



Diversity policy in employment and service provision

Case study: Valencia, Spain



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Background

Brief history of migration to Spain

Spain is situated at the crossroads of the Atlantic and the Mediterranean, Europe and Africa. Between 700 and 1200, the south of Spain was part of several Muslim empires and considerable movement took place towards Morocco in the south and Italy in the east. In 1236, the Christian reconquest (*reconquista*) progressed to the last Islamic stronghold, Granada, and a period started in which the empire became a successful seafaring and colonising nation. The Spanish empire was one of the largest in world history and included areas in Africa, Asia, Oceania, as well as a large part of the current US and of South America and the Caribbean. More specifically, it included the following areas:

- Equatorial Guinea, Spanish Morocco and Spanish Sahara in Africa;
- the Philippines in Asia;
- Guam, Micronesia, the Northern Mariana Islands and Palau in Oceania;
- Mexico and a large part of the current US in North America;
- Costa Rica, El Salvador, Guatemala and Panama in Central America;
- Argentina, Bolivia, Chile, Colombia, Ecuador, Paraguay, Peru, Uruguay and Venezuela in South America;
- Cuba, Dominica, the Dominican Republic, Puerto Rico, Tobago and Trinidad in the Caribbean.

Moreover, the Canary Islands, as well as Ceuta, Melilla and the other places of sovereignty (*plazas de soberanía*) on the north African coast have remained part of Spain.

Except in the US, Spanish is still the national language in many of these territories and some movement of people occurs, for instance from Spain to Central and South America and back. In short, Spain's history is characterised by a strong international orientation.

In the first 80 years of the 20th century, the economic situation in Spain was not strong. Emigration became more common than immigration. Between 1850 and 1950, 3.5 million Spanish people left for the Americas (Ortega Perez, 2003). From 1950 onwards, Spain's workforce moved to the richer industrial areas in northern Europe.

Emigration of guest workers to the north came to a halt due to the worldwide economic crisis of 1973. Since 1975, 650,000 Spanish people have returned to the country, while about two million Spanish persons improved their position and continued to live abroad (Borkert et al, 2007). On the other hand, a considerable part of the foreign residents in Spain in 1981 were retired people from the European Union who moved to the Spanish coast.

Economic growth increased further when Spain became a member of the EU in 1986. The Spanish economy boomed from 1986 to 1990, averaging 5% annual growth. After a European-wide recession in the early 1990s, the Spanish economy resumed moderate growth in 1994. Immigration accelerated quickly after this, and Spain changed from being an emigration country to an immigration country. Between 2000 and 2004, the number of migrants to Spain tripled, amounting to 7% of the population or 3,050,847 persons. In 2004, Spain received the largest number of immigrants in the EU. According to the municipal census (*padrón municipal*) of July 2006, the number of immigrants living in Spain is about 3,880,000 persons and they represent almost 9% of the total population. Table 1 outlines the largest immigrant groups at the end of 2006.

Table 1: Largest immigrant groups to Spain, by country, 31 December 2006

	Number	Percentage
Total population in Spain	43,964,000	
<i>EU Member States (in 2006)</i>		
United Kingdom	175,870	0.4%
Italy	98,481	0.2%
Germany	77,390	0.2%
<i>Rest of Europe</i>		
Romania	211,325	0.4%
Bulgaria	60,174	0.1%
Ukraine	52,760	0.1%
<i>Africa</i>		
Morocco	543,721	1.2%
<i>South America and Caribbean</i>		
Ecuador	376,233	0.8%
Colombia	225,504	0.5%
Peru	90,906	0.2%
Argentina	86,921	0.1%
Dominican Rep.	58,126	0.1%
Total South America	1,064,916	2.4%
<i>Asia</i>		
China	99,526	0.2%
Total immigrants	3,021,808	7%

Source: *Statistical Bulletin (Boletín Estadístico)*, Permanent Observatory on Immigration (*Observatorio Permanente de la Inmigración*), January 2007

Borkert et al note that Spain has a significant number of irregular entries and/or stays. Irregular immigrants can access the national health system by registering at the municipalities (Borkert et al, 2007). Research has shown that half of the immigrants registered at the municipality do not possess a valid residence permit. However, due to five large regularisation processes, many former irregular migrants have been legalised. On the other hand, Spanish authorities failed to renew all residence permits within the compulsory period due to understaffing. According to the Ministry of Labour and Immigration (*Ministerio de Trabajo e Inmigración*, MTIN – formerly *Ministerio de Trabajo y Asuntos Sociales*, MTAS), migrants are often victims of discrimination in the workplace and this situation is due to the irregular situation of many of them (*General Secretariat of Immigration and Emigration*, MTIN, 2007).

According to the Permanent Observatory on Immigration (*Observatorio Permanente de la Inmigración*), the eastern autonomous region of Valencia (*Comunidad Valenciana*) is the third region of Spain regarding its proportion of immigrant population (13.56%), after Catalonia in the northeast (21.32%) and the central region of Madrid (19.07%). The region of Valencia is divided into three provinces. More than half of the immigrants in the autonomous region of Valencia are located in the province of Alicante, while almost one third are in the province of Valencia and about 10% are in the province of Castellón (City of Valencia, July 2002a). In 2006, the region of Valencia had a total population of 4,806,908 persons. The official languages are Spanish and Valencian. The major share of the foreigners living in the

region of Valencia come from the EU, particularly Germany and the United Kingdom (UK). These are generally older people who have chosen to retire to the Valencian coastline. Another important group of foreign nationals in the region come from South America; they represent 27.5% of the total foreigners and 3.4% of the total population of the region. Other groups are few, according to a sociologist at the Valencian Observatory of Immigration (*Observatorio Valenciano de la Inmigración*), Luis Die Olmos (Valencia acogedora, 2006a); this observatory is part of the Study Centre for the Social Integration and Training of Immigrants (*Centro de Estudios para la Integración Social y Formación de Inmigrantes*, CEIM).

National policy context

As already noted, immigration is a relatively recent practice in Spain. This explains the fact that, in the framework of immigrants' integration policy, the central government has primarily developed a non-discrimination policy rather than a policy on diversity. Lately, the focus is also on equal opportunities. All of these efforts represent important steps towards developing a diversity policy specifically.

