An agreement to live together

National Agreement on Immigration

signed in Barcelona on 19 December 2008

http://www.gencat.cat/dasc/pni
An agreement to live together

National Agreement on Immigration

signed in Barcelona on 19 December 2008
The foundation document for the National Agreement on Immigration is divided into three lines: management of migratory flows and access to the job market, adapting public services to a diverse society, and integration in a common public culture. Each of the lines is divided into challenges, where the reader will find prevailing policies which need to be reinforced and the new measures that need to be brought in numbered consecutively for all the sections referred to above.
You have in your hands the National Agreement on Immigration, an agreement for living together. This document was signed by 32 institutional, political, economic and social agents on 19th December 2008, after months of intense joint work.

The National Agreement on Immigration wishes to help explain to us all of the changes undergone, listen to society’s requests about such and provide a response.

The Agreement thus affirms that immigration is here to stay and that we need to make it cohesive. This implies a resizing of public policies. Further, it also means that those of us that recognise our differences but wish to live together, do so by positively evaluating diversity while, at the same time, defining a space of cohesion and common public culture.

This analysis and future proposal is the product of joint work by over 1,700 persons, who have made possible a process of shared governance. Our work does not finish with this Agreement document and, by learning from the past experience, this form of governance will become necessary to correctly oversee the migratory phenomenon—an issue that will determine how our future will be.

It was a necessity to develop common thought and practice on planning with regards to immigration that would offer us a new social agreement. The National Agreement for Immigration basically tells us that despite our different origins we want to live together in today’s Catalonia. It is as simple as that; and as complex as that.

Carme Capdevila i Palau
Catalan Minister for Social Action and Citizenship
After an extensive process of social dialogue and negotiation, the Government of Catalonia (Generalitat), together with parliamentary groups, local authorities, economic and social agents and members of the Citizenship and immigration committee (representing the associations related to managing immigration) have signed the National Agreement on Immigration.

The consensus involved in the National Agreement on Immigration represents a further step forward after the many great initiatives that have been performed through the local setting and associations, as well as the different Governments of the Generalitat, in order to encourage the management, reception and integration of immigration.

The Agreement includes a shared analysis on the big transformations experienced, puts forward a shared vision and agrees a set of challenges that must be met. It also identifies the actions that must be performed so that those of us of different origins and who want to live together can do so within a framework of social cohesion and opportunities for everyone.

The National Agreement on Immigration wishes to respond directly to the demands raised by our society regarding the demographic change undergone and its consequences. Consequently it is structured according to three lines: management of migratory flows and access to the job market, adapting public services to a diverse society, and integration in a common public culture.

To manage migratory flows and entry to the job market, the Agreement proposes: the mobilisation of domestic human resources in order to ensure the mobility and competitiveness of the productive base; the overseeing of external flows, and aligning of legislation with reality, and a management of migratory flows that is responsible and coordinated with the countries of origin.

To adapt public services to a diverse society, the document proposes: creating a universal admission service; sizing public services accordingly to guarantee access to all persons, as well as managing immigration based on transversality and inter-institutional coordination.

To achieve integration in a common public culture the Agreement suggests: encouraging participation in public life; making Catalan the common public language; living together among a plurality of beliefs; ensuring equal opportunities between men and women; incorporating the gender perspective, and strengthening policies aimed at children, young people, the elderly and families.

The Government, parliamentary groups, institutions, signatory economic and social groups and the Citizenship and immigration committee commit ourselves to implementing the actions envisaged in the National Agreement on Immigration and monitoring such through a commission created with this goal.

Palau de la Generalitat, Barcelona, 19th December 2008
An Agreement to Live Together: National Agreement on Immigration

Economic and social agents

- Mr. Josep Pujol Segarra, General Secretary of National Labour Promotion
- Mr. Josep González i Sala, President of Small and Medium-Sized Enterprises of Catalonia (PIMEC)
- Ms. Eva Granados i Galiano, Secretary of Institutional Policy for the General Union of Workers (UGT) of Catalonia
- Mr. Joan Caball i Subirana, President of the Rural Workers' Union (Unió de Pagersos)
- Mr. Josep Maria Jové i Aresté, President of Young Farmers of Catalonia (Joves Agricultors i Ramaders de Catalunya)

Representatives of local authorities

- Mr. Salvador Esteve i Figueras, President of the Catalan Association of Municipalities
- Ms. Iolanda Pineda i Balló, Representing the Federation of Municipalities of Catalonia

Representatives of the Citizenship and Immigration Committee

- Sra. Raquel Gil Eiroá, President of AMIC
- Ms. Marcela Ciepluna, President of the Catalan Association of Romanians
- Mr. Fuad Saou, Member of the Board of Directors for the Ibn Batuta Cultural Association
- Mr. Minkang Zhou, President of the Chinese Residents Association in Catalonia

[***] The organisations sign the National Agreement for Immigration as members of the Citizenship and Immigration Committee.
An Agreement to Live Together: National Agreement on Immigration

Ms. Mireia Aguado Casas
Representing the Bayt al-Thaqafa Foundation

Mr. Rafael Crespo Ubero
Member of the Board of Directors for the Group for Research and Action with Cultural Minorities

Sr. Carles Barba Boada
President of the Catalan committee for third-sector social organisations

Mr. Nfaly Faty
President of the Planet Association (Senegalese citizen friends)

Mr. Jordi Roglà de Lew
President of Barcelona Diocesan Caritas

Mr. Diego Arcos
President of the Argentinean Centre in Barcelona

Ms. Paulita Astillero
President of the Philippine Centre Tuluyan San Benito

Mr. Mr. Joan Martínez León
President of the Catalan Confederation of Residents’ Associations

Mr. Enric Morist i Güell
Autonomic-regional coordinator of the Catalan Red Cross

Mr. Pere Farriol
President of the Catalan Federation of Parents’ Associations in Secondary Education

Mr. Manuel Moreno Llera
President of the Catalan Federation of Social-Housing Residents’ Associations

Mr. Alejandro Figueras
President of the Support Association for Chilean People’s Organisations

Mr. José Vera Ponguillo
President of the Ecuadorian Association of Catalonia
Parliamentary groups

Mr. Oriol Pujol i Ferrusola
Spokesperson for the CiU Parliamentary Group

Ms. Manuela de Madre Ortega
President of the PSC Parliamentary Group

Mr. Joan Puigcercós i Boixassa
President of the ERC Parliamentary Group

Mr. Jaume Bosch i Mestres
President of the ICV-EUiA Parliamentary Group

On behalf of the Catalan government
The Honourable
Mrs. Carme Capdevila i Palau
Minister of Social Action and Citizenship

In the presence of,
Right Honourable
Mr. José Montilla i Aguilera
President of the Government of Catalonia

President José Montilla with the signatories to the National Agreement on Immigration in the Orange Trees Courtyard at the Palau de la Generalitat, accompanied on the left by Vice-President Josep-Lluís Carod-Rovira and the Minister of the Interior, Institutional Relations and Participation, Joan Saura, and on the right by the Minister of Social Action and Citizenship, Carme Capdevila, and the Secretary for Immigration, Oriol Amorós.
1. Introduction

1.1. An agreement to live together

1. Catalonia can be defined as a diverse society built largely through the settlement of persons from elsewhere. This process, produced in a global context and which has intensified in recent years, creates different needs, as well being a new opportunity to define the country that we will be in the future.

2. Thus, in the last eight years the number of people of foreign nationality that have settled in Catalonia has increased by approximately 900,000:

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Population</th>
<th>Spanish Nationality</th>
<th>Foreign Nationality</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>6,080,454</td>
<td>181,590</td>
<td>798,904</td>
</tr>
<tr>
<td>2001</td>
<td>6,103,099</td>
<td>183,346</td>
<td>813,507</td>
</tr>
<tr>
<td>2002</td>
<td>6,123,481</td>
<td>185,062</td>
<td>828,062</td>
</tr>
<tr>
<td>2003</td>
<td>6,161,138</td>
<td>186,780</td>
<td>842,846</td>
</tr>
<tr>
<td>2004</td>
<td>6,170,473</td>
<td>188,500</td>
<td>858,577</td>
</tr>
<tr>
<td>2005</td>
<td>6,196,302</td>
<td>190,220</td>
<td>874,346</td>
</tr>
<tr>
<td>2006</td>
<td>6,220,940</td>
<td>191,940</td>
<td>890,408</td>
</tr>
<tr>
<td>2007</td>
<td>6,231,170</td>
<td>193,660</td>
<td>906,470</td>
</tr>
<tr>
<td>2008</td>
<td>6,260,288</td>
<td>195,380</td>
<td>922,532</td>
</tr>
</tbody>
</table>

Source: Own graph using National Institute of Statistics (INE). Official municipal population registrations on 1st January each year.

2. These new Catalans mainly come from Morocco, Romania, Ecuador, Bolivia and Colombia. And although there are people residing in Catalonia from 176 states, the five nationalities mentioned make up 40% of the population settled in the country.
4. Even so, migratory flows in recent years were characterised, until 2005, due to the weight of administratively irregular status; and, after 2006, by the increase in family regrouping. Although these figures can only be approximate, persons in an irregular administrative situation have made up a maximum of a third of new Catalans. These persons have obtained the authorisation to live and work largely after the different extraordinary regularisation processes implemented and through access to social rootedness.

5. This fact demonstrates new Catalans’ desire to remain—which is already being expressed through family regrouping. Provisional figures from last year, 2007, suggest that 40,665 formal requests were resolved favourably.

6. The magnitude of these processes also has had a big impact on public opinion. Immigration is one of our society’s main factors of change, as it modifies that which is most central to us: the people making up a society. In the most recent surveys by the Opinion Studies Centre (CEO), immigration is one of the three main issues that people most focus their attention on.

### Main countries of origin of the foreign population registered in Catalonia, 2008

<table>
<thead>
<tr>
<th>Country</th>
<th>Geographical area</th>
<th>Total</th>
<th>Men</th>
<th>Women</th>
<th>Masculinity ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>Morocco</td>
<td>North Africa</td>
<td>208,996</td>
<td>127,433</td>
<td>81,563</td>
<td>1.6</td>
</tr>
<tr>
<td>Romania</td>
<td>EU-27 (1-1-2007)</td>
<td>88,078</td>
<td>47,285</td>
<td>40,793</td>
<td>1.2</td>
</tr>
<tr>
<td>Ecuador</td>
<td>South America</td>
<td>80,994</td>
<td>38,276</td>
<td>42,718</td>
<td>0.9</td>
</tr>
<tr>
<td>Bolivia</td>
<td>South America</td>
<td>60,801</td>
<td>26,040</td>
<td>34,761</td>
<td>0.7</td>
</tr>
<tr>
<td>Colombia</td>
<td>South America</td>
<td>46,287</td>
<td>21,236</td>
<td>25,051</td>
<td>0.8</td>
</tr>
<tr>
<td>Italy</td>
<td>EU-15</td>
<td>43,727</td>
<td>25,510</td>
<td>18,217</td>
<td>1.4</td>
</tr>
<tr>
<td>China</td>
<td>Asia</td>
<td>38,648</td>
<td>21,063</td>
<td>17,585</td>
<td>1.2</td>
</tr>
<tr>
<td>Argentina</td>
<td>South America</td>
<td>35,234</td>
<td>17,635</td>
<td>17,599</td>
<td>1.0</td>
</tr>
<tr>
<td>France</td>
<td>EU-15</td>
<td>33,500</td>
<td>17,331</td>
<td>16,169</td>
<td>1.1</td>
</tr>
<tr>
<td>Peru</td>
<td>South America</td>
<td>32,713</td>
<td>15,497</td>
<td>17,216</td>
<td>0.9</td>
</tr>
<tr>
<td>Pakistan</td>
<td>Asia</td>
<td>28,607</td>
<td>24,966</td>
<td>3,641</td>
<td>6.9</td>
</tr>
<tr>
<td>Brazil</td>
<td>South America</td>
<td>25,746</td>
<td>11,092</td>
<td>14,654</td>
<td>0.8</td>
</tr>
<tr>
<td>Germany</td>
<td>EU-15</td>
<td>22,943</td>
<td>11,849</td>
<td>11,094</td>
<td>1.1</td>
</tr>
<tr>
<td>United Kingdom</td>
<td>EU-15</td>
<td>20,666</td>
<td>11,228</td>
<td>9,438</td>
<td>1.2</td>
</tr>
<tr>
<td>Dominican Republic</td>
<td>Central America</td>
<td>19,383</td>
<td>8,131</td>
<td>11,252</td>
<td>0.7</td>
</tr>
<tr>
<td>Chile</td>
<td>South America</td>
<td>16,474</td>
<td>8,460</td>
<td>8,014</td>
<td>1.1</td>
</tr>
<tr>
<td>Senegal</td>
<td>Sub-Saharan Africa</td>
<td>16,151</td>
<td>13,288</td>
<td>2,863</td>
<td>4.6</td>
</tr>
<tr>
<td>Uruguay</td>
<td>South America</td>
<td>16,033</td>
<td>8,085</td>
<td>7,948</td>
<td>1.0</td>
</tr>
<tr>
<td>Portugal</td>
<td>EU-15</td>
<td>15,490</td>
<td>9,637</td>
<td>5,853</td>
<td>1.6</td>
</tr>
<tr>
<td>Gambia</td>
<td>Sub-Saharan Africa</td>
<td>15,236</td>
<td>11,335</td>
<td>3,901</td>
<td>2.9</td>
</tr>
<tr>
<td><strong>All foreigners</strong></td>
<td></td>
<td>1,103,790</td>
<td>604,078</td>
<td>499,712</td>
<td>1.2</td>
</tr>
</tbody>
</table>

Source: Own table based on INE figures. Population register on 1st January each year and MTIN data.

### Non-EU foreign population, Spain and Catalonia. 2005-2006-2007-2008

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Spain</td>
<td>Municipal registrations</td>
<td>Residence permits</td>
<td>Residence permits for study</td>
<td>Difference between people registered and permits</td>
</tr>
<tr>
<td></td>
<td>2,955,657</td>
<td>3,225,280</td>
<td>2,811,037</td>
<td>3,166,108</td>
</tr>
<tr>
<td>Catalonia</td>
<td>Municipal registrations</td>
<td>Residence permits</td>
<td>Residence permits for study</td>
<td>Difference between people registered and permits</td>
</tr>
<tr>
<td></td>
<td>4,964</td>
<td>780,907</td>
<td>741,802</td>
<td>821,747</td>
</tr>
<tr>
<td></td>
<td>11,304</td>
<td>10,009</td>
<td>10,632</td>
<td>12,484</td>
</tr>
</tbody>
</table>

Source: Own table based on INE figures. Population register on 1st January each year and MTIN data. Permanent Immigration Observatory, authorisations from 31st December of the previous year.


Number of initial residency authorisations for family regrouping accepted in Catalonia

<table>
<thead>
<tr>
<th>Year</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002</td>
<td>9,265</td>
</tr>
<tr>
<td>2003</td>
<td>17,834</td>
</tr>
<tr>
<td>2004</td>
<td>29,996</td>
</tr>
<tr>
<td>2005</td>
<td>23,988</td>
</tr>
<tr>
<td>2006</td>
<td>27,366</td>
</tr>
<tr>
<td>2007</td>
<td>41,899</td>
</tr>
<tr>
<td>2008 (up to 31st August)</td>
<td>20,834</td>
</tr>
</tbody>
</table>

Source: Ministry of Public Authorities.
7. Also in the realm of public perceptions the Spanish state is attributed mainly with the responsibility of managing immigration. Even so, it is desire of the National Agreement on Immigration that Catalonia be accountable for all of its corresponding responsibilities, and that it takes a stand on all of the migration areas related to the country. Likewise, the Statute of Autonomy of Catalonia reaffirms Catalonia's powers in relation to reception and integration of migration; and provides new powers regarding the awarding of initial work permits, work inspections and recognition of non-university qualifications, while determining Catalonia's involvement in policy decision-making for the Spanish state that has special significance for our country.

8. Paradoxically, citizens’ concerns contrast with the Catalan economy’s need for foreign labour. Many sectors of production, faced with a lack of economically active persons, have opted to hire people directly in their countries of origin or take on people who, while being born abroad, already reside in Catalonia. This is an element that has acted as the main force attracting labour. It must be borne in mind that even in periods of economic recession and growth in unemployment there will be sectors that continue to require labour and when this is not available or qualified enough in the Spanish job market, they will choose to hire abroad.

9. It is necessary to take into account a series of different causes in order to explain migratory flows. Standing out from these are the inequalities between the global North and South, the lack of job vacancies in the countries of origin, lack of freedoms, the limited social protection in many countries and the wider globalisation process.

10. The different living standards between the countries of origin of the new Catalans and the European Union is one of the elements that cause migratory flows. According to the classifications offered by the UN’s human development index in 2007, the five countries sending most people to Catalonia are located between 60th and 126th place from a total of 177 countries.

11. All of the explanatory factors for migration are necessary, but none of them are sufficient on their own. In order to understand the migratory phenomenon of the late 20th and early 21st centuries, the determinant factor is the combination between economic growth characterised by low productivity and labour-intensive growth, a continued fall in the birth-rates in the period 1977-1997, and the growing need for care and domestic labour.
12. The Catalan demographic model has been characterised by demographic growth based mainly on immigration. Before the latter took place, in 1900, Catalonia had less than two million inhabitants. The difference between births and deaths was slim and even positive until the forties. From the fifties on, the organic growth of the population occurred due to the progressive fall in mortality and a degree of recovery in the birth-rate that continued until the second half of the sixties—when Catalonia reached 3,888,485 inhabitants.

