

FAB project

Madrid Research Report
CHALLENGES FOR ACHIEVING
INTEGRATION OF REFUGEES
AND ASYLUM-SEEKERS IN THE
LABOUR MARKET

Summary

According to data offered in July 2018 by the Spanish Commission for Refugees (CEAR), more than 68.5 million people have been forced to flee situations of war, violence and serious violations of their fundamental rights. This represents the highest number ever recorded since the Second World War.

In 2017, more than 700,000 people applied for asylum in some European country; however, 85 per cent sought asylum in neighbouring countries. Turkey, with 3.5 million refugees, is the main country they stay in due to closed border and externalisation of border policies in Europe. Pakistan (1.4 million), Uganda (1.4 million), Lebanon (close to one million, 1 out of 6 inhabitants) and Iran (980,000) are also among the main host countries, a list which includes only one European country: Germany with 970.000.

The decision made by EU countries to strengthen borders and not offer legal ways to apply for asylum is causing the majority of refugees to risk their lives in the Mediterranean, extending their journey. More than 3,116 people lost their lives in 2017, as it remains the world's deadliest migratory route. According to estimates, at least 40,000 people have died on the route this century.

In 2017, Spain broke the record of asylum applications, with almost 31,120; however, this was only 4% of the European total. However, just over 13,350 applications were resolved, of which two out of three were rejected and over 40,000 are pending resolution.

For the second consecutive year, Venezuelan nationals led the list of asylum-seekers, followed by those from Syria and Colombia.

In 2018, Spain became the main route for migrants and refugees by sea to Europe, with more than 20,000 arrivals so far this year. This is mainly due to the decrease in entry through Italy and Greece. However, according to CEAR, there are more reasons: Source: <https://www.cear.es/situacion-actual/>

- a. *In 2018, arrivals to Spain represent approximately 40% of the EU total, which is down more than half compared to last year, from 102,800 to 54,500 in the same period of the year, according to data provided by ACNUR.*
- b. *The port closing policy of the Governments of Italy and Malta, and the permanent obstacles to rescue ships in the central Mediterranean is leading these people to seek alternative routes.*
- c. *The riots in Rif, as well as the use of migration as an element for pressure in negotiations between Morocco with Spain and the EU, may be having an impact on Moroccan migration control measures.*
- d. *The signing of agreements with certain countries, such as Turkey or Libya, based on the externalisation of borders, is forcing people who have fled to look for new ways to access Europe.*
- e. *The three-fold increase in percentage of deaths per arrivals via the Central Mediterranean, as this year 6 out of 100 people who tried have died. This leads many to choose the route between Spain and Morocco, despite over 300 people having lost their lives already, more than all registered during last year.*

At a local level, Madrid City Council has, since 2015, stated its commitment to strengthening its existing refuge network in the city, and implementing the necessary

measures, in cooperation with the organisations working towards the defence of the right to asylum, not from an assistance approach but focussed on the autonomy and dignity of the population in question.

In September 2015, the City Council joined the "Refugee Towns Platform" Network, together with other 20 large and small Spanish municipalities, which were open to receiving refugees.

Regarding the municipalities, they hold autonomy and competence over certain services and local policies which may benefit the reception of refugees and migrants in general. We must highlight the essential awareness-raising and information work with the local population regarding the situation of migrants and refugees and their origin, thus promoting solidarity and coexistence behaviours.

The "Refugee Towns Platform" Network believes real inclusion of refugees over the long term through measures such as mediation in access to housing in the second hosting stage is important, thus promoting local employment, providing information, counselling, training and awareness spaces for the different municipal stakeholders involved throughout the process.

Through local governments, this Network also attempts to put pressure on the Central Government to fulfil its responsibilities in this area. And on the other hand, they may carry out local policies regarding the acquisition and improvement of Linguistic skills, social and employment skills, providing professional positions, access to other municipal resources, legal counselling or psychological support.

Madrid City Council carried out, both directly and in cooperation with the most representative organisations in this sector, different actions with the refugee population and asylum seekers, which are described below.

1. GOVERNMENT, STRUCTURE AND STRATEGY

The Right To asylum is contained in Section 14 of the Universal Declaration of Human Rights and developed in the Geneva Convention of 1951 and its New York Protocol of 1967. The Kingdom of Spain joined in 1978 by means of the Instrument of Accession of Spain to the Convention relating to the Status of Refugees.

Likewise, the **Universal Declaration of Human Rights** was declared by the General Assembly of the United Nations in Paris, on 10 December 1948, as a common ideal for all peoples and nations.

In Spain, the Central Government is exclusively responsible for matters pertaining to asylum, both in legal regulation and for preparing social policies aimed at those applying for and benefiting from international protection, attending to the precedence of Article 149.1.02 of the Spanish Constitution which grants exclusive competency to the Central Government for matters of "nationality, immigration, emigration, foreign residence and asylum rights."

While it is true that Article 148.1.20^a of the Spanish Constitution allows for the possibility that these competencies be transferred to the Autonomous Communities in

areas of social assistance, which in these cases require collaboration between the administrations.

Madrid City Council, as a local authority, despite not having competency in the matters of asylum and refuge, does offer, as we shall see over the course of this study, social services and programmes in the city of Madrid, with the mission of contributing to the inclusion of those people excluded for reasons of employment, age, gender, ethnicity or any other personal circumstance.

1.1. DIRECT AND INDIRECT RESPONSIBILITIES

The purpose of the current departmental structure of Madrid City Council is to articulate the services and provisions that favour the hosting and integration of refugees and asylum seekers. This structure can be found in the Area of Government of Equality, Social Rights and Employment, highlighting the Directorate General of Community Integration (Department of Immigration and Refuge), the SAMUR Social service, Social Emergency and Assistance to the Homeless, the Department of Social Inclusion and the Agency for Employment.

Thus, Madrid City Council manages projects in collaboration with the most representative organisation involved with the refugee and asylum seeker population in the city of Madrid, in particular the Spanish Catholic Commission for Migration (ACCEM as per the Spanish) the Spanish Commission for Refugees (CEAR), the CEPAIM Foundation, the Movement for Peace, Disarmament and Liberty (MPDL) and the Spanish Red Cross Madrid.

1.2. COOPERATION AND CONSULTATION

The role assigned to social organisations gives us a privileged glimpse at the processes of social fracture generated in the city and these are found under the surface all too frequently, as is the case at present with the refugee and asylum seeker population.

From Madrid City Council, through the programmes being developed, we are gathering first-hand information it provides us on the social needs through its systematic collection and transfer of that information to the spaces where it can be used to respond quickly and effectively to the new groups in need and to design reforms that favour the redistribution of opportunities.

In this context, it is of strategic value to combine population services in general with priority social assistance to population groups living in situations of special need such as the refugee group. To achieve this objective it is important to define adapted responses to different profiles.

The ***SAMUR Social*** service provides a rapid, comprehensive and robust response to situations of social crisis. It promptly resolves issues and transmits security to a society in which uncertainty and fear are on the rise. Its social assistance in the public space allows it to reach those people who, for different reasons, are obliged to live in the street and it is intended that emergency response gives way to continued and lasting

assistance, endeavouring to register the emergency within a long-term social intervention.

Its activities in situations of continued residential exclusion range from cases of inadequate housing to situations of serious residential exclusion, manifesting in people living on the street. Access to, or lack of, an alternative residence can put asylum seekers and refugees on the path to social integration or remove them from that path entirely.

That is why the provision of alternative accommodation of a temporary nature, shared and with social assistance, is a transversal provision with two networks: the Homeless Peoples' Network within the SAMUR Social department, with a single entry door (PUE), and the Alternative Accommodation Network within the Residential Emergency Advisory Service (SAER).

The *Department of Immigration and Refuge* of Madrid City Council directs its efforts towards established immigrants in the city and persons seeking international protection, persons who frequently experience situations that can lead to high levels of vulnerability. It urgently requires comprehensive knowledge of the situation as a first step to put in place new programs and services, especially in relation to alternative accommodation, employment integration, guaranteed income and intercultural education. In this scenario we face the need to identify the competencies of the different state, regional and municipal authorities on a regulatory basis, in order to allow for effective planning of the necessary services.