In 2006, the Spanish Observatory of Racism and Xenophobia (*Observatorio Español del Racismo y la Xenofobia*, OBERAXE) was established, as indicated in Article 71 of the Aliens Law (Framework Law (*Ley Orgánica*) No. 4/2000). The observatory aims to study and analyse the Spanish situation regarding racism and xenophobia, to promote actions to combat these problems and to promote equal opportunities and non-discrimination policies (OBERAXE, 2006).

Article 14 of the Spanish Constitution mentions the equality of people in Spain, who cannot be discriminated against on grounds of race (*raza*). In 2003, Spain transposed the European legislation regarding equal opportunities and non-discrimination into its own national legislation (Law 62/2003 of 29 December). Changes have also been introduced into the Workers' Statute (*Estatuto de los Trabajadores*). The main changes concern the new modalities of direct or indirect discrimination. The terminology refers now to discrimination based on racial or ethnic origin instead of race. Furthermore, the reform has introduced the right to compensation (*derecho a la indemnidad*). Finally, another major change in the Spanish law regarding discrimination is that employers' discriminatory attitudes are considered a serious offence. Law 62/2003 establishes various measures for the application of the principle of equal opportunities. Among other aspects, the law aims to combat discrimination in collective bargaining (Article 42). The concepts of the principle of equality of treatment, direct and indirect discrimination and harassment are applicable to all persons of the public or private sector except for the legal provisions on access to public employment. The law has also allowed the creation of the Council for the promotion of equality of treatment and non-discrimination against people on grounds of racial or ethnic origin (*Consejo para la promoción de la igualdad de trato y la no discriminación de las personas por el origen racial o étnico*). Through this law and other legal measures, a legal framework has been set up to achieve equality of treatment and opportunities, and to combat discrimination.

Moreover, Spain set up a national strategy and priorities for the 2007 European Year of Equal Opportunities for All. In this context, the Spanish government invited all actors and stakeholders not only at national level but also at other levels to adopt the objectives of the year in Spain (MTIN, 2006). A special link on the MTIN website promoted participation in the 2007 European Year. The Valencian Employment Service Foundation (*Fundación Servicio Valenciano de Empleo*), a public service of the autonomous region, joined the European Year of Equal Opportunities for All; so too did the Immigration Observatory – Agency for Integration and Social Living (*Observatorio Inmigración – Agencia de mediación para la integración y la convivencia social*, AMICS) associated with the local authorities of Mislata, a municipality near the city of Valencia.

In February 2007, the national government approved a Strategic Plan for Citizenship and Integration 2007–2010 (*Plan estratégico de ciudadanía e integración 2007–2010*). This plan targets all of the population in Spain and aims to

strengthen social cohesion through equal opportunities policies, on the one hand, and equality towards rights and duties, on the other. The plan has been prepared with the participation of a large array of actors, such as autonomous regions, municipalities, social agencies, migrants' associations and non-governmental organisations (NGOs). Three principles support the strategic plan: equality, citizenship and multiculturalism. The latter defines the diversity approach of the Spanish government.

'The principle of multiculturalism demands the recognition and respect of differences but looks for communication and critical dialogue, interrelation and interaction between persons with different culture on the bases of the basic common values [...]

(General Secretariat of Immigration and Emigration, MTIN, 2007)

At regional level, no immigrant policy or diversity existed in the autonomous region of Valencia before mid 2004 (Pereda et al, 2004). However, the self-government of the region developed a regional Plan of Immigration (*Plan Valenciano de la Inmigración 2004–2007*). The model of integration, as outlined in the plan, protects diversity and acknowledges cultural differences as positive added values, in combination with respect for democratic values and human rights (Generalitat Valenciana, 2004).

Profile of Valencia

Brief description of the city

The city of Valencia has a population of 807,396 inhabitants and is the centre of an extensive metropolitan area which brings the number to a million and a half people. This total represents 18% of the population of the Valencian region and makes Valencia, in terms of population, the third largest city in Spain after Madrid and Barcelona. It is also the third largest city in terms of registered immigrants. Foreign nationals – just as Spaniards – have to register in the municipal census (see next chapter). The city population increased throughout the 20th century and was stable during the 1990s. At the beginning of the 21st century, a strong migratory inflow has led to a new dynamic increase in the population. The population of the city is relatively young: 20% are aged from 15 to 29 years and 32% are aged from 30 to 49 years.

From an economic point of view, Valencia has a highly developed services sector, including final demand activities, wholesale and retail, of specialised services for businesses and professional activities. Almost 75% of the economically active population is occupied in this sector. Nevertheless, the industry sector is still important, with 14% of the population working in industries such as paper products, graphic arts, wood products and furniture manufacturing, metal products, and footwear and clothing. About 10% of the population work in the construction sector. The agricultural sector (1.7%) is relatively minor and it concerns mostly horticultural cultivation. Unemployment is lower than the Spanish average.

The economy of the city enjoyed positive dynamic growth during recent years, which was apparent in the low unemployment figures at the time. The dynamism of the city as an economic and tourist centre, and as a place of reference for a multiplicity of economic activities, is also reflected in the strength of institutions such as the Valencia Trade Fair, the Autonomous Port, the Stock Exchange, the Palace of Congress or the four universities. Valencia's port is the busiest in Spain, handling 20% of the country's exports. Valencia also has a number of significant cultural institutions that are becoming increasingly important in the development of the city: the Valencia Institute of Modern Art (*Instituto Valenciano de Arte Moderno*, IVAM), the Palace of Music or the City of Arts and Science contribute an undeniable added value to the city and to its metropolitan surroundings as a centre of culture and leisure.

City's migrant population

At the beginning of the 1990s, emigration from Valencia was still exceeding immigration, as Table 2 shows. Nevertheless, during that decade, immigration increased and in 2000 the number of immigrants was almost three times more than it was 10 years before. Since the beginning of the 21st century, the number of immigrants has grown each year and has risen significantly above the number of emigrants. It is worth noting that the table only shows the entry and exit of migrants; in other words, the number of foreigners actually living in the city was higher. This can also be observed through the figures of the municipal census. In 1996, registered foreign nationals represented 0.9% of the whole city population while, in 2006, they represented 12.4%. A particularly notable increase was produced in a three-year period, from 3% in 2001 to 9.1% in 2004.