13. Thus, the settlement of people of different origins became the basis for the increased number of Catalonia’s inhabitants, particularly in the city of Barcelona and its surrounding municipalities. The process was linked to Catalan economic growth and was interrupted by the world crisis that began in 1973 and persisted into the following decade.

### Human development index (HDI)

<table>
<thead>
<tr>
<th>Order</th>
<th>Country</th>
<th>HDI</th>
<th>GDP per capita</th>
<th>Life expectancy</th>
<th>Schooling</th>
<th>GDP</th>
<th>Sending country</th>
</tr>
</thead>
<tbody>
<tr>
<td>4</td>
<td>Canada</td>
<td>0.961</td>
<td>33,375</td>
<td>0.921</td>
<td>0.991</td>
<td>0.970</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Ireland</td>
<td>0.959</td>
<td>38,505</td>
<td>0.890</td>
<td>0.993</td>
<td>0.994</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Sweden</td>
<td>0.956</td>
<td>32,523</td>
<td>0.925</td>
<td>0.976</td>
<td>0.965</td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>Japan</td>
<td>0.953</td>
<td>31,267</td>
<td>0.954</td>
<td>0.946</td>
<td>0.950</td>
<td></td>
</tr>
<tr>
<td>9</td>
<td>Netherlands</td>
<td>0.953</td>
<td>32,684</td>
<td>0.904</td>
<td>0.988</td>
<td>0.966</td>
<td></td>
</tr>
<tr>
<td>10</td>
<td>France</td>
<td>0.952</td>
<td>30,386</td>
<td>0.919</td>
<td>0.982</td>
<td>0.954</td>
<td></td>
</tr>
<tr>
<td>11</td>
<td>Finland</td>
<td>0.952</td>
<td>32,153</td>
<td>0.898</td>
<td>0.993</td>
<td>0.964</td>
<td></td>
</tr>
<tr>
<td>13</td>
<td>Spain</td>
<td>0.949</td>
<td>27,169</td>
<td>0.925</td>
<td>0.987</td>
<td>0.935</td>
<td></td>
</tr>
<tr>
<td>14</td>
<td>Denmark</td>
<td>0.949</td>
<td>33,973</td>
<td>0.881</td>
<td>0.993</td>
<td>0.973</td>
<td></td>
</tr>
<tr>
<td>15</td>
<td>Austria</td>
<td>0.948</td>
<td>33,700</td>
<td>0.907</td>
<td>0.966</td>
<td>0.971</td>
<td></td>
</tr>
<tr>
<td>16</td>
<td>United Kingdom</td>
<td>0.946</td>
<td>31,238</td>
<td>0.900</td>
<td>0.970</td>
<td>0.969</td>
<td></td>
</tr>
<tr>
<td>17</td>
<td>Belgium</td>
<td>0.946</td>
<td>32,119</td>
<td>0.897</td>
<td>0.977</td>
<td>0.961</td>
<td></td>
</tr>
<tr>
<td>18</td>
<td>Luxembourg</td>
<td>0.944</td>
<td>60,228</td>
<td>0.891</td>
<td>0.942</td>
<td>1.000</td>
<td></td>
</tr>
<tr>
<td>20</td>
<td>Italy</td>
<td>0.941</td>
<td>28,529</td>
<td>0.922</td>
<td>0.958</td>
<td>0.944</td>
<td></td>
</tr>
<tr>
<td>22</td>
<td>Germany</td>
<td>0.935</td>
<td>29,461</td>
<td>0.902</td>
<td>0.953</td>
<td>0.949</td>
<td></td>
</tr>
<tr>
<td>24</td>
<td>Greece</td>
<td>0.926</td>
<td>23,381</td>
<td>0.898</td>
<td>0.970</td>
<td>0.910</td>
<td></td>
</tr>
<tr>
<td>27</td>
<td>Slovenia</td>
<td>0.917</td>
<td>22,273</td>
<td>0.874</td>
<td>0.974</td>
<td>0.902</td>
<td></td>
</tr>
<tr>
<td>28</td>
<td>Cyprus</td>
<td>0.903</td>
<td>22,699</td>
<td>0.900</td>
<td>0.904</td>
<td>0.905</td>
<td></td>
</tr>
<tr>
<td>29</td>
<td>Portugal</td>
<td>0.897</td>
<td>20,410</td>
<td>0.879</td>
<td>0.925</td>
<td>0.888</td>
<td></td>
</tr>
<tr>
<td>32</td>
<td>Czech Republic</td>
<td>0.891</td>
<td>20,538</td>
<td>0.849</td>
<td>0.936</td>
<td>0.889</td>
<td></td>
</tr>
<tr>
<td>34</td>
<td>Malta</td>
<td>0.878</td>
<td>19,189</td>
<td>0.901</td>
<td>0.856</td>
<td>0.877</td>
<td></td>
</tr>
<tr>
<td>36</td>
<td>Hungary</td>
<td>0.874</td>
<td>17,887</td>
<td>0.799</td>
<td>0.958</td>
<td>0.866</td>
<td></td>
</tr>
<tr>
<td>37</td>
<td>Poland</td>
<td>0.870</td>
<td>13,847</td>
<td>0.836</td>
<td>0.951</td>
<td>0.823</td>
<td></td>
</tr>
<tr>
<td>38</td>
<td>Argentina</td>
<td>0.869</td>
<td>14,280</td>
<td>0.831</td>
<td>0.947</td>
<td>0.828</td>
<td></td>
</tr>
<tr>
<td>42</td>
<td>Slovakia</td>
<td>0.863</td>
<td>15,871</td>
<td>0.821</td>
<td>0.921</td>
<td>0.846</td>
<td></td>
</tr>
<tr>
<td>43</td>
<td>Lithuania</td>
<td>0.862</td>
<td>14,494</td>
<td>0.792</td>
<td>0.965</td>
<td>0.821</td>
<td></td>
</tr>
<tr>
<td>44</td>
<td>Estonia</td>
<td>0.860</td>
<td>15,478</td>
<td>0.770</td>
<td>0.968</td>
<td>0.842</td>
<td></td>
</tr>
<tr>
<td>45</td>
<td>Latvia</td>
<td>0.855</td>
<td>13,646</td>
<td>0.784</td>
<td>0.961</td>
<td>0.821</td>
<td></td>
</tr>
<tr>
<td>53</td>
<td>Bulgaria</td>
<td>0.824</td>
<td>9,032</td>
<td>0.795</td>
<td>0.926</td>
<td>0.752</td>
<td></td>
</tr>
<tr>
<td>60</td>
<td>Romania</td>
<td>0.815</td>
<td>9,060</td>
<td>0.782</td>
<td>0.905</td>
<td>0.752</td>
<td></td>
</tr>
<tr>
<td>75</td>
<td>Colombia</td>
<td>0.791</td>
<td>7,304</td>
<td>0.788</td>
<td>0.869</td>
<td>0.716</td>
<td></td>
</tr>
<tr>
<td>81</td>
<td>China</td>
<td>0.777</td>
<td>6,757</td>
<td>0.792</td>
<td>0.837</td>
<td>0.703</td>
<td></td>
</tr>
<tr>
<td>87</td>
<td>Peru</td>
<td>0.773</td>
<td>6,039</td>
<td>0.761</td>
<td>0.872</td>
<td>0.684</td>
<td></td>
</tr>
<tr>
<td>89</td>
<td>Ecuador</td>
<td>0.772</td>
<td>4,341</td>
<td>0.828</td>
<td>0.838</td>
<td>0.629</td>
<td></td>
</tr>
<tr>
<td>117</td>
<td>Bolivia</td>
<td>0.695</td>
<td>2,819</td>
<td>0.662</td>
<td>0.865</td>
<td>0.557</td>
<td></td>
</tr>
<tr>
<td>126</td>
<td>Morocco</td>
<td>0.646</td>
<td>4,555</td>
<td>0.757</td>
<td>0.544</td>
<td>0.637</td>
<td></td>
</tr>
<tr>
<td>18</td>
<td>Catalonia</td>
<td>0.945</td>
<td>32,454</td>
<td>0.927</td>
<td>0.943</td>
<td>0.965</td>
<td></td>
</tr>
</tbody>
</table>

14. Consequently, economic growth would not have been possible without the increase in activity rates of people—especially women (see its evolution in the 1995-2007 period.) In the contemporary age, and most strongly throughout the latter half of the 20th century, women’s access to the formal labour market has made this growth possible.
Nevertheless the female occupation rate remains lower than the male. We must not lose sight of the fact that the current welfare-state model, which has been based on the work of women in the domestic sphere, has produced, parallel to this, increased demand for domestic and care services. Nowadays, this sector of employment is occupied mainly by foreign women.

Evolution of female activity⁴ according to nationality and sex. Catalunya, 2005-2008

<table>
<thead>
<tr>
<th>Year</th>
<th>Spanish nationality*</th>
<th>Foreign nationality</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Men</td>
<td>Women</td>
</tr>
<tr>
<td>2005 1st Quarter</td>
<td>65.2</td>
<td>45.4</td>
</tr>
<tr>
<td>2nd Quarter</td>
<td>65.8</td>
<td>46.2</td>
</tr>
<tr>
<td>3rd Quarter</td>
<td>66.4</td>
<td>46.7</td>
</tr>
<tr>
<td>4th Quarter</td>
<td>66.4</td>
<td>47.1</td>
</tr>
<tr>
<td>2006 1st Quarter</td>
<td>66.3</td>
<td>46.8</td>
</tr>
<tr>
<td>2nd Quarter</td>
<td>66.4</td>
<td>47.5</td>
</tr>
<tr>
<td>3rd Quarter</td>
<td>66.7</td>
<td>47.1</td>
</tr>
<tr>
<td>4th Quarter</td>
<td>65.4</td>
<td>47.8</td>
</tr>
<tr>
<td>2007 1st Quarter</td>
<td>65.8</td>
<td>47.5</td>
</tr>
<tr>
<td>2nd Quarter</td>
<td>66.3</td>
<td>48.1</td>
</tr>
<tr>
<td>3rd Quarter</td>
<td>66.6</td>
<td>47.7</td>
</tr>
<tr>
<td>4th Quarter</td>
<td>66.6</td>
<td>48.1</td>
</tr>
<tr>
<td>2008 1st Quarter</td>
<td>65.9</td>
<td>48.1</td>
</tr>
<tr>
<td>2nd Quarter</td>
<td>64.9</td>
<td>49.3</td>
</tr>
<tr>
<td>3rd Quarter</td>
<td>64.5</td>
<td>48.5</td>
</tr>
<tr>
<td>4th Quarter</td>
<td>62.3</td>
<td>47.7</td>
</tr>
</tbody>
</table>

Source: Own table using data from the Active population survey (INE)
(*) Includes dual nationality. (1) People in work as a percentage of the total population aged 16 and over.

16. Immigration, in short, is a structural fact in Catalonia that has been more intense in recent years and probably will continue to be a reality in the coming years - according to population projections made by the Statistics Institute of Catalonia (Idescat).

Projected evolution for people of 16 to 64 years according to different scenarios. Catalunya, 2008-2020 (thousands of people)

<table>
<thead>
<tr>
<th>Year</th>
<th>low</th>
<th>medium-low</th>
<th>medium-high</th>
<th>high</th>
</tr>
</thead>
<tbody>
<tr>
<td>2008</td>
<td>4,510.0</td>
<td>4,720.9</td>
<td>4,810.9</td>
<td>4,995.2</td>
</tr>
<tr>
<td>2009</td>
<td>4,695.4</td>
<td>4,724.0</td>
<td>4,828.5</td>
<td>5,038.6</td>
</tr>
<tr>
<td>2010</td>
<td>4,747.4</td>
<td>4,719.3</td>
<td>4,838.1</td>
<td>5,064.6</td>
</tr>
<tr>
<td>2011</td>
<td>4,455.6</td>
<td>4,717.2</td>
<td>4,850.4</td>
<td>5,097.9</td>
</tr>
<tr>
<td>2012</td>
<td>4,433.9</td>
<td>4,711.6</td>
<td>4,859.1</td>
<td>5,121.5</td>
</tr>
<tr>
<td>2013</td>
<td>4,408.5</td>
<td>4,702.2</td>
<td>4,863.9</td>
<td>5,138.7</td>
</tr>
<tr>
<td>2014</td>
<td>4,388.5</td>
<td>4,698.0</td>
<td>4,874.2</td>
<td>5,160.7</td>
</tr>
<tr>
<td>2015</td>
<td>4,375.0</td>
<td>4,704.0</td>
<td>4,891.4</td>
<td>5,189.9</td>
</tr>
<tr>
<td>2016</td>
<td>4,363.7</td>
<td>4,705.8</td>
<td>4,912.0</td>
<td>5,222.5</td>
</tr>
<tr>
<td>2017</td>
<td>4,349.6</td>
<td>4,708.6</td>
<td>4,929.8</td>
<td>5,254.2</td>
</tr>
<tr>
<td>2018</td>
<td>4,337.1</td>
<td>4,713.5</td>
<td>4,950.1</td>
<td>5,287.5</td>
</tr>
<tr>
<td>2019</td>
<td>4,325.7</td>
<td>4,723.5</td>
<td>4,975.8</td>
<td>5,329.6</td>
</tr>
<tr>
<td>2020</td>
<td>4,313.9</td>
<td>4,735.8</td>
<td>5,004.2</td>
<td>5,376.6</td>
</tr>
<tr>
<td>Change 2008-2020</td>
<td>-196.1</td>
<td>14.9</td>
<td>193.3</td>
<td>381.4</td>
</tr>
</tbody>
</table>

17. The first challenge posed by the magnitude of migration is including the new persons in full citizenship, their participation in all of the fields of the recipient society and obtaining equality in rights and duties. For the first time in our democracy a very significant percentage of our country’s residents do not have full citizens’s rights, such as the right to political participation. This is particularly important if we take into account the proportion, among the population of foreign nationality, of persons that have been residing legally in our country but are up against difficulties –both legal and administrative- in attaining Spanish nationality.

Evolution of the number of awards of Spanish nationality, 2003 a 2006

<table>
<thead>
<tr>
<th>Year</th>
<th>Spain</th>
<th>Catalonia</th>
</tr>
</thead>
<tbody>
<tr>
<td>2003</td>
<td>26,556</td>
<td>6,152</td>
</tr>
<tr>
<td>2004</td>
<td>38,335</td>
<td>10,153</td>
</tr>
<tr>
<td>2005</td>
<td>42,829</td>
<td>9,314</td>
</tr>
<tr>
<td>2006</td>
<td>62,339</td>
<td>11,335</td>
</tr>
</tbody>
</table>

18. The level of knowledge of Catalan and Spanish are also indicators of migrants’ degree of personal autonomy and capacity to participate in the receiver society.

19. It is desirable for the newly arrived persons to gain linguistic abilities both in Catalan and Castilian (Spanish) throughout the process of integration into Catalan society. Nevertheless, the markedly unfavourable starting point of the Catalan language, as well as the role of common language and unique contribution to global diversity that it provides, requires a special effort to be made to promote the knowledge and social use of Catalan.
20. The significance of the phenomenon, its character as structural change, economic needs, the distance between reality and legality and public perceptions, as well as a shortage of ideal integration tools, provide sufficient elements to determine the need for a big national agreement on immigration. An agreement that can attain short, medium and long term consensuses needed to enable Catalonia to be able to administer the migratory issue, maintain social cohesion and improve the wellbeing of all of the Catalan population.

21. An agreement that responds to the needs expressed by the whole of society. These can be summarised as three:
   1. the need to give order to migratory flows;
   2. the need to avoid the perception of competition over public resources;
   3. the need to provide elements of cohesion to a society that will remain more diverse.

22. In order to provide a response to this series of challenges and in accordance with the mandate brought about through the 2007-2010 Catalan Government Plan, the National Agreement on Immigration is structured according to three lines: administration of migratory flows and access to the job market, adaptation of public services to a diverse society and integration in a common public culture.

23. The first line responds to the need to manage and tailor migratory flows to the demands of the job market. This means:
   - ensuring regularity of flows and their planning according to the country’s needs, prioritising hiring labour that already is here;
   - and guaranteeing the rights of migrant persons and the coordination of immigration and cooperation policies.

24. The second line involves avoiding competition over public resources by resizing and adapting services that in recent years have been subject to stronger demand. It also requires refuting those public perceptions that do not coincide with the reality of public service usage, as well as adapting services to the new demands of a diverse society.

25. The third line wishes to guarantee integration in a common public culture in which the following points are taking into account:
   - integration is a two-directional, dynamic and continual process between the different people residing in a territory: those that recently have arrived, those that settled previously and those born in it;
   - and our common public culture is a shared space for communication, living together, acknowledgement and participation by our varied society, so that the national project remains the reference point to which the whole population living and working in Catalonia should commit itself.

1.2. Migratory policies in Catalonia

26. Unlike other approaches, migratory policies are not exclusively about borders. They also include flow management policies, acceptance policies, integration policies and equal-opportunity policies.

27. As a result of their heterogeneity, they can also be implemented by different social, economic and political actors. Thus here we must highlight the need to take into account the practical experience acquired by local councils, county councils and other local bodies in administering (local) immigration policies. Further, in all essential aspects of such policies, social organisations and agents also have played a part.

28. The authorities closest to citizens are the local authorities. Consequently it is they that know about the day-to-day management of policies on living together, as well as the associations and economic and social agents that have policies on managing diversity and attend to immigrant persons. Today this has made them pioneers and a reference point in our common agenda.

29. In this way, civil society, the economic and social agents and different authorities that act in the territory have contributed to placing migratory policies in the public agenda, allowing a strengthening of both social cohesion and the attention given to migrant persons.

