.130	0,8%
PAÍS VASCO	1.275.590	1,1%	1.662.801	0,9%	1.857.966	1,0%	2.166.744	1,1%
RIOJA (LA)	1.356.341	1,1%	2.057.132	1,1%	2.171.974	1,2%	2.187.422	1,1%
CEUTA	442.283	0,4%	827.946	0,5%	871.869	0,5%	960.603	0,5%
MELILLA	500.393	0,4%	851.337	0,5%	903.000	0,5%	1.010.698	0,5%
TOTAL	120.000.000	100%	182.400.000	100 %	188.000.000	100%	192.500.000	100%
TOTAL MTAS+RA	161.952.412		246.348.920		271.898.431		315.008.581	

*Ministerio de Trabajo y Asuntos Sociales

ANNEX 2

Financing by areas according to Action Plans. Years 2005- 2008

AREAS	2005		2006		2007		2008	
	MTAS	% area/total	MTAS	% area/total	MTAS	% area/total	MTAS	% area/total
I. Reception	13.585.640	11,3%	17.431.792	9,5%	18.460.672	9,9%	20.016.138	14,0%
II. Education	48.000.100	40,0%	91.200.000	49,5%	88.999.486	47,9%	85.642.784	43,4%
III. Employment	3.960.638	3,3%	6.196.224	3,4%	6.431.749	3,5%	6.385.170	3,1%
IV. Housing	2.429.536	2,0%	2.305.917	1,3%	1.291.184	0,7%	1.484.787	0,8%
V. Social Services	8.752.154	7,3%	9.800.765	5,3%	10.776.559	5,8%	11.814.058	6,0%
VI. Health	1.167.530	1,0%	1.580.187	0,9%	1.614.515	0,9%	1.942.754	1,0%
VII. Childhood and Youth		0,0%	1.581.502	0,9%	1.523.794	0,8%	1.306.893	0,7%
VIII. Equal treatment	394.575	0,3%	660.206	0,4%	310.389	0,2%	562.122	0,3%
IX. Women	994.727	0,8%	1.551.828	0,8%	1.943.224	1,0%	1.691.226	0,9%
X. Participation	1.788.357	1,5%	2.295.654	1,2%	2.837.895	1,5%	3.969.784	2,0%
XI. Awareness raising	2.012.027	1,7%	3.359.789	1,8%	4.626.893	2,5%	5.604.178	2,7%
XII. Co-development		0,0%	265.500	0,1%	1.134.690	0,6%	1.192.850	0,7%
XIII. Others/Local governments	36.914.716	30,8%	46.017.638	25,0%	45.876.976	24,7%	48.288.075	24,4%
Total	120.000.000	100,0%	184.247.002	100,0%	185.828.026	100,0%	189.900.818	100,0%