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**MAPPING THE TRAINING NEEDS OF
BENEFICIARIES OF INTERNATIONAL
PROTECTION AND THE EXISTING
MECHANISMS FOR TRAINING
PROVISION IN SPAIN**

WITH FOCUS ON WOMEN



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LIST OF ABBREVIATIONS

- CEAR: Comisión Española de Ayuda al Refugiado [Spanish Commission for Refugees]
- IOM: International Organization for Migration
- EC: European Commission
- CETI: Centros de Estancia Temporal de Inmigrantes [Temporary Centres for Immigrants]
- CAR: Centros de Acogida de Refugiados [Refugee's Reception Centres]

INTRODUCTION

Since 2012 Europe has been living in context of increasing refugee inflows. As a consequence of conflicts in the Middle East, particularly the Syrian conflict, there has been an important increase in international protection applications. According to Eurostat, 1,259,265 international protection applications were registered in 2016. According to Eurostat, in Spain the number of international protection applications rose to 15,775 in 2016, compared to the 5,616 in 2014. Although this increase, the number of international protection applications in 2016 only represents 1% of the overall applications in the E.U¹. This is a global and regional challenge to which Spain cannot escape because it is bound for some international agreements and European regulations –the 1951 Convention and European Directives- and has its own national regulatory framework –Constitution and Asylum and Subsidiary Protection Law.

This is a growing challenge for the International Protection System and adequate reception and integration due to the growing number of asylum seekers and refugees arriving spontaneously and under quotas of relocation and resettlement. Under these resettlement and relocation quotas, in September 2015, Spain committed to host 17,337 within two years. At the time this report was written, Spain has received 1,724 people which only represent 10% of the commitment. The authority of the central government in matters of international protection, determination of refugee status and foreign admission policies is undisputed, but it is also true that regional and local administrations have competences in many aspects regarding the integration of the refugees and international protection applicants who are going to live in their municipalities (education, health, social services, and employment).

This report is framed in a European Project named *Enhancing the Integration of Women, Beneficiaries of International Protection by Development and Implementation of Multifaceted Integration Trainings*, which aims to foster integration of migrant women (in particular beneficiaries of international protection) by design and conduct of comprehensive integration training. This objective will be achieved by transferring knowledge and experience from the different state members.

Together with the other 4 national reports, the present report is part of this knowledge transfer that represents 5 scoping national reports that each state will conduct in order to share good practices. The aim of this report is to give a general overview about institutional mechanisms for the provision of legal, civic and cultural orientation training to migrant women and identify their training needs in Spain.

The report is divided into three parts: main trends in refugee and migrant inflows; Spain national system for reception and integration of applicants and beneficiaries of international protection together with the information and training provided and finally, the information and training needs of beneficiaries of international protection.

The research methodology used is divided into desk research and interviews. Desk research has provided asylum figures and information about the reception and the integration system in

¹ Figures available at: <http://ec.europa.eu/eurostat/web/asylum-and-managed-migration/data/database> (Name of the table: "Asylum and first time asylum applicants by citizenship, age and sex Annual aggregated data (rounded)" under the "Asylum and Dublin statistics – Applications" folder)

Spain through official reports, NGO's reports, manuals and statistics regarding the different governmental entities (especially from the Ministry of Employment and Social Security and the Ministry of Interior). Eurostat also has been a key source for finding asylum statistics. On the other hand, 8 interviews have been conducted in order to detect information and training needs (2 with asylum seekers, 2 with beneficiaries of international protection and 4 with professionals of different NGOs working with this social groups: the Red Cross, Accem, the Spanish Commission for Refugees (CEAR) and Bayt al-Thaqafa). Regarding the interviews conducted with asylum seekers and beneficiaries of international protection 2 of them were women and 2 were men.

There have been three main challenges during this research. The first challenge is related to figures regarding asylum numbers in Spain in 2016. The Ministry of Interior has not published the data for 2016. Therefore, figures from Eurostat have been used to complete information tables. The second challenge is that a general overview has been given as well as general trends about a system that is very specific and its regulation is spread through a lot of secondary regulations. It is a system based on a personalized itinerary followed by every asylum seeker or beneficiary of international protection and having a general overview of the system that is based on several peculiarities is very challenging. Finally, the last challenge has been the restriction for asylum seekers and beneficiaries of international protection data regarding certain indicators such as education or employment. There are no available data provided by the Government of education and employment background for asylum seekers and beneficiaries of international protection but only for the general group of foreigners (EU nationals and from outside European countries)

I.-MAIN TRENDS IN THE REFUGEE AND MIGRANT INFLOWS (2014-2016)

Trends relating migration of foreigners

According to the Ministry of Employment and Social Security of Spain a total of 2.0 million **third country nationals**² were reported in Spain in 2016 which represents 4.47% of the total population. The number of third country national foreigners has decreased since December 2011 although the biggest decrease in the number of third country national foreigners occurred in December 2014, with a decrease of 4.5%, which meant 101,068 foreigners less than December 2013. The percentage of women of the overall number of third country nationals has remained constant during the period 2014-2016 and is around 45%.

In 2016, among the 2.0 million **third country nationals**, 18.52% were children³, Morocco and China being the countries with the highest percentages of minors, 25.6% and 24.9% respectively. It is important to mention that no segregated data from the Ministry of Employment and Social Security is available by gender when data is provided by age. Regarding the top countries of origin of third country nationals they are the same in 2014, 2015 and 2016. According to the Ministry of Employment and Social Security, the three main nationalities are: Moroccan, Chinese and Ecuadorian. In 2016, the variation regarding December 2015 decreased among the groups of Bolivians, Colombians, Peruvians and Ecuadorians, and increased among groups of Russians, Indians, Senegalese and Chinese. The **analysis by gender** places the group of foreign women residing in the General Regime at 45.4%. Among the nationalities with highest numbers of women Paraguay stands out with 72.3%.