The Government of Catalonia’s migratory policies

30. The first actions by the Government of Catalonia in relation to migration were performed by the Departments of Education, Health and Social Welfare in the late nineteen eighties.

31. Shortly afterwards, in 1992, the Inter-departmental Commission for Monitoring and Coordinating Actions on Immigration Matters was set up, in accordance with the Government of Catalonia. This commission produced the Inter-departmental Immigration Programme (1993-2000), which included contributions from the Departments involved, social organisations, associations of migrant persons and trade-union organisations. The aim of the Programme was to promote the integration of the newly arrived people through developing policies coordinated between the different Government departments and the agents that created the document.

32. In 2001 the 2nd Inter-departmental Immigration Programme (2001-2004) was passed, which linked together the actions performed in migration matters by different Government departments. One of the main novelties of this Programme was the adoption of the Catalan way of integration, which means reaching a balance between respect for diversity and the feeling of belonging to a single community.
33. The latest action plan passed by the Catalan Government, the 2005-2008 Citizenship Programme, has been a qualitative leap forward in terms of designing transversal policies in immigration matters, as it structures its actions through acceptance, equality and housing policies, and recognises the principle of resident citizenship (which allows residents, regardless of their administrative situation, to access services).

34. The Department of Health has been working since 2004 within the framework of this Citizenship Programme. Through this it created the Guideline Plan for Immigration in the field of health (Decree 40/2006, 14th March) which includes, based on accumulated experience, the changes that health services have had to adopt faced with the immigration challenge. This is with the particular aim of improving acceptance, training of professionals and inter-cultural mediation in health.

35. The Department of Labour, through its Occupation Service of Catalonia has performed several initiatives to facilitate incorporating immigrant persons in employment and labour-market policies. These include, among others, the catalogue of occupations that are difficult to cover and the quota; access to occupational training; the Work in Neighbourhoods programme; the Farming Season; and selection at source projects through the Labour at Source Intermediation Services.

36. With regards to policies on the return of Catalan-origin émigrés, Catalonia has had since 2002 (Act 25/2002 of 25th November), measures supporting the return of emigrant Catalans and their descendents and the Help with Return Programme Bureau. This Bureau was created to facilitate the return and integration in society and employment in Catalonia of the Catalans and their descendents that, due to economic and political reasons, settled in other countries –mainly in Latin America.

The Spanish state’s migratory policies

37. From a comparative policies perspective, entry in the job market by migrant persons with a work permit in the Spanish state clearly is greater than that of the other OECD countries. In the situation regarding labour-market rights and the conditions on access to permanent residence permits for persons with temporary authorisations also are valued positively.

38. On the other hand, the Spanish state’s migratory policies are deemed more restrictive in relation to family regrouping, the right to both seek and attain employment, democratic participation and access to Spanish nationality.

39. However, the main deficit of state immigration policies has been the difficulties in keeping real migratory flows within the limits envisaged for regular migration. As a result, frequently extraordinary regularisation processes have been turned to, as mechanisms to adapt legality to reality, as has the social-rooting procedure included in legislation.

40. At the same time, it is worth highlighting the spectacular growth of regular flows in the last two years and their relative increase in importance in comparison with estimations of flow size for those in irregular administrative status. This increase, however, can be better explained by the size of family regrouping and nominative hiring than by what is considered the main immigration mechanism in our legal system, non-nominitive quota hiring at source.

41. Among the difficulties that the quota has encountered during implementation, we must refer to the most structural in order to rethink the model and provide answers in any future legislative changes. Firstly it must be pointed out that while in the last ten years our job market has created an important amount of jobs, the structures for administering hiring foreign persons have shown clear limits. Secondly, we must highlight the paradox that, while the quota has been used by large corporations and seasonal farming, most newly arrived workers find employment in small and medium-sized companies, as well as working for individual families.

42. The legislative framework effectively links migratory flows with the needs of the labour market, an element that is seen as positive as it guarantees social cohesion and positive economic development. But seven years after Act 4/2000, 11th January, and bearing in mind its results, we see that basing the generation of migratory flows on initial hiring does not guarantee a sufficient flow into the labour market. Firstly this is because the active life of migrant persons is not defined by the initial work contract but by their employability throughout such; and secondly, because the flow of family migration produced also has an impact on the job market, as well as provision of basic services.

Towards European Community immigration policies

43. The settlement of foreign persons in Catalonia takes place within a framework of global dynamics. It is for this reason that, in the European context, it is necessary to start from the European Community (EC) and international dimension. Catalan immigration policies must be made in the context of EC policies on the matter and bearing in mind regulations, criteria and recommendations made by international bodies.

44. For the European Commission, the current size of the migratory phenomenon exceeds the capacity of member states to deal with them individually. It has thus proposed the adoption of a perspective that is global and coherent on a European level. To date, this has not been possible, but despite the continued absence of a global perspective, legislative processes have begun in four partial fields: hiring of highly skilled professionals, temporary migration, inter-business mobility, and the unifying of work permits and residence permits.

45. Additionally, the European Parliament, Commission and Council have chosen to make extraordinary regularisation measures an exception and are urging member states to facilitate a legal residence document to persons in an irregular position. Therefore to reduce irregular immigration specific campaigns are suggested that are aimed at public opinion in the country of origin as well as coordination with the countries of origin.
46. In relation to legal migrations, the Commission deems it reasonable that member states conserve the sovereign right to determine the volume of foreign workers that they can accept in their territories. At the same time, they encourage a single application route for both work and residence permits.

47. With regards to circular migration and mobility between the European Union and third countries, the desire is to guarantee and facilitate the circulation of persons between the two by establishing what are termed ‘mobility associations’. The positive aspects of these are analysed for all those countries affected and the Commission alerts the latter to the risks involved if migration is not organised and managed adequately. A person is allowed to work periodically in an EC country and return to one’s country of origin through establishing simplified administrative procedures on admission and re-entry. At the same time, this system, which is a first step towards ensuring a wide range of tools that encourage the union between legality and reality, in no way should mean a return to the old policy of guest workers.

### 1.3. Principles of the National Agreement on Immigration

The National Agreement on Immigration’s action principles that should govern the lines, challenges, aims and actions that make up the Agreement will be as follows:

- Guaranteeing that human rights are respected and extended.
- Guaranteeing equal rights and respect of duties for the whole of society.
- Citizenship based on pluralism, equality and civic-mindedness as the norm for co-existence.
- Promotion of autonomy and equal opportunities in order to foster real equality, eliminating any arbitrary conditions or circumstances.
- The right to access services, understood as meaning access for each right-holder to all resources, facilities, projects and programmes.
- Normalisation avoiding parallel structures that might cause the segregation of the holders of the right to access services. Attention must be provided within the already existing framework of resources, facilities, projects and programmes. Specific responses are temporary and react to needs that also are such.
- Services must allow different or specific approaches due to the heterogeneity of the rights holders in terms of age, origin, gender, skills or training levels.
- Incorporating the gender perspective throughout the process and as an analysis and planning tool.
- Incorporating the fight against racism and xenophobia in all of the actions by the agents signing the National Agreement on Immigration.
- The measures put forward must be adapted to Catalonia’s territorial variety.
- Guarantee of application: the provision of resources for the programmes laid out in the National Agreement on Immigration is part of the institutional commitment to develop the programmes and is an unavoidable requirement in order to achieve stated goals.
- Monitoring and evaluation: a monitoring committee shall be created for the National Agreement on Immigration, consisting of all of the signatory agents and members of the Citizenship and Immigration Committee.
2. Lines of the National Agreement for Immigration

Line 1. Management of migratory flows and access to the job market

The immigration process in place

48. As has been mentioned, settlement in Catalonia by people from very different origins is a structural fact and the result of various factors. At the same time it is a new opportunity to define collectively our future national project.

49. If we bear in mind its labour dimension, in recent years most of the bulk of new immigration has reflected the growing uncovered needs of the labour market, once large groups that were unemployed or inactive –particularly women– were incorporated in the job market. This demarcated, conditioned and defined the policies to be adopted, as demographical projections and the levels of activity of residents, regardless of nationality, suggested modest increases, even including the new flows. Even so, the growth in labour demand in Catalonia has provided the Catalan migratory process with distinctive characteristics, particularly due its intensity in recent years.

50. At the same time, we have also identified relevant-enough differences between some OECD countries’ demand for foreign labour and Catalonia’s current and future needs. The fundamental difference is the different type of people that take the migratory route: more temporary in the OECD (linked to higher professional qualifications) and more permanent in the case of Catalonia (which has structural needs for labour of a variety of skills.)

51. It is for this reason that migration management policies must prioritise regular entry by foreign people in Catalonia linked to our labour market’s real needs and the expected evolution of employment in the future. It must also be based on permanent stay and, thus, the need for migrants to be integrated in the medium and long term. Catalonia cannot resolve its demographic and labour issues with temporary migratory flows based on the guest worker model – replaced constantly by other groups. Instead, the country needs new Catalans who wish to stay and, thus, the policies adopted must address this aim.

52. Even though Catalonia has a long immigration history that endorses its capacity to integrate, the 2000-2008 period was of unprecedented population growth. On 1st January 2008 Catalonia had 7,364,078 people registered –seven hundred thousand more than in 2000, and this growth was the product mainly of immigration which made up nearly 84% of total growth.

53. With regards to Idescat projections, in 2008 the population (7.35 million people) was located at mid-point between the envisaged medium-high (7.24 million) and high scenarios (7.51 million.)

54. Even so, this new opportunity is not free of difficulty. Although the job market has acted as a central pole of attraction for foreign labour, the legal framework has acted as a brake against regular immigration flows.

55. The National Agreement on Immigration believes that although the current conjuncture of smaller economic growth might temporarily interrupt the trend shaping the previous period of intense migratory flows, we should not lose sight of the structural tendencies in the medium and long term.

56. Despite this conjuncture being initially unfavourable, at the same time it may open up a new and more proactive phase of migratory flows than we have had until now. Faced with the demand for labour in the medium term, it is necessary to plan mechanisms in advance that facilitate not just the management of migration in the labour field but also social cohesion.

57. For all of these reasons, the immigration model characteristic of Catalonia must be that which takes into account the pioneers of the migratory journey from an integrated perspective.
This means taking into account people’s family and life project: basing the model on valuing people as citizens and therefore acknowledging the experience and knowledge acquired in their countries of origin and not only in relation to their first employment contract.

The continuity of immigration needs towards the 2020 horizon

58. The time framework in which the bulk of proposals from the lines regarding administration of migratory flows and entry in the job market must be included is that directly related to the future of the job market. It thus has the 2020 horizon as a timeline for reflection. As a result of this we can avoid entering discussions about future birth-rates and focus on the expected evolution of immigration in response to the job market.

59. Idescat forecasts suggest different population growth scenarios for Catalonia. In the moderate case, for the year 2020, the prediction for medium-high and high scenarios is that the population shall reach around 8 or around 8.5 million inhabitants respectively. For the 2007-2020 period, these would represent a total growth of 900 thousand persons (medium-high scenario) and 1.3 million inhabitants (high scenario). The demographic growth expected is estimated as a result of the migratory total –600 thousand persons (medium-high scenario) or 1 million (high scenario) in the scenarios of greatest growth. This is an annual average of 46 thousand and 71 thousand net migrants respectively.

60. Recently, very optimistic hypotheses have arisen regarding increases in life expectancy, and it is expected that this trend will continue in the future with a continued rise in life expectancy that could reach 82 years for men and 87 years for women in 2020. Consequently, despite the importance of expected migratory flows in the higher-grow scenarios, settlement in Catalonia of foreign persons will not enable us to escape demographic ageing and an increase in the relative proportion of elderly persons within the overall population. Consequently, it is envisaged that by 2020, 1 in every 5 inhabitants will be over 65 years old. Almost zero net migration will mean an even more pronounced relative ageing and less availability of people of working age.

61. With regards to the active population –the layer between 16 to 64 years-, the levels of migration envisaged in the high and medium-high scenarios allow us to predict that this will continue growing. Net migration of nearly zero, however, shall translate immediately into a decrease in the population figures for 16 to 64 year olds, given that the generations reaching 65 years and leaving working age are of a higher number than the generation that is entering this age group. In accordance with the population estimations for 2006, it is calculated that there are 4.8 million inhabitants of working age in Catalonia. For the 2020 horizon the forecast medium-high and high population scenario is of, respectively, 5.0 and 5.4 million inhabitants of working age.

### Projected life expectancy, Catalonia, 2007-2020

<table>
<thead>
<tr>
<th>Year</th>
<th>Low hypothesis</th>
<th>High hypothesis</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Men</td>
<td>Women</td>
</tr>
<tr>
<td>2008</td>
<td>76.9</td>
<td>83.4</td>
</tr>
<tr>
<td>2009</td>
<td>76.9</td>
<td>83.4</td>
</tr>
<tr>
<td>2010</td>
<td>77.0</td>
<td>83.5</td>
</tr>
<tr>
<td>2011</td>
<td>77.1</td>
<td>83.5</td>
</tr>
<tr>
<td>2012</td>
<td>77.1</td>
<td>83.5</td>
</tr>
<tr>
<td>2013</td>
<td>77.2</td>
<td>83.6</td>
</tr>
<tr>
<td>2014</td>
<td>77.2</td>
<td>83.6</td>
</tr>
<tr>
<td>2015</td>
<td>77.3</td>
<td>83.7</td>
</tr>
<tr>
<td>2020</td>
<td>77.5</td>
<td>83.8</td>
</tr>
</tbody>
</table>

Source: [Idescat; projected population (base 2002)](http://www.idescat.cat/documental/).

### Projected Catalan population of 16 to 64 year olds according to different scenarios, Catalonia, 2008-2020. In thousands of persons.

<table>
<thead>
<tr>
<th>Year</th>
<th>Low</th>
<th>Medium-low</th>
<th>Medium-high</th>
<th>High</th>
</tr>
</thead>
<tbody>
<tr>
<td>2008</td>
<td>4,510.0</td>
<td>4,720.9</td>
<td>4,810.9</td>
<td>4,995.2</td>
</tr>
<tr>
<td>2009</td>
<td>4,495.4</td>
<td>4,724.0</td>
<td>4,828.5</td>
<td>5,038.6</td>
</tr>
<tr>
<td>2010</td>
<td>4,473.6</td>
<td>4,719.3</td>
<td>4,838.1</td>
<td>5,068.6</td>
</tr>
<tr>
<td>2011</td>
<td>4,455.6</td>
<td>4,717.2</td>
<td>4,850.4</td>
<td>5,097.9</td>
</tr>
<tr>
<td>2012</td>
<td>4,433.9</td>
<td>4,711.6</td>
<td>4,859.1</td>
<td>5,121.5</td>
</tr>
<tr>
<td>2013</td>
<td>4,408.5</td>
<td>4,702.2</td>
<td>4,863.9</td>
<td>5,138.7</td>
</tr>
<tr>
<td>2014</td>
<td>4,388.5</td>
<td>4,698.0</td>
<td>4,874.2</td>
<td>5,160.7</td>
</tr>
<tr>
<td>2015</td>
<td>4,375.0</td>
<td>4,700.4</td>
<td>4,891.4</td>
<td>5,189.9</td>
</tr>
<tr>
<td>2016</td>
<td>4,363.7</td>
<td>4,705.8</td>
<td>4,912.0</td>
<td>5,223.5</td>
</tr>
<tr>
<td>2017</td>
<td>4,349.6</td>
<td>4,708.6</td>
<td>4,929.8</td>
<td>5,254.2</td>
</tr>
<tr>
<td>2018</td>
<td>4,337.1</td>
<td>4,713.5</td>
<td>4,950.1</td>
<td>5,287.5</td>
</tr>
<tr>
<td>2019</td>
<td>4,325.7</td>
<td>4,723.5</td>
<td>4,975.8</td>
<td>5,329.6</td>
</tr>
<tr>
<td>2020</td>
<td>4,313.9</td>
<td>4,735.8</td>
<td>5,004.2</td>
<td>5,376.6</td>
</tr>
</tbody>
</table>

Change 2008-2020: -196.1 14.9 193.3 381.4

62. Furthermore, although immigration will be key to avoiding a decrease in the number of inhabitants of working age, it will not escape their ageing. In effect by 2020 the generation born between 1956 and 1975 will be going through the mature working-age period (of 45 to 64 years). It will then represent up to 45% of the population of working age; while at present this proportion is 35%. With regards to the 55-64 year-old population, its proportion of the working age population could rise from 16% at present to 20% around 2020. The 25 to 44 year-old population will correspond to the generations born between 1975 and 1995—the period when the birth-rate decreased practically uninterruptedly.

63. The National Agreement on Immigration has adopted Idescat’s perspectives on the amount of active persons in the job market for 2020. In particular, it deems specially relevant that the increase in the activity rate, particularly for women of over 55 years, might partially counteract the negative effect on active figures due to the ageing of the working-age population. Concretely, the medium-high and high scenarios in active population projections forecast that the figure of 3.5 million economically active inhabitants in 2005 shall grow to be within a range from 3.8 million to 4.1 million economically active inhabitants by the year 2020.14

Labour market demands

64. As mentioned in the introduction, studies by the Opinion Studies Centre (CEO according to its Catalan initials) have demonstrated that immigration is perceived by a large sector of the population as one of the biggest problems. This is despite the fact that many production sectors of the Catalan economy would find it hard to survive without the presence of foreign workers.

65. On the other hand, Catalonia is the autonomous community in the Spanish state with most foreign workers contributing to the social-security system—forming a total of 440,742 persons on 31st December 2007. Thus, 13% of persons in the job market are foreign, of whom most (73.6%) are non-EU. Further, 57% of all new contributors in 2007 were foreign workers.