The *Agency for Employment* of Madrid City Council fosters the participation of different areas of the City Council related to social inclusion; the only way of ensuring synergies and integration in the different interventions undertaken to promote the integration of refugee and asylum seeker groups.

We are committed, within the organisation, to the inclusion of research processes as a vital element in improving the way in which public resources are applied to the needs of the population. Contributing to the social integration of marginalised groups, fostering their autonomy and generating social cohesion in the city are the lines that guide the day-to-day activities of the Agency for Employment.

In terms of public-private collaboration, Madrid City Council collaborates with the following institutions in our city:

Spanish Catholic Commission on Migration (ACCEM)

Non-profit organisation whose mission is the defence of fundamental rights, assistance and support for persons who find themselves in situations of risk of social exclusion. It specialises in refuge and migration and works to foster the inclusion of all persons, seeking rights equality, duties and opportunities for everyone regardless of their origin, sex, race or religion.

Spanish Commission for Refugees (CEAR)

They work primarily for refugees and stateless persons, offering accommodation at their shelter and social and permanent job assistance throughout the process of integration of the persons in society.

CEPAIM FOUNDATION for social coexistence and cohesion

Cohesive and sustainable Independent organisation that responds to social dynamics relating to migration and processes of social exclusion. A leader in the practice and theory of the application of coherent, comprehensive intercultural policies, management of diversity, gender equality, social cohesion, local development and co-development, taking the territory as the basis of action.

The Movement for Peace, Disarmament and Liberty (MPDL)

The MPDL works to provide migrants, asylum seekers and refugees with the right services for integration in society. They develop programmes for temporary shelter, humanitarian aid and social and job integration for migrants and asylum seekers, focussing especially on migrant women who are victims of domestic violence and assisting them in their process of empowerment. They provide support to thousands of peoples on legal, employment and healthcare matters.

Spanish Red Cross – Madrid

Voluntary and public interest humanitarian institution whose purpose is to provide pain relief through emergency services in accordance with each particular situation. In Madrid, with **immigrants and refugees**, they manage a Support Centre for Immigrants and Asylum Seekers and Refugees who are in their process of adaptation and social inclusion. From this centre they also coordinate assistance at border crossings at Madrid - Barajas Airport.

What's more, the Spanish Red Cross - Madrid manages a Social Emergency Project and a number of Shelter Resources, covering the most basic needs up to inclusion and normalisation through medium and long-term intervention plans.

1.3. STRATEGIC FRAMEWORK AT LOCAL LEVEL

In Madrid, all institutions involved mentioned above have a mission to contribute to the integration of persons excluded for reasons of work, age, gender, ethnicity or any other personal circumstance and they act in compliance with three basic principles:

Principle of Universal Care: the commitment to attend adequately all persons who reside in our city, regardless of their nationality or administrative status.

Principle of Active Integration: involves the full and free integration of the immigrant population in Madrid society, their inclusion in rights equality, the assumption of duties and responsibilities and the development of the principle of equality of opportunity.

Principle of Intercultural Coexistence: involves a commitment to the different social agents, entities and institutions which participate as qualified actors in the development, execution and monitoring of the programmed activities.

The strategic framework is geared towards achieving the following objectives:

- a. Guaranteeing access for the immigrant population to social services under the same conditions as the native population.
- b. Establishing a reception system for newly arrived immigrants and those who have been in Madrid for some time already and find themselves in particularly vulnerable situations, until they are in a condition to use the general public services.
- c. Ensuring social intervention meets the needs arising from the presence of the foreign population in the city of Madrid, incorporating the necessary Intercultural skills in local management.
- d. Combating different manifestations of discrimination, racism, xenophobia and other forms of intolerance in all fields of social life both in the public and private sphere,.
- e. Fostering citizen participation through promoting associations and the consolidation of the Madrid Forum for Dialogue and Coexistence.
- f. To establish mechanisms for knowledge of the reality of immigration and management and for the training of professionals in the sphere.

In terms of job integration, Madrid City Council provides programmes and projects to Immigrants through both the Agency for Employment and Social Assistance Offices.

The Agency for Employment

Since 2015, this organisation undertook a new strategic model based on the integration of all its employment policies in order to ensure the effective integration of users. A model of action within a network connecting the skills of the persons with the needs of the company, generating added value for all concerned

One of the most relevant aspects in 2017 was the efforts made to provide those without jobs with a comprehensive service through the application of different employment tools and the specialized knowledge of specialist personnel.

This integration is made a reality through the design of the training plan, the selection of the participants in training actions and in employment support throughout the process.

What's more the, the Agency for Employment has consolidated its competency management model which is applied transversally to all its actions and policies. These include:

- extending the Dictionary of Competencies, including new ones such as motivation to access employment, professional profile balance, adjustment to the employment offer while also changing the corresponding technical skills.
- the design, development and implementation of new tools to assess skills such as questionnaires, guides, interview and skills observation sheets, level tests, technical guides, results sheets, scoring and transfer of results to a correction database and improvement of the tools already created.

At the Agency for Employment, training is a key instrument. Throughout 2017, it has integrated a training offer with the other services it offers in order to multiply its effectiveness.

Therefore, this year, more than 470 training activities have been carried out, which means offering more than 8,000 places, 120,000 hours of training and 2 million hours of work experience in jobs.

Municipal Offices of Information and Guidance for the Integration of the Immigrant Population

These are a basic instrument, aimed at providing general information on the city, its services and social resources along with instruments that facilitate the social integration of immigrants, contributing to the construction of a Madrilenian society based on social and intercultural coexistence.

These offices are aimed at migrants who have recently arrived in Spain but also migrants who have already been in Spain for a longer period whose process of social integration is already advanced but who nonetheless experience difficulty accessing training, employment and legal services; professional of the public administrations and entities that require any of the services provided by the offices; employers, both companies and individuals, who are unaware of the processes and requirements necessary to contract a foreign person and require guidance and advisory services.

More specifically, many of the intended users of the offices suffer from a lack of personal resources and social skills, making the autonomy and integration process difficult. Many struggle with the language, which represents a significant barrier to access to employment and integration, or from a lack of a social support network.

In terms of employment integration, there is an IT and Employment Advice service on employment resources and training courses on accessing employment, design of personalised plans and on active job seeking. Moreover, an internet access service is also offered for job seeking, aimed at students of Spanish classes and users of the employment guidance programme,

Other services: Information and Guidance on registering residence, schooling for children, rental accommodation, health and public transport, obtaining a health card, settling, renewal of authorisation, family reunification and foreign residency, telephone interpreting services in more than 20 languages and document translation.

1.4. CHANGES ARISING FROM THE INFLUX OF REFUGEES AND ASYLUM SEEKERS

The information available suggests that there has been a change in both the numbers of economic migrants arriving on Spanish coasts and the characteristics of asylum seekers. Comprehensive knowledge of the situation is urgently required as a first step to put in place new programs and services, especially in relation to alternative accommodation, employment integration, guaranteed income and intercultural education.

In this scenario we face the need to identify the competencies of the different state, regional and municipal authorities on a regulatory basis, in order to allow for effective planning of the necessary services.

On a national level, the European Commission Report on Migration and Refugees, issued in September 2018, in which Spain is asked to design a new strategy and a Plan of coherent actions for the integration of migrants and refugees in our country.



Reception Centre in Ceuta Photograph provided by the NGO *Save the Children*

Spain is urged to implement new measures to tackle the social changes arising from the influx and arrival of the largest number of immigrants and asylum seekers to our shores. These measures must be set out in a Plan, which must include the implementation of a system of integration indicators and the assessment of the policies being carried out in the area.

The plan must be based on three main pillars: the language, education and employment; these being applicable not only to Spain but all of Europe. The report highlights that Spain has made great progress in terms of language learning and schooling but that integration in the employment market is an area where much more can be done.

The report touches on the differences between the reception centres Ceuta and Melilla and those on the peninsula (Valencia, Murcia, Madrid, etc.) highlighting the overcrowding of the Autonomous Cities and expressing grave concern about the conditions when compared with other countries.