Trends in asylum related migration

Regarding the **international protection applications** in Spain⁴, there has been an important increase since 2014. According to Eurostat, the total number of applications in 2014 was 5,615, in 2015 the amount rose to 14,780 applications (which represents an increase of 150%) and in 2016 reached 15,755. **By gender**, according to CEAR, 60% of applications were submitted by men (9,400) and 40% by women (6,350) in 2016.

According to CEAR, if we analyse those **granted international protection**, in 2016, 10,250 international protection applications were resolved of which 6,855 (67%) were positive, and 3,395 rejected (33%)⁵. More than 20,000 were still unresolved:

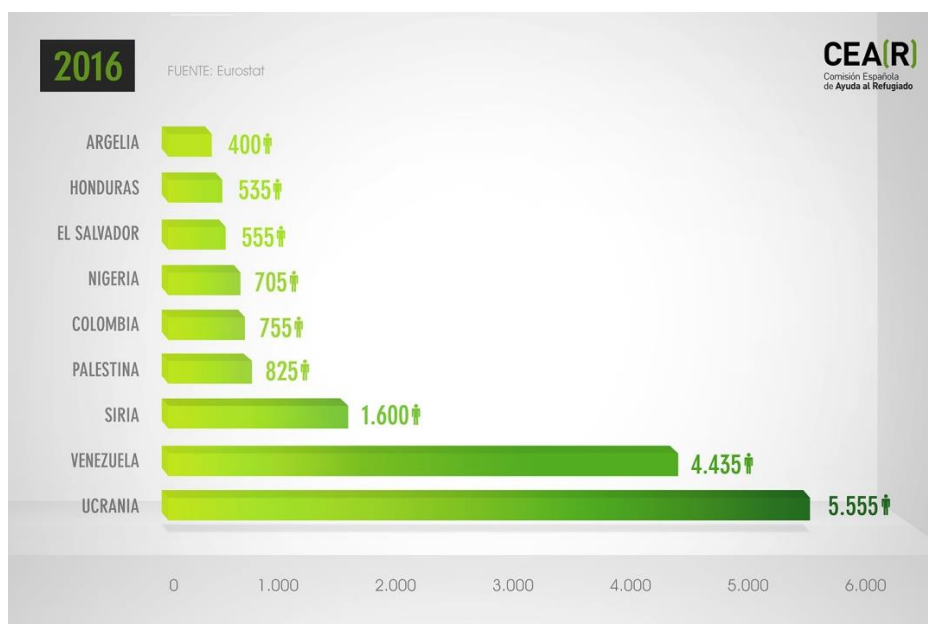
Pending applications by nationality in Spain

² Third country nationals are those States not belonging to the European Freedom of Movement Regime – legal regime for foreigners that applies to nationals of the European Unions and EFTA countries, as well as their relatives and relatives of Spaniards who are nationals of third countries) and in Spain are included in the so called General Regime.

³ The Ministry of Employment and Social Security considers children third country nationals from 0 to 15 years

⁴ In the case of asylum figures we will focus on Eurostat data because the Spanish Ministry of Interior, at the time of writing this report, has not released figures for 2016

⁵ CEAR, (2017). *Informe Anual 2017, Las personas refugiadas en España y Europa*. Madrid. Available at: <https://www.cear.es/wp-content/uploads/2017/06/Informe-Anual-CEAR-2017.pdf> (in Spanish)



Source: Eurostat – Elaboration by CEAR

Focusing on the **age of the international protection applicants**, according to Eurostat, in 2014, the share of children from the overall number of asylum seekers was of 20%, in 2015 25.17% and in 2016 23.75%. That represents an increase comparing to figures from 2011 to 2013 where the shares were between 11% and 17%. That increase represents the fact that the profile of people trying to arrive to the E.U. is changing. If the traditional profile of an asylum seeker was a middle-age man, nowadays whole families are arriving which explains the increase in children and in women.

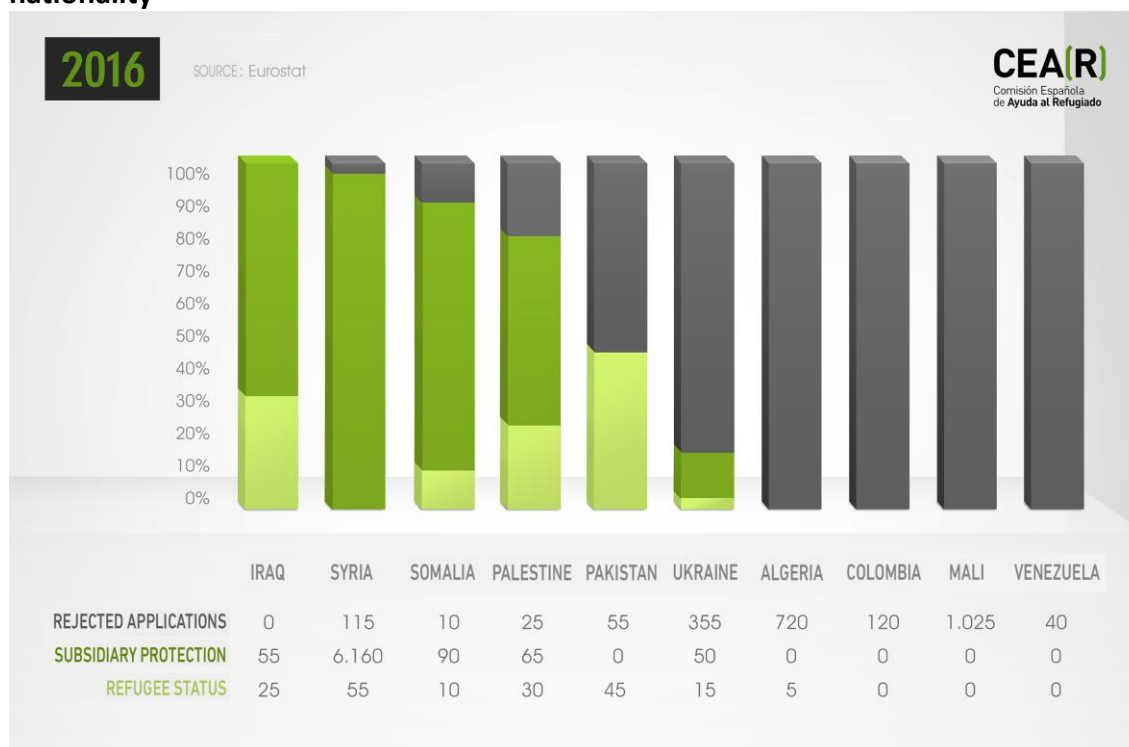
Regarding **main international protection applicants by countries of origin** in Spain, in 2014 and 2015 they were Syria, Ukraine, Mali, Algeria and Palestine. In 2016, the international context changed and the main nationalities were: Venezuela, Syria, Ukraine, Algeria and Colombia⁶.