Table 2: Migratory movements in Valencia

	Immigrants	Emigrants	Difference
1990	9,972	10,395	-423
1991	5,316	6,310	-994
1992	9,093	10,575	-1,482
1993	10,063	12,220	-2,157
1994	9,948	13,929	-3,981
1995	11,144	14,472	-3,328
1996	11,126	12,404	-1,278
1997	10,388	12,902	-2,514
1998	12,047	16,683	-4,636
1999	14,433	18,033	-3,600
2000	27,360	17,829	9,531
2001	34,293	20,636	13,657
2002	37,203	25,594	11,609
2003	37,830	29,159	8,671
2004	39,389	28,851	10,538
2005	40,577	31,756	8,821

Source: *Municipal Register of Inhabitants, City council of Valencia, Provisional data*

In 2006, the city of Valencia counted 99,820 immigrants (Municipal census, 1 January 2006). Almost half of them come from South America (48,770 persons) and particularly from Ecuador, Colombia and Bolivia (Table 3), according to the Director of the Immigration Support Centre (*Centro de Apoyo a la Inmigración*, CAI), Pere Climent (Valencia acogedora, 2006b). The other South American immigrants come from, for example, Argentina, Brazil, Peru, Uruguay and Venezuela, with fewer than 2,000 immigrants from each country. The next largest group comes from Europe, with 23,969 immigrants – representing 24% of the total foreign population in Valencia. More than half of these came from outside the 25 EU Member States before Bulgaria and Romania joined the EU on 1 January 2007. Since the latter two countries joined the EU, the other nationalities in the ‘rest of Europe’ category are Ukrainians as well as – in a smaller share – Armenians, Poles and Russians. Immigrants from Africa represent 13% of the foreign population and the major nationalities migrating to Valencia are Moroccans, followed by Nigerians and Algerians. Finally, immigrants from Asia represent 10% of those migrating to Valencia; they come mostly and respectively from Pakistan, China and India. The immigrant population of the city is thus rather diversified, with 24 nationalities recording more than 1,000 persons registered in the municipal census (Antuñano and Soler, 2007).

From a demographic perspective, the major share of the migrant population is aged between 20 and 45 years and thus part of the economically active population. The proportion of men exceeds that of women, particularly for immigrants from Sub-Saharan Africa, 71% of whom are men. In contrast, the proportion of women in the immigrant population from America is higher than it is for men; for example, 52% of those migrating from South America are women (Antuñano and Soler, 2007).

The migrant population is fairly distributed in the various parts of the city and no segregated areas exist. Nevertheless, some concentration occurs in several neighbourhoods such as Orriols and Ruzafa (Antuñano and Soler, 2007).

Most of the immigrants came to Spain in order to work and they quickly join the labour market. They are particularly present in certain sectors such as agriculture and construction, on the one hand, and in services, on the other. In Valencia, they work primarily in the services sector, which – as noted – is an important economic activity in the city. The main employment is in unskilled jobs, followed by skilled jobs in the industry and construction sector. In September 2006, the city recorded 2,887 immigrant jobseekers compared with 27,141 Spanish jobseekers. Some 84% of the foreign jobseekers, compared with 77% of the Spanish group, found a job in less than three months (Antuñano and Soler, 2007).

Table 3: *Largest immigrant groups to Valencia, by country, 1 January 2006*

Nationality	Number
<i>South America and Caribbean</i>	
Ecuador	18,540
Colombia	10,336
Bolivia	8,197
Argentina	4,547
<i>Central America and Caribbean</i>	
Cuba	2,090
<i>EU Member States (in 2006)</i>	
Italy	3,724
France	1,762
<i>Rest of Europe</i>	
Romania	6,027
Bulgaria	2,938
Ukraine	1,922
<i>Africa</i>	
Morocco	3,326
Nigeria	2,648
Algeria	2,321
Senegal	1,194
Equatorial Guinea	1,138
<i>Asia</i>	
Pakistan	4,009
China	3,717
India	1,274
<i>North America</i>	
Mexico and US	1,282
Total immigrants	99,820 (54,644 men and 45,176 women)

Source: *Valencian Institute of Statistics (Instituto Valenciano de Estadística, IVE)* (http://www.ive.es/ive/padron/pmc/ini_cas.htm)

City authorities

Valencia is the capital city of the autonomous region of Valencia (*Comunidad Valenciana*) and of the province of Valencia. Spain has a three-tier system with central, regional and local governments; these represent the state, autonomous regions, and provinces and municipalities, respectively. The Spanish Constitution regulates the distribution of the competences among these entities. The state has an exclusive competence regarding nationality, immigration and asylum matters. At the same time, the autonomous regions are responsible for specific competences such as culture, social attendance and public health. The self-government of the region of Valencia (*Generalitat Valenciana*) is competent in terms of social assistance. Meanwhile, the municipality of Valencia, subject to national and regional legislation, has the specific competences of local administration, such as primary attention for the population.

According to the Local Government Act of 1985, which defines the municipalities' competences – and according to the principle of decentralisation – the city of Valencia considered that developing a local integration programme for immigrants was justified (City of Valencia, 2002b). The Department of Local Social Action (*Consell Municipal d'Acció Social*) from the Social Welfare and Integration Service (*Servicio de Bienestar Social e Integración*) has been in charge of formulating and developing the local integration plan. In addition, the local authorities are able to provide specific documents for immigrants, including the certificate attesting appropriate housing conditions for those requesting the reunification of a family member and the certificate on cultural and working integration for immigrants asking for regularisation.

Municipal census

Registration in the municipal census (*empadronamiento*) is a right and duty of all Spaniards and migrants, regardless of their administrative status in the country. In other words, all residents of Valencia have to register in the municipal census, even irregular migrants without a residence permit or work permit. Registration facilitates access to other rights such as healthcare and education. Migrants who are registered can receive the healthcare card (*tarjeta de asistencia sanitaria*), which guarantees access to public healthcare, whereas unregistered migrants will only have the right to an emergency health service. Registration also grants the right to enrol children in schools. Furthermore, the registration certificate accredits the length of residency in the municipality – information that could be crucial in the case of a request for regularisation. The migrant can register at the Office of the Municipal Registry/Census or at any District Board (CAI, 2005).

Approaches to diversity

Historical background

Immigrants' integration in Valencia has relied firstly at private level on civil society and at public level on the municipal integration policy addressed to the whole population, that is, the general integration policy. Secondly, the municipal authorities have developed a specific policy for immigrants.