66. At the same time, migratory flows from developing to prosperous countries are not a momentary or circumstantial event. Rather, they respond to the permanent needs of human beings suffering poverty, exploitation, submission and lack of dignity. Until there is a deep change in the socio-economic conditions of our world, we must think about migration in general as an intrinsic phenomenon linked to the most disadvantaged peoples and societies.

Management of migratory flows and guaranteeing respect for human rights

67. The intensity of migratory process in recent years and the perspective of decreasing active population over the following, presents a notable challenge to the capacity to manage migration. Management is being tested both by the speed with which the process has taken place and its strength in recent years and probably the future; and also by its geographical concentration. Even so, as previously mentioned, the National Agreement on Immigration believes that Catalonia has shown a great capacity to integrate in the past, and that the present will not be an exception.

68. Consequently, in order to guarantee social cohesion one of the aims of immigration policies must be to value migratory flows not just in their own terms, but in relation with their impact on the type of society we wish for and the desired model of economic growth. Therefore, integration and flow management policies are inseparable elements from migratory policies—meaning that it is not possible to develop one without the other.

69. This challenge to the capacity to manage migration poses the need, as a priority aim of immigration policies, for new economically-motivated migration to be directly tailored to the needs
of the country and its production base, and that these needs be evaluated from an integrated perspective. In other words, we must take into account people’s full working life—including flows of pioneer migrants’ relatives.

70. Likewise, the National Agreement on Immigration is based on guaranteeing respect for human rights. To this purpose, public immigration policies must strengthen protection mechanisms for those seeking or having already attained asylum or refugee status.

71. In order to guarantee respect for human rights, migratory flows must be characterised by regularity and a break with the situation in recent years in which arrivals in administratively irregular situations have occurred more often than wished for. As a result of the dynamics of exclusion and the lack of rights this produces, integration policies are incompatible with maintaining large arrivals of people in an administratively irregular situation. Thus integration and regular immigration are two sides of the same coin.

72. So any flow management policy must start from a fundamental initial premise: the need to create regular mechanisms for the entry of foreign workers. These mechanisms must be linked directly to current and future job-market needs. Thus, knowledge of these needs, entry mechanisms and flow management emerge as three elements of the same process. Without them it will be hard to design effective migratory policies, i.e. policies that facilitate and stimulate integration.

73. Secondly, linking the bulk of the immigration process to the needs of the job market forces us to define new policies that fit the demands of the production base with the country’s real or potential capacity for job supply.

74. Lastly, migratory policies must include flow management that is responsible and coordinated with the development with the source countries. Therefore, we should not lose sight of the consequences of migratory processes for the countries of origin, and we must incorporate returns to issuing countries, whether in the form of remittances, the practical recovery of lost human capital or through other development initiatives.

75. The National Agreement on Immigration advocates correct management of migratory flows through legal means, as well as the struggle against the factors causing irregular migration.

76. In the light of the above, the National Agreement on Immigration puts forward the relevant proposals that are framed within the aim of guaranteeing equal rights and entry to the job market for the whole Catalan population, in strict coordination with the demands of the job market. It also takes as a reference point the will expressed in the Statute of Autonomy of Catalonia and the case law of the Constitutional Court, which recognises much of the constitutional rights for all persons of foreign origin that have settled in Catalonia, regardless of the state’s administrative situation. However, it reserves the right to differential treatment regarding entry to the job market and does not give constitutional cover to the right to family regrouping.

Challenge 1. The necessary mobilisation of domestic human resources in order to ensure the quality and competitiveness of the production base

77. Even though immigration policies are under the jurisdiction of Spanish State authorities, they do not represent all of the migratory policies that allow managing flows. The lines of action arising from this challenge allow us to provide a catalogue of areas in which we should intervene in order to manage future flows. This allows us to moderate the migratory process to make it compatible with the maintenance of social cohesion.

78. If we bear in mind that settlement by foreign people is a structural phenomenon and, in particular, owing to the close link between the arrival of foreign workers and unsatisfied demands in the labour market, some of the policies for moderating migratory flows inevitably involve mobilisation of the country’s human resources and / or their tailoring to demand in the job market.

79. Further, Catalonia must advance towards improving the quality and competitiveness of the whole of its productive base and must thus opt for a labour policy that puts the emphasis on staff training and skills acquisition. The arrival of foreign workers cannot be seen as merely a way to satisfy demand for low-skilled labour. On the contrary: it must be used to improve the professional skills of the whole working population.

80. More professionals with skills are needed in most employment sectors and we must increase the female employment and activity rate, as well as incorporate managing diversity in the workplace. All of this must be done through the regular entry of foreign men and women in Catalonia and through strengthening public employment policies.

81. We must also take into account that changes to the production model and the boosting of Research and Development will mean the progressive incorporation of more people with a high level of professional skills, and in sectors linked to new information and communication technologies, as well as business and individual services.

82. It is necessary to perform faster processing of modifications to work permits, as well as sector and territorial permits for foreign workers during their first year of activity in the Spanish state.

83. It is also necessary to guarantee the labour rights of migrant persons. This includes demanding strict compliance with regulations, encouraging diversity to be taken into account in collective bargaining and enforcing sanctions and other established mechanisms (both in the Law on Breaches of Social Order and Sanctions, the Organica Law on the Rights and Freedoms of Aliens and their Social Integration, and the Penal Code). It would also be desirable to encourage entry by regrouped persons in the job market and look at the appropriateness of modifying immigration regulations in order to unify residence and work permits.

84. Special attention must be given in relation to care and domestic services. These sectors, occupied mostly by foreign women, are emerging sectors as a result of legislative changes that have
expanded the welfare state. It is necessary to boost regulation and professionalism, as well as
guarantee equal opportunities for those that work in domestic services.

85. Taking into account the particular vulnerability of young people, especially those of between
16 and 18 years, the National Agreement on Immigration indicates the need for specific interven-
tions among this group. A field in which it is worth strengthening active policies is the increase
in youth skills. This is because there are notably high levels of failure at school and low figures for
post-compulsory education. According to the Catalan Strategy for Occupation, young persons from
16 to 18 years or 19 to 21 years had enrolment rates of 77% and 52%, respectively – far from the fig-
ures for the Madrid Autonomous Community, the Basque Country or certain European countries.

86. As we have indicated, from the year 2007, the migratory flow that has been most significant
has been that of families. While it is true that this flow does not result directly from demand
for labour, it cannot be denied that this has a large impact. Access by regrouped persons to work
permits – meaning the mobilisation of this flow in the direction of the job market – has become
one of the main priorities of the Agreement and an opportunity that should be seized.

   a. To improve the wellbeing of families and strengthen their position faced with unfavour-
able economic conjunctures.
   b. To further equality between men and women.
   c. To enhance the personal independence and integration of people who have migrated for
family reasons.
   d. To make available to employers labour that is legally resident and much more accessible
that that hired at source.
   e. To moderate demand for immigrant labour and, thus, new migratory flows with the aim of
fighting the underground economy.

87. As stated in the European Directive of 23rd November 2007, it is of pressing need to modify
immigration regulations with the aim of standardizing residence and work permits for people
that have undergone a process of family regrouping. As well as managing the arrival of people
for incorporation into the job market, special encouragement must be given to incorporate those
persons already residing legally in the country, through making it compulsory to apply for a
work permit.

It is therefore necessary to strengthen current policies aimed at:

1. Increasing the male and female activity and employment rates.

2. Improving the professional skills of the whole of the population by means of reducing the
school failure rate, strengthening grants policies, increasing the number of pupils attending
post-compulsory education and boosting higher-education training policies.
   a. Reducing the rate of academic failure.
   b. Strengthening a grants system that allows competing with the lowest-paid job offers aimed
   at young people.
   c. Increasing the number of pupils that are in post-compulsory education.

4. Boosting higher-education policies, especially for those groups of young people from 25 to
35 years that have only completed compulsory schooling.

3. Improving the quality of employment by means of strengthening active employment policies
and anti-discrimination measures for people of diverse origin.
   a. Performing temporary actions in order to promote access to active employment policies.
   b. Strengthening controls against discrimination due to a person’s origin in accessing the job
market.

4. Supporting time management policies:
   a. Promoting new ways of organising timetables and services.
   b. Promoting in different public services preferential attention in order to create new mea-
ures and provisions aimed at persons with special flexibility and support needs.
   c. Supporting increasing the number of school dinners.
   d. Supporting increasing educational resources for children of 0 to 3 years.

5. Intervening specifically among young people. Firstly, increasing entrance to post-compulsory
education for regrouped young people; secondly, improving the mechanisms that link train-
ing and incorporation into the job market.
   a. Increasing the post-compulsory education rate for regrouped young people.
   b. Strengthening controls against discrimination due to a person’s origin in accessing the job
market.
   c. Promoting time management policies:
      1. Standardizing criteria for registration in the municipal register.
      2. Guaranteeing migrant persons’ access to municipal registration.
      3. Promoting new ways of organising timetables and services.
      4. Improving permanent mechanisms that link training with entry into the job market, in
order to avoid short-term permits creating new situations of administrative irregularity.
      5. Guaranteeing access to rights such as vocational training and careers advice.

6. Promoting immigrant persons’ access to policies supporting business initiatives.

7. Promoting immigrant persons’ access to policies supporting business initiatives.

8. Incorporating in the job market those persons arriving through family regrouping:
   a. Increasing the post-compulsory education rate for regrouped young persons.
   b. Promoting and facilitating basic education and higher education for regrouped persons, in
order to guarantee they are suited to existing job offers.

Non-EU Member Country nationals to reside and work in the territory of a Member State and on a
common set of rights for Non-EU Member Country workers legally residing in a Member State. European
Commission, 23.10.2007.
As a result of the above, it is necessary to adopt the following measures:

1. Increasing access, under equal conditions, to specific higher education and occupation policies adapted to foreign workers—especially those that are unemployed or at risk of unemployment.

2. Increasing access, under equal conditions, to basic and skilled training for immigrant persons employed or capable of being employed in care and domestic services.

3. The development of skilled employment sectors by speeding up the process of ratifying training, recognition of professional experience and the creation of labour integration mechanisms for skilled sectors.

4. Promoting the presence of professionals of diverse origin in public administrations.

5. Implementing measures to accompany, guide and watch over entry in the job market by young persons with particular difficulties regarding incorporation in the workplace.

6. Facilitating for people that have participated in regulated training processes the acquisition of a work permit.

7. Ensuring a response, within two weeks, from the authorities to any modifications to initial work permits.

8. Promoting legislative changes and working alongside the state authorities in order to find temporary solutions to situations where a person has an expulsion order that cannot be enforced.

9. Creating the Assisted Return Programme for prisoners and ex-prisoners, with specific actions on acceptance, rehabilitation and integration in work and training.

10. Promoting legislative changes and instruments, and working alongside the state authorities to facilitate regrouped persons obtaining a work permit.

11. Starting actions to monitor and accompany family regrouping processes and ensure coordination of information between the responsible authorities, improving psycho-affective care and encouraging opportunities for integration in work.

Challenge 2. Managing external flows by aligning legislation with reality

88. Some of the proposals formulated below relate to matters under the jurisdiction of either the Spanish state or European Union. Nevertheless, the National Agreement on Immigration believes that Catalonia, according to that stipulated in article 138 of the Statute of Autonomy, wishes to reach agreement on the flow management that we desire. This can be performed through starting to transfer powers to the Government of Catalonia regarding processing initial work permits (both in the general and stable quota schemes.)

89. The starting point of the proposals formulated is companies’ need for foreign labour and the difficulties for existing mechanisms to make this possible. As a consequence of the difficulties of the system to hire at source, there have emerged uses of the legislation in effect that are different from the legislative will. This fact explains, for example, the high nominative hiring rate. Therefore, as mentioned in the previous challenge, it is deemed necessary to concentrate on hiring those people that already live in Catalonia—unemployed and/or with a residence permit.

90. In the current normative situation there are two entry routes for legally-hired immigrants: the quota scheme and general scheme— both with a clear disproportion in favour of the latter system, even though the quota scheme does allow for job vacancies to be handled and candidates selected in the country of origin. By contrast the general scheme seems to offer more facilities to use that differ from legislative intention. This disproportion arises from the inflexibility of the quota scheme (there is a big difference between what is approved and to what extent this is then put into practice) and the much greater flexibility of the system of hiring specific workers.

91. The quote procedure presupposes a capacity to plan for concrete work demands. In order to fit these demands to business proposals it is necessary to establish a flexible procedure that allows for the constant modification of the initially envisaged quota throughout the year. At-source hiring procedures have not been adapted to the needs of small, medium-sized and micro-companies and contracting families, even when such agents form the foundation for hiring foreign labour. This labour migration system is based on selecting people according to their first job offer—an offer that is not representative of the working life of migrant persons nor the family flow that accompanies them. We need to move towards standardising at-source hiring systems.

92. The deployment of competences provided for in article 138.2 of the Statute of Autonomy of Catalonia must allow greater accompaniment in planning the offers of small and medium-sized companies in the management process, as well as a design of demand that is better suited to the job market’s real needs. The use of the job-seeking visa procedure may also be a tool to help tailor real flows to the needs of microcompanies and hiring families, as well as those of migrant persons themselves.
Aligning legislation with reality

As a result of that outlined, the regulations that shape the status of foreigners cannot be introduced behind the back of the social reality in which they operate. The crystal clear aim of the legal regulations and political action must be to guarantee legal entry of foreign workers and enable them to obtain any available work posts. Participation by the Employment Service of Catalonia (SOC) will be key to achieving this.

Labour exploitation and the violation of employees’ rights are greatly linked to the existence of a de-regularised job market. Thus, it is necessary to ensure mechanisms to incorporate labour through structuring instruments for foreign presence that promote legal entry into Catalonia from the country of origin. It is thus proposed to consolidate and expand a flexible model of intermediary services and work training at source that links actions to companies’ effective demand and that also opts for coordinated action with the countries from where originate most of the migratory flows into Catalonia.

The actions that allow the entry of foreign people must be accompanied by improvements to existing instruments: nominative supply, generic supply and regrouped people. We must promote transparency and clarity in processes related to the status of foreigners and guarantee monitoring cases of hiring, processes related to immigrants’ skills and encouraging the arrival of highly-skilled professionals, linking such with the catalogue of hard-to-fill occupations in Catalonia.

We must take into consideration the importance of the cyclical nature of labour migration to Catalonia, although also differentiating between migrations of a temporary nature and separating this observation from the already superseded concept of guest workers. The National Agreement on Immigration sees circular migration as the movement of humans from their country of origin to their destination by means of formally-agreed exit and entry. It responds to situations of seasonal demand for labour and not permanent employment. Under such migration, which takes place within a very wide contextual range, the commitment to return after temporary displacement is not the only determining element. In such cases, it is possible to talk in terms of decent temporary or circular migration – the objective of the current context of economic internationalisation.

We must also deal with the role of inclusion services, and that of intermediary and employment training services for facilitating entry in the job market. This entry is achieved through common and standardised basic work training, education at source (including employment training) and reinforcing the culture of non-irregularity.

The National Agreement on Immigration believes it is totally essential to orientate employment policies towards providing labour that fits demand needs. There must be greater capacity for intermediation, offering these services to small and medium-sized firms, streamlining awarding permits, and working alongside business organisations. Further, we must propose to the state authorities a simplified system of flow management through standardisation of at-source hiring procedures (general and quota schemes) in order to have a single procedure that allows presenting nominative offers (without selection at source) and generic supply (with selection at source.)

It is therefore necessary to strengthen current policies aimed at:

9. Guaranteeing foreign people’s non-regular entry in the job market:
   1. Continuing working to improve planning of the concrete demands for labour presented by business organisations, prioritising in all cases hiring persons with residence in Catalonia or that are unemployed.
   2. Planning estimated demand for the job market for sectors with little ability to plan. Accordingly, we need the public authorities to plan to enable regulation and the offering of possibilities to agents, and to create an action plan framework.
   3. Improving mechanisms for the legal acceptance of the foreign population.
   4. Providing business services in order to guarantee non-regular entries of foreign persons in the job market.
   5. Reorientation of hiring at source, identifying labour market needs and intermediating with third countries through selection at source.
   6. Proposing work permit streamlining.
   7. Facilitating the process of hiring doctors and nurses at source, establishing mechanisms to guarantee professional competence. This should be done by activating compensatory mechanisms in their countries of origin and designing measures to support return.

10. Improving access by foreign persons to public intermediacy and employment-training services.
    1. Guaranteeing effective tutelage in job seeking.
    2. Strengthening the actions of the Employment Service of Catalonia.

11. Structuring the Government of Catalonia’s instruments providing presence abroad.
    1. Strengthening the Generalitat’s public presence by means of:
       a. Government offices abroad and permanent delegations of the Catalan Agency for Cooperation Development (ACCD);
       b. The intermediation and work training service that acts as intermediary and provides services abroad for companies and persons.
    2. Improving the quota creation process within the framework of the Employment Service of Catalonia’s immigration commission, in order to make this more suited to the reality of the job market.

12. Ensuring the dignity and balance of circular migrations.
    1. Fully guaranteeing citizens’ rights allowing people that make the migratory journey to keep the link between their country of origin and their country of destination.
    2. Supporting people that participate in circular migration processes as agents of co-development actions.
    3. Putting forward a temporary migration model that creates reciprocal-interest relations with countries of origin.
    4. Intervening in producing an EC legislative framework that facilitates this type of migration, through the legislative harmonisation of already existing legal frameworks in different European Union states. This framework can also be obtained by introducing modifica-
tions in the current EC regulations. In order for circular migration to work correctly, there must be careful supervision of the legal systems that allow this.