Beneficiaries of international protection profile

Within **positive decisions**, in 2014, 385 refugee statuses were granted, in 2015, 215 and, in 2016, 360, which represents a 3.4% positive decisions a figure far removed from the percentages of other countries in our environment like Germany (41%) or France (21%). In comparison with subsidiary protection, 1,200 were granted in 2014, 780 in 2015, and 6,500 in 2016. In addition, we could mention that there was not a single grant on humanitarian grounds in 2016. Moreover, the majority of positive decisions, around 90%, in 2016 were for Syrians who lodged their application in 2015 and in previous years.

⁶ More information about exact numbers of asylum seekers of each nationality can be found in Annex 1 in table 6.

International protection resolutions in Spain in 2016 by nationality



Source: Eurostat - Elaboration by CEAR

If we analyse the share of **children from the overall number of beneficiaries of international protection** we find that in 2014 the share of children was 29.97% rising to 39.22% and 36.62% in 2015 and 2016, respectively. This is in line with the increase of asylum seekers children. The percentage of **women** from the overall beneficiaries of international protection was around 40% the whole three years. In 2014, the three main nationalities of beneficiaries of international protection in Spain were: Syria, Somalia and Palestine. In 2015 and 2016, the three **main countries of beneficiaries of international protection** were: Syria, Somalia and Palestine (figures from 2016 shows that they were 6.215 beneficiaries of international protection from Syria, 100 beneficiaries of international protection from Somalia and 95 from Palestine).

Labour and educational situation

Six months after lodging the application for international protection, **asylum seekers** obtain a work permit. This permit allows refugees to **work** while their application is being processed, either on a self-employed or salaried basis. However, no specific data for asylum seekers or international protection beneficiaries about their educational and professional background is available, because the Ministry of Employment and Social Security collects the data on the overall number of foreign workers registered with the Social Security, which means those who are working in the formal market. In total in 2014, there were 1,554,872 foreigners registered

with the Social Security. In 2015 there were 1,607,856 and in 2016, 1,698,685, from which the majority of them were from European countries, Central American and South American countries. In 2015, figures show that affiliation to the Social Security system registered an increase of foreign occupation of 5.04%, when in 2014 the increase was 0.24%. In 2016, the main sector where foreign workers were employed was the service sector (572,969 men and 672,390 women in 2016) followed by the agricultural sector (166,439 men and 54,420 women in 2016).

In 2015, the International Organization for Migration (IOM)⁷ conducted a study regarding the **situation of immigrant women in Spain**. The results of the study show that 48% of the women were formally employed, 38% were unemployed and 14% were informally employed, without a contract or a Social Security number. It shows a situation of vulnerability and job insecurity, marked by unemployment, since 38% of women are unemployed, and 14% work without a contract, outside of the regulations of the Spanish labour market despite having residence and work permit in Spain. Moreover, a feature of strong concentration around domestic service is projected to the whole of the Spanish labour market. In the year 2015 three labours: domestic and care, cleaning and waitress jobs represented 58% of the labours of non-EU immigrant women in Spain.

Access to education is a universal right and it is mandatory for all children residing in Spain to attend school between the ages of 6 and 16 years old (including primary education and compulsory secondary education), regardless of their administrative situation. If they are unfamiliar with the language, they will spend several hours a day for their first few months in a reception classroom. The Ministry of Education, Culture and Sports collects data regarding foreigners enrolled in formal education. The number of registered students who did not have Spanish nationality in 2015-2016 was 715,846. Specifically 8,789 fewer than the previous year (-1.2%), and has continued decreasing since the 2012-2013 academic year, after more than a decade of significant increase. In terms of nationality of origin, students from Europe represent 33.4%, Africa, 30.9%, above that Central and South America, 25.1% which was the majority in the past. During the course 2015-2016, 31,758 non EU-28 students were enrolled in the university in Spain.

In conclusion, in 2015 Spain reached 14.881 international protection applications, which only represented 1% of the whole of the E.U. However, only 3,200 applications were resolved: 31% positively resolved a percentage far from the European average, which was around 50%. One year again, Syrian nationals topped the list of applicants, followed by those from Ukraine and Palestine. In 2016, there were 15.775 international protection application in Spain from which 6,855 were positive, while more than 20,000 were still unresolved. The majority of positive decisions were subsidiary protection for Syrian and only 3.5% resolutions granted refugee status.