Considering the increasing intensity of immigration in Valencia and also the supportive tradition of the city, the local authorities decided to develop a local integration policy as they are the closest public administration to citizens and one of the first points of contact in the public administration for most immigrants. The approach started with the development of the First Municipal Plan for immigrants' integration (*I Local Plan municipal para la integración de la inmigración*) (2002–2005). This integration policy encompasses a perspective of social cohesion and the promotion of coexistence in diversity. The city considers this plan (City of Valencia, 2002b) as

'the expression of the political will to face in a positive way the growth of immigration in Valencia and it [the plan] assumes the intention of defending a model of immigrants' integration which allows a plural and supportive coexistence'.

Furthermore, the city defines integration (City of Valencia, 2002b) as a:

'process of incorporation [which] implies mutual recognition of different values, customs and universes, and with all the difficulties implied, [which] enables facing the opportunity of constructing a type of open society, and to consider integration as a supportive project in the framework of an intercultural society, in which the most important aspect is human rights, and, above all, beyond different ethnic, cultural or religious origins, access to citizenship'.

The aims of the policy as defined in the plan are to:

- facilitate the access of the immigrant population to an employment assessment, as well as information and direction in this regard;
- facilitate access to training programmes in order to update and adapt immigrants' knowledge to meet the demands of the Spanish labour market;
- coordinate the activities of the municipal departments with the various public and private institutions involved in employment and training services, in order to facilitate immigrants' access to the labour market;
- promote the participation of immigrant groups through subventions financed by the City Council for the promotion of employment, as well as among the population taking part in the training programmes;
- develop awareness campaigns about the benefits of immigration, targeted at employers in the city;
- encourage self-employment as an alternative to being an employee.

In the framework of this plan, in 2003 the city created CAI in order to promote and coordinate activities that encourage the full integration of the immigrant population. CAI supports the Municipal Centres of Social Service (*Centros Municipales de Servicios Sociales*, CMSS) and the Centre of Social Assistance for Homeless People (*Centro de Atención Social a Personas Sin Techo*, CAST), which are both facing a new situation. The profile of those assisted by the latter organisation has completely changed. Whereas 10 years ago, the homeless people were mainly Spaniards, nowadays most of them are immigrants.

Policy objectives

The policy described in the First Plan for immigrants' integration has several guiding principles. Two of them can be considered as initiating a diversity policy despite the fact that, so far, no declared diversity policy or diversity management exists in Valencia.

The first principle, 'normalisation' and universality, insists on the importance of equal opportunities and equal treatment and consequently on the need to assist immigrants 'without any element of organisational difference in respect of citizenry'. More explicitly, as outlined (City of Valencia, 2002b):

'it requires the comparison of rights and duties with the autochthonous population, and the launch of mechanisms which allow immigrants, as well as the rest of the population, to access "normalised" services. An example of this is the necessary funding with regard to translation services.'

In other words, the city recognises the cultural diversity of its citizens and seems ready to accommodate its services to deal with this diversity.

Secondly, the principle of awareness underlines (City of Valencia, 2002b) that the policy

'will take into account the promotion of attitudes and values of mutual respect, tolerance and interculturality among citizens, thus accepting the social legitimacy of immigrants in the conformation and configuration of Valencian society'.

Thus, the city reaffirms the importance of dealing with diversity in a respectful way.

Some of the general objectives of the plan can be considered as developing the bases of an equal opportunity and diversity policy. For example, the third objective aims to equate the rights and duties of all persons and guarantee the principle of equal opportunities everywhere in the city's social life. The fourth objective seeks to develop positive actions in order to combat discrimination against migrants, particularly in terms of access to goods and services. Moreover, the sixth objective aims to promote a city life where the democratic values of solidarity, tolerance, mutual acknowledgement and respect of diversity prevail and foster attitudes opposed to all types of racism and xenophobia.

Responsibility

The First Plan for immigrants' integration was designed by the Social Welfare and Integration Service, which was known as the Social Welfare and Solidarity Service before the plan. This more recent title also shows the importance of immigrants' integration for the city. The Social Welfare and Integration Service is in charge of the direction and implementation of the plan. Regarding service provision, the city social services and specifically CMSS implement the integration policy with the support of CAI.

CAI has been set up to assist the network of the city social services through actions focusing on information, socio-cultural mediation and labour mediation for immigrants. Its objectives are to:

- support the technical intervention of the teams of the city social services;
- motivate and coordinate the interventions of the various municipal departments involved in the execution of the First Plan for immigrants' integration;

- facilitate the coordination of the actions of the various civil service bodies (*administraciones públicas*) and social organisations (*iniciativa social*) in Valencia;
- organise a coordinated system of social attention for the first reception of homeless migrants in the city of Valencia in order to maximise the available resources and actions.

Furthermore, according to the First Plan for immigrants' integration, the policies concerning immigrants also have to be integrated. Valencia's city council considers that its public policies should be coordinated and complement the work of other social agents. Integration is thus the responsibility of local administration but also of civil society.

Finally, it is important to note that the plan is not a binding instrument but rather a set of recommendations.

Collaboration with social partners and non-governmental organisations

The civil society of Valencia developed initiatives to facilitate immigrants' integration before the municipal authorities did so. In almost every trade union, a specific service for immigrants has been created in order to provide information on immigration and to inform migrants about jobs or training opportunities.

While developing its own integration policy, the city of Valencia has sought the support of the trade unions and NGOs. The First Plan for immigrants' integration was developed with the consultation of different local political groups, trade unions and associations related to the immigrant communities in the city, through their participation in the Social Action Council of Valencia's city hall or metropolitan area (City of Valencia, 2002b).

The city also works with some NGOs in implementing its integration policy. For example, CAI has signed an agreement with the local Red Cross (*Cruz Roja de Valencia*). Accordingly, staff from the Red Cross work in CAI as social workers and in administrative roles. An agreement with another NGO has led to availing of the services of two intercultural mediators for the Arabic and Romanian communities.

Furthermore, the trade unions have been given responsibility for developing the provision of continuing training for the public service. The unions are also developing their own offering of continuing training for the staff from all levels of the administration. In their own training programme, they aim to raise cultural awareness, such as an introduction course to the Arabic language and culture.

Policy and practice on monitoring progress

The monitoring of the plan for immigrants' integration is explicitly set out in the plan. It is the competence of the Department of Social Action of Valencia's city council through an expert commission. The evaluation is twofold. Firstly, an internal evaluation is carried out. Secondly, an external evaluation takes into account the opinions of the users and beneficiaries, namely the immigrants, related organisations and the whole population (City of Valencia, 2002a).