The report calls for **continued training of judges, public prosecutors and lawyers** in accordance with the European Programme for Human Rights Education for Legal Professionals (HELP), on the rights of migrant children and refugees.

The protection of minors, integration, monitoring or recommendations issued to States and international cooperation are the principal elements that should form the basis of this plan.

At local level, Madrid City Council proposes continuing on the consolidation route with a clear and stable framework for cooperation with non-profits, so essential in assessing, improving and stabilising those public services developed with their participation.

It is also necessary to continue to push for openness and cooperation between the different areas of the City Council relating to social inclusion, the only way of achieving synergies and completeness in interventions aimed at promoting social inclusion.

2. STATISTICS

2.1. POPULATION DATA FOR THE CITY OF MADRID

POPULATION	City of Madrid	Autonomous Community of Madrid	Spain
Total Inhabitants	3,221,824	6,663,405	46,659,302
Total Women	1,721,476	3,407,885	23,777,015
Total Foreign Residents	422,700	893,276	4,572,055
Total Foreign Residents Women	226,824	52.16%	2,352,242

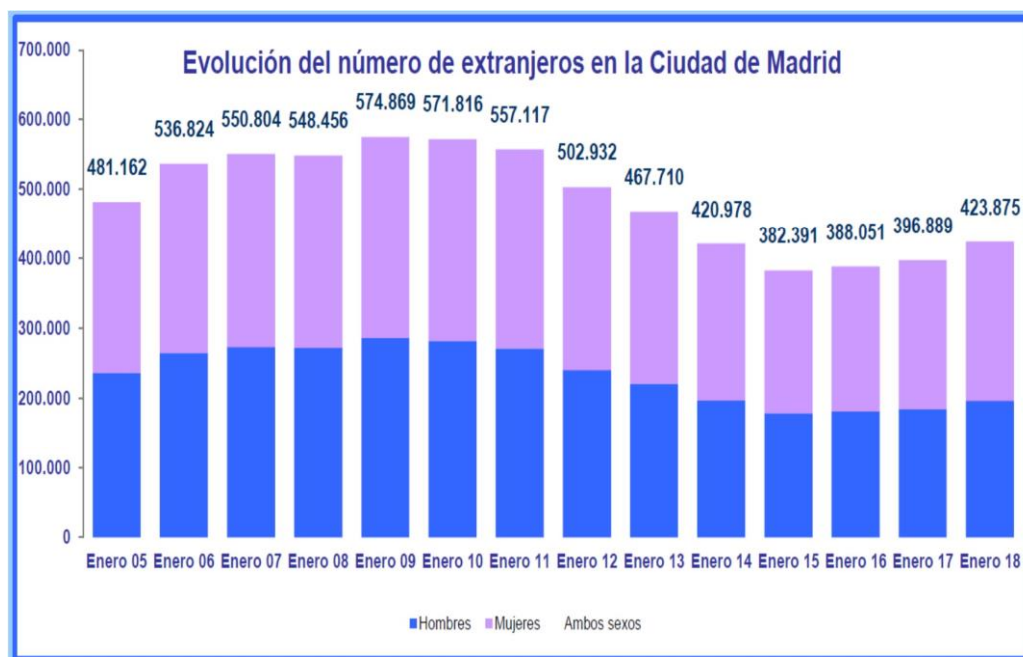
National Institute of Statistics (INE) Data January 2018

Source:

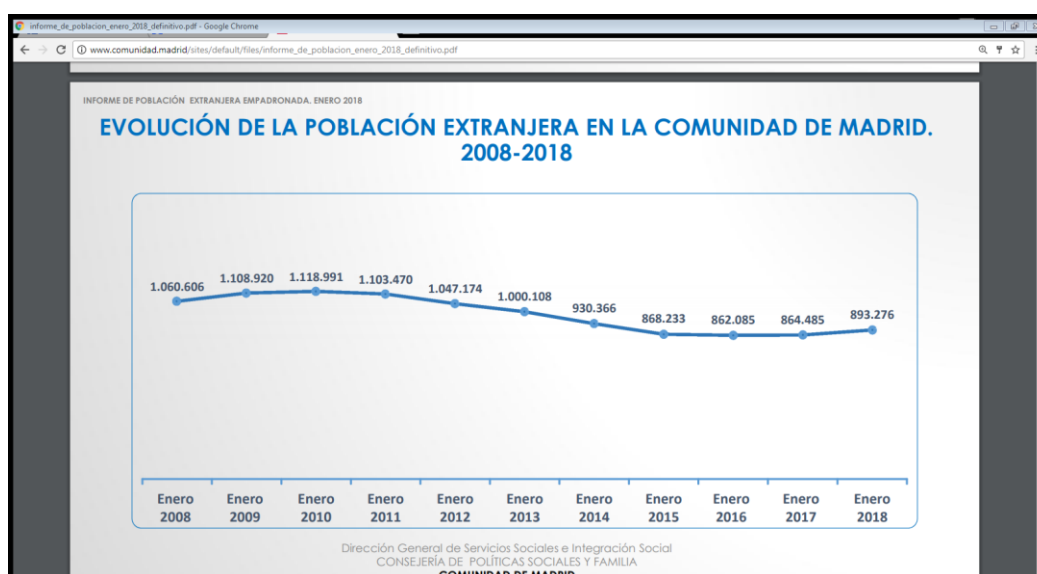
2.2. FOREIGN RESIDENT POPULATION DATA

Of the total census population of Madrid (3,231,062 inhabitants), there are 423,875 foreign residents, equivalent of 13.1% of the total population.

A progressive reduction is observed since 2009 with an incipient upturn in 2016 as seen in the following graphs. The first represents the city of Madrid and the second the Autonomous Community of Madrid.



Graph 1. Data for City of Madrid Source: Directorate General of Community Integration. Government Area of Equality, Social Rights and Employment. City Council of Madrid



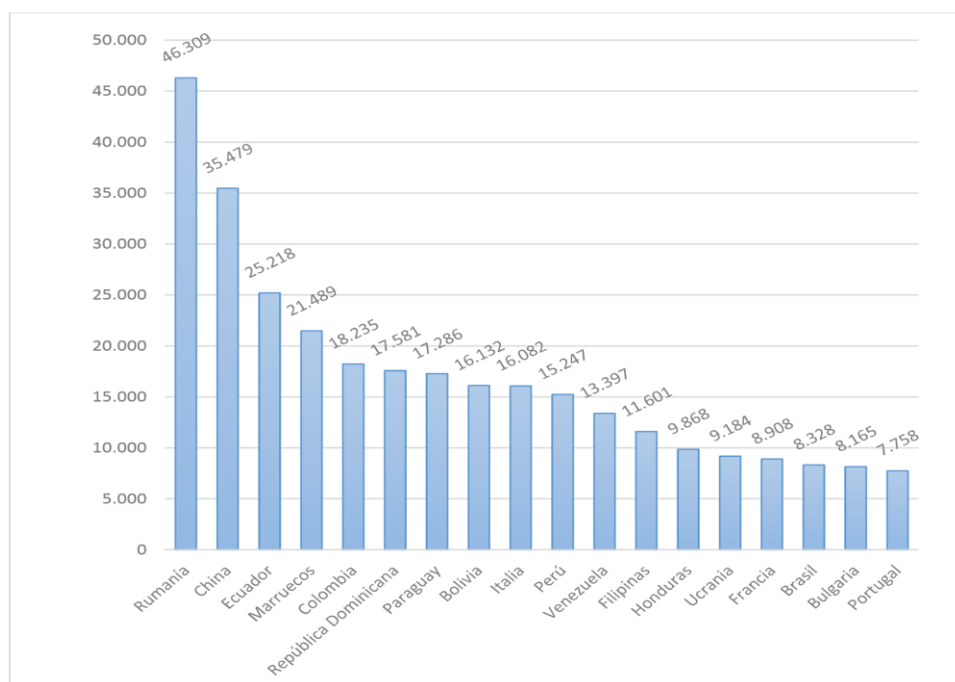
Graph 2. Data for Autonomous Community of Madrid Source: Directorate General of Social Services and Social Integration Department of Social Policy and Family Autonomous Community of Madrid

The largest concentrations of foreign population, in absolute terms, are in the following districts: Carabanchel (44,323), Puente de Vallecas (37,515), Latina (34,210), Centro (29,182), Ciudad Lineal (28,338) and Tetuán (28,243).