5. Guaranteeing decent housing for seasonal workers.
6. Promoting professional exchanges. Transience might be a tool to avoid source countries’ loss of human capital, and to create new relationships with them.
7. Strengthening specific training aimed at the groups chosen to do circular migrations.

13. Ensuring the dignity of persons seeking asylum.
   1. Transposition of European Union directives on asylum and refuge matters.
   2. Guaranteeing rights and access to services for persons requesting asylum.


15. Developing a return policy beyond its current charitable nature, which recognises the contribution of returned people to Catalan society.
   1. Increasing trans-national activities through Catalan emigrants and returned persons.
   2. Strengthening relations with Catalan communities abroad.

16. Improving coordination with the Spanish state and the European Union.
   1. Guaranteeing incorporation of the regions in the EU’s migratory policies.
   2. Implementing article 138.3 of the Statute of Autonomy of Catalonia.
   3. Activating the bilateral State-Generalitat sub-commission on immigration affairs.

As a result of the above, it is necessary to adopt the following measures:

12. Linking existing hiring at source mechanisms in order to guarantee that intermediacy and vocational training function, linking selection at source with family regrouping. This is to ensure, in coordination with the job market, a good training and employment profile of regrouped persons and allow contract offers to be job-based.

13. Strengthening the Generalitat’s presence abroad, developing the Service of Intermediation and in situ Professional Training where the need to hire foreign workers has been demonstrated. The Catalan government shall do in situ monitoring (sectors, professional profiles, professional categories, company types, contract types, etc.) through the Employment Service of Catalonia’s Immigration Commission -in coordination with economic and social agents-, and monitor the social effects caused by these flows, in the Interdepartmental Immigration Commission.

14. Extending temporary job-seeking permits for the domestic-service and care sectors. It must be ensured that the persons that obtain them enjoy decent living conditions, are given guidance through a job-seeking scheme, and are committed to returning to their country of origin in case of failure to enter the job market.

15. Combating irregular hiring through implementation of article 170.2 of the Statute of Autonomy of Catalonia, by means of an increase in the number of resources allocated to work inspections and improving the effectiveness of punitive processes.

16. Performing specific programmes to accept persons that are refugees due to political or humanitarian reasons or sexual orientation. Likewise the figure of political refugee must be recognised.

17. Implementing specific programmes giving attention to the victims of human trafficking or trade.

18. Managing return to countries of origin with the office of the International Organisation of Migrations in Catalonia and other non-governmental organisations. Likewise, coordinating such actions with Spanish embassies abroad.
Challenge 3. Responsible management of migration flows that is coordinated with the development of countries of origin

99. The National Agreement on Immigration states its concern because often migration and job market needs are dissociated from the negative effects of human exodus on the social and economic development of sender countries. It is for this reason that migratory flows must be dealt with in relation to the development of the source countries, so that cooperation development can contribute to positive management by guaranteeing total coherence.

100. Firstly, we need to take into account the necessary involvement of migrant persons as agents for development of their countries of origin. Co-development is one of the main instruments that Catalan cooperation projects wish to perform by means of a new strategy to be created from the results of the debate on the Co-development green paper. The production and application of this strategy must be performed through consensus with the agents and organisations that work in the cooperation and immigration areas –with co-development taken to be all those practices that allow creating a positive relationship between migration, development and citizenship.

101. Secondly, we should highlight and promote the important global-economic role played by the remittances sent by immigrants to their countries of origin. Remittances are the main mechanism for transferring resources to developing countries. They are considered to be a very effective economic flow for reducing poverty, and have great potential in issuing countries. Unfortunately remittances are the only major international economic flow that lacks a multilateral body to govern, protect or at least measure flows –as happens with trade, tourism and labour.

102. Within this ideas framework, increasing remittances from Catalonia appears as one of the mechanisms which, most directly, links the migratory phenomenon with the development of countries of origin. The role that financial institutions play in them is very significant. Therefore, although transfers of funds are private and belong to immigrants and their families, the National Agreement on Immigration deems it important to contribute to providing good governance policies and the need for a reliable banking system in countries of origin as mechanisms for managing the remittance dimension of development and poverty-reduction schemes. From this point of view, we need to seek to make remittances less burdensome, faster and safer, and to link them to development projects and investment through voluntary donations -as well as public and private incentives.

103. Alongside co-development and remittances, the National Agreement on Immigration is also considering that there are other possibilities to stimulate the positive effects of migration on the development of countries of origin. We must highlight training mechanisms improving professional skills, the creation of social-support networks for migrants’ families, the availability of loans for migrants to invest in their countries of origin, the advisability of reducing ‘brain drain’ and loss of human capital, and of managing immigration through promoting stability and democratic processes.

It is therefore necessary to strengthen current policies aimed at:

17. Applying cooperation development policies that contribute to employing migratory flows positively, as a factor of socio-economic development, in the global North and South. To do this we must:

1. Coordinate cooperation development policies with migratory policies, ensuring coherence and complementation.
   a. Developing stable support relationships between institutions (hospitals and health centres) and using electronic media (telemedicine and e-learning) in order to strengthen activities in the South.
   b. Contributing to awareness-raising in countries of origin.


3. Promote participation by immigrant persons as active cooperation agents.

4. Promote study on and development of trans-national relationships, from the angle of boosting both social and economic transformation.

5. Encourage initiatives for immigrant-centred trans-national entrepreneurship that contribute to the development of countries of origin.

6. Encourage cooperation between development NGOs and immigrants’ associations.

7. Improve access for new Catalans to loans in order to invest in their countries of origin.

As a result of the above, it is necessary to adopt the following measures:

19. Creating cooperation, through public protocols, between countries of origin and of migratory destination in matters of development, trade and strengthening institutions.

20. Promoting transfer of remittances through transparent and cheaper intermediary channels, encouraging information, study and regulation of remittances as a source of information and promotion of legality.


22. Performing activities regarding awareness-raising, training and research on the links between migration and development through Development Education. These would take place in both educational centres and other areas of social inter-relation.
Line 2. Adaptation of public services to a diverse society

104. Migration requires a country’s public institutions to analyse whether their social policies fit the new more complex and diverse reality. The National Agreement on Immigration understands that the social transformation that Catalonia is going through must never be a pretext to devalue state provisions. There is a risk that the new reality derived from the population increase leads to a weakening of the welfare state and a progressive erosion of social cohesion, among other reasons due to competition for scarce resources. We therefore deem it necessary to adapt policies and the welfare state, both in terms of their size and organisation, in order to guarantee continuity and improvements to the social-welfare state.

105. The will to provide quality public services for all citizens, including the new Catalans –in accordance with the principle of resident citizenship–, is an essential attitude if we wish to preserve the values that have guided the consolidation of Catalans self-government and deepen the welfare standards attained. The growth of the Catalan population in recent years and, most specifically, the Catalan population at risk of social exclusion cannot be used as arguments to justify social retreat or limit certain people’s access to particular policies and services.

106. Thus, it is essential to break the link between immigration and reduced quality of public services, avoid competition over public resources and weaken the welfare state. Also we need to plan for the quantitative growth and qualitative adaptation of public services. It is necessary to have instruments available to know and plan for the population’s needs, as well as sufficient resources to attend to people. Growth must occur first and foremost in those services in which the arrival of foreign persons generates most demand, which does not mean all services. Qualitative sources to attend to people. Growth must occur first and foremost in those services in which the arrival of foreign persons generates most demand, which does not mean all services. Qualitative adaptation, however, must take place in all public services.

107. With the aim of maintaining quality public services for all citizens, and recognising that reality has shown us some practices that endanger the preservation of the principles defining the welfare state, we think that it is totally necessary for the adaptation of public services to the new reality created from migration to take place according to the following guidelines:

· Preserving the universal right of access to basic public services. It is completely necessary to avoid this being conditioned by criteria and requirements that are alien to the service’s nature and aims.
· Avoiding any segmentation in organising and providing these services on the basis of which people will be recipients.
· Adapting budgetary and organisational dimensions of services to existing social reality, and trying to foresee social demand.
· Consolidating social public expenditure and strengthening it to attain levels equivalent to those of most European countries.

108. Equally important to service and policy content (what) are organisational and operational angles (how). The context in which these policies and services take concrete form is characterised by concurrence between the different authorities (related to the different territorial areas) and also the diversity of agents of social and private initiatives that provide some of these services through delegation by the authorities. The multiplicity of institutional and particularly social actors is an expression of the pluralism that characterises Catalan society. Any counterbalancing to this context requires clearly defining and delimiting responsibilities, incorporating inter-institutional or multi-level cooperation and also boosting local networks integrating the different agents that intervene in a single territory.

109. The existence of people in irregular administrative situations creates inhumane situations for those directly affected. This is because of the restrictions to rights involved and the difficulties in developing a normalised life project. However it is also problematic for the society that has to host arrivals as it demonstrates the limits of the institutional system at resolving situations and, at the same time, creates worrying dynamics that endanger maintaining the principles of the social state and rule of law.

110. Faced with such a situation, inclusion in the municipal register becomes one of the main ways of responding to such, and helps integration of all recently-arrived people in Catalan society. Firstly, this is because it involves recognition and in particular the exercise of certain social rights –one of the most important being access to the public health system (which is a right guaranteed by registration), thereby guaranteeing healthcare to the whole population. Secondly, municipal registration plays a very important role in facilitating legalisation by means of accrediting social rootedness. Lastly, municipal registration strictly reflects the municipality’s demographic reality, making it a very important planning tool.

111. Despite the political and social importance of municipal registration in this context, sometimes the criteria applied by local governments have not received universal consent, particularly with regards to interpreting and identifying of people and their normal residence. We have identified practices in some local areas that could be defined as discretionary, both in terms of residence and producing a municipal register of social rootedness.

112. Those persons who-as they can by right-wish to begin the regrouping process must be able to accredit having a place to live and sufficient economic resources for regrouping not to worsen their living conditions.
Challenge 1. Creating a universal reception service

113. The information offered to immigrant persons during the initial exchanges -contacts- that take place after their arrival is very important for being able to correctly manage their integration process in the recipient society, and more concretely, in the municipality where they will reside.

114. The promotion, leadership and regulation of acceptance and integration actions is the responsibility of the Government of Catalonia. It is its duty to standardise the guidelines that should be applied in this field by the different Generalitat Departments as well as ensuring correct inter-departmental and inter-institutional coordination. The National Agreement on Immigration acknowledges the great many experiences of local actors and networks of associations over recent years in issues of acceptance, and has opted for cooperation and coordination by the authorities, who will, in particular, strengthen local actors’ reception and acceptance actions.

115. The fact that immigration takes form and becomes visible in the municipalities transfers to local-government institutions the responsibility for guaranteeing reception and initial reception services. The aim of these integrated actions is to promote personal autonomy.

116. The different economic and social agents and the network of associations in the area are acceptance agents, alongside the local authorities. Strengthening existing social pluralism, including in reception services and actions promoting personal autonomy and integration of newcomers, can become a key instrument from the perspective of local governance and also the transmission in reception services and actions promoting personal autonomy and integration of newcomers, and, if relevant, in the countries of origin. This should be aimed at achieving the normalisation and autonomy of migrant persons, while reducing uncertainty and informing about social and cultural contexts, existing rights and duties and access to basic services, as well as contributing to training and educating people who arrive in Catalonia.

As a result of the above, it is necessary to adopt the following measures:

23. Promoting unification of municipal registration criteria, creating a municipal report on the availability and suitability of housing and the municipal document to accredit social rootedness. It must be guaranteed that a person is included in the register if he or she satisfies requirements outlined in the Fundamental Provisions of the Local System and his/her explicit wish is to reside in the municipality. A response must also be provided to people without a permanent address.

24. Developing a universal, standardised and homogenous reception service across the territory and, if relevant, in the countries of origin. This should be aimed at achieving the normalisation and autonomy of migrant persons, while reducing uncertainty and informing about social and cultural contexts, existing rights and duties and access to basic services, as well as contributing to training and educating people who arrive in Catalonia.

25. Guaranteeing local bodies, by means of a multi-annual contract, with the necessary technical support, budgetary provision and advice in the fields of acceptance and integration policies.

26. Facilitating provision of linguistic resources for reception services in order to attend to the user in a language they are familiar with; at the same time, however, as guaranteeing that Catalan be the operational language of the service.

27. Defining and clearly delimiting the responsibilities of the different institutions and social agents that intervene in the providing services to newcomers. Further, promoting creating local acceptance networks to ensure that services are harmonious, complementary and comply with the principles of economy, efficiency and effectiveness.

28. Implementing, in conjunction with economic and social agents, initial reception services in workplaces, within wider programmes on managing diversity.

29. Regulating professional attention profiles and managing migration in coordination with the relevant department in this area.

29. The Generalitat shall be responsible for designing and creating standardised content modules -or common curricular material. This shall be on knowledge of the recipient society, the job market (through the Labour Offices of the Generalitat) and learning the Catalan language.

b. In accordance with article 6 of the Statute of Autonomy of Catalonia and in line with our linguistic and educational model the language used as recipient vehicle will be Catalan. The reception service shall guarantee priority learning for the Catalan language, as well as helping acquire linguistic abilities in Castilian (Spanish) whenever the person requires such to complete the process of acceptance.

c. Companies will voluntarily be responsible for this training and measures shall be created to enjoy sponsorship and recognition from the Generalitat.

d. Compliance with a single, flexible and adapted protocol for initial acceptance shall be guaranteed in any municipal services –teaching Catalan, social services, health and education. This is in order to ensure that the acceptance process in any of these services is implemented without repetition or incoherence and sharing those resources that allow good communication between service professionals and the user.
Challenge 2. Sizing public services and guaranteeing access to all persons

117. By basic public services we mean all those of universal and unrestricted access for any person residing in Catalonia, with municipal registration being the only requirement. Education, health and social services are deemed as basic public services.

118. This does not prevent certain social dynamics becoming de facto barriers that limit the real chances of access by immigrant persons to such services. To avoid this, the National Agreement on Immigration gives great importance to boosting the information activities of initial reception services.

119. On another level, it has been identified that many basic public services share exactly the same difficulties to adapt, firstly, to increasing numbers of users, and secondly, to the linguistic and cultural diversity associated with immigrants. The persistence of such negatively affects service provision and reduces social effectiveness.

120. When dealing with adapting public services, we always must bear in mind the transient nature of migratory flows. In recent years some resources have been created and services adapted. Even if flows continue, everything points to immediate challenges centring on integrating those persons already present in Catalonia. The future thus depends on creating policies that ensure observation of equal opportunities and social cohesion.

121. We need to be aware that the integration challenge will be resolved largely on the basis of whether public services have the capacity to provide an adequate response to existing social demands.

122. Ensuring observation of the incorporation of foreign people in normalised circuits that attend to the general population:
   1. Avoiding creating dual networks or differentiated circuits.
   2. This requires adapting existing resources in order to cover the demands of the new population, with their particular legal situations (involving, among other aspects, irregularity, difficulties in settling, lack of linguistic knowledge) and socio-economic characteristics.

123. It is the authorities’ obligation to avoid any degradation to services and take any necessary compensation measures as a result of the new social reality.

124. If we look more specifically at the educational field we can see the great efforts required of the whole educational community by having incorporated reception centres into schools. These have been presented and interiorised by the schools as a flexible resource that facilitates the incorporation of new students. We must acknowledge and strengthen this good practice and others with the same objectives that can be implemented. The responses that are put forward in this area are expanded greatly in the National Agreement on Education –passed in 2006.

125. In a similar direction, we must continue to advance in transforming the curricular and organisational dimensions of schools in order to adapt them to the existing social diversity.

126. Setting-based Educational Plans suggest pedagogical practices which involve the social and cultural setting of the school. Such practices until now have attained good results that allow us to expect that they shall have a positive impact on the education of the youngest children, and are creating the foundations from which to ensure success in education, living together and social cohesion.

127. Despite these positive aspects, it is believed that more decided measures are required to reduce the risk of dualisation and segregation of schools and pupils.

128. In the health service pioneering adaptations have been made to give a quality service also to the newly-arrived population. The universalisation of health services, as well as the normalised attention approach, which avoids parallel structures, constitutes a key aspect.

129. In the area of social services, special attention must be given to the impossibility that immigrant persons without a residence permit access specialised services. The new Social Services Act 12/2007, 11th October, provides, however, a new opportunity to normalise segments of the labour market currently occupied by migrant workers.

130. The different processes of family regrouping will mean that young people will have a great presence in migratory flows over the coming years. This will create more demand for programmes aiding the school-work transition.

131. Our society’s cohesion is built in the neighbourhoods and localities. Consequently, special attention is required for urban areas undergoing the largest demographic changes. We should continue and strengthen comprehensive urban cohesion policies: urban renovation, rehabilitation of housing, economic stimulation, training of human capital, management of the public space, social policies and participation by citizens. The public space is shared by citizens and thus we should opt for a quality and safe space that facilitates social cohesion and living together.

132. With regards to housing, it must be recognised that the condition of recently-emigrated person often involves, among other factors, residential instability, economic precariousness, an unfinished regularisation process and a lack of guarantees against insolvency. Overall these factors converge on the difficulty not just of acquiring housing on the market but even the impossibility of being included in different housing scheme frameworks under the measures put forward by the authorities. Furthermore, the increase in immigrant population that many local areas have experienced has been concentrated in neighbourhoods that have important housing deficits in terms of quality in comparison with the rest of the territory.