At the time of writing this study, the expert commission had positively evaluated the first plan and the CAI activities. According to CAI, the first plan was ambitious and the second plan (see below) is more realistic. It also seems that the human and financial resources allocated to CAI were not sufficient in relation to its objectives (Pereda et al, 2004).

The monitoring of employment and services is not a city competence; this belongs to the regional government.

Key challenges faced in implementation and broad lessons learnt

The overall challenge is to achieve the integration of the immigrant population in the labour market, on the basis of equal working and employment conditions.

According to the city experts, one difficulty in the implementation of the plan is to involve all of the city services and departments. Some of them participate in the CAI initiatives, but none of them initiate actions in relation to the integration policy. All of the city services are still far from adapting to the new population situation of the city. The challenge is to motivate all of the city services and departments. As they are not yet totally convinced of the necessity of the plan, one of the first challenges is raising awareness.

Other challenges pinpointed by the experts are the following:

- the work organisation – the city needs to change and adapt its organisation to diversity. The administrative structure is sometimes an obstacle to implementing the plan;
- political support – the plan for integration needs more support from political leaders;
- financial support – the plan is only funded by the Social Welfare and Integration Service and by the Culture Service. There is no budget for its implementation in every service and department;
- need for dynamism – immigration is very recent in Valencia and it seems that the city is reacting and adapting too slowly.

Potential future policy development

At the time of writing this study, the Second Plan for the Integration of Immigration (*II Plan municipal para la integración de la inmigración 2007–2012*) was being drafted by the Social Welfare and Integration Service of the city, with the support of CAI.

The Second Plan updates the first one according to the modifications of the national immigration legal framework but also with a view to adapting to the immigration situation. The plan reasserts the aims of the city to face increasing immigration in a positive way and to defend an integration model allowing plural coexistence in solidarity (City of Valencia, 2007).

Despite the fact that the Second Plan had not yet been approved at the time of writing, some changes and new perspectives can be highlighted.

Firstly, the new plan reiterates that the local and regional competences regarding social integration target the whole population. Nevertheless, the city recognises immigrants as ‘new residents’ with specific demands and needs. Consequently, this requires the ‘global adaptation of the administration’ in order to comply with the demands of all residents. This shows a diversity perspective without actually using the term diversity. A practical measure of this approach is that all of the municipal services should provide information about registration in the municipal census and encourage this registration (City of Valencia, 2007).

The target group of the new plan is wider. The plan targets immigrants but it also includes the integration of the Roma community.

A new guiding principle in this plan promotes coexistence (*convivencia*). The integration policy developed by the city has to promote coexistence as well as intercultural relations and values such as liberty, equality, justice and solidarity. Rather than using the concept of multiculturalism, the Second Plan prefers coexistence.

The new plan emphasises the importance of continuing previous activities such as information services. Furthermore, the range of activities has been changed and, for the purposes of this report, two initiatives may be highlighted: the reception of newcomers (*primera acogida*) and multiculturalism. Importance is given to intercultural mediation; such a mediator should be included among the CAI staff. Other activities concern the areas of information, orientation and advice; education; health promotion; work; participation and associations; and co-development, which is a new activity compared with the first plan.

Moreover, the creation of a service of translation and interpretation in foreign languages is also planned.

Employment policy, practice and outcomes

Profile of city employees

The city of Valencia employs 6,219 officials. No data are available on the nationalities employed or the number of foreign born workers. It is thus difficult to gain an idea of the proportion of immigrants or people with a migration background among the total number of officials. However, it seems that the city employs almost no immigrants. Various types of staff exist and they all come under the public employment policy. Accordingly, these positions are only accessible to Spaniards and EU nationals, with some restrictions for the latter in the case of jobs linked to the exercise of state sovereignty. It was not possible to obtain data on the share of EU nationals working for the city but it seems that they are few in number.

The staff categories are the following:

- professional officials (*funcionarios de carrera*) are legally appointed and fulfil a permanent function;
- working staff (personal laboral) are employed by the administration and work for it;
- other staff are also present – for example, temporary officials (*funcionarios interinos*) work as officials but are not appointed on a permanent basis, while casual officials (*empleos eventuales*) work at political level in the cabinets (<http://www.map.es/servicios>).

Apart from the officials, the city has other employees (*contrataciones laborales*). The city subcontracts a certain number of tasks to private companies; these enterprises have their own employment policy. In the subcontracts with the private companies, the city administration did not develop a social or diversity policy. However, the demands of the city are generally twofold: a labour permit is compulsory and security standards have to be respected. Furthermore, the city hires temporary workers in the framework of employment plans. As part of the EMCORPS programme (see below), for example, 123 persons were employed in 2006, six of whom were immigrants.

Finally, the city owns two companies: City-planning Activities (*Actuaciones Urbanísticas SA*, AUMSA), which manages the city housing, and Municipal Transport Company (*Empresa Municipal Transporte*, EMT), the public transport operator. No immigrants work directly for AUMSA; however, this large company subcontracts to other private enterprises that employ immigrants. Jobs in EMT are also open to immigrants; nevertheless, of about 1,200 workers, there is only one immigrant. According to the human resources (HR) management, this absence of immigrant workers in EMT is mostly due to two specific obstacles. The recruitment procedure in EMT requires a recognised driving licence and experience as a driver or mechanic. Most immigrants have neither the required driving licence nor the professional experience. According to the trade unions, the obstacles for immigrants to get a job in these companies are diploma recognition, difficulties in gaining access to the job advertisements and internal resistance from the companies.

Employment diversity policy

As mentioned above, in the framework of its employment policy, the city has developed different kinds of employment plans. These are socio-professional insertion programmes promoting the employment of jobseekers. The jobs have a duration of between three and nine months. They are accessible to both Spaniards and immigrants if they belong to one of the target groups of the plan. The target groups are unemployed young people below the age of 30 years living in disadvantaged neighbourhoods; disabled unemployed persons; unemployed women in a vulnerable situation; long-term jobseekers; unemployed people aged over 45 years; and all unemployed persons with a risk of social exclusion, such as ethnic minorities, immigrants and ex-detainees. Most of the jobs associated with these employment plans do not require a high level of qualification. One such plan is the EMCORPS programme, cofounded by the city and the regional ministry of employment with the support of the autonomous region and the European Social Fund.