In relative terms, the districts with the highest percentage of foreign residents are: Centro (22.0%), Usera (20.6%), Tetuán and Villaverde, both with (18.1%) and Carabanchel (17.8%).

In terms of the sex variable, the ratio of women, 115.9, was slightly higher than the figure in 2016 (115.1). The percentage of women is 54%.

The most represented geographic areas of origin in 2017 are Latin America, wider Eastern Europe and Asia, as reflected in the following graph.

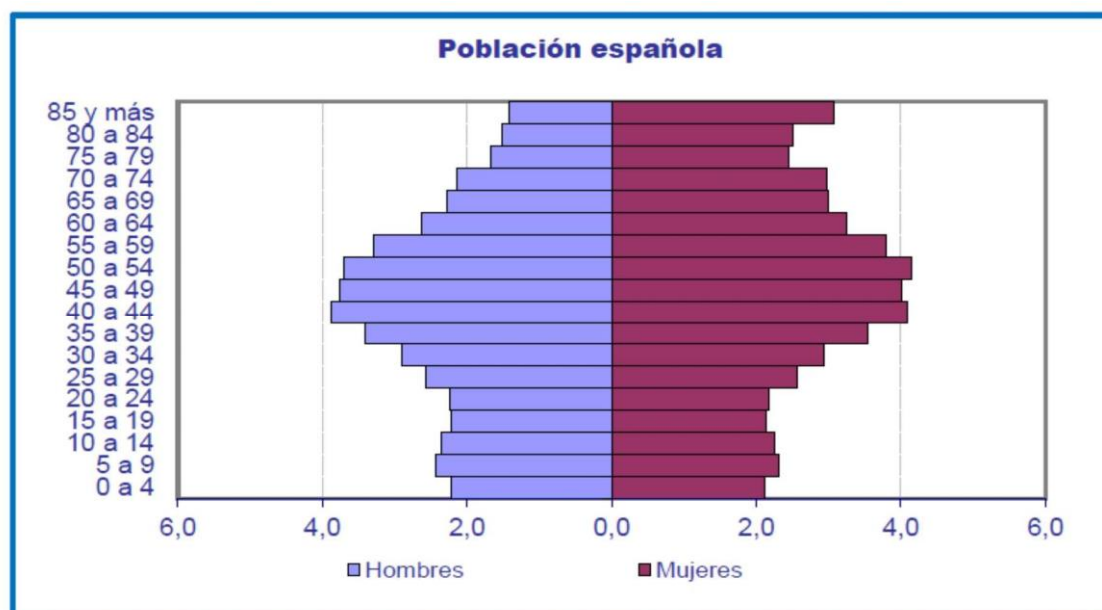


Graph 3. Data for City of Madrid Directorate General of Community Integration. Government Area of Equality, Social Rights and Employment. City Council of Madrid

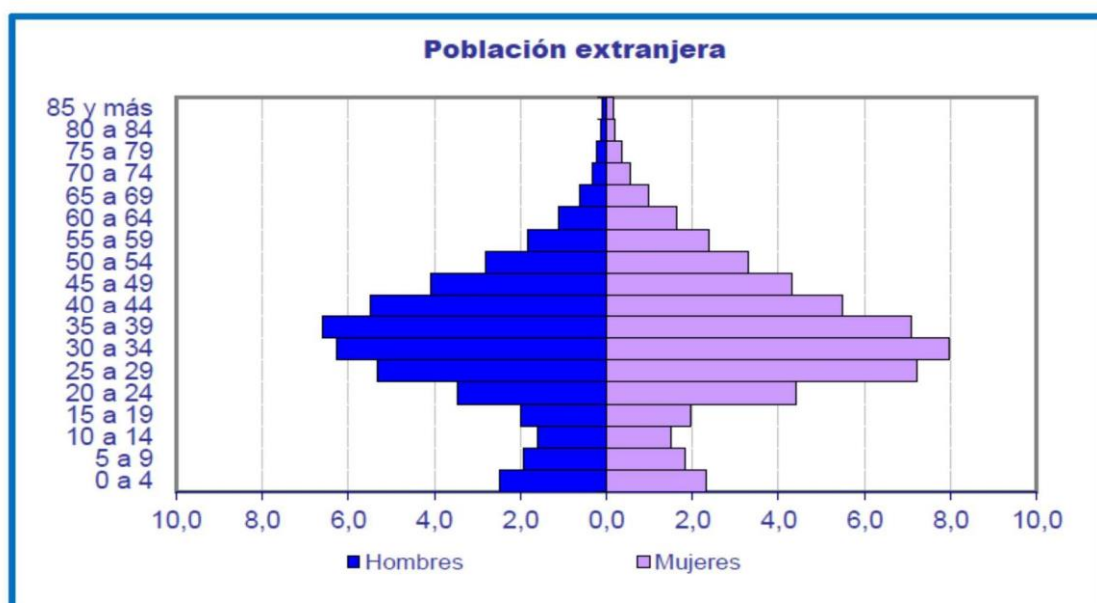
The 25-45 age bracket accounts for the largest number of foreign residents; that is, it remains the active population profile, of persons seeking work at attempting to improve their life conditions, remains the same as in previous years,

Another element to take into account for these is also people of reproductive age, which has an important impact from a sociodemographic perspective, rejuvenating the city's age triangle.

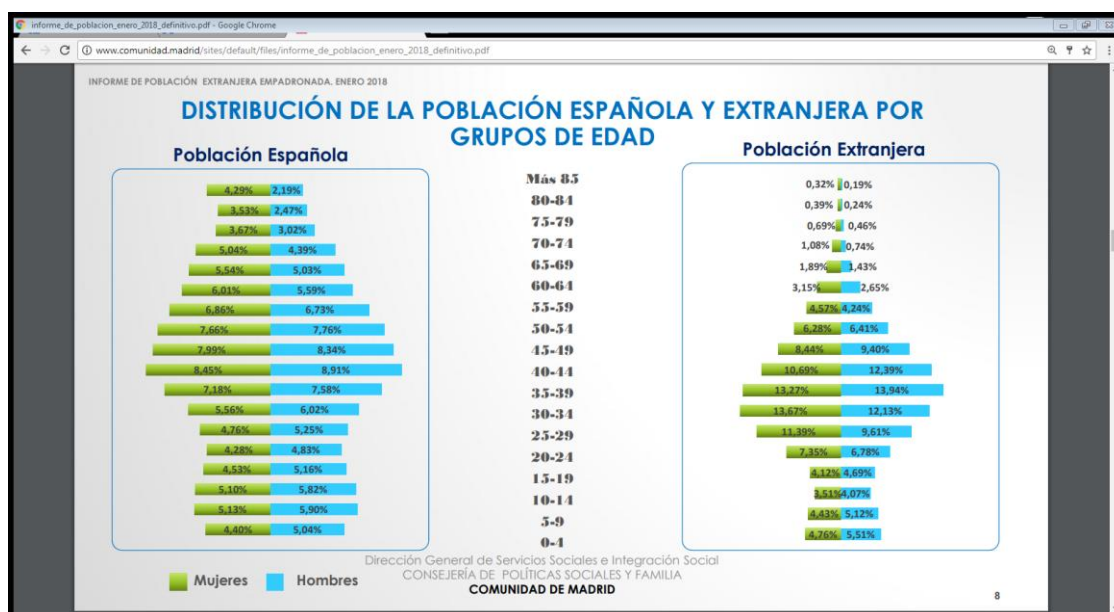
The graph overleaf shows clearly how the Spanish population and foreign population is structured, both in the city of Madrid and in the Autonomous Community and in terms of age, showing clearly differentiated age brackets.