133. Nearly 40% of the population in Catalonia’s penitentiary system is of foreign nationality. The diversity of needs of this population group requires special actions. For this reason attention to the prison population must be given special importance.
It is therefore necessary to strengthen current policies aimed at:

18. Adequately sizing basic social services alongside the most sensitive social provision for the whole of the population.
   1. Increasing the corresponding budgetary provisions and carrying out the necessary organizational and staff adjustments. Thus, no person should be excluded from access to these services as a result of increases in users, nor will staff have to take on a bigger workload.
   2. Intervening to train and educate professionals working in public services by means of specific training schemes.
   3. Taking into account territorial specificities and demands.
   4. Avoiding the perception of competition for public services.
   5. In the educational field, continuing to provide sufficient funding and professional recognition to those educational establishments with pupils having special educational needs or socio-economic disadvantages. This is in order to block processes of social stigmatisation and avoid deterioration of educational quality.
   6. In the health field, we must also guarantee suitable staff sizing, tailoring this to increases in population and the varying characteristics of the population attending each of the centres, which contain different specific burdens.
   7. In the social services field, there must be a monitoring of the resources designated to attending the population at risk of social exclusion.

19. Making available to those public-service professionals that require such, precise and quality linguistic help, optimising human and technological resources. These services must be facilitated in a prompt and transitorial way because knowledge of the common language is deemed a tool of social mobility and a civil duty.
   1. Performing health mediation actions in order to attend to the immigrant population.
   2. Hiring translation systems or services in order to facilitate communication between prison staff and legal authorities and foreign inmates.
   3. Having a network of translators available for programmes attending to foreign children and young people.
   5. Guaranteeing linguistic assistance and translation services for foreign detainees and victims.

20. Performing information activities on equal access to public services that are working to eradicate those unfounded perceptions that might produce negative or distorted images of the migratory phenomenon.

21. Guaranteeing that in access to the educational system, regardless of the nature of the centre, there is no discrimination due to any kind of reasons -neither moral or religious convictions or any other. Each publicly funded school has an inescapable commitment to tackling the country’s social and educational challenges, in accordance with the educational tools already envisaged in the National Agreement on Education and the Education Act of Catalonia.

22. Reducing the financial barriers that still exist in some educational institutions and that hamper equal access. These affect, as well as other sectors, much of the immigrant population.

23. It is necessary to offer educational and professional guidance to avoid young people leaving school early.

24. Improving, consolidating and strengthening setting-based educational schemes as a networked educational strategy that goes beyond schools.

25. Guaranteeing the accessibility of health services for the whole population.
   1. Following the same criteria and procedures, laid out according to law, to obtain a health card and thus services. Also, giving the care required (to pregnant women, in casualty provision and for children to obtain the health card, even they have not been included in the municipal register).
   2. Evaluate compliance.
   3. Using reception support materials created by the Department of Health which ensure providing not just useful information but common and coherent messages on accessing and using services.

26. Maintaining and improving the availability of language services such as that offered at present by the Department of Health is a resource that responds to communication difficulties.

27. Identifying demands for temporary communication and mediation needs giving answers to concrete demands.
   1. We need to establish a community health strategy for interventions in primary care and public health in specific communities: promotion of training projects and standardisation of relevant professional figures that can give external and temporary support to the system and other professionals, but who also initiate a coordinated line of work in community health for newly arrived groups.

28. Maintaining coordination between local bodies and health services and the community and participatory interest in working in the territories on projects developed by the Immigration Master Plan in the health field. This will enable continual analysis of the real situation and improve constant diagnosis of needs by means of:
   1. immigration and health committees in the local area
   2. territorial health bodies.

29. Promoting greater professionalism of sectors that might use primary social care, home help and residential services -strengthening the basic and advanced training of the professionals of these services.
   1. Ramp up self-tuition social health courses geared towards auxiliary nurses and carers who provide social services and deliver home care.
30. Guaranteeing the continuity of the Programme to improve neighbourhoods, urban areas and towns, as well as the Work in Neighbourhoods programme, which requires special attention over the coming years.
   1. In those urban areas where there is a concentration of citizens’ groups that have special needs, intervening to improve urban planning, service networks, provision of facilities, accessibility and public transport.
   2. Strengthening the transversality of comprehensive intervention projects.
   3. Boosting social actions to improve the quality of life in neighbourhoods.
   4. Strengthening monitoring of execution of projects emphasising compliance with deadlines –especially those actions related to acceptance and attention for the newly arrived population.
   5. Promoting performing trade-related economic activities.
   6. Strengthening interventions by the Department of Health and implementing the portfolio of specific Public Health services for areas of special need—both on a Department of Health and municipal level. Actions to tackle the health needs detected and prioritised in the local areas included in the neighbourhoods programme.

31. Promoting a good practices manual in order to share the experiences of local authorities that have performed urban-development actions within the framework of the Neighbourhood improvement programme, urban areas and towns with the aim of improving and optimising the resources employed.

32. Ensuring observance that the urban-development plan guarantees a balanced distribution of the use of land between private housing and council housing, and between religious and civic facilities.
   1. A land distribution aimed at housing that maintains the balance between private housing and the different kinds of social housing provided through the Right to Housing Act.
   2. Land devoted to facilities where religious and civic activities are carried out.

33. Avoiding the creation of sub-standard housing clusters associated with foreign persons.
   1. Maintaining aid subsidies for rent payment by households at risk of social exclusion, and among them those of immigrant persons at risk of residential exclusion.
   2. Promoting housing for temporary accommodation, especially for immigrant persons at risk of residential exclusion.

34. Taking advantage of newly created residential areas in order to respond to the special needs of certain social sectors, while avoiding residential segregation
   1. Giving a response to the housing needs of social sectors with special needs.
   2. Avoiding residential segregation.

35. Promoting, through local institutions, the mediation mechanisms in order to allow obtaining a rented property and minimise any discrimination. Also this offers formalisation of those guarantees which, for different reasons, some citizens cannot always offer property owners.

36. Adapting attention to the foreign prison population by means of acceptance actions and adapted active employment policies.

37. Guaranteeing knowledge of basic rights and strengthening mediation actions for people using the justice system.
   1. Guaranteeing knowledge of the basic rights of the whole of the population.
   2. Strengthening mediation activities.
   3. Increasing awareness of the struggle against racial discrimination and xenophobia within the criminal justice system.

38. Strengthening actions by citizens’ safety services.
   1. Reinforcing training in a diverse society and against racism and xenophobia in the security forces.
   2. Encouraging the presence in the security forces of professionals that know the original cultures of our immigrants—the Social diversification programme for entry in the Catalan Police Force (Mossos d’Esquadra.)
   3. Strengthening the activities of community police.
   4. Making police services more amenable to immigrant persons and informing the latter of their rights and duties.

39. Incorporating specialised acceptance in universities.
   1. Incorporating specialised acceptance in universities.
   2. Coordinating access to second cycl.

40. Strengthening actions that, in the cultural field, help invigorate the role of libraries and popular culture centres as spaces for interrelation between people.
   1. Guaranteeing that libraries become spaces of acceptance for newcomers.
   2. Strengthening the integration aspect of the different manifestations of popular culture.
As a result of the above, it is necessary to adopt the following measures:

30. Creating mechanisms to detect the need to intervene faced with critical situations of competition for public services that put pressure on social cohesion and living together.

31. Implementing integration school zoning models through participation by the public and private school systems. These will allow schooling that balances a family’s right to choose with the necessary social cohesion.

32. Developing an intercultural and inclusive educational curriculum for the whole school population.

33. Promoting intercultural living projects that boost and improve on actions already being carried out in a participatory, comprehensive and integrated way, both in educational centres and in their surroundings.

34. Starting a national adult literacy and supplementary training programme in conjunction with local bodies.

35. Adapting youth attention services by means of Youth Bureau Networks. This is with the aim of adapting youth attention services to the diversity of users, providing legal and work advice services (and on housing and health matters), and incorporating among their functions an initial reception service for regrouped young persons.

36. Introducing alongside the local authorities the necessary instruments in order to know the socio-demographic figures for the immigrant population in the municipalities. Additionally, and in accordance with that stipulated in the Right to Housing Act 18/2007, applying the suitable and effective tools to the fight against substandard housing, thus contributing to avoiding human rights violations and problems of coexistence.

Challenge 3. Strengthening inter-institutional transversality and coordination

134. The existence of different authorities and social agents acting in the same territory requires a transparent mechanism of multi-level coordination and transversality without which it is not possible to imagine effective or (particularly) efficient results.

135. We believe it is fully necessary to offer to make migratory policies and services relevant to the whole territory. This is especially so in the areas where imbalances between neighbouring municipalities are very clear. In such cases, a compensatory policy in favour of the municipality with greater social needs and active acceptance and normalisation policies might be a good incentive, without prejudicing local autonomy.

136. Local leadership in immigration activities corresponds to local government. It therefore should be done jointly with other local authorities, and establish objectives and activities with the different actors intervening in the area. It is particularly necessary to coordinate the programmes that are developed in a single area by different institutions and with the aim of optimising resources and having positive and non-contradictory impacts on the environment in which they operate.

137. It is vital to have the necessary information on the immigrant population constantly updated so that planning and anticipation can take place under public leadership. Therefore, all of the available information needs to be obtained and we should guarantee sufficient backing for research and knowledge-building using the new data on immigration.

138. Faced with this reality, it seems appropriate that the Government of Catalonia seeks transversal coordination for all those interventions aimed at improving social and territorial cohesion with adequate leadership from local governments. This is with the aim of guaranteeing synergies between the different programmes and simplifying their implementation.

139. Lastly, we must add that adaptation of public services to new social realities also involves managing the day-to-day reality of cultural diversity. This is a transversal reality for all public services, with different operational and causistic specifications. We should thus try and anticipate any conflicts resulting from negative experiences of the country’s new diversity, and create intervention systems that allow us to foresee possible conflicts and manage them when they take place.

140. For all of the above reasons, coordination between the different authorities is totally necessary, and it is even more important that each of these has the appropriate resources to be able to carry out effectively and efficiently the actions envisaged.

141. In order for immigration policies to be introduced we also require the involvement of all social and economic agents that work daily in this field. Managing immigration policies is not
only an issue that affects the Catalan government but is the responsibility of all of the authorities and economic and social agents. It is essential that there is a social dialogue between organisations, federations and networks, the most representative trade-union and business organisations, as well as intermediacy between these organisations and the authorities.

142. The Statute of Autonomy of Catalonia allows obtaining more devolved powers regarding immigration matters. Catalonia must take on a leading role, within the framework of relations with the State, regarding the decisions to be adopted on labour needs and the countries with which we wish to establish preferential relations.

It is therefore necessary to strengthen current policies aimed at:

41. Establishing stable and assessable cooperation methods between the authorities:
The diversity of public and private agents that act in a single area, with the latter providing social and economic initiative, represents the best expression of one of the most central values of our democratic society: pluralism.

As a result of the above, it is necessary to adopt the following measures:

37. Guaranteeing stable collaborations when providing services. This involves coordinating activities, as well as assessment of such—by means of establishing contracts-programme between the agents involved in acceptance and integration policies.
   1. Creating a stable body to coordinate immigration policy matters between the Government of Catalonia and local bodies.
   2. Creating a bilateral collaboration body for State-Generalitat immigration policies.
   3. Ask for the transfer, to the Generalitat, of information on people that settle or wish to settle in Catalonia.

38. Establishing common assessment criteria for activities on immigration that are funded with public resources.

143. At present Catalonia houses many forms of social and cultural diversity. Recent migratory processes only have enriched the plurality of lifestyles that has always existed in the country. Even so, it is the joint responsibility of the authorities, of all persons—including the most recent arrivals—and of all social, economic and political actors to ensure that this plurality fits with the never-ending process of democratising society; and that diversity can find its place in the Catalans’ proud tradition of opening up to others.

144. This process of incorporating diversity in an open society like ours must be carried out while guaranteeing the existence of a common public culture as the country’s reality and project.

145. The common public culture is thus a space of shared communication, living together, recognition and participation by our diverse and differentiated society. This has as its aim that the Catalan nation remains the reference point for the whole population living and working within it.

146. The bases of this common public culture are the democratic values to which we aspire due to historical and political tradition, linked to respect for human rights, the importance given to equality and pluralism as basic organisational principles of Catalan society. Pluralism and diversity which in no case should lead to separate institutional expressions or a society divided due to its differences in which unequal relations are formed between forms of diversity. It is understood, thus, that any form of diversity that respects the values of democratic mutual living should be recognised.

147. The National Agreement on Immigration states that current economic and social power structures often make the construction of this common public culture more difficult. Neither all the praiseworthy and enormous efforts of the social-service, education and public-health systems, or civil society and local organisation ensure all citizens with real equality of opportunities; nor have we advanced sufficiently in terms of guaranteeing recognition of the gender perspective or equal opportunities between the men and women that have Catalonia as their country.

148. On the other hand, the Catalan authorities—whether our parliament or government—do not have all of the instruments needed to deal with situations. It is also the case that out of all these deficits we must highlight those caused by the conditions of legal inequality in which the most recent foreign population find themselves in.

149. In order to ensure that all people contribute to and adopt as their own a common public culture of shared living and cohesion, we need to provide them with the same level of equality of opportunity. Further, we must categorically reject stereotypes and prejudices that restrict cohesion and stability, and the social and institutional racism that affects social cohesion and leads to exclusion.

150. We must fight stereotypes, which cannot be reduced to those that overemphasise differences, but also those that adopt paternalistic postures or trivialise differences using clichés.
Creating a common public culture must be guided by the principle of recognising diversity and the principle of social redistribution.

151. In order to promote the common public culture, the main objective is two-fold: on the one hand to guarantee an opportunities structure for all expressions of diversity and, on the other, provide instruments and tools to socialise the whole of civil society and together obtain the accommodation of diversity –understood to be a multidimensional social and institutional process.

152. The construction of a renewed common public culture that welcomes society’s diversity involves, firstly, advancing towards an open structure of opportunities that offers equal conditions to all people. The National Agreement on Immigration proposes using ‘equality’ in a wider sense than the strictly legal; i.e. treating it as a community of diverse sensibilities aiming at a shared future; and providing the necessary instruments to allow the chance to participate freely in this common public culture project.

153. In the process of going from the shared public culture that already exists to a renewed culture that recognises and includes the new diversity being incorporated, it is necessary that all challenges are tackled ambitiously and, at the same time, realistically. It is thus necessary to discern between the principles that guide action and that which is truly desirable, between that which is reasonably possible and that which cannot be adopted given the limits to any public action that has deficits in terms of self-government. It therefore becomes necessary for authorities to foresee any unwanted consequences of its actions, among other things. It is also necessary to leave a large enough margin for civil society, in an organised but also individual way, to be an active party and establish one’s own pace of action, while also being able to mediate internal conflicts.

154. In order to accompany the necessary social transformations, while guaranteeing that the differentiated subsections of society have a shared space of living together and cohesion through a common public culture, there are five challenges that require being tackled through the corresponding relation between the authorities and the actors making up Catalonia’s diverse society. These challenges are: participation in public life, the Catalan language as a common language, living together in a secular society that guarantees plurality of belief, equal opportunities between men and women and incorporating the gender perspective and childcare, youth, the elderly and families.

155. Social and political participation is the exercise of democracy par excellence and the holding of this right is the maximum expression of a country’s democratic health.

156. Therefore foreign residents of Catalonia should not just be seen as workers but should have the chance to develop themselves as political and social agents. Of course their participation comes up against legal boundaries –for example exercising the right to vote and access to public posts- which are a real obstacle to creating a common political culture. The National Agreement on Immigration advocates working towards this shared horizon and also guaranteeing the inclusion of all kinds of diversity within existing participation networks.

157. The National Agreement on Immigration believes that political participation, or the right to vote -meaning the right to active and passive suffrage, might be a good tool to deepen rights and duties and ensure full participation in a common political culture. The Agreement proposes that this right be exercised in municipal elections for persons with a permanent residence permit which, according to that stipulated in article 32.2 of the Organic Law 4/2000, means those persons that have had continued temporary residence for five years, as well as less frequent casuistry. Additionally, social rootedness is an important route to a temporary residence permit and, later, a permanent work permit.

158. The active participation of foreign-origin Catalan groups that are freely organised through civil society means greater enrichment of the existing association network and cannot be considered a priori to be a parallel network. The feeling of belonging to a common public culture emerges from recognising the socially shared identities of countries of origin as a starting point for living together harmoniously.

159. The media have a primordial role in building the imaginary collective, as well as an important social repercussion in breaking stereotypes. In this field we therefore propose ensuring inclusive representation of the new Catalans.

It is therefore necessary to strengthen current policies aimed at:

42. Increasing comprehension of migration through the media.

1. Increasing visibility of the new Catalans in the media. Promoting good practices in handling diversity in public television networks and through publications and translations.

2. Avoiding representation of stereotyped images of the new Catalans.

   a. Including in the Contract-Scheme that the General Secretariat of the Media is creating with the Catalan Corporation of Audiovisual Media, the non-use of stereotypical images of new Catalans.

   b. Performing research projects to know the reality of newcomers’ presence in the media, as well as their media consumption.
c. Helping award research grants from the Audiovisual Diversity Committee, in order to establish journalism tools, encourage good practice and localise and analyse the audiovisual means created by migrant persons and study their functions.

43. Promoting access for everyone to information technologies and knowledge through the televendes network.

44. Developing active policies that guarantee the profitability of existing public installations (often closed when the main activity is not performed) and free access to these installations, facilitating spaces in order to perform collective activities that are incompatible with other activities being performed in the public space. Consequently we need to deepen the policy of "open courtyards" that many municipalities are already implementing.

45. Developing active policies encouraging harmonious coexistence in the public space, particularly in our country's squares. Thus, we should encourage specific actions aimed at children and young people living side by side that promote intercultural and intergenerational relationships.