The city has not yet developed an employment diversity policy or diversity management. It should be noted that immigration is a recent occurrence in Spain generally and in Valencia particularly. According to the city experts, few employees in the local administration have a migration background or are from a second generation of immigrants. Nevertheless, in the First Plan for immigrants' integration, the city considers in the area of employment that managing diversity is not only the task of private companies. The administration believes that it must set an example regarding its own employment policy, ensuring that initiatives in respect of training, public awareness raising and subsidies make equality of opportunity possible in this fundamental area for the integration of immigrant people (City of Valencia, 2002a).

Recruitment, training and promotion

Recruitment

Generally, the non-discrimination policy is applied in selection and recruitment procedures. According to the city administration's HR department, the obstacles that immigrants could face are traditional difficulties such as lack of qualifications, lack of experience or diploma recognition. Knowledge of the Valencian language is an asset but not essential to get a job.

Training

Employees of the city administration have access to a wide range of training. However, training with a diversity perspective will be considered in the next chapter on service provision. Most of the training is addressed to all employees except specific training for the police or firefighters, for instance. Access to training depends mainly on two criteria: relevance for the job and the previous training pursued by the employee.

Harassment

The city council as an employer does not tolerate harassment, so the disciplinary general regime would be applied in such cases.

Health and safety

The city council has no overall responsibility or competence with regard to health and safety, except in its role as employer, for which no information is available.

Recognition of qualifications

If the qualifications obtained by foreign nationals are approved in Spain, they are taken into account. Otherwise, they are not considered. Recognition of qualifications is a national competence, specifically of the Ministry of Education (*Ministerio de Educación*).

Special initiatives

CAI is a support for the city in relation to immigration and it produces information and tools to inform municipal employees regarding immigration and integration issues. Among the activities of CAI is the orientation telephone service (*servicio de orientación telefónica*). City employees and in particular those appointed to the city social services can call this special hotline, which is open every day, in order to seek explanations or clarifications regarding the immigration law and the various systems of social protection. According to CAI, this hotline is also used when employees need advice on diversity.

In addition, CAI has produced a practical handbook on immigration as a tool for city staff. The handbook explains the Aliens Law and gives specific information.

Diversity in service provision

Services provided and contracted out

The Valencia Town Hall has information offices or contact centres in three of the city's municipal buildings (*servicios de información a los ciudadanos*). Contact centres are also found in the seven district boards (*juntas municipales*), which are decentralised administrative bodies. In these boards, citizens can carry out a number of municipal administrative processes such as registering in the municipal census. Finally, 12 municipal youth centres (*centros municipales de juventud*) offer activities and information for young people up to the age of 30 years.

In 2005, one of the municipal youth centres located in a specific neighbourhood characterised by a significant migrant population – Ruzafa – set up an information point for young immigrants (*Punto de atención al joven inmigrante*). The information point aims to offer support and orientation to young immigrants aged between eight and 30 years in order to facilitate their integration in the city. It is coordinated by the NGO Jarit, which has signed an agreement with the municipal Youth Department.

The 11 CMSS are a gateway to the public social services system.

Another important service for immigrants is the Municipal Census Offices, where immigrants and Spaniards alike can register.

The Schooling Offices provide information about education and entry requirements in the schools.

Other municipal social resources exist according to the specific group that they target, such as the Municipal Information and Guidance Centre for Women (*Centro Municipal de Información y Orientación a la Mujer*, CMIO), the Municipal Office for Disabled Persons (*Oficina Municipal de Atención al Discapacitado*, OMAD) or the Municipal Office for Older People (*Oficina Municipal de Atención a Personas Mayores*, OMAM). CAST is in charge of providing assistance to homeless persons; previously, these were mainly Spaniards but are now mostly non-domiciled immigrants. According to the City of Valencia (July 2002b), in 1998, the activities of CAST were directed at a population profile that comprised a proportion of 81.2% for Spanish people and an 18.8% share for immigrants. In 2001, these figures became 38.5% for Spanish people assisted compared with 61.5% for immigrants.

CAI is the municipal centre to coordinate and provide information for immigrants. In order to manage the reception of newcomers, in November 2006 CAI set up a new structure called the Reception Service for New Immigrants (*Servicio de primera acogida a personas inmigrantes*, SPAI). From its creation up until March 2007, SPAI had already received 1,657 immigrants. Half of them were from Africa (*Ayuntamiento de Valencia, Área de progreso humano*, 2006).

On the basis of the municipal services described above, immigrants can benefit from different types of assistance in relation to:

- the administrative situation – registration in the municipal census, regularisation;
- employment – labour assessment, monitoring of micro-credits, labour mediation, business incubator;
- education;
- first accommodation.

Following the last regularisation of foreign people as an extraordinary procedure – which was conditioned, among other requirements, to the hiring of labour – the city council helped in informing different employers about all procedures.

Moreover, the city council finances programmes of social insertion and occupational training of NGOs supporting immigration; however, none of them are specifically immigrant organisations.

Diversity policy in services

According to the First Plan for immigrants' integration (City of Valencia, 2002a),

'the local administration has to facilitate immigrants' access to benefits and public services, and it has to promote mechanisms that make this possible, such as services of mediation, information, advice, translation or teaching of official languages.'

Specific objectives are defined. The first goal aims to improve access to the municipal census and promotes the registration of immigrants. The second objective consists of adapting the services to diversity, including carrying out a service of first reception for immigrants. Likewise, the fifth objective seeks to facilitate the adaptation of services to meet the needs of an ethnically and culturally diverse population. Finally, the last two objectives aim to raise the cultural awareness of staff and the whole population. These are formulated as follows:

- 'to train local staff in terms of a multicultural society – including geopolitics of immigration, causes and effects, and customs of immigrant communities – as well as values of tolerance and respect for difference';
- 'to carry out information campaigns addressed to immigrant communities and to the autochthonous population that favours the mutual knowledge' (City of Valencia, 2002a).

Several services and particularly social services are progressively adapting to their new public, which is shifting from a majority of Spaniards to a majority of immigrants. It seems that the adjustment and the development of diversity measures are the result of a bottom-up process. Initiatives to improve and adapt the services to the diverse population come from the administration itself, based on the services entailing a direct contact with immigrants. Thus, CAST redefined its objectives and adapted its resources to the new situation. For instance, its accommodation resources – which were previously used to accommodate homeless people – were addressed to immigrants without a place of residence. In addition, a new service (SPAI) has been created in order to coordinate and structure the resources available to assist newcomers or immigrants without residence. SPAI strives to be the 'unique gateway' for homeless immigrants to the first assistance services.