Graph 4. Data for City of Madrid Source: Department of Immigration and Refuge. Directorate General of Community Integration. Government Area of Equality, Social Rights and Employment. City Council of Madrid



Graph 5. Source: Data for City of Madrid Department of Immigration and Refuge. Directorate General of Community Integration. Government Area of Equality, Social Rights and Employment. City Council of Madrid



Graph 5. Data for Autonomous Community of Madrid Source: Directorate General of Social Services and Social Integration Department of Social Policy and Family Autonomous Community of Madrid

2.2.1. EVOLUTION OF THE FOREIGN POPULATION OVER THE YEARS.

Year	No. of asylum requests	Political asylum concession	Countries of origin:
2017	31,120	595	Palestine, Morocco, Eritrea
2016	15,755	355	Syria, Pakistan, Eritrea
2015	14,881	220	Pakistan, Afghanistan, Palestine
2014	5,974	385	Syria, Palestine, Pakistan
2013	4,502	205	Palestine, Pakistan, Iran
2012	2,588	230	Palestine, Pakistan, Colombia

2.2.1. COUNTRIES OF ORIGIN

Since 2016 and throughout the year 2017, the most represented countries of origin of those seeking asylum in Spain were:

Country	2016	2017
Venezuela	3,960	10,350
Syria	2,920	4,225
Colombia	610	2,460
Ukraine	2,550	2,265
Algeria	725	1,165
Palestine	355	1,165

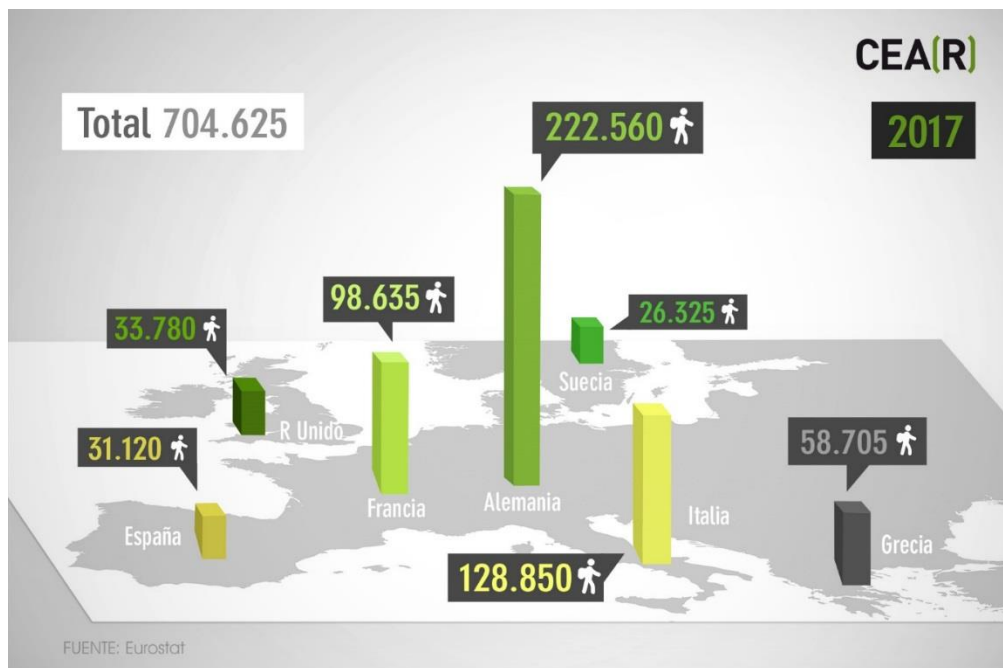
2017 also saw significant numbers of other nationalities requesting asylum:

El Salvador	1,120
Honduras	970
Cameroon	750
Morocco	525

In 2017, the percentage of women seeking asylum was 40% (6,350). In 2017, the number grew to 42%.

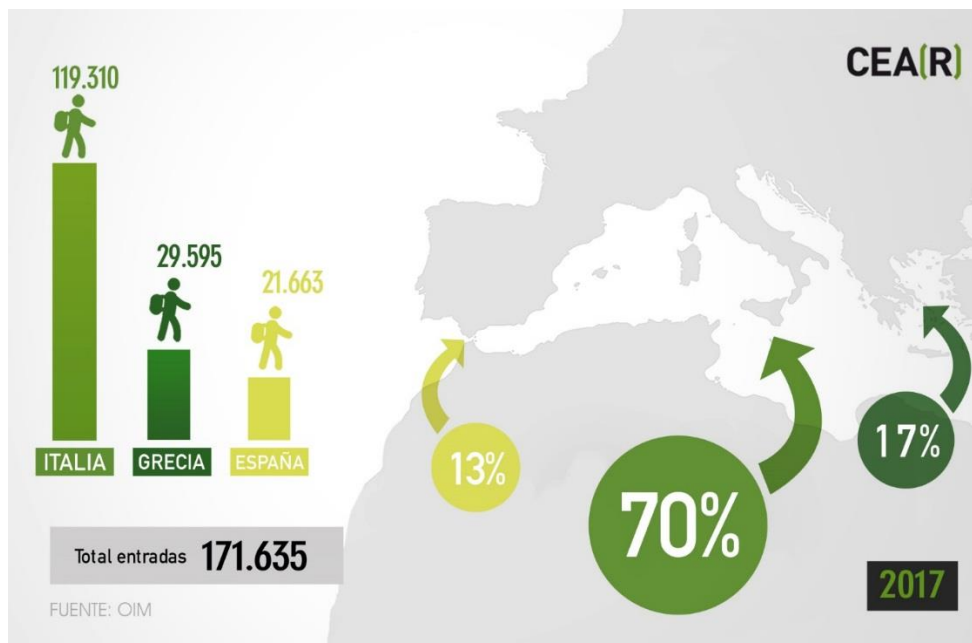
Sex	%	Total
Men	58	17,965
Women	42	13,155
	100	31,120

In comparison with other EU countries, Spain remains the country with the lowest number of asylum seekers. In 2016 the percentage was 1.25% of the total in the countries referred to. In 2017 that figure grew slightly, reaching 4.4% of the overall total



Country	No. of asylum requests 2016	No. of asylum requests 2017
Spain	15,755	31,120
United Kingdom	38,870	33,780
France	83,485	98,635
Germany	745,265	222,560
Italy	123,370	128,850
Sweden	28,925	26,325
Hungary	29,430	
Greece	49,875	58,705

As Spain has a border with Africa, it is essential to analyse the data on entry to the European Union via different access routes.



We saw that the 2017 graph has changed with Spain now (July 2018) the main route of entry to Europe by sea for migrants and refugees, with more than 20,000 arrivals so far this year, caused by the reduction in entries via Italy and Greece.

2.2.3. UNEMPLOYMENT DATA

From a comparative perspective, we see in the following table the Unemployment data registered by administrative levels: local (City of Madrid), regional (Autonomous Community of Madrid) and national (Spanish State)

REGISTERED UNEMPLOYMENT	City of Madrid	Autonomous Community of Madrid	Spain
August 2018	167,871	354,113	3,182,068
August 2017	182,379	383,307	3,382,324

Source: Statistics Madrid City Council August 2018

In Madrid, in terms of *gender*, of the total unemployed (167,871), women represented a higher percentage (95,553) than men (72,318).

In terms of *age*, the situation intensifies for women, due to the exponential increase in women unemployed from the age of 25, with percentages doubling those figures for men in certain bands, such as from

The difference between men and women fades if we look at the *training level*, however, notwithstanding that, there remains a negative balance for women.

3. LOCAL EMPLOYMENT INTEGRATION POLICIES AIMED AT IMMIGRANTS

3.1. POLITICAL MEASURES

Madrid Agency for Employment.

One of the most relevant issues concerns the employment integration of refugees and asylum seekers in our country and our city, to achieve greater autonomy in the medium term. It is essential to involve social organisations and public administrations so that they collaborate with companies in order to provide these processes. Madrid City Council must establish the minimum conditions for refugees to be capable of being employed.

For this proposal, the Agency for Employment is a key stakeholder to help refugees join the labour market. In this sense, the main difficulties detected are related to approval of titles of studies, recognition of work experience, access to grants, language skills, illiteracy and with very low education level. Also, companies are unaware of their work experience and the potential of refugee workers.