46. Encouraging collaboration by the association network and linking the necessary instruments of citizen's participation with the aim of making citizens responsible for everything that happens. It also allows publicising with sufficient pedagogy equal access for all citizens to public goods and getting to know the regulations by which all citizens should comply.

As a result of the above, it is necessary to adopt the following measures:

39. Increasing the incorporation and participation of the new Catalans in cultural and sporting bodies; associations; political, trade-union and business organisations; and avoiding creating parallel networks.
1. Promoting by means of the National scheme on associations and volunteer work the corresponding actions to incorporate new Catalans' cultural organisations.
   a. Facilitating and promoting the new citizens' participation in the community and associations, with technical support from the authorities.
   b. Facilitating the participation of newly arrived persons in organisations and associations that promote the common public culture.
   c. Working on associations as a tool of integration and living together, taking into consideration the population's diversity.
   d. Promoting, by means of agreements made in the Labour Relations Council, participation by foreign working men and women in workplaces.

40. Encouraging community activities aimed at the whole population, from an inclusive perspective and encouraging living together.
1. Boosting community action by hospital centres with special attention given to vulnerable people, detecting their specific needs and providing integrated and inclusive solutions. There should be participation in both determining and monitoring action by the persons for which it is aimed.
2. Accompanying processes of adapting to changes for autochthonous persons in settings where there has been a rapid transformation due to settlement by immigrants.
3. Provide incentives to participation in the association and community networks through language partnerships, hosts, recipient families, AMPA and other strategies adapted to each association field.
4. Strengthening support for economic promotion policies developed for local bodies, applying an integration business policy that overcomes the binomial between business managed by the autochthonous and by the immigrant population.

41. Working together with the Spanish state, within the framework of bilateral-relations organisations so that the Generalitat participates decisively in determining the facts regarding integration and in the accreditation of the cases required for by the regulations.
   a. The determination of facts related to integration and the ways of accrediting them will be based on services of an information and training nature that promote personal autonomy, social mobility, equal opportunities, the exercising of rights and compliance with duties. Thus, we deem as basic tools for integration: knowledge of the host society, incorporation in work and knowledge of the language.
   b. Within the necessarily standardised criteria, in order to accredit social rootedness, we will introduce as a necessary element having obtained the knowledge provided by the initial reception service.
   c. Processes related to integration will not be linked to the exercise of social rights. The requirements for the right to provisions and the right to access services depend on the regulations for each provision and service, which should be based on all people resident in Catalonia having equality of rights and duties.
   d. Proposing awarding the right to vote in local elections to foreign persons with a permanent residence permit.

42. Signing a commitment for political parties with representation in Catalonia not to use migration in an instrumental way in election periods.

43. Creating the Migrations Observatory to monitor migratory phenomena, implement immigration policies, promote research in the migration field and build an information system that allows doing continual monitoring of the main variables that affect the migration area. It should be directed on the basis of collaboration between the political-decision making field, research and the third sector.
Challenge 2. Making Catalan the common public language

160. As in other fields, the settlement of people of different origin has meant changes to Catalonia's linguistic panorama which at present can be characterised as multilingual. This is because now around 250 languages are spoken. Bearing in mind this diversity, it is essential for us to use a language that acts as the vehicle for communication between all members of the common public culture. Thus we must boost the cohesion dimension offered by the public use of Catalonia's own language: Catalan (and Occitanian in the Vall d’Aran.)

161. Catalonia has, as is well-known, two languages with official status: Catalan and Castilian (Spanish). The latter, as well as being an official language in Catalonia, is also official in the whole of the Spanish state. For a variety of historical, political and socio-linguistic circumstances, many Catalans opt to use Castilian when relating to immigrant persons. This situation means that a parallel and exclusive linguistic network is created that prevents immigrants from participating within the linguistic settings of Catalonia's own language.

162. In order for our language to be consolidated as the language of public and shared use it is essential that different social actors make efforts to adapt to the new reality.

163. The authorities, on their part, must provide the necessary resources for immigrant persons to be able to exercise their right to access training in Catalan and, also, promote its public usage. Knowledge of Catalan creates the possibility of communication because it generates trust, expresses a will to belong and shows the will to accept, contributing to social cohesion. On the other hand, a lack of linguistic competence hinders a person's autonomy and thus cannot guarantee inclusion. We must remember the importance that all levels of the authorities acting in Catalonia respect the right to choose languages, including for immigrant persons. At the same time, we believe that resources should be provided for those migrant persons that request and require to learn Castilian when they have already acquired the basic linguistic abilities in the Catalan language.

164. The multilingual reality of Catalonia is a cultural heritage that should not be underestimated. A common public culture also should encourage a positive assessment of linguistic diversity. With this aim, knowledge of the languages spoken in Catalonia must be promoted in accordance to gaining the recognition that we wish from Catalan within the global language panorama.

It is therefore necessary to strengthen current policies aimed at:

47. Increasing practical use of Catalan as the common public language for the country’s different social actors, helping appropriate the language for all people.

1. Ensuring that all members of Catalan society have the chance to acquire basic linguistic skills in the common public language. Sharing a language puts those persons speaking it on an equal level, and helps avoid the risks of exclusion due to lack of knowledge of the language.
2. Guaranteeing, on the part of Catalonia’s authorities, the resources to teach Catalan to the new Catalans, as well as promoting its use and capacity for use at all levels of public life in Catalonia. This way Catalan is strengthened as a language of a common public culture.

3. Guaranteeing that the different departments of the state authorities in Catalonia provide the right to linguistic choice for the whole population (article 22 of Statute.)

4. Supporting Catalan-promotion initiatives by organised civil or sectorial society that are suitable and complementary with government actions and have the aim of promoting social cohesion.

5. Preferential use of Catalan by the Catalan authorities and public media. Likewise, the use of Catalan as a common language and its teaching in education must be guaranteed (Statute, article 6.1.)

6. Guaranteeing learning, through the educational system, of Catalonia’s official languages.

48. Extending knowledge of linguistic diversity as Catalonia’s heritage.

1. Encouraging teaching of the languages of people’s country of origin.

2. Promoting recognition of the linguistic diversity of countries of origin, giving special attention to those languages used by immigrants residing in Catalonia that have suffered some kind of discrimination in their countries of origin.

Challenge 3. Living together under a plurality of beliefs

165. A diverse society also is a society that expresses itself in a diversity of life views, by means of a rich plurality of philosophical options and spiritual orientations. The National Agreement on Immigration accepts that the common public culture must respect the plurality of beliefs, convictions and options regarding thinking and conscience. And it respects equal rights, without exclusions, as long as such rights respect the integrity of the human rights of all people.

166. The arrival of foreign people in Catalonia has strengthened the plurality of belief and convictions in Catalan society, even when it is not the only factor that has accentuated such. Plurality of belief is the result of the right to freedom of conscience, which, as a fundamental human right, should be enjoyed by all persons residing in Catalonia.

167. As is indicated in the International Agreement on Civil and Political Rights, this right includes the freedom to have or adopt the religion or beliefs that one chooses, as well as to have the freedom to express them, whether individually or collectively and both in public and private. This does not mean that freedom of conscience and religion can ignore other considerations. It is legitimate to limit the expression of beliefs if they clearly prejudice the rights and fundamental freedoms of other persons. The right to religious practice cannot result in the cancelling of the pluralism that makes it possible.

168. Secularism is the framework that must allow the existence or coexistence of different life views, without privileges or discriminations, by promoting freedom and giving equitable and impartial treatment. Thus the authorities cannot ignore the cultural and spiritually dynamic reality of Catalan society, and should maintain normal and necessary relationships with institutional expressions of different beliefs and convictions. The particular idiosyncrasies of expressions linked to beliefs and convictions justifies giving specific treatment to religious communities and to institutions and organisations structured around non-religious life views. This does not mean, however, privileging the religious dimension over that of culture, age and gender.

169. Pluralism of beliefs must allow religious communities to apply their contributions as civil-society actors. Regardless of their specifically religious activity, although often as an inseparable part of such, beliefs and convictions can offer significant contributions to the common good—some with direct impact on the migratory phenomenon.
It is therefore necessary to strengthen current policies aimed at:

49. Giving institutional recognition to all of the religions in Catalonia.

50. Managing religious diversity in schools guaranteeing respect for individual religious norms and giving priority to the right to education, health, following the educational curriculum, living together, security and communication.

51. Regulating the areas provided for religious usage and the technical safety of conditions of places of worship.

52. Accompanying the initial host role played by religious organisations.

53. Supporting hosting training for religious leaders and representatives that arrive in Catalonia, and information on the common public culture for religious organisations that are mostly made up of new Catalans.

54. Supporting inter-religious dialogue and actions by religious bodies at developing thought in favour of living together.

55. Establishing with the federations of religious and secular organisations that contribute to the common political culture: in favour of human rights and democratic values, social support, linguistic normalisation and secularism.

56. Give a response, through aconfessional institutions and authorities, in the funeral sphere (morgues) and hospitals, to the demands posed by the diversity of beliefs, thought and awareness. Respect for this diversity must be guaranteed, whenever this occurs within the boundaries of the law and common rules and respect for individual rights.

As a result of the above, it is necessary to adopt the following measures:

46. Guaranteeing the right to exercise religious practices, within the boundaries of general laws and respect for individual rights.

47. Guaranteeing respect and aconfessionality by the institutions and authorities in managing the demands posed by the plurality of religious options, thinking and conscience in different fields. We also need to tackle managing the demands received, within the boundaries of common rules and respect for individual rights.

Challenge 4. Ensuring equal opportunities between men and women and including the gender perspective

170. Women are protagonists of migratory processes. When they carry these out, they become agents of social change, for their countries of origin and countries of destination. Women, as pioneers in the migratory project or regrouped with their partners, maintain links with their societies of origin due to the reproductive role they are assigned. Because of their work in domestic and care services they make it possible for families that have taken on multiple roles to enter the formal job market. At the same time they themselves are responsible for the process of integrating their own families in the host society.

171. Even so, these fact are not visible in migratory policy planning or management. For this reason the women migrants should be made visible, their transformative capacity recognised and their needs attended to. Women’s emancipation is the result of a historical process that is already present in today’s diversity. Within this framework, a diverse society is a society that demands that equal opportunities be a basic structural fact of society.

172. Beyond the initiatives of the women’s movement and public policies, the promotion of equality between men and women implies medium- and long-term transformations, and results from a socialisation process. The common public culture should be based on equality between men and women and inclusion of the gender perspective in all of the measures regarding the job market, the authorities and the family. A diverse society cannot be segmented according to gender and with certain sexes suffering recognition deficits.

173. It is the case that there are big and significant contradictions. On the one hand, we are calling for autonomy for the new Catalans of foreign origin and respect and equal rights for men and women. At the same time big legal obstacles are created for regrouped women to become emancipated, as they must apply for a work permit in order to enter the labour market and in the case of matrimonial break-ups must wait two years before applying for independent residence –except when victims of sexist violence. The only recourse for these women is to enter domestic or care service, or employment in the informal sector, with the consequent financial dependence and lack of labour rights.

174. It is therefore necessary to strengthen current policies aimed at:

57. Recognising diversity and equal opportunities between men and women and including the gender perspective.

1. Making migrant women visible as autonomous and entrepreneurial subjects with their own initiatives.

2. Attending to the specific needs of women at all facilities.

3. Facilitating the process of acquiring autonomy for the new Catalans.

4. Recognising the role of new Catalan women in processes of change, and overcoming the predominantly male role of migratory policies.
5. Promoting women’s access to the sexual health clinics and health promotion from the point of view of sexual and reproductive rights.

58. Accompanying public, social and economic policies for structural resources and opportunities so that women of any background develop their skills and have available instruments to exercise equal rights, and have an equitable presence as public intermediaries.

59. Strengthening actions aimed at eradicating sexist violence.
1. Guaranteeing access to the criminal justice system for women that suffer sexist violence.
2. Guaranteeing the right to access the comprehensive attention and recovery network (accommodation, attention, access to the job market and recovery.)
3. Guaranteeing that the professional training of those that work in violence-related prevention, detection, attention, assistance, recovery and repair takes into account women’s cultural diversity.
4. Speeding up processing cases of sexist violence in order to avoid secondary victimisation.
5. Promoting specific measures to prevent and eradicate female genital mutilations, promoting applying specific action protocols.
6. Developing the necessary structures and mechanisms in order to take in and attend to women affected by sexual trafficking and exploitation.
7. Promoting awareness-raising strategies aimed at older women in order for them to be aware of resources and strategies to tackle violence against women and allow them to actively challenge these situations.

60. Promoting continuous research on the realities, needs and interests of immigrant women.

As a result of the above, it is necessary to adopt the following measures:

48. Ensuring equal opportunities between men and women. Incorporating the gender perspective into the actions and policies aimed at new Catalans, making visible and strengthening the role of women as agents of change in all social processes.

Challenge 5. Strengthening policies aimed at children, young people, the elderly and families

174. Attention must be guaranteed to the diverse needs of all people—throughout all life stages. To such an end, the National Agreement on Immigration proposes performing specific actions aimed at three age groups that deserve special attention, alongside families in general. Thus the rights of minors, young people and older persons are guaranteed—helping avoid exclusion processes—and support is given to families and shared living centres.

175. The superior interest of children and adolescents constitutes the basic principle of all law relating to children. In recent decades it has been established as one of the essential principles of modern law regarding individuals or families (in child protection, adoption or family relations.) Thus, the Convention on Children’s Rights adopted by the United Nations in 1989, states that, in all of the measures adopted by public or private social-welfare institutions, the courts and administrative and legislative bodies, priority consideration must be given to the superior interest of the child.

176. There should be an advance in social policies dealing with children and adolescents until the latter are seen as citizens with the ability to express their rights and take on board their duties, as well as adopting the social commitment their possibilities allow. We must abandon those conceptions that make children and adolescents invisible and, accordingly, treat them as absent and/or passive subjects, lacking rights and not participating in society.

177. Explicit commitment to ensuring integral attention for all children and teenagers should enable us to advance, in a way that is as effective as it is clear, in inter-agency coordination and cooperation (authorities, third sector and civil society). This would enable promoting attention, protection, promotion and prevention programmes for children and adolescents—in particular those that are at risk and neglected—mainly in the social, cultural, political and economic fields.

178. This positioning asks the whole community to share (joint) responsibility towards Catalonia’s children and adolescents. This is with the perspective of creating a better society that is cohesive and inclusive and promotes the well-being and quality of life of all citizens.

179. Comprehensiveness must give a voice and the chance to participate to Catalonia’s children and adolescents. This is with the perspective of creating a better society that is cohesive and inclusive and promotes the well-being and quality of life of all citizens.

180. A diverse society incorporates all of the younger generations in the common public culture. A diverse society is also that which gives opportunities to young people in education, training and entering work, as well as the free expression of social and cultural initiatives. This is because youth is one of the main sources of creativity and innovation, thus its strategic role in the current
and future development of Catalonia. The diverse society should allow all young persons to fulfil their expectations in life and apply their skills.

181. The inclusion of youth in a common public culture, beyond need, is a demand about living together in a diverse society. The failures in socialising youth in diversity may lead to fragmentation and radicalism, thus endangering social cohesion. Thus it is fundamental to avoid people being put into societal boxes on the basis of their origin. Separating youth from the common public culture must not be considered as an indicator of failure by the country—the overall responsibility for which belongs to all political, economic and social agents.

182. Youth is plural within the common public culture and shares the diversity that characterises Catalan society. Among young people, national origin or religious belief should never be reasons for discrimination in education and training and obtaining work, housing, post-compulsory education, social and student support and in social, political and cultural networks. For this reason, one of the premises of democratic society is that young persons of foreign origin have equal access to all of the opportunities offered by society.

183. Likewise, all elderly persons must have guaranteed:

1. the same rights and duties
2. the minimum standards to live decently. Thus, shortfalls in health, finance, communication, etc., must be compensated for.
3. access to information on all services and resources.
4. suitable attention in the event of dependency.

Thus, we must strengthen current policies aimed at:

61. Ensuring attention that takes into account diversity and avoids any form of discrimination or human rights violations affecting minors.
1. Strengthening attention services to minor and, especially, those aimed at unaccompanied minors.
2. Consolidating schemes to prevent the social exclusion of children.
3. Consolidating making available the TIS healthcare card for this group and, accordingly, provide access to specific normalised health devices: pediatric equipment and sexual health clinics, with a portfolio of services for young people and other vulnerable groups.

62. Guaranteeing the social mobility of Catalan youth of foreign origin under conditions equal to other young people.
1. Encouraging access by young people to all offers from the authorities, regardless of their national origin. Without such guarantees it will not be possible to attain social mobility and participation by young people in the common public culture that respects diversity.
2. Adapting youth policies to the diversity of the population, including the intercultural dimension in the design, implementation and monitoring of activities, and dealing with those specific situations involving social risk.
3. Avoiding the creation of formal and informal segregation mechanisms particularly in those areas where foreign-born youth has the greatest presence.

63. Promoting a process of socialisation of young people within the democratic values of human rights, equality and pluralism.
1. Promoting social equity in education networks and their spare-time, sporting and cultural activities. A common public culture might promote the participation of all young people in citizens’ participation networks as a route to recognition and identification with Catalan culture.
2. Offering the chance, using public and private resources, for young people to be able to define their own spaces of expression and participation, favouring interaction with other social and cultural movements, and respecting society’s pluralism.
3. Offering public health-education services that train and prepare children and adolescents for adult life and future parenthood. Health-education programmes must encourage healthy habits, sex education and drugs prevention.
4. Stressing the importance of training professionals in guidance and advice policies for young people.