⁷ Organization for Migration. (2015). *The situation of immigrant women in Spain. Analysis and proposals for equality of treatment and no discrimination*. Available at: <http://www.spain.iom.int/sites/default/files/Estudio%20Sobre%20la%20Situaci%C3%B3n%20Laboral%20de%20la%20Mujer%20Inmigrante.%20OIM%202015.pdf>

II.-THE NATIONAL SYSTEM FOR RECEPTION AND INTEGRATION OF ASYLUM SEEKERS AND BENEFICIARIES OF INTERNATIONAL PROTECTION IN SPAIN

II.1 Institutional framework and reception and integration mechanism in Spain

In this section, a general overview of the reception and integration system in Spain will be provided. It has been decided to present the reception and integration system jointly because it is how it is conceived by the state system in relation to applicants and beneficiaries of international protection.

The first reference to migrant integration in Spanish legislation is found in the *Law on Foreigners*⁸, which in article 2 states that "the public administration will incorporate objectives on the integration of migrants into the host society to all policies and public services, promoting the economic, social, cultural and political participation of migrants" and which will be "provided through the implementation of training actions, knowledge and respect for the traditional and constitutional values of Spain and Europe, as well as human rights, public freedoms, democracy, tolerance and equality between women and men, and will develop concrete measures to facilitate the incorporation into the education system, the learning of official languages and access to employment as essential integration factors." At a national level, Spain has adopted the so-called *Strategic Plan for Citizenship and Integration*⁹, which represents the national integration policy and the national framework for all interventions related to this subject in all governmental and national levels.

This is the general national framework for integration in Spain but we also find a more detailed system for reception and integration of asylum seekers and beneficiaries of international protection based on *the Law 12/2009*¹⁰, *regulating the right of asylum and the subsidiary protection* that establishes the provision of reception services specifically for those seeking international protection. However, the development of this right is embedded in a manifest legal vacuum. Although, the 2009 Asylum Law collects these rights for the first time, it postpones their implementation and development to a regulation that, at the closing of this report, and after more than 7 years, has not yet been approved. If this situation was not serious enough, the Asylum Law itself has become obsolete as long as the European directives on the Second Phase of the Common European Asylum System (e.g. *Directive on Asylum Requirements*¹¹, *Revised Asylum Procedures Directive*¹² and *Reception Conditions Directive*¹³) have not been incorporated into the Spanish legal system.

⁸ Spain. Congress of Deputies. (2000). *Law on the rights and freedoms of foreigners in Spain and their social integration* (Law 4/2000). Madrid: BOE . Available at :

https://www.boe.es/diario_boe/txt.php?id=BOE-A-2000-544#analisis (in Spanish)

⁹ Spain Government. Ministry of Employment and Social Security. (2011). *Strategic Plan for Citizenship and Integration*. Madrid. Available at:

http://extranjeros.empleo.gob.es/es/Programas_Integracion/Plan_estrategico2011/pdf/PECI-2011-2014.pdf (in Spanish)

¹⁰ Spain. Congress of Deputies. (2009). *Law on the right of asylum and the subsidiary protection* (Law 12/2009). Madrid: BOE.

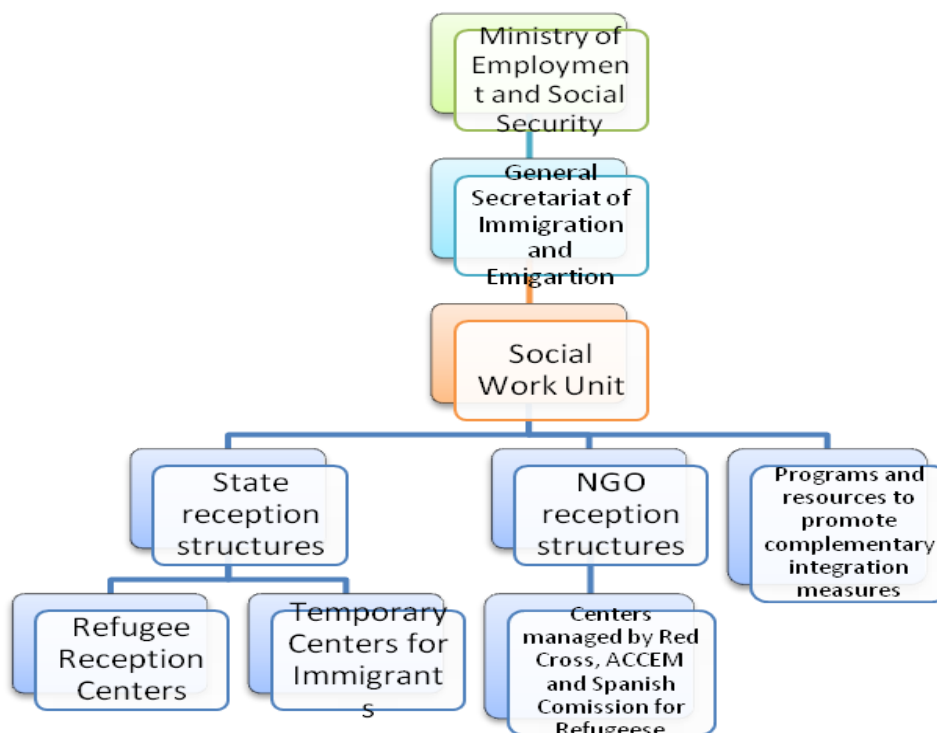
Available at: <https://www.boe.es/buscar/act.php?id=BOE-A-2009-17242> (in Spanish).

¹¹ European Parliament and Council of the European Union. (2011). *Directive on standards for the qualification of third-country nationals or Stateless persons as beneficiaries of international protection, for a uniform status for refugees or for persons eligible for subsidiary protection, and for the content of the protection granted* (Directive 2011/95/EU). Brussels: OJEU. Available at:

<http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32011L0095>

Throughout all these years, the main institution responsible for implementing this state system is the General Secretary of Immigration and Emigration which depends on the Ministry of Employment and Social Security¹⁴.