To tackle this reality, the Agency for Employment is currently working on:

- Developing precise tools to establish the skills and profiles earlier .
- Deepening the knowledge of the labour market to be able to give technical skills in the sectors offering the most job opportunities.
- Improving language expression, using the resources provided by the Agency for Employment, within a comprehensive integration plan.
- Launching campaigns to raise awareness among companies to foster hiring of workers from disadvantaged groups.

3.1.1. ACQUISITION OF LINGUISTIC COMPETENCIES

Knowledge of the Spanish language is one of the first challenges for full social integration of the population of people who come to our city. At Offices of Information and Guidance on the Integration of the Immigrant Population, Spanish language classes are given, considering the humanist perspective of the Circular Plan of the Cervantes Institute, which places the student at the heart of the educational project.

The groups are organised according to the levels of the European Common Framework for Languages, focussing in particular on the basic levels A1, A2 AND B1 in order to cover the most elementary communication needs and level B2 aimed at those who have surpassed the most elementary level and wish to continue to progress in their study of the Spanish language and broaden their capacity for communication. This year, a LITERACY level has been added in order to include those people who received no formal training in their mother tongue and A2 for preparation for the citizenship examinations.

In terms of registered data in the service of both offices, a total of 4,181 people have been accounted for (2,308 women/1,873 men). An average 348 students attend per month. By geographic area a higher presence of people from Asia, 38.72%, Sub-Saharan Africa, 18.81% and the Maghreb, 13.70% was noted.

By range of sex and age, the lowest attendance was that of the over 65s, followed by students aged 4 to 17. Young people between the ages of 18 and 30 stood out, accounting for 47.26%.

In terms of sex, no major differences were detected, except for at the Carabanchel office, where the number of women is higher due in part to the higher female attendance at classes and at the information service on Sundays.

In terms of the administrative status of the students at Spanish classes, the 2017 data is distributed as follows:

The largest group, 27.1%, have residence and work permits. These are followed by those who find themselves in an irregular situation (25.16%) whether because their tourist visa has expired or because they have entered the country irregularly and hope to settle here.

The employment status of the students is closely related to their administrative situation. 76.77% are unemployed with no benefits compared to 14.92 employed. Moreover, the classes have served to generate and grow the social networks of those attending, as they are made up of very heterogeneous groups. The classroom is a space for generating links and forming relationships that provide social, employment and cultural support.

3.1.2. INFORMATION AND GUIDANCE SERVICES

In 2017 a total of 37,959 queries were processed by the Information and Guidance Services at the Immigration Social Assistance Offices, which was an increase on 2016, when 29,993 were processed.

A total of 25,588 people used the service (in the year 2016, 22,844 used it), with an increase in women using the service (63.9%) who account for practically double the number of men assisted in this area (36%).

The profile is that of Latin American, Maghreb and non-EU European origin. In comparison to the same period last year, there was an increase in the Venezuelan population, in many recently arrived cases, with a special need to obtain complete information on how to process their application in order to seek international protection, regularise the status of family members or seeking information on the resources available in the city of Madrid.

In terms of administrative status we see a larger number of people with Authorisation to Reside and Work and of EU Residents. Those in irregular situations were mostly people in Spain for 3 years and who wanted to know the procedure to regularise their status. There was also a significant number of recent arrivals who have been in the country a very short time and of people in situation of irregularity suddenly or unexpectedly.

In terms of types of queries, we must highlight the numerous queries relating to the procedure of acquiring citizenship (3,703), residency authorisations in exceptional

circumstances (3,131), followed by residence of an EU citizen family member, reunification with an EU citizen family member, residence and work permit renewals, visas, general regime reunifications and appointments and administrative procedures.

With respect to data from previous years, a large number of rejections of renewals of residence authorisation due to failure to comply with the requirements in relation to demonstrating employment status, need a valid employment contract and a sufficient period of Social Security contributions.

In addition to the service provided, the General Information and Guidance service performs an important role in two other areas: advice mainly in the area of foreign residence to specialists from public or private entities and advice and guidance to companies and the self-employed, potential sources of employment who are unaware of the administrative requirements of contracting a foreign person.

As part of online training for professionals, 6 courses were delivered aimed at the training of third sector professionals in the municipal area of Madrid, both civil servants and employees of the Madrid City Council as well as professionals in different social entities. In total, 153 people were trained (130 women and 23 men) compared to 108 last year, doubling the number of men who have completed the training this year.

In addition to this information and guidance data, the free internet access for employment or educational purposes service and fostering the use of IOCTS in risk populations must be taken into account. In total 1,302 access sessions supervised by the centre's staff were provided. The maximum use period is one hour per person per day.

3.1.3. SKILLS DEVELOPMENT AND TRAINING FOR EMPLOYMENT

In 2017, the Training and Employability services at the Immigration Assistance Offices registered numbers above those of the previous year. Their objective is to improve the employability of persons actively seeking employment.

These activities are aimed at providing professional and employment advice, advice on resources and training in active job seeking skills, providing occupational training in the sectors with the highest demand and liaising with companies to foster the integration of persons who attend the office with such employment demand.

In the area of employment, a total of 1,510 people (882 women and 628 men) received training, whether professional or employment advice. In total, 2,385 (59% women and 41% men) cases of support, 888 of those were young people aged 18 to 30 (416 women and 472 men) some of whom were recent arrivals in the country as part of family reunification. Another group to highlight within the young people is those who have not completed their schooling and who are at risk of social exclusion.

In relation to level of studies, most of those who used the service are women with "Bachillerato", 477 compared to 295 men; a significant majority are well trained with qualifications equivalent to "Bachillerato" and secondary level education. Women also had a higher rate of university level education. The difficulty remains the certification of qualifications.

Regarding the training actions of this Area in 2017, a difference must be made between:

- Pre-employment training for young people aged 16 to 25.
- Occupational training for adults.

In Pre-employment training for young people aged 16 to 25, the following courses were taught:

- Multi-skill Trade Assistant. An edition with 20 participants (12 women/8 men).
- Waiting staff for restaurant or bar. Four editions and 16 young people (6 men/ 10 women) were trained at a theoretical and practical level.
- Warehouse Operators One edition. Total of 40 young people trained.
- New Information and Communication Technologies, 22 basic IT for employment courses, with a total of 147 people trained.
- Language courses. 23 editions of intermediate English and basic English, compared to 6 editions the previous year. Total 170 people trained compared to 70 the previous year.

In terms of occupational training for adults designed for adults who have already working habits and certain experience of some employment activity the courses delivered were the following:

- Multi skilled Trade Assistant Course, one edition, 14 women trained.
- Waiting staff for restaurant or bar course, 13 women participated.

All training included cross-cutting modules on the Environment, Gender Equality and Workplace Health and Safety.

In terms of employment mediation and business prospecting, a total of 232 companies were contacted, handling 100 offers of employment. 33 Collaboration Agreements were signed with different companies for practical-employment training of office users. At present the retail and hospitality sectors account for the highest number of hirings. In total 123 hirings of which 81 were men.

3.1.4. OTHER ACTIONS

Madrid Legal Advice Service for Immigration Matters (SOJEM) and for instances of Racism, Xenophobia, Homophobia and Transphobia.

It is carried out as part of a Collaboration Agreement with the Professional Association of Lawyers of Madrid with a budget of €143,000.00. In 2017, **3,587**, hours of legal advice were provided constituting an increase of 88 hours compared to 2016.

The aim is to provide free and specialised information on immigration matters with the aim of facilitating the integration of immigrants to our city along with also offering information, guidance and specialised advice for instances of racism and intolerance which people of foreign origin might be subjected to.

It also makes it possible to process free justice requests in cases where this might be necessary, along with the legal defence in court in cases of discrimination with criminal relevance. The scope of action extends throughout the city of Madrid and is provided in the Municipal Social Services Centres and other municipal facilities as well as within the Immigrant Population Information Offices.