64. Making available to all elderly persons free-phone services or services in person in which advice from the relevant institutions can be provided or the relevant referrals be made.
1. Promoting this service through hospitals and clinics, centres for the elderly, Government of Catalonia departments, the media or festivals.
2. Providing all elderly persons with access to centres for the elderly or other civic centres, and day centres, sheltered housing and old people’s homes.
3. Reviewing annually emerging needs in the services portfolio.
4. The ability to continue training and participating in community life.

65. Assisting access to training schemes aimed at parents with children from 3 to 16 years old. This involves increasing the number of workshops in which current-affairs topics that concern families are discussed, and providing information and support aids to educational tasks.
1. Including talks that refer to migratory processes, that are working on knowledge on and recognition of the diversity of current family units, facilitating exchange spaces that promote normalisation and mutual knowledge and respect between parents of different origins. In this framework it will be necessary to intervene in conflict prevention and struggle for harmonious co-existence.
2. Promoting access to talks and training sessions for the parents of children from 0 to 36 months with the aim of helping children’s upbringing to be pleasurable, harmonious and good quality.
3. Guaranteeing information and access to all of our country’s basic services, especially health, education and social services, to recent parents with children from up to 36 months, so that their participation and integration be full and normalised.
4. Facilitating access to universal financial provisions (with special characteristics for large and single-parent families), to aid based on family earnings, as well as tax relief and all kinds of support given to current families and those that may end up settling.
As a result of the above, it is necessary to adopt the following measures:

49. Promoting access to educational spare-time initiatives through participation bodies, toy libraries, play spaces and early childhood centres.

50. Boosting monitoring of the processes for young people of foreign origin to integrate in the common public culture.

51. Creating a voluntary-work scheme involving elderly persons adopting the role of host agents for recently-arrived persons.

Public policy planning should not only include the planned strategic and operational lines and concrete activities. Rather, it should be accompanied by the budgetary provision that enables carrying them out.

Along these lines, the National Agreement on Immigration presents a budget based on the expected expenses of the Catalan government departments that shall participate in the agreement. Even though the document has planned activities up to 2020, budgetary plans have been made for the 2009-2021 period.

The agreement document is structured according to three lines:

1. Management of migratory flows and entry to the job market.
2. Adaptation of public services to a diverse society.
3. Integration in a common public culture.

Each line incorporates different challenges: line 1, three challenges; line 2, three others; and line 3, 5 challenges.

Each challenge has two types of actions:

- the policies in effect that must be strengthened: i.e., those that are carried out by different signatory agents
- new measures that must be implemented: those that are incorporated in the agreement.

The envisaged total cost for the actions included in the National Agreement for Immigration is 3,880 M €. [9]

[9] Sums are given in millions of euros (€). There is a detailed forecast in the attached table.
### National Agreement on Immigration - estimated cost

#### Line 1. Management of migratory flows and entry in the job market

<table>
<thead>
<tr>
<th>Challenge</th>
<th>Total 2009-2012</th>
<th>Line total 2009-2012</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>The necessary mobilisation of domestic human resources in order to ensure the quality and competitiveness of the production network</td>
<td>2,650,000,000 €</td>
</tr>
<tr>
<td>2</td>
<td>Managing outside flows by tailoring legislation to reality</td>
<td>7,000,000 €</td>
</tr>
<tr>
<td>3</td>
<td>Management of migratory flows that is responsible and coordinated with the development of countries of origin</td>
<td>3,000,000 €</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2,660,000,000 €</strong></td>
<td></td>
</tr>
</tbody>
</table>

#### Line 2. Adaptation of public services to a diverse society

<table>
<thead>
<tr>
<th>Challenge</th>
<th>Total 2009-2012</th>
<th>Line total 2009-2012</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Creating a universal reception service</td>
<td>100,000,000 €</td>
</tr>
<tr>
<td>2</td>
<td>Sizing public services and guaranteeing access for all people</td>
<td>1,000,000,000 €</td>
</tr>
<tr>
<td>3</td>
<td>Reforçar la transversalitat i la coordinació interinstitucionals</td>
<td>0 €</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,100,000,000 €</strong></td>
<td></td>
</tr>
</tbody>
</table>

#### Line 3. Integration in a common public culture

<table>
<thead>
<tr>
<th>Challenge</th>
<th>Total 2009-2012</th>
<th>Line total 2009-2012</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Boosting participation in public life</td>
<td>200,000 €</td>
</tr>
<tr>
<td>2</td>
<td>Making Catalan the common public language</td>
<td>50,000,000 €</td>
</tr>
<tr>
<td>3</td>
<td>Co-existing under a plurality of beliefs</td>
<td>2,800,000 €</td>
</tr>
<tr>
<td>4</td>
<td>Ensuring equal opportunities between men and women an including the gender perspective</td>
<td>3,000,000 €</td>
</tr>
<tr>
<td>5</td>
<td>Strengthening policies aimed at children, young people, elderly persons and families</td>
<td>64,000,000 €</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>120,000,000 €</strong></td>
<td></td>
</tr>
</tbody>
</table>

**Total estimated cost - National Agreement on Immigration in €** 3,880,000,000 €

---

### Appendices

**Appendix 1. On access to nationality**

This measure is located within challenge 1 in line 3.

**41.2. Proposed lowering the general period of regular and continued residence from 10 to 5 years required by Civil Law in order to obtain nationality.**

Convergencia i Unió does not endorse this appendix.
Appendix 2. Legal framework

The competence framework for immigration matters is structured between the reservation that article 149.1.2 of the Constitution, which gives the Spanish state powers on nationality, immigration, emigration, alien status and the right to asylum; and the 2006 Statute of Autonomy of Catalonia, whose article 138 provides the Generalitat with powers on integration and acceptance and also some powers regarding regulation or alien status that are shared with the state. Further, we should not forget the powers that the Statute recognises as being attributed to local governments in Catalonia in article 84.

In the eighties, many sectors of political opinion and doctrine considered that, because of their connection with issues of sovereignty and international relations, all powers regarding immigration matters exclusively corresponded to the Spanish state’s central institutions. Regulation of immigration has been performed until now from the perspective of the exclusive intervention of the state authorities, despite the fact that the authorities that mostly attend and respond to the needs of immigrant persons are the autonomous communities and municipalities.

The big increase in immigrant population of foreign origin, and the change in socio-economic conditions has led to a modulation of said postures. Nowadays it is felt that the state’s central institutions have the powers regarding the hard core of immigration matters. These are, classically: determination of migratory flows, border control, the creation of the aliens’ status and of the conditions and requirements to provide residence and joint residence and work permits to those that have entered.

The Constitution does not introduce any functional limitation to the state’s powers on alien-status and immigration, as it does on other matters. However, the fact that the statutes of autonomy invest in the autonomous communities specific powers on issues intimately connected to migration suggests that we should interpret state powers as being compatible with the inclusion of the Autonomous Communities in managing regulatory functions together with the State. The block of constitutionality offers sufficient legal techniques to give constitutional coverage to these positions.

The main powers and functions of the Generalitat derive from sectorial powers recognised in the Statute of Autonomy in areas such as education, culture, health, social services and housing, among others. They also derive from explicit powers regarding migration.

The Generalitat also has powers in specific fields that allow it to intervene in policies that directly affect the migratory phenomenon. These are for example those related to the Catalan police force and execution of state legislation with regards to work—including work inspections.

Legislation on aliens and immigration


Act 45/1999, 29th November, on displacement of workers in the framework of trans-national service provision.

Organic law 4/2000, 11th January, on the rights and freedoms of foreigners in Spain, and their social integration. This centred particularly on the integration of persons that might wish to remain in Spain, ignoring the regular or irregular administrative status of foreigner. Furthermore, it very-timidly established participation by autonomous communities in some consultative processes, excluding such from those are a decision-making. Also, the law wished to increase cooperation between the different authorities. It has been modified successively by organic laws 8/2000, 22nd December; 1/2003, 29th September; and 14/2003, 20th November.


Other sectorial regulations that have had a great impact on integration policies for immigrants, such the Decree 138/2001, 26th June, of foreigners and their social integration in Catalonia – passed, according to its own preamble, with the aim of giving effect, within its field of powers, to the rights stated in title 1 of Act 4/2000, in order to contribute to consolidating the new organic legislation on the rights and freedoms of aliens, and with the aim of actively and positively promoting the integration of foreign immigrants living in Catalonia.

Rights of foreigners

According to the Constitutional Court’s case law and regarding the law dealing with a persons’ rights, foreigners are in three kinds of situations:

1. Of equality with Spanish citizens: these are the rights that unavoidably belong to all human beings, being inherent to such and vital to guarantee human dignity (article 10.1). These include, among others, the right to non-discrimination (article 14), the right to life and to physical and moral integrity (article 15), to privacy (article 18), freedom of ideology (article 16), individual freedom and security (article 17) and effective legal protection (article 24). Each of these rights are recognised according to the Constitution, which states the principle that a person’s dignity must remain unaltered, regardless of the situation they are in. Consequently the Constitution guarantees an essential and inviolable core in any situation and which any legal statute, whether national or foreign, always must respect without distinction.
2. Of differences between foreign and national persons, considering, however, that the limitations that might affect these fundamental rights must be justified and proportional and necessary for goals sought. In a democratic society these can only be based on national security interests, defence of order, protection of the rights and freedoms of others and the protection of morals and health. Furthermore, the limitations specified by the laws always shall be interpreted restrictively.

3. Of exclusion of rights: Electoral rights, to democratic political participation, are in principle reserved for Spanish citizenship. Even so, in some cases, such as in local elections, these are extended to European Union citizens and to other situations of reciprocity (EC article 13.2 and 23.2).

At first the legislator’s option was that recognition of the exercise of certain rights for foreigners—such as the right to hold meetings, demonstrate, join associations, be unionised and go on strike—were conditioned by the regularity of the person’s administrative situation. Foreign persons in irregular administrative situations only enjoy the same rights as nationals when they obtained administrative regularisation.


Different schools of thought and social movements have demanded from the European Union more open regulation of the migratory phenomenon and have encouraged changes. The Lisbon Treaty, when entering into effect, and the European Union’s Charter of Fundamental Rights may inspire member states to adopt policies that attend to people before structures and serve as a hermeneutic and case law guide in applying fundamental rights.

European framework

Lastly, and also regarding the European Union, we must point out the need to incorporate into the Spanish legal system, probably during the current IX Legislature of the General Assembly, the part of the new European migratory law that is yet to be incorporated, as well as prescribing the aforementioned decisions by the Constitutional Court in 2007 and other political priorities that have resulted from agreements involving the parliamentary political forces. The handling of these legislative changes must take into account the new political framework approved by the Council of Europe on 15th to 16th October 2008 in Brussels—and known as the European Agreement on Immigration and Asylum.

1. European Commission documents

- Statement by the Commission to the European Parliament, to the Council, to the European Economic and Social Committee and the Committee of the Regions. Preparation of next step in managing the European Union’s borders; COM (2008) 69 final, Brussels, 13/02/2008
- Statement by the Commission to the European Council, Parliament, and the European Economic and Social Committee and the Committee of the Regions. Examination on creating a European system of border surveillance (EUROSUR); COM (2008) 68 final, Brussels, 13/02/2008
- Statement by the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. Report on the evaluation and future development of the FRONTEX Agency; COM (2008) 67 final, Brussels, 13/02/2008
2. Council documents

Regulations
- (EC) Regulation No. 2007/2004 of the Council, 26th October 2004, by which a European Agency is created to manage operational cooperation to the external borders of the EU member states; Official Gazette of the European Union L 349/1, 25/11/2004, p.1
- (EC) Regulation No. 343/2003 of the Council, 18th February 2003, by which the criteria and mechanisms determining the Member state responsible for examining the asylum application presented in one of the member states by a national from a third country (“Dublin II”); Official Journal of the European Union L 50/1, 25/02/2003, p.1.

Directives
- Council Directive 2005/85/EC, 1st December 2005, on minimal regulations for procedures that must be applied by member states in order to award or remove the condition of refugee; Official Journal of the European Union L 326/13, 13/12/2005, p.13
- Council Directive 2004/83/EC, 29th April 2004, which establishes the minimum regulations on requirements for the recognition and status of nationals from third countries or stateless persons such as refugees or persons that need other kinds of international protection, and on the contents of the protection provided; Official Journal of the European Union L 304, 30/09/2004, p.12
- Council Directive 2003/9/EC, 27th January 2003, by which minimum regulations are passed to accept asylum applicants in member states; Official Journal of the European Union L 31/18, 06/02/2003, p.18

Decisions
- Council Decision 2008/147/EC, 28th January 2008, regarding the signing, in the name of the European Community, of the Agreement between the European Community and Switzerland, in relation to the criteria and mechanisms used to determine the state responsible for examining asylum applications made in a member state or Switzerland; Official Journal of the European Union L 53/3, 27/02/2008, p.3

Other documents

3. Common Documents
- European Agreement on Immigration and Asylum; Council Document No. 1344/08, Brussels, 24/09/2008
- Council and Commission action plan by which is applied the Hague Programme on Strengthening Freedom, Security and Justice in the European Union; Council Document No. 9778/1/05, Brussels, 07/06/2005
Appendix 3. The process towards the National Agreement on Immigration

In order to create the Foundation document for the National Agreement on Immigration, an agreement to live together, we first obtained the participation of over eighty professionals from different authorities and organisations which, between the months of September and October 2007, allowed us to do the prior diagnosis for the consultation phase. These sessions had as their aim to verify the detection of need for interventions by the National Agreement on Immigration that was made during diagnosis. Eighty persons participated from the Girona, Barcelona, Central Catalonia, Tarragona, the Ebre lands, the Ponent area, the Pyrenees and Vall d’Aran.

The result of the diagnosis made between June and September 2007 forms the outline for the discussion topics and the basis for the consultation phase, performed between October and February. In this phase approximately forty key professionals participated in reflection on immigration and the public policies implemented. Their conclusions were transformed into the Foundation document of the National Agreement on Immigration, an agreement to live together.

Migration flow management

Josep Oliver, Universitat Autònoma de Barcelona, coordinator
Gemma Aubarell, Institut Europeu de la Mediterrània, executive coordinator
Cristina Guisande, Idescat
David Moya, Universitat de Barcelona
Llorenç Olivé, Secretaria per a la Immigració
Paco Ramos, Departament de Treball

Access to the labour market

Eduardo Rojo, Universitat Autònoma de Barcelona, coordinator
Gemma Fiñol, Fundació CIDOB, executive coordinator
Xavier Alonso, Secretaria per a la Immigració
Maria Helena Bedoya, Comissió d’Estrangeria, Il·lustre Col·legi d’Advocats
Ignasi Camós, Departament de la Presidència
Francesc Castellana, Fundació Utopia
Oriol Homs, CIREM
Andreu Peix, Unió de Pagesos
Angelina Puig, Departament de Treball

Adaptation of public services to a diverse society

Jordi Sánchez, Fundació Bofill, coordinator
Mònica Nadal, Fundació Bofill, managing coordinator
Eliseo Aja, Universitat Autònoma de Barcelona
Tona Lizana, Departament de Salut
Ramon Mora, Ajuntament de Sant Boi de Llobregat
Montse Solé, Secretaria per a la Immigració
Joan Subirats, Universitat Autònoma de Barcelona
Josep Vallcorba, Departament d’Educació
Josep Viñas, Departament d’Acció Social i Ciutadania

Common public culture

Ricard Zapata-Barrero, Universitat Pompeu Fabra, coordinator
Salwa al-Gharbi, UNESCOCAT, executive coordinator
Salvador Cardús, Universitat Autònoma de Barcelona
Rafa Crespo, GRAMC
Saoka Kingolo, Secretaria per a la Immigració
Mary Nash, Universitat de Barcelona
Eunice Romero, Departament de la Vicepresidència
Ramon Sanahuja, Ajuntament de Barcelona

Between April and June 2008 a participatory process was carried out involving the following actions:

- And what do you think? Individual contributions through www.gencat.cat/dasc/pni
- 48 work sessions in different regions: the Girona area, Barcelona city, Barcelona metropolitan area, Central Catalonia, the Tarragona lands, the Ebre lands, the Ponent area, the Pyrenees and Vall d’Aran.
- “Towards migratory flow management that is responsible and coordinated with countries of origin”

1,515 people participated in the whole participatory process, which provided 2,371 contributions to the National Agreement on Immigration Foundation document, territorially distributed in accordance with the amount of activities performed in different territories. This can be seen from the following graph:
The lines that saw most proposals were the Management of migratory flows and labour market access, with 877 proposals in all, followed by Adaptation of public services to a diverse society (746), and lastly there were 656 contributions to the Integration in a common public culture line.

In all of the process phases information on the whole process was progressively introduced in the National Agreement on Immigration negotiating committee.

The committee is made up of:

a. The Inter-departmental Immigration Commission, in which there are representatives from all Catalan government departments.

b. The Citizenship and Immigration Panel which include municipal organisations, economic and social agents and organisations that work in the immigration field.

c. The panel of political parties with representation in the Parliament of Catalonia.
Appendix 4. Monitoring commission for the Immigration National Agreement

A Monitoring Commission that shall evaluate the implementation of the measures envisaged by the National Agreement on Immigration.

This will be made up of Catalan Government units designated by the Inter-departmental Immigration Commission, the Permanent Committee of the Citizenship and Immigration Committee, and signing parties.

Its functions shall be the following

- ensure observance of the National Agreement for Immigration measures;
- do the appropriate monitoring and budgetary proposals;
- review the content of the National Agreement on Immigration.

This will have a permanent work group that shall meet annually—although the number of meetings can be increased if deemed necessary. Its function will be to evaluate the measures envisaged in the National Agreement on Immigration and produce an annual report on executing the Agreement.