

## External Network Encounter 4

Spanish Regions for the integration of migrants and refugees / Regiones españolas para la integración de personas migrantes y refugiadas

26 January 2022 | 11:30-16:00 CET | Sala Jordi Maragall, CIDOB. Elisabets 12, 08001 Barcelona

### PARTICIPANTS

#### REGIN PROJECT REGIONAL PARTNERS

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#### OTHER REGIONS

|                       |  |
|-----------------------|--|
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#### REGIN PROJECT PARTNERS

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## Welcome and Introduction - Blanca GARCÉS MASCAREÑAS, CIDOB Senior Research Fellow



The Regions for Migrants & Refugees Integration - Regin Project came from the recognition of the **need for an evaluation framework** in the field of migrant and refugee integration that is applicable to the regional level and that is based on empirical evidence. To this end, the Barcelona Centre for International affairs (CIDOB) and the Migration Policy Group (MPG) developed the first set of indicators in Europe that analyses integration governance and outcomes at a regional level.

MIPEX-Regions (MIPEX-R) is an analytical tool that allows for the identification of strengths and weaknesses of regional integration models. The [first set of results](#) covers 25 European regions<sup>1</sup>, including six Spanish autonomous communities (Catalonia and Murcia - partners of the Regin Project, as well as the Basque Country, Navarra, Melilla and Valencia). Each of the six Spanish regions analysed has more or less developed elements and phases, as well as their own strengths and weaknesses. A specific [study](#) focusing on the governance of migrant and refugee integration in these 6 Spanish regions was published by CIDOB.

Among the critical points is the **need to base integration policies on empirical evidence**: to date, there is no systematic collection of quantitative data to inform the decision-making process and guide the formulation of integration policies in regions.

Another relevant point concerns the **scarcity of mechanisms to monitor and evaluate actions carried out in the regions**. In a nutshell, the governance of integration is often defined without considering the direct point of view of the target populations. In the field of asylum and refugee status, it is worth noting the **efforts made by regions to adapt to this new migratory reality**.

<sup>1</sup> The analysis covers 25 European regions of seven EU Member States:

- Austria: Vienna, Voralberg, Tyrol;
- Belgium: Flanders, Wallonia;
- Germany: Mecklenburg-Vorpommern, Bavaria, Berlin;
- Italy: Campania, Emilia-Romagna, Friuli-Venezia Giulia, Puglia, Veneto, Trento, South Tyrol;
- Portugal: the Azores, Lisbon;
- Spain: Catalonia, Murcia, Navarra, Basque Country, Valencia, Melilla;
- Sweden: Skåne, Västra Götaland.

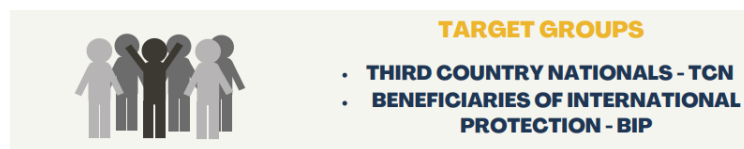
## MIPEX-R Spain: REGIN comparative results for Spain - Francesco PASETTI, CIDOB Research Fellow & Carlota CUMELLA DE MONTSERRAT, CIDOB Research Assistant



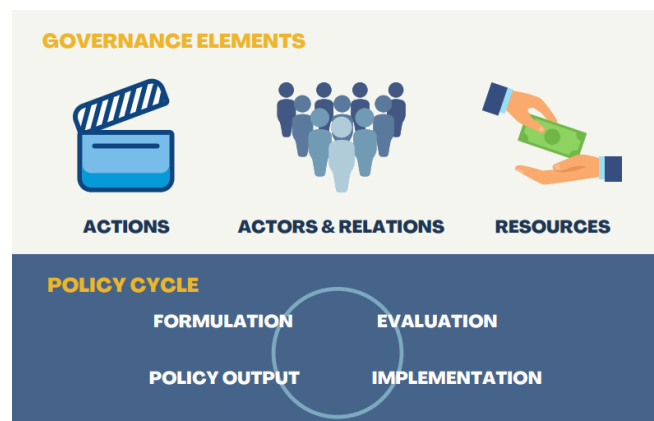
The REGIN indicators are made of **two distinct datasets**:

- **61 regional policy-indicators** (MIPEX-R), that measure a specific aspect of governance;
- **55 regional outcome-indicators**;

These indicators focus on the capacity of regions to respond specifically to the challenges of integration for two target groups, namely **third country nationals** and **beneficiaries of international protection**. Regional indicators are reviewed with regional partners and experts in order to assess their validity and reliability.