In 2017 a total of **5,972 people** received the service, 4.38% more than in 2016. In terms of consultations by subject, a total of 342 people, 162 men and 180 women sought advice on asylum.

Source: Department of Immigration and Refuge.

Translation and Interpreting Service

The main purpose is to provide professional support to employees of Madrid City Council to enable communication between users, the services and municipal staff, therefore constituting an efficient instrument in the services provided to the foreign population.

It is performed by telephone, allowing for flexible and efficient response. In 2017 a total of **439 interpreting services** were performed, which make for a total of 16,898, as well as **40 document translations** services compared to 25 in 2016.

The most requested languages were standard Arabic followed by French, Mongol, Bulgarian, Romanian, Ukrainian and English, with a total of 31 languages used compared to 28 the previous year.

Coexistence Service in Parks and Sports Pitches

The purpose of this service is to carry out actions and processes aimed at fostering citizen coexistence, fostering intercultural social relations, mutual respect between cultures and the construction of a common public space, the neighbourhood, in which the population can coexist.

Two lines of action were followed:

- Comprehensive: aimed at providing participation, coordination and cooperation with all stakeholders and in the cohesion of citizen relations.
- Direct: intervention with groups to guarantee their participation and to foster coexistence based on prevention of conflict, cultural promotion, healthy leisure activities, inter-generational contact and equality of opportunity.

The Online Space, Social Media and Open Immigration Data Platform

The municipal website www.madrid.es has a specific information space with information on municipal policies and services relating to immigration and intercultural activity. This online space offers citizens information on municipal services relating to immigration, informative links on the main procedures and processes of interest for foreign people, etc.

Madrid Forum on Dialogue and Coexistence

Space for the exchange of papers and reports on the phenomenon of migration and the way in which this affects the life of citizens, while also allowing the demands, opinions and initiatives of immigrant groups not recognised by law and who have no other channel of political participation to be passed on to the responsible decision making bodies of the city of Madrid. It is comprised of representatives of the Administration (local, regional and state), immigrant associations, immigration support organisations and social organisations.

4. CHALLENGES

4.1. MAIN CHALLENGES TO ACHIEVING INTEGRATION OF REFUGEES AND ASYLUM SEEKERS IN THE LABOUR MARKET

To determine the main challenges to achieving integration of refugees and asylum seekers in the labour market, we must know what difficulties they face. These are:

- Approval and certification of academic titles: a lengthy and complex process
- Access to study grants and to university (lack of study certificates, access tests, approval and certification)
- Recognition of prior studies and/or work experience in those cases where there is no supporting documentation.
- Language learning level in many cases is low and in other cases there is a need to invest in adult literacy. This is an obstacle to joining the work force (link system of integration indicators).
- Lack of knowledge of profiles and specific needs of the group in the area of employment which would help focus support action of regional and local authorities on integration from the start in their host cities.
- Differences in employability opportunities between asylum seekers in some Autonomous Communities and others and the limited mobility without losing socio-economic support.
- Lack of awareness, knowledge and information among companies/employers regarding refugees and asylum seekers. Reluctance to hire foreigners in general with the current level of unemployment but also due to the impact of messages that link terrorism/jihadism/refugees).
- Inflexibility regarding procedures with the State Public Employment Service (importance of focal points in SEPE and other public services used by refugees and asylum seekers).
- Administrative obstacles relating to the provisional red card that identifies asylum seekers in Spain. Precarious and unstable employment in general (current unemployment index around 20%).

- With the increase in the number of refugees in Spain, there are greater limitations of resources and personnel so that asylum entities in the second phase of integration can provide greater services and more effective monitoring of refugees' plans (significant volume of administrative work, submission of reports and other bureaucratic processes).

- Difficulties accessing public housing.

ELEMENTS THAT WOULD IMPROVE EMPLOYMENT INTEGRATION

Knowledge of sectors that have the most difficulty finding trained workers so that the employment integration plans for refugees can be aimed at covering these gaps with specific training activities.

Receiving in advance, as early as possible, the specific information on the profiles, both educational and in terms of experience, of refugees, for planning a personalised employment plan.

Strengthening language classes from the start so that refugees and asylum seekers leave specialised reception units better prepared for the integration challenges they will face.

Streamline and strengthen the processes of approval and certification of academic qualifications and recognition of prior work experience.

Centralise the current educational system in the different autonomous communities.

Make assistance programmes that eventually allow for the mobility of refugees and asylum seekers between Autonomous Communities more flexible for the search for employment.

Recognise the linguistic competency of refugees (mother tongue and other languages) by means of an official certification process.

Process and resolve asylum requests within the terms established by law (6 months).

Name contact persons trained in asylum in key institutions that interact with this group during the integration process (State Public Employment Service (INEM), Social Security, Social Services). These people could be the link between institutions, entities specialized in asylum and users.

Strengthen outreach work from local authorities and NGOs. Strengthening of the social fabric; raising awareness of the reality of refugees among the host society and stakeholders who are involved in one way or another in their arrival and integration (companies, trade unions, associations, education centres, etc.).

Strengthening of Social Dialogue and the participation of entities such as the OIT, the business sector and trade unions in the work this group carried out to foster integration and access to employment.

Strengthen the Corporate Social Responsibility actions of companies and foundations that support refugees and asylum seekers.

Establish a system of integration indicators. Access to data on the refugee population in Spain: language level: how many have left centres, how many are employed, in which sectors, etc.

Take, for instance, refugees (including asylum seekers) as a groups with special needs and at risk of being marginalised, while also seeking balance between the measures to facilitate access to employment in relation to other disadvantaged groups ("Competition with Spanish nationals").

Design new public employment policies, towards a quota of contracts to strengthen hiring of refugees as a vulnerable group, along with others such as the disabled, women who are victims of violence, etc.

Design a public and strategic policy of communication and information on this group so as not to extend or magnify rumours, preventing outbreaks of racism/xenophobia.

Source: <https://www.defensordelpueblo.es/jornada-refugiados/conclusiones-y-propuestas-en-empleo/>

4.2. SPECIFIC CHALLENGES FACING WOMEN

The story of the migratory movements of yesteryear usually had a male protagonist but today, the proportion of women migrating reaches 48%. We are faced with a new reality, and women refugees face various challenges when it comes to accessing employment.

Learning the Spanish language or language of the host area is one of these.

Achieving greater leadership in Spanish society would be another. Their future involves conquering new public spaces. Participation in a society with ethnic barriers, among others, is complex, but leadership by women refugees is possible, and will lead to the enrichment of our society.

Another challenge is the **elimination of stereotypes**. The press exploit stereotypes of immigrant women, considering them fragile and ignorant. Here at the Agency for Employment we support a new focus based on gender equality, in which women bring with them tremendous baggage aside from the qualifications they have. The key is understanding the migratory flow as a beneficiary process.

Improving and increasing rates of training for employment among women refugees and asylum seekers is another challenge Remember the phrase of the Indigenous Movements of Latin America: "*When you educate a woman, you educate a village*",

pointing out the importance of education, an essential element in achieving integration and intercultural coexistence. Another phrase “*A woman who organises herself won't go back to ironing shirts*”, alludes to the human potential of all women, regardless of their intellectual training.

Increasing the range of options offered in the labour market to women refugees and asylum seekers would be another challenge. Women leave behind them a family project when they decide to leave their countries but when they arrive, the space they find is in domestic service, hospitality or cleaning, some of the hardest sectors in terms of employment rights.

Undertake a project of **social-employment reorientation of the refugees and asylum seekers group** due to the cultural clash and dislocation that occurs. It is necessary to reconstruct their identity and maintain cultural belonging through interaction and social participation.

Create spaces with “female spirit”, as a project of the Agency for Employment, grouping qualified women refugees or asylum seekers, to receive them, train them and achieve their integration into Spanish society with just one objective: the interrelation of persons and groups on the ground in order to build a better future.

The creation of open spaces in colleges and universities with extra-curricular activities for the sons and daughters of refugee women. It would be desirable to adapt the service hours in education centres to the needs of working mothers.