THE SPANISH RECEPTION SYSTEM



Source: Elaborated by CCAR

It has to be noted that this is a different Ministry from the one that examines and decides on international protection applications, which is the Ministry of Internal Affairs through the Refuge and Asylum Office.

Find below the scheme of the steps that a person who wants to apply for international protection follows in Spain:

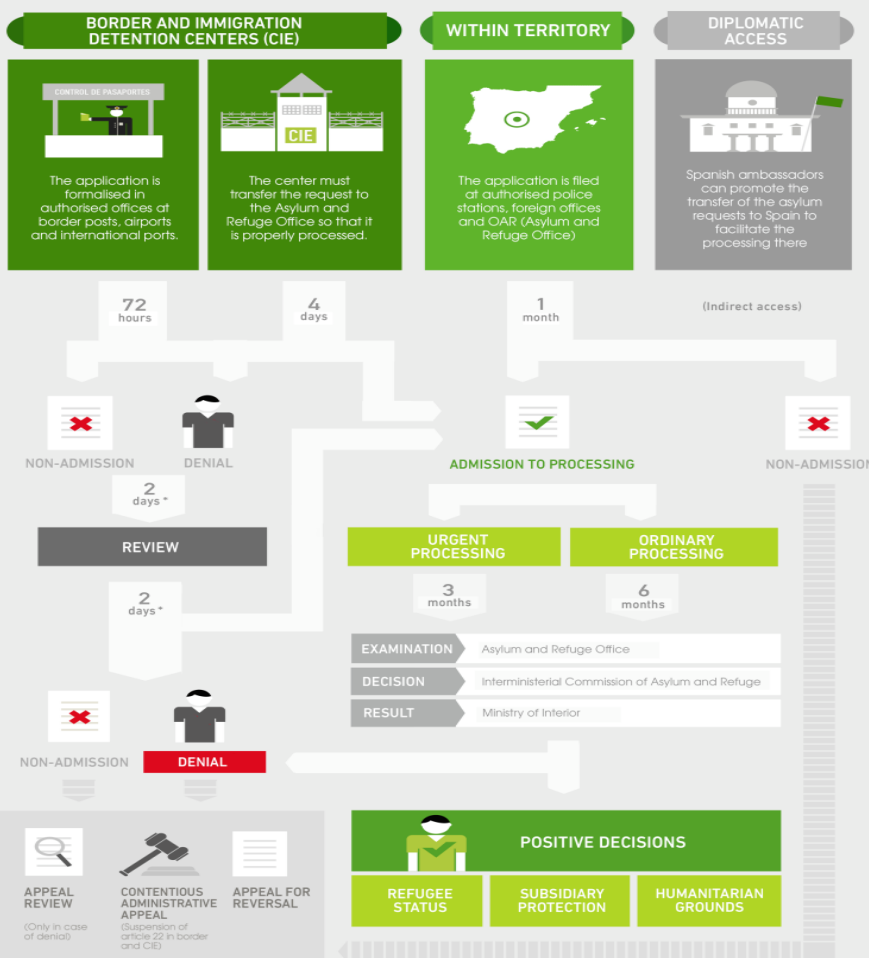
¹² European Parliament and Council of the European Union. (2013) *Directive on common procedures for granting and withdrawing international protection* (recast) (applicable from 21 July 2015) (Directive 2013/32/EU). Brussels: OJEU. Available at: <http://eur-lex.europa.eu/legal-content/en/ALL/?uri=celex%3A32013L0032>

¹³ European Parliament and Council of the European Union. (2013.) *Directive laying down standards for the reception of applicants for international protection* (recast) (applicable from 21 July 2015). (Directive 2013/33/EU). Brussels: OJEU. Available at: <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32013L0033>

¹⁴ The reception system developed by the Ministry of Employment and Social Security concretes in the Ministerial Order of 1989 which is developed with a Resolution of 1998. Government of Spain. Ministry of Employment and Social Security. (1989). *Order about Refugee's Reception Centres*. Available at: https://www.boe.es/diario_boe/txt.php?id=BOE-A-1989-2449(in Spanish)

PROCEDURE FOR APPLYING FOR INTERNATIONAL PROTECTION

Spanish legislation in accordance with the provisions of Article 13 of the Constitution and the international regulations under the Geneva Convention signed by Spain, establish the conditions under which third country nationals and stateless persons in Spain may be granted the international protection constituted by the right of asylum and subsidiary protection.



There are two types of international protection recognized in Spain: Refugee Status and Subsidiary Protection. The principal rights recognized to both of these categories are the following:

- Protection against return
- Access to information on the rights and obligations related to the content of the international protection granted, in a language which is understandable to the person beneficiary from such protection
- Residence permit and permanent work
- Expedition of identity and travel documents to whom have been granted refugee condition and when necessary to beneficiaries of subsidiary protection
- Access to public employment services
- Access to education, health care, housing, social assistance and social services, the rights recognized by the legislation applicable to persons who are victims of gender-based violence, where applicable, social security and Integration programs, under the same conditions as those who have Spanish nationality
- Access, under the same conditions that persons with Spanish nationality, to continuous or occupational training and work placements, as well as procedures for the recognition of diplomas and academic and professional certificates and other official qualification tests issued abroad
- Freedom of movement in Spain.
- Access to general or specific integration programs
- Access to voluntary return assistance programs
- Maintenance of the family unit and access to the support programs that can be established for this purpose.