Finally, services such as the labour mediation department of CAI aim to develop measures that favour equal opportunities in immigrant training and immigrant employment within their relations with the Spanish population.

Access to services

CAI has an important task of coordination between different municipal and external services linked to immigration. This coordination is developed in order to improve service quality and to avoid overlapping. Firstly, general coordination takes place between CAI and the municipal social services. Secondly, CAI coordinates the return programme for immigrants of the International Organization for Migration (IOM), which is, in Valencia, managed by the city of Valencia. Thirdly, coordination with civil society and particularly NGOs and migrant associations is also developed. Fourthly, in order to provide the best service regarding the Aliens Law – which is a task of the juridical service of CAI – a coordination process takes place between CAI and the Aliens Office of Valencia, a subsidiary body to a government subdelegation. Finally, a commission between CAST and CAI aims to improve access to housing for homeless immigrants (Ayuntamiento de Valencia, Área de progreso humano, 2006).

The department of sociocultural mediation in CAI considers that cultural activities should address the whole population and not focus only on immigrants. Therefore, it promotes immigrant participation in cultural activities aiming to promote multiculturalism, whether they are organised by the city or by other associations.

This department also provides a service of translation and interpretation in several foreign languages in order to improve immigrants' access to various city services. Nevertheless, it does not have its own staff. The translation tasks were carried out by staff in internships in private companies and, at the end of 2005, four interpreters were temporarily appointed through the EMCORPS programme for the following languages: Arabic, Chinese, English and Russian. In the future, a translator and interpreter for English and French should be appointed to the CAI staff (Ayuntamiento de Valencia, Área de progreso humano, 2006).

The labour mediation department of CAI has developed initiatives in order to improve the access of immigrants to the labour market in various ways. Firstly, CAI has been recognised as an associated centre by the Regional Service for Training and Employment (*Servicio Valenciano de Empleo y Formación*, SERVEF). The main goal of the latter association is to facilitate the access of immigrants to the labour market in a regular way and with equal opportunities. With the support of the labour mediation department of CAI, immigrants can have facilitated access to vacancy advertisements of SERVEF. This support takes into account specific difficulties of the immigrants, such as lack of language proficiency, or of the institutions. It consists principally of orientation for unemployed immigrants and information about SERVEF. Secondly, the labour mediation department also develops actions to facilitate the self-employment of immigrants. Finally, the labour mediation department has joined the project Responsible Companies in the Region of Valencia (*Empresa Responsable de la Comunidad Valenciana*, ERCOVA) in the framework of the EU EQUAL programme. This project mobilises the social responsibility of private companies to introduce initiatives and equal opportunity policies between men and women. The labour mediation department orientates immigrants within this project in order to insert them in the labour market (Ayuntamiento de Valencia, Área de progreso humano, 2006).

Monitoring of access and outcomes identified

No monitoring of the services takes place. According to some NGOs, the services are generally open to diversity. Nevertheless, the quality of and access to the service will also depend on the immigrants' origin and language skills. Immigrants from South America speak Spanish and can more easily access some services than other migrants. According to the NGOs, the First Plan for immigrants' integration aimed to open public services to immigrants and to their diversity. However, they consider that access still depends on the migrant profile and the migration pattern. They also argue that translators and interpreters are not sufficient, and highlighted the lack of intercultural mediators. The NGOs define the latter as experts who speak Spanish and another language but who are also familiar with two cultures.

Cultural awareness of staff

The city staff have access to continuing training and some of the training aims to improve cultural awareness although, in most cases, the training related to immigration issues focuses on immigration law rather than dealing with diversity. According to the experts, employees sometimes have to wait for years for training that they need as a priority, such as an English language course. No compulsory training exists for front office staff.

The training courses proposed in 2007 pertaining to cultural awareness included:

- quality of the attention to the citizen;
- introduction to the Romanian language;

- the Aliens Law;
- introduction to the Arabic language;
- social skills for officials: communication and social relations;
- information for the user of local administration;
- communication tools and stress management;
- an English language course.

Some training is specifically addressed to the city social services, such as:

- communication tools and attention to ill-treated women;
- access to public duties in social welfare;
- social attention to the migrant population (online course);
- issues with minors and their families.

In the framework of the annual provision of continuing training, CAI organises training mainly directed to the staff of the municipal social services, the municipal information services and the staff involved in the implementation of the plan for immigrants' integration (Ayuntamiento de Valencia, Área de progreso humano, 2006).

According to the trade unions, the city staff are more interested in topics such as the Aliens Law or other formal aspects than diversity or discrimination.

Moreover, CAI – in the framework of its department of sociocultural mediation – has organised several cooperative initiatives with the NGOs and migrant associations. Most of these aim to develop and promote intercultural projects. One such action is to encourage joint training activities that offer space for thinking and analysis on intervention in the situation of cultural diversity (Ayuntamiento de Valencia, Área de progreso humano, 2006).

Discrimination against service users

Discrimination exists against immigrant users, which is why the awareness training courses are conducted.

Special initiatives

The *Municipal information handbook for immigrants* is designed as a practical tool for foreigners living in the city as well as newcomers. The handbook is available in various languages – Spanish, English, French and Arabic – and contains different kinds of information. It is updated on the city website. Firstly, there is a section on foreigners' rights and responsibilities. This is followed by several sections on the municipal services. Finally, the handbook includes directories of the public administration agencies, consulates and associations. This tool aims to improve immigrants' access to the city services.

The educational folder *Tots a una per la diversitat* is a project to develop specific activities targeting the whole school community – teachers, pupils and parents – in order to promote multiculturalism and diversity within the school community and to provide educational-related tools. The activities include workshops to prevent racism and xenophobia.

This project is unusual in that it aims to target everyone – autochthonous or indigenous people and immigrants – and it addresses every school, not only those with a significant proportion of immigrants. The educational folder has been prepared by CAI and seven NGOs and migrant associations.

The city and in particular the department of sociocultural mediation in CAI aim to promote diversity and access to culture by widening the documental funds of the libraries, as municipal services. In other words, libraries should have documents reflecting the diversity of the city population and contain more books or documents from other cultures.