Each indicator is formulated as a **question relating to a specific element of the migrant and refugee integration system**. The score attributed (i.e., answer given among possible options) captures the extent to which the said element meets the normative standards employed, where a score of 100 means the standard is fully met and 0 means the standard is fully unmet.



One of the core analytical axes employed in MIPEX-R refers to the **multidimensionality of the policy cycle**, by identifying four different stages of policymaking: **formulation, output, implementation and evaluation**.

Within this distinction by policy cycle stages, three analytical elements representing the complexity of migrant integration governance are considered through **actions, actors & relations and resources**.



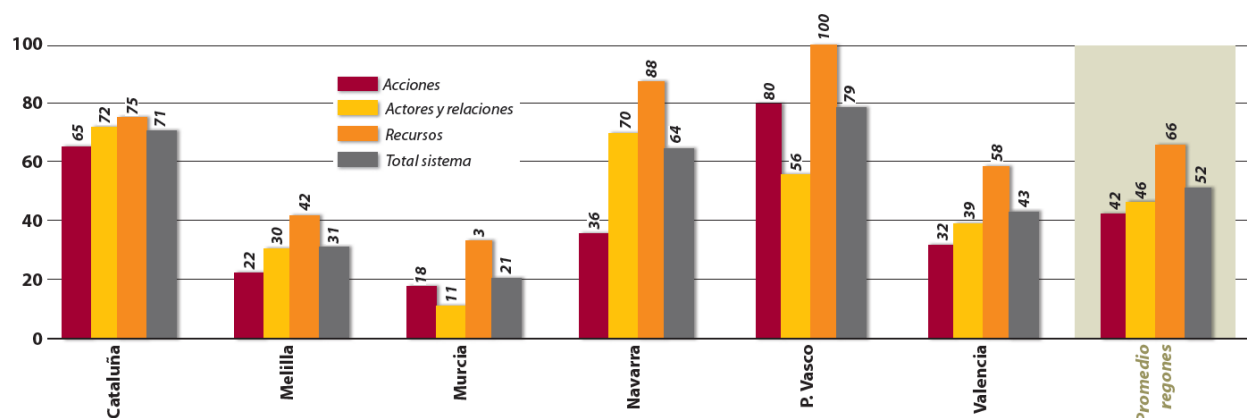
Given the **cross-cutting dimension of migrant integration**, a wide variety of areas of integration policies are considered, including labour, education, health, housing, language, culture, religion and social security and assistance.

In a nutshell, the REGIN Indicators highlight the following aspects at regional level:

- the capacity of a governance model to **recognise and respond to migrant integration in a targeted manner**;
- the **degree of development and articulation of the elements and phases of the governance model**;
- the capacity of the governance model to **ensure formal and substantial equality between the foreign population and the national population**.

In Spain, the **governance of integration at the regional level is a heterogeneous reality**. Its quality varies significantly depending on the context and the aspect of governance. **Competences around migrant integration are divided between the central government and the autonomous communities**, which are in practice the key actors responsible for policy implementation.

Figura 1. Elementos clave del sistema de gobernanza para la integración de ENC (31.03.2020)



Fuente: Elaboración propia con datos de MIPEX-R

The most advanced models are characterised by a **specific strategy, an *ad hoc* institutional apparatus and a set of resources** aimed at the integration of third country nationals. In general terms, the most developed aspect relates to **resources, especially of an economic nature**, through which the regions support their own policies and the actions of the policies and the actions of local administrations and NGOs. It is worth noting how the **economic sustainability of the integration models is mainly based on own regional public funds**. European and national funds represent residual components. Among those analysed, the Melilla government is the only

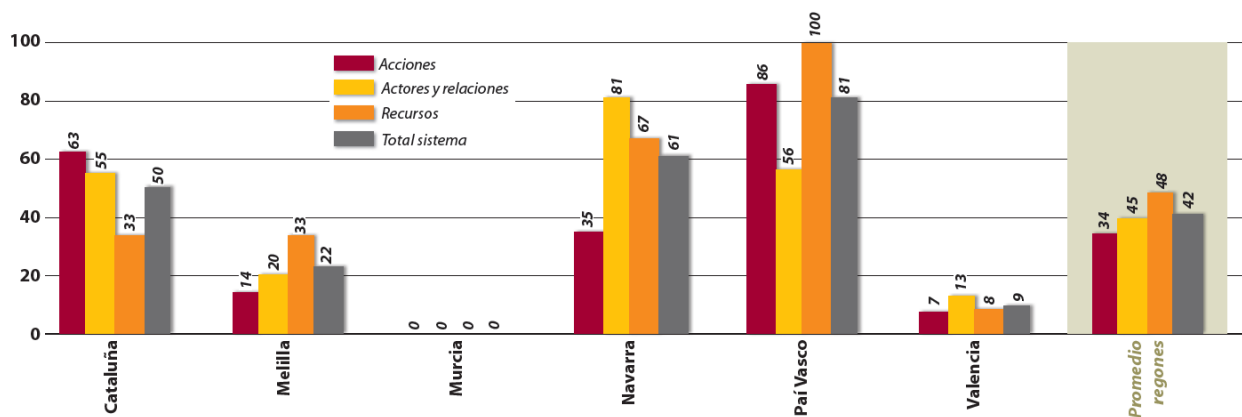
one that uses national funds to implement its integration actions. Finally, it is worth noting the **absence of private funds in all the regions analysed.**

The network of actors involved in governance tends to take shape and be articulated internally within the regional government's organisational structure, rather than externally. In terms of these external relations, the **lack of cooperation and coordination between autonomous communities** stands out.

In terms of the different policy areas, **the most significant shortcomings are observed in the area of housing and labour**, due to the scarcity of measures that are tailored to the needs of the migrant population (in addition to structural problems). **The Basque integration system is the only one to systematically address access to housing**; the rest of regions lack specific basic measures, such as counselling services, financial assistance or plans to avoid residential segregation. **In terms of the labour market, the Basque and Catalan systems stand out for the variety of their measures.** On the other hand, **all systems lack key tools, such as partnerships with social enterprises and the private sector.**

Moreover, in a context of increasing politicisation of immigration and the proliferation of xenophobic discourses, the **lack of institutional tools dedicated to the fight against discrimination of the migrant population** should be highlighted. The governance models analysed would also benefit from **monitoring mechanisms**, which would increase the effectiveness of measures in addressing integration challenges.

Figura 3. Elementos clave del sistema de gobernanza para la integración de SyBPI (31.03.2020)



Fuente: Elaboración propia con datos de MIPEX-R

The regions that have the most advanced models of migrant integration are also those which have made the **most significant progress in the field of asylum and refugee protection.** In general terms, the action of the regions for the reception and integration of persons seeking and benefiting from international protection is **limited in terms of the variety of measures, scope and time horizon.**

Among the weaknesses identified in comparative terms, the **lack of training for administrative staff** stands out. This is crucial given the specific needs that characterise the group of applicants and beneficiaries of international protection.

## Debate - Towards an evidence-based governance: limits and improvements of MIPEX-R

The policy and outcome analysis has allowed to have a clearer idea of the possible applications of the MIPEX-R tool, that helps to:

- Give regional integration policies a higher profile;
- Clarify the respective competences of national and regional authorities and demonstrate what regions are doing in fields that fall partially or entirely within the regional mandate;
- Enable two levels of comparisons:
  - Comparison between different regions in Europe;
  - Comparison of policies within one Member State (in this case, Spain);
- Point out similarities and differences between regions and possibilities for change/improvement over time.

Nevertheless, there is a methodological limit that is part and parcel of indicators as an analytical tool, which is standardisation. It might appear obvious, but it is important to take this into account during the interpretation of the results (“scores”) and, especially, during policy reasoning: it is worth remembering the **importance of grounding and balancing MIPEX-R results and analysis in relation to the concrete regional context examined.**

In this regard, it is necessary to stress the **importance of triangulation** (of data and analysis techniques). When it comes to formulating and defining guidelines to improve the regional governance of integration, MIPEX-R evaluation should be employed along with **in-depth knowledge of the integration dynamics and challenges that characterise a given regional context.**

### **How could MIPEX-R be improved?**

#### **How to adjust the approach and the regional governance model of integration?**

Ideas shared by the participants on limitations/room for improvement/way forward:

- There are many indicators: could there be a way to structure them in a more user-friendly way?
- It is sometimes difficult to establish and identify to whom to apply integration policies: there are questions related to EU nationals or undocumented people, as well as people from second/third generations who could still face discrimination due to their migrant background;
- Lack of data is one of the main issues (for instance, gender and age-sensitive disaggregated data), as well as how to take into account policies when regions are involved as a soft competence;
- Intra-regional aspect is to be improved (intra-departments of the regions);
- The tool needs to stay flexible to be able to be adapted to future challenges;
- It is an instrument to facilitate comparison, to identify which issues need to be investigated:
  - it serves to strengthen empirical research, the nexus between research and policy.
  - it serves to take a snapshot of where we come from and where we are going. It helps to focus on the issues that matter most.
- To be sustainable, it needs to be framed within the framework of other projects.



## Regional good practices on migrant and refugee integration

### Basque Country



- The Basque Country has run a barometer since 2007 that collects the **perceptions and attitudes of the Basque population towards populations of foreign origin**. Its ultimate aim is to increase knowledge about immigration in the Basque Country.
- **Survey of foreign immigrant population** in the Basque Autonomous Community: every 4 years since 2010. It provides an updated picture of the migratory phenomenon. A very valuable tool for institutions. There are no similar instruments at the national level.
- The **Auzolana Community Sponsorship programme** promoted by the Basque Government involves different levels of government and civil society actors.

### Catalonia

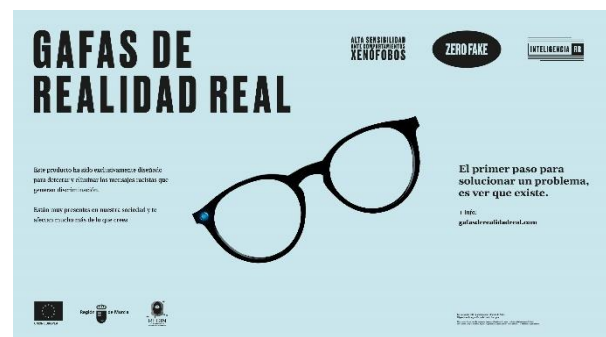


- Thanks to the results from the REGIN indicators, Catalonia Region decided to focus on **education and access to labour market**: the integration action developed as part of the REGIN Project corresponds to an **extracurricular training in 5 different high schools for**

young people of 14-15 years old with a migrant background, to increase their future opportunities and to reduce school dropout. The action received positive feedback from schools, teachers, social workers and the young people involved.

- Catalonia also adapted the REGIN Training guidelines to focus on interculturality and received good feedback from local authorities trained.
- **Anti-racist strategy:** Catalonia follows a holistic approach to fight against racism in different areas of society and prevent discrimination in its different forms of expression. The region seeks to develop relations with population through more participatory approaches.

### Murcia



- Murcia Region coordinates a **network of reception resources for migrants in vulnerable situations:** as example, the practice named [‘Comprehensive Care for Migrants in Shelters’](#) featured on the REGIN Integration Lab, that focuses on access to housing.
- With support from the REGIN Project, the Region of Murcia is developing a **regional strategic plan on migrant integration and inclusion**, through a multi-stakeholder approach. A special **Commission on social cohesion** was set up in June 2021 as part of the “Regional Forum for Immigration”, a regional participatory body, to strengthen the **space for exchange between the regional government and stakeholders** (for example, regional and local administrations, migrant associations, trade unions and the third sector).
- In 2022, Murcia Region has also launched a **regional campaign on anti-discrimination** called “Real Reality Glasses” ([Gafas de Realidad Real](#), see picture above) to raise awareness on the importance of avoiding rumours and hate speech and fight against racism and xenophobia.

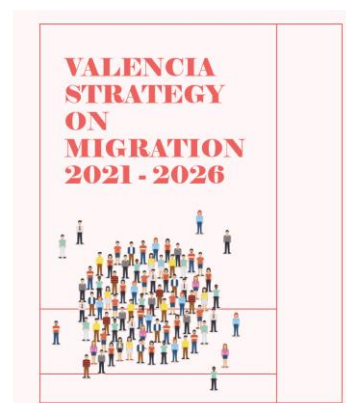


## Navarra



- In 2020, Navarra joined the MIPEX-R analysis to get a **better overview of the region's strengths and weaknesses and to improve its services**, notably intercultural mediation services, reception services for women and young people, legal advice, as well as through awareness raising on racism and trainings for professionals. Through an overview of the current situation in Navarra, the regional authority discovered it has a **strong institutional structure and a wide network of stakeholders**.
- Since 2021, the regional authority has set up a **comprehensive welcome plan, a family reunification service, a care programme for young migrants without family support and community sponsorship programme**. Moreover, it introduced a **strategy on intercultural coexistence and a plan to combat racism**. The region works with different forums, associations of migrant communities. In 2020, it deployed an **awareness campaign** on the whole territory called [Esenciales](#) giving visibility to migrants. Thanks to Navarra's involvement in the REGIN Project, the region plans to share practices and expand networking and its participation in projects with other European regions.
- In 2021, the [Navarra de Colores-Nafarroa Koloretan](#) initiative was created to **promote knowledge of the different cultures that coexist in Navarre**, both the indigenous ones and those that come from abroad, to educate in plurality, to offer diversity as a richness and not as a source of conflict, and to prevent racism and xenophobia and to favour intercultural coexistence. As part of this campaign, the Navarra de Colores award enables the **public recognition of a person of migrant origin as a local figure**.

## Valencia



- Action plan for the **Valencian Migration Strategy 2021-2026**. With a joint monitoring commission.
- New conception of the Pangea network: primary care social services: 24055 people assisted in 2020.
- Creation of Atlas services: specialised support service. Telephone and telematic attention, referral and other services.
- Agermanament Comunitari Valencia: pilot project to welcome refugee families (5 families, 22 Syrian people from Lebanon).

### Conclusion and reflections for future research

Beyond the strengths and weaknesses of regional models of governance, **MIPEX-R helps to identify examples of good practices that serve to offer concrete policy solutions**. Although its perspective is specific in terms of the dimensions examined and the assessment criteria used, MIPEX-R offers a novel analytical tool for regional governance of integration.

This said, the most significant finding regarding integration outcomes is the **lack of data**. Most regions have no figures on the integration process of migrant populations and almost no data on key areas of integration, such as housing and health. Particularly striking is the **scarcity of information on beneficiaries of international protection**, despite the relevance of the phenomenon of asylum in recent years and the high profile that it has in the mass media and public opinion.

The lack of data prevents reliable comparisons between the situations of nationals, third country nationals and beneficiaries of international protection, undermining any conclusions about the potential challenges, barriers and difficulties that the migrant population face vis-à-vis nationals residing in the regions. More generally, **this data gap limits the knowledge of the phenomenon of migrant integration and, thus, the effectiveness of the action of researchers, policymakers and stakeholders working in this field**.



## Annex 1 - Agenda for the meeting (in Spanish)



# Regiones españolas para la integración de personas migrantes y refugiadas

26 de enero de 2022 | Sala Jordi Maragall, CIDOB. Elisabets 12, 08001 Barcelona

Organiza: CIDOB en el marco del proyecto REGIN

REGIN (Regiones para la Integración de Migrantes y Refugiados) es un proyecto europeo bianual que busca mejorar la acción y la cooperación entre regiones europeas en materia de integración de personas migrantes y refugiadas. El proyecto surge del reconocimiento, por un lado, del papel clave que desempeñan las regiones en la gobernanza de la integración y, por otro, de la necesidad de un marco de evaluación, planificación y colaboración para estos actores, basado en la evidencia empírica. Para ello CIDOB, en colaboración con el Migration Policy Group de Bruselas, ha desarrollado MIPEX-R, el primer sistema de indicadores que evalúa la gobernanza regional de la integración, con respecto a los principales estándares europeos e internacionales en la materia. En febrero de este año se lanzará la primera ola de resultados MIPEX-R que evalúa la gobernanza de la integración de personas migrantes y refugiadas en 25 regiones europeas. Entre ellas hay 6 regiones españolas: Cataluña y Región de Murcia (miembros del proyecto), Comunidad Foral de Navarra, Ciudad Autónoma de Melilla, País Vasco y Comunidad Valenciana.

A raíz de este diagnóstico, CIDOB quiere plantear una reflexión común para mejorar la gobernanza regional de la integración en España. Para ello, en este evento reunirá a representantes y profesionales de las Comunidades Autónomas que han participado en el proyecto para debatir los principales resultados del MIPEX-R e intercambiar perspectivas sobre retos y buenas prácticas en materia de integración a nivel regional.

- 11.30 **Apertura e introducción**  
Blanca Garcés, coordinadora de investigación e investigadora sénior, CIDOB
- 11.45 **MIPEX-R España - REGIN resultados comparados españoles**  
Francesco Pasetti, investigador principal, CIDOB  
Carlota Cumella de Montserrat, investigadora, CIDOB
- 12.15 **Debate: Hacia una gobernanza centrada en la evidencia empírica - límites y mejoras de MIPEX-R**  
Modera: Francesco Pasetti, investigador principal, CIDOB
- 13.00 **Almuerzo**
- 14.30 **Buenas prácticas de las regiones en materia de integración de migrantes y refugiados**  
Representantes regionales  
Modera: Carlota Cumella de Montserrat, investigadora, CIDOB
- 16.00 **Conclusión y reflexiones para futuras investigaciones**