5. EXAMPLES OF BEST PRACTICE AT LOCAL LEVEL

*1.- Creation of the **Chair in Forced Migrants and Refugees** at Comillas Pontifical University, supported and sponsored by Inditex S. A., (Textile Design Industry, public company). VISIT THE WEBSITE AT THIS [LINK](#)*

According to Wikipedia, Inditex is a Spanish multinational textile manufacturing and clothing group with headquarters in A Coruña, Galicia (Spain). Inditex employs more than 152,000 employees and operates over 7,000 stores across the five continents under its principal brands such as Zara, Zara Home, Massimo Dutti, Pull & Bear, Bershka, Oysho, Uterqüe, Lefties and Stradivarius.

Aims of the project

The chair is a project with national, European and international scope, encompassing a broad, multidisciplinary research agenda. The interdisciplinary aims of the project are to undertake theoretical and applied research with a profound universal scope focussed on social transformation in defence of human dignity at all times and in line with the criteria of the "preferential option for the poor" principle.

Intended Target Social Group

The Chair's actions are aimed at the public in general, and in particular members of the University community; students, alumni, University staff, and other social networks and university in which the Institution is involved.

It also aims to reach the tasks of specialised and professional training and raising awareness within and beyond the university sector, which is why its communication and collaboration with other institutions and social organisations of the Society of Jesus is so important, aimed at building alliances which each strengthen the shared mission in relation to this reality.

Responsible and related institutions

Comillas Pontifical University, with the support and backing of INDITEX, have created this Chair with the aim of responding to the essential challenge of our time posed by forced migrants, asylum seekers and refugees, as part of the mission and responsibilities of a university of the Society of Jesus.



Measures taken:

The chair will grant:

- two doctoral scholarships for training research staff whose projects foster knowledge and social innovation in relation to these matters.
- eight scholarships for professional internships from six to 12 months duration in national and international organisations that work directly on the ground with refugees.
- Four Spanish language learning immersion courses, taught at the Institute of Languages of the University itself, as part of the driver to foster the social integration of persons seeking asylum and refugees.
- Development of an academic Research Agenda linked to the diagnosis of the reality and definition and innovation of policies, programmes and projects for intervention in this area.

Results and experiences to date

Research and actions that have been carried out to date include:

- a. Research on public policies and the legal system in the area of asylum and refuge.
- b. Research on psychosocial processes and tools for the social integration of forced migrants and refugees in Spain.

- c. Research on the Reception System and social integration processes of asylum seekers and refugees in Spain.
- d. Annual survey of forced migrants and refugees, allowing for an accurate diagnosis of the situation and comparison in over time.
- e. Permanent Seminar on Migration and Refuge.
- f. Paid Internship Programme on the ground with national and international organisations that work with Refugees and Forced Migrants.
- g. Official Masters and Doctorate programmes in International Cooperation and Development and International Migration.
- h. Communication and raising awareness of the situation of refugees at national and international level through specific actions.

2.- UNHCR: FOSTERING CORPORATE SOCIAL RESPONSIBILITY

Aims of the project

The United Nations High Commission for Refugees in Spain is launching a campaign to raise awareness in the business sector (large and medium sized companies and charity foundations) to involve them in social projects that support the integration of refugees and asylum seekers in our country.

One particularly worth highlighting is the Employability Programme for Refugees that IKEA Ibérica is implementing in different Spanish cities, among them Madrid, to improve the employability of refugees and asylum seekers in Spain and to generate employment opportunities for this group.



Intended target social group

Specifically, the programme in Madrid has directly involved people who use the Refugee Reception Centres (CARs, as per the Spanish initials) in the city, dependent bodies of the State Secretariat for Migrations within the Ministry of Employment, Migration and Social Security.

According to the definition on the website of the State Secretariat for Migration, the Refugee Reception Centres (CARs) are public facilities to provide accommodation, sustenance and emergency psycho social assistance and primary care as well as other social services aimed at fostering the coexistence and integration in the community of those seeking asylum in Spain or who are granted refugee status or who travel to Spain and lack the economic means to attend to their needs and those of their family.

Responsible and related institutions

IKEA Ibérica, UNHCR and the Ministry of Employment, Migration and Social Security.

Measures taken:

Refugees registered at these centres and in particular those who are parents, receive training and work experience at Ikea stores. This aim of the training period is to equip

them with the resources and tools of occupational improvement, focused on motivating these people on their capacities and skills and facilitate their present and future insertion in the labour market. Upon completion of their training, the students access, under equal conditions, the company's selection processes.

Results and experiences to date

This agreement is framed within the Ikea's project "The Power of Childhood with Refugees" within which the first two lines of action -"Live and Play" - saw the company refurbish 24 apartments and children's playground spaces across the country and the Refugee Reception Centres in Alcobendas, Seville, Valencia and Vallecas thanks to more than 3,500 hours of volunteer work by more than 500 Ikea employees. This new agreement sees the implementation of the third line of action of the project, that of helping refugees to "Grow".

6. CONCLUSIONS AND RECOMMENDATIONS

Migration is a global and regional challenge which Spain cannot avoid. To date, Spain has received a very small percentage of EU asylum applicants. But Spanish society has sent a very clear message that it wants to be at the forefront of offering solutions and shown solidarity in receiving refugees.

It is noted that the challenge is becoming ever greater for the Spanish asylum system, as it is currently conceived. Adequate reception and integration of a growing number of asylum seekers and refugees who arrive suddenly and under quotas of relocation, resettlement or of some other kind.

The competency of the Central Government is undisputed in matters of international protection, definition of the refugee status and policies on admission of foreign nationals, but it is also true that regional and local authorities have competency over many aspects relating to the integration of refugees who are going to live in their cities (education, health, social services, employment).

But many regional and local authorities, among them Madrid City Council, have been very active and generous in relation to reception and integration. There is a clear interest on the part of regional and local authorities to form a more active part in the planning, reception and integration process of refugees, under the coordination of the Central Government and with the support of specialised organisations.

There is a need for new stakeholders from different areas, public and private, to become involved. The joint work between these stakeholders and administrations and entities more experienced in the reception and integration of refugees in Spain is essential to tackle the current challenges posed by the system. It is a challenge that affects all of Spanish society. A more dynamic and participative coordination model, structured and planned for the future, that combined efforts and resources, is called for.

Faced with this situation, the following recommendations are proposed, based on five central pillars:

Communication – Coordination - Transparency

Joint Responsibility - Planning

Develop fluid and direct communication between the Central Administration, Autonomous Communities and Local Authorities, on programmes and plans concerning the reception and integration of refugees, making it clear who plans, assesses and executes the programmes.

A flexible coordination instrument for the reception and integration of refugees in Spain, with regional and local authority participation, making it possible to efficiently plan resources when preparing services plans over the short, medium and long term.

Redefine the model. Move from a centralised model to a more decentralised model based on the competencies of the Autonomous Communities and local authorities for planning the reception and integration with the support of state funding.

It is necessary for regional and local authorities to be informed of the agreements between the Central Government and specialist entities in the area of asylum who work with the respective Autonomous Communities and cities, as that is where the refugees are ultimately going to settle and they are social services they will ultimately use.

Establish information centres in key institutions which are in contact with refugees (INEM, Social Security, Education, Social Services).

Strengthen outreach work from local authorities and NGOs. Strengthening of the social fabric; raising awareness of the reality of refugees among the host society and stakeholders who are involved in one way or another in their arrival and integration (companies, trade unions, associations, education centres, etc.).

Establish a system of integration indicators. Access to data on the refugee population in Spain, with minimum standards of integration: language level: how many have left centres, how many are employed, in which sectors, etc.

Establish channels of communication and evaluation so that refugees can offer their opinion and proposals on issues concerning them.

Incorporate models and formulas that facilitate the solidarity of civil society. Strengthen and maintain databases created at national level that compile all the available resources at all levels (national, regional and local), verified and evaluated.

Establish information and communication systems with civil society on the programmes and actions in favour of this group, which also serve to raise awareness and mutual knowledge.

Design a very active policy of communication and information on the groups so as not to allow the spread or growth of rumours (prevent outbreaks of racism/xenophobia) and to raise awareness of the process among different public and private stakeholders.