Key challenges and lessons for CLIP

As the third largest city in Spain after Madrid and Barcelona, the city of Valencia has a total population of 807,396 inhabitants, 12% of whom are immigrants. At the beginning of the 21st century, a strong migratory inflow has led to a new dynamic increase in the population. Valencia is also the third largest city in terms of registered immigrants. Foreign nationals, just as Spaniards, have to register in the municipal census regardless of their legal status. In other words, irregular migrants can also register. This registration facilitates access to healthcare and education. In 2006, the city of Valencia recorded 99,820 registered immigrants. Almost half of them come from South America and particularly from Ecuador, Colombia and Bolivia. The second largest group – accounting for 24% of foreign nationals – comes from Europe, with large numbers of Romanians, Italians and Bulgarians. Immigrants from Africa represent 13% of the foreign population, with Moroccans leading in numerical terms. Finally, immigrants from Asia represent 10% of those migrating to Valencia. The migrant population is fairly distributed in the various parts of the city and no segregated areas exist.

The city is active economically and has above all developed its services sector. Immigrants coming to Valencia to work quickly join the labour market particularly in certain sectors such as services, on the one hand, and agriculture and construction, on the other.

Considering the increasing intensity of immigration in Valencia in recent years, the local authorities decided to develop a local integration policy. The approach started with the development of the First Municipal Plan for immigrants' integration (2002–2005). The integration policy is considered with a view to social cohesion and the promotion of coexistence in diversity. The plan aims to support an integration model allowing plural and supportive coexistence. It can be considered as grounds for a future equal opportunity and diversity policy. Indeed, the plan aims to improve the access of immigrants to various services and goods by developing positive actions in order to combat discrimination. Moreover, the plan seeks to equate the rights and duties of all, to guarantee the principle of equal opportunities in society and to promote a city life where the democratic values of solidarity, tolerance, mutual acknowledgment and respect for diversity prevail and foster attitudes opposed to all types of racism and xenophobia.

In the framework of this plan, in 2003 the city created CAI in order to support the network of city social services, and to promote and coordinate initiatives encouraging the full integration of the immigrant population.

More recently, the city has prepared a Second Plan for immigrants' integration updating the first one and adapting to the current situation. The second plan also focuses on promoting coexistence and intercultural relations in Valencia.

Ongoing development

Firstly, it is important to note that international migration is a recent practice in Spain and also in Valencia. Migration has increased over the last 10 years and is diversified in nature. Authorities at the various levels of government have developed integration policies. In fact, Valencia as a municipality developed its own integration policy before the autonomous region. The city has been aware for some time of the fundamental role that it could play regarding immigrants' integration. It thus developed an ambitious plan to this effect in 2002. The various objectives of the plan show that the city recognises the diversity of its residents and aims to adapt its services to this diversity.

Secondly, the city has created a new structure to implement the plan, namely CAI. This body has a large mandate and it corresponds to the city's aim to maximise available resources by coordination and support. The city is willing to create structures or bodies adapted to the situation; a more recent entity is SPAI. In other words, the city provides the means to implement the local integration policy that has been designed; however, according to some, the means are not yet sufficient in respect of the large array of measures and actions outlined in the plan.

Thirdly, the city – with CAI – has provided a working instrument for supporting the existing municipal services that have to deal to an increasing extent with an immigrant public. CAI works closely with these services and has developed various means of support for the city employees, such as the orientation telephone line, the practical handbook for integration or specific training.

Fourthly, the city has focused on improving migrants' access to the services of the city. On the one hand, this has been achieved through actions directed towards the immigrants, for example by producing the *Municipal information handbook for immigrants*. On the other hand, the city has provided support to the services, which is managed by CAI with the primary aim of tackling the specific demands and situation of new residents.

Finally, many efforts have been made to inform the city staff and specifically those working for the social services about immigration and integration issues in a pragmatic way. This has certainly improved the services. Nevertheless, it seems that information and awareness in terms of diversity management is still at an embryonic stage.

Key challenges

The development of a fully fledged diversity policy remains the main challenge for the city of Valencia. Despite efforts regarding integration policy, few measures exist in relation to diversity in employment and in service provision. This situation is largely due to the fact that immigration is a recent occurrence in the city and consequently that almost no second generation of immigrants exists who could apply for jobs in the city.

Nevertheless, the presence of immigrants or at least of people with a migration background will soon be an aspect of municipal selection and recruitment procedures. It is worth asking what kind of reception they would find and whether the city is prepared to receive applications from people with a migration background. The risk arises that they may be discriminated against because of their origin. However, the city could prepare the existing staff in advance regarding the potential influx of workers with a foreign background. The public administration has already achieved a first phase of informing some of its staff about immigration issues; the next steps could be to inform the whole city staff about diversity and to improve the capacities of front office staff to manage it.

Other challenges have already been considered in the appropriate sections, such as the following aspects. Firstly, despite the budget and resources allocated to implement the integration plan, they appear to be insufficient to achieve and develop all of the initiatives that it sets out. Secondly, regarding the implementation of the plan and the objective of improving access to municipal services, the city still lacks two crucial supports. These are a service of translators and interpreters for the languages of the main groups of immigrants and a service of intercultural mediators. Both could be organised in one service, bearing in mind that intercultural mediation requires wider skills than translation and interpretation. Thirdly, a significant structural challenge remains regarding the implementation of the integration policy and of any diversity policy – namely, it is important to ensure a transversal approach. CAI has undertaken or initiated the main actions in favour of diversity, focusing primarily on the social services. The city could benefit from a more transversal approach where every service or department could develop and encourage the development of these types of actions.

Conclusion

As an emerging – to quote the Director of CAI, Mr Climent – and dynamic city that recognises the diversity of its residents, Valencia could benefit in many ways by progressively introducing diversity management in its employment policy and by developing a diversity policy in service provision.

A diversity policy and diversity management are a means to combat discrimination against immigrants or a population with a migration background, and to reflect the diversity of the population and of the city employees and service users. Moreover, they would help to improve the quality of services and to renew the public administration. Introducing diversity at the level of the city authority can be a way to enhance creativity among the staff and thus improve the quality of services in a dynamic and positive way for the benefit of all. Developing a diversity policy and diversity management could place Valencia as a pioneer city and a model within the autonomous region of Valencia. At local level, it would help the city administration to become a model employer not only for the public sector but also the private sector.

Developing a diversity policy is not easy and implies questioning the city strategy, HR management, work organisation and relations with the citizens (Centre for equal opportunities and opposition to racism (*Centre pour l'Égalité des chances et la lutte contre le racisme*) and Business and Society Belgium, 2006). Nevertheless, ensuring the social cohesion and peaceful coexistence in diversity that Valencia promotes is worth the effort of tackling these challenges.

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