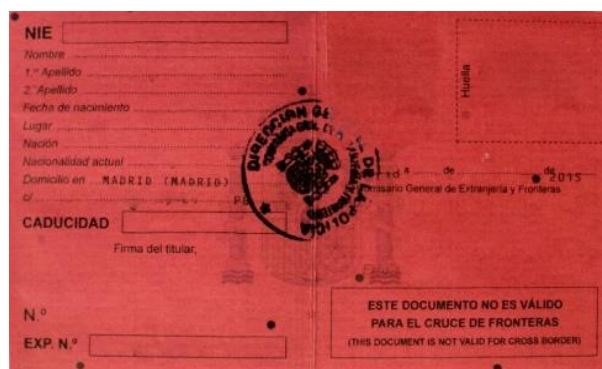
Regarding the differences see table below:

	Nationality	Travel and Travel documents
Refugee status	The Spanish Civil Code establishes that a person with a refugee status can apply for the Spanish Nationality after 5 years counting from the asylum process interview	In the case of refugee status, the passport is not hand back to the person after the refugee status has been granted. In case of travelling refugees should apply for a travel document that allows them to travel under the conditions established in the document and never to their country of origin.
Subsidiary Protection	The Spanish Civil Code, which is the regulation that rules about nationality issues, does not foresee the subsidiary protection institution because that institution was introduced by asylum and subsidiary protection law in 2009. In these cases the term that applies is the general term of 10 years to obtain the nationality.	In that case, the passport is returned to the person after the subsidiary protection is granted. This person is allowed to travel without any permission and can travel to his country of origin under his own responsibility.

Source: Elaborated by CCAR

According to the scheme above, once the person has applied for international protection and his/her application has been admitted pending the final decision, a red card is provided as an identification document for applicants of international protection. This card will be valid until the Ministry of Interior makes a final decision. If the decision is positive, another identification document for foreigners will be provided.

Red Card which is the supporting document for asylum seekers in Spain:



The Ministry of Employment and Social Security has established the *Manual for the Management of Asylum Seekers, Beneficiaries of International Protection Reception and Integration System*¹⁵(The manual), which is the main text where the reception and integration system is described. This manual is susceptible to change every year since it is linked to the annual call for proposals. The Spanish national system for reception and integration of asylum seekers and beneficiaries of international protection is a multi-institutional, multi-level and centralized system where a whole spectrum of institutions -governmental, non-governmental and inter-governmental- are involved and the different levels of the administrations complement each other. The national system could be divided into two separate groups: on the one hand, the Spanish legislation establishes a general state program for asylum seekers, international protection beneficiaries and stateless persons (state program or state system). On the other hand, regional and local governments have built complementary systems adapting the system to their own reality. In the following lines we are going to provide a general overview of the state system and some complementary programs.

The requirements to be beneficiaries of the state program are¹⁶:

- A) To be an asylum seeker or a beneficiary of international protection in Spain. The person who wishes to apply for international protection in Spain and is pending to formalize his/her application.
- (B) To have accepted (Spain) the responsibility for examining his/her international protection application under Dublin regulation, until the resolution of his/her application.
- (C) To have applied for international protection in Spain and to have been inadmissible as a result of having accepted another member state's responsibility to examine his/her

¹⁵ Government of Spain. Ministry of Employment and Social Security. (2016). *Management Manual of Beneficiaries of International Protection Reception and Integration System*. Madrid. Available at: http://extranjeros.empleo.gob.es/es/Subvenciones/ArealIntegracion/proteccion_internacional/Manuales_comunes_gestion/docu/mentos/Manual_de_Gestion_Sistema_acogida.pdf(in Spanish)

Last version of the Manual is from May 2017 but is not available online.

¹⁶ *Ibid.* Article B2.

international protection application under Dublin regulation until its transfer to that member state is affected.

D) To have applied for statelessness status in Spain or have recognized the status of stateless person, according to the Spanish legislation.

E) To be a beneficiary of temporary protection as established in article 20 of the regulation on temporary protection regime in the event of a massive influx of displaced persons.

F) To be included in a governmental reception project by the General Secretariat of Immigrant Integration.

G) To be residing in the Centres of Temporary Stay of Immigrants (CETI) in Ceuta or Melilla, as long as they do not have documentation that allows them to be transferred to the peninsula or have been authorized by the competent authorities.

Moreover, to enter into the state system the candidate has to prove that he/she lacks economic means to cover their basic needs.

The state system is developed following these two lines of action:

- A state reception network, which includes migration centres managed by the General Migration Directorate (part of the Ministry of Employment and Social Security) and other reception centres, funded by the Ministry of Employment and Social Security and managed by non-profit organizations (phase 1).

- Resources funded by the ministry and managed by the entities (phase 2 and 3)

At the same time, migration centres can be divided into Refugee's Reception Centres (*Centros de Acogida de Refugiados - CAR*, in Spanish) and Temporary Centres for Immigrants (*Centros de Estancia Temporal de Inmigrantes, CETI*, in Spanish), both managed by the Ministry of Employment and Social Security. CETIs are located only in Ceuta and Melilla, the autonomous cities bordering Moroccan territory. These temporary centres are intended for both: immigrants in general and asylum seekers and its aim is to provide a first reception and a first assistance to all people arriving to the borders of Spain through Ceuta and Melilla expecting to be transferred to the peninsula.

Refugee's Reception Centres and temporary Centres for Immigrants in Spain



Source: Elaborated by CCAR

Regarding others centres managed by NGO for safety and privacy reasons there are no public data of its location.

The services provided in these Temporary Centres for Immigrants are the following:

- Accommodation and allowance
- Social Attention Service
- Psychological Attention Service
- Health care Service
- Legal advisement Service
- Training and Leisure Time

As for the Refugee Reception Centres, today in Spain there are four: 2 in Madrid, (Alcobendas and Vallecas) 1 in Valencia (Mislata) and 1 in Sevilla. According to a 2016 report by the Spanish Ombudsman regarding *International Protection and Resources of the Reception System*¹⁷, the total number of places in these Refugee's Reception Centres are 416. It seems that the increase in international protection applications has not motivated an adaptation of these centres.

The main function of these Refugee Reception Centres is to guarantee the coverage of basic needs and the promotion of integration of asylum seekers and beneficiaries of international

¹⁷ Spain. Ombudsman Office. (2016). *Asylum in Spain. International protection and resources of the reception centre*. Madrid. Available at: https://www.defensordelpueblo.es/wp-content/uploads/2016/07/Asilo_en_Espana_2016.pdf (In Spanish)

protection. Beneficiaries are attended by a multi-disciplinary group of professionals among which we find physiologists, lawyers, social workers and labour inserters. These Refugee Reception Centres have their “Charter of Services¹⁸” with the following services:

- Accommodation and maintenance
- Information and guidance on their new situation
- Orientation for their incorporation into the education, health and social systems
- Psychological care
- Specialized social care
- Language training and basic social skills
- Orientation and intermediation in vocational training
- Occupational training and leisure time
- Awareness activities

Regarding other reception centres funded by the Ministry but managed by NGOs offer also the same services explained above regarding the Refugee Reception Centres. Until 2015 there were three main NGO’s implementing the State program: Red Cross, Accem and CEAR. Nowadays, Red Cross is offering 1.513 places and is expected to offer 1.700 by the end of the year. Accem is offering around 2.000 reception places within the total of its 170 programs they are implementing and CEAR is offering around 1.000 places that is expected also to extend until the end of the year. At the end of 2017, it is expected that the state program will be offering around 5.000 places. From 2015, new NGOs are implementing the State program like Apim Foundation, CEPAIM, Benallar Foundation and Bayt al-Thaqafa¹⁹ among others.

The reception and integration system is based on an individualized itinerary for each person seeking autonomy and his/her own social and labour integration in the host country. This goal is accomplished through a **three phase itinerary** attending to the needs of the person in each state and the grade of autonomy achieved. This methodology seeks to homogenize the intervention procedures and ensure an equal treatment and access to aids and benefits in the whole territory.

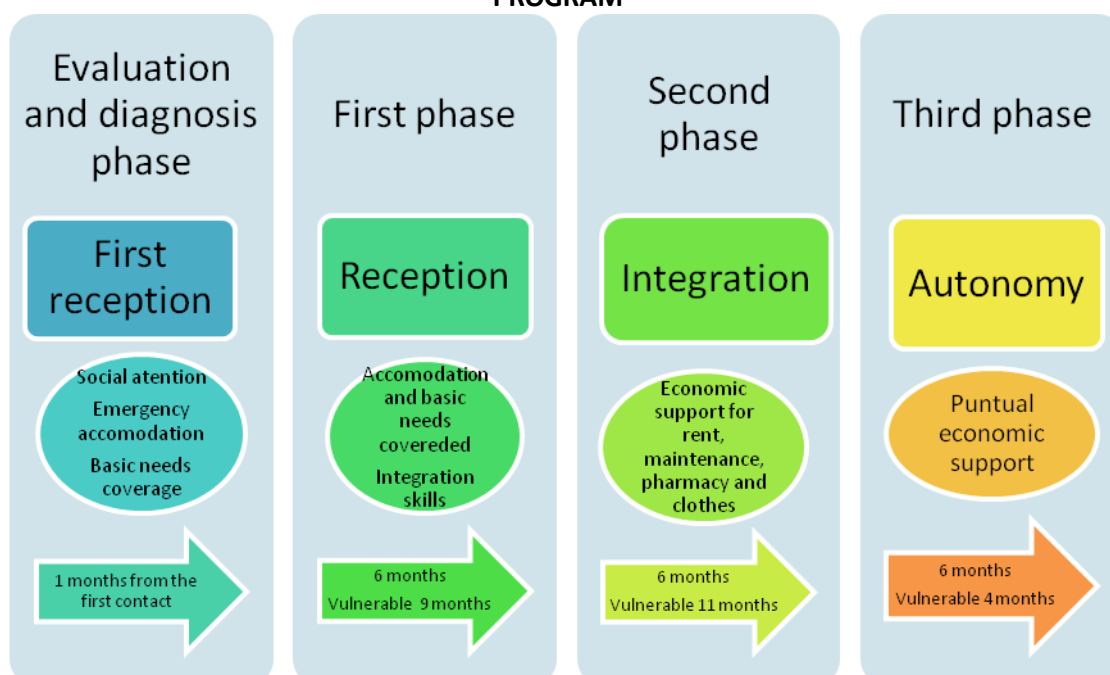
Before entering the program, there is a “pre-phase” in which the person is evaluated by a social worker and referred to the best resource. By law, this “pre phase”, should not last more than 30 days. After this pre-phase the person starts the itinerary mentioned (3 phases) above which will last 18 months in general and up to 24 for vulnerable persons. There is no equal integration process and each person needs a different support so the itinerary will be adapted to each person’s needs.

¹⁸ More information about the CAR’s services available at:
http://extranjerios.empleo.gob.es/es/ProteccionAsilo/car/docs/Carta_de_Servicios_2014-17.pdf (in Spanish)

¹⁹ More information about these institutions available at:

- <http://fundacionapipacam.org/> (in Spanish)
- <http://cepaim.org/> (in Spanish)
- <http://www.benallar.org/> (in Catalan)
- <https://www.bayt-al-thaqafa.org/es/> (in Spanish)

**PHASES OF RECEPTION STATE
PROGRAM²⁰**



Source: Elaborated by CCAR

First phase or reception phase (6-9 months)

The **first phase** of the state program is called the **reception phase** and lasts **six months in general, and up to 9 months for vulnerable persons**. Following an availability of places criteria, the Ministry of Employment and Social Security assigns a place in one of the reception facilities all over the country. The fact that the beneficiary has relatives in some part of the country could be taken into account when assigning places but it is not a guarantee that the place of the beneficiary will be assigned to the same city or town. It could be a reception centre or an apartment managed either by the Migration Directorate or by NGOs. During this period, all housing and basic needs are covered. If they are in apartments an amount of money is provided as a monthly allowance for food and other basic needs products. This amount will be a little bit higher if the beneficiary is no single but is part of a family. In addition to this monthly allowance, there is a small amount of money in concept of pocket money. The expenses made under the monthly allowance need to be justified with invoices or tickets in comparison to pocket money that there is no obligation to justify it.

Regarding orientation and information needs, this phase is focused on attending to the first needs but first reception information is provided. The manual establishes that during the first phase it will be five hours minimum of language courses per week and three hours in the second phase. More information about the information provided in this phase will be explained

²⁰The State Program is conceived for asylum seekers, beneficiaries of international protection and stateless people. It is expected that around the end of the second phase the person will be granted with the international protection. However, the Ministry of Interior takes much longer to issue the decision. The majority of the beneficiaries of the program ends the 3 phases of the program and still do not have the resolution regarding their international protection application.

in the next part. Also, in this phase beneficiaries are accompanied in the process of registering to the census, get a health card that allows them to access the public health system and to schooling for children. At the end of this first phase, since housing will not be provided directly by the state program, professional counselling is provided as well as accompaniment through all the process of seeking and renting their own apartment to start the second phase.

Second phase or integration phase (6 – 11 months)

The second phase of the state program is called the **integration phase** and **lasts six months in general and up to eleven months in case of** vulnerable persons. This phase is only managed by NGOs. At this stage, beneficiaries are entitled to work so that the majority of information and training provided is focused on socio labour integration. Labour professionals will help beneficiaries to make a personalized itinerary to achieve labour insertion. They also support them to draft their curriculum and prepare them for job interviews, degree homologation, looking for internships in companies or training in socio labour transferable skills such as languages and computing among others. Apart from these individual sessions in this phase the program includes other collective training regarding gender equality rights and duties and how to access some public resources among others. In this stage of the process, the beneficiaries have to find their own accommodation and they can receive, depending on their vulnerability, money to pay the rent and the bail if it exists. As Annex 2 of this report a table with some more detailed example of training courses is provided.

Third phase or autonomy phase (6 – 4 months)

The third phase of the state program is called the **autonomy phase** and **lasts six months in general and up to four months** for vulnerable persons. In this phase, beneficiaries must assume the payment of the rent of their accommodation. All the financial support that beneficiaries receive has the goal of raising the beneficiary's employability and has to be linked to their occupational itinerary.

The reality is that this itinerary is quite short sometimes and beneficiaries do not accomplish it within the time provided. Some of them must go to other NGOs that provide social assistance to the disadvantaged and vulnerable, or to emergency social services of local or regional administrations. For this reason, if the person needs, based on their vulnerability or on their concrete itinerary, support provided during the second phase can be extended more time if the Ministry allows it. Moreover, for disabled or elderly people there is no specific program time frame.

Integration resources at regional and local level

Apart from the state program, regional and local governments have their own regulations regarding reception and they are implementing other complementary programs as there are the closest institutions to citizens. For example, the region of Catalonia has its own *Reception Law* of 2010²¹. This law and the regulations that develop it established a common general framework for all migrant people living in Catalonia but it also specifically mentions asylum

²¹ Catalonia. Catalan Parliament. (2010). *Law on Reception for Immigrants and Returnees to Catalonia* (Law 10/2010). Barcelona: DOGC. Available at: http://treballiafersocials.gencat.cat/web/.content/03ambits_tematicos/05immigracio_refugi/12legislacio/projecte_llei_acollida/text_projecte/documents/llei_10-2010-acollida-english.pdf (in Catalan)

seekers, refugees and stateless persons as beneficiaries of first reception services. This law establishes a minimum of three kinds of knowledge that a beneficiary of the program should acquire: linguistic competence (Module A), knowledge of the labour market (Module B) and Catalan society and knowledge about the legal framework (Module C).

The reception programs in Catalonia are focused on access and use of public resources, but the services are diverse and located in different parts of town and the region. That is why, it is essential to offer the newcomer an open path that allows easy access to resources and to learn about its features. As a general recommendation, it is considered that this integration process begins at the time of registration of citizens (census). To continue the itinerary information services will guide newcomers towards other services, depending on their needs. The registration allows newcomers to continue the integration process as it is a requirement to access other basic services.

Historically, the reception system has not involved regional and local governments but due to the increasing number of asylum seekers since 2012 some regional governments have taken steps to take part in this reception process. For example, the regional Government of Catalonia in September 2015 has established the Committee for the Reception of Refugees and this committee is about to start a Catalan Refugee Program in 2017²² based on the Catalan International Protection Plan²³ from 2014. This Plan for International Protection in Catalonia establishes that "The Government of Catalonia must guarantee the legal effectiveness of the training activities followed by those seeking asylum or subsidiary protection during the time preceding the obtaining of the corresponding administrative resolution recognizing or denying their rights..." It is important to remark that this Catalan Refugee Program is complementary to the state program and asylum seekers and beneficiaries of international protection can access after finalizing the State program.

This Catalan Refugee Program will be based on a mentoring system in which a group of 3 people (mentors) support a refugee to start the reception process helping him/her with basic paperwork regarding health and education, carrying out the activities of an Activity Individual Plan, establishing links with the environment and accompanying the person in the evaluation process every quarter. At the time of the writing of this report, this program is at an early stage. Mentors are receiving their training and the first contact with the assigned refugees is expected to take place next September.

At a local level, we also find other initiatives and programs complementing the state program. For example, Barcelona City Council is developing a program called "Barcelona, Refuge City" launched in September 2015 to respond to the increase in the number of people seeking international protection and to prepare the city to host, attend and provide the necessary services and guarantee their rights. "Barcelona, Refuge City"²⁴ tries to anticipate events and prepare the city to respond effectively to any scenario: a standard number of people arriving under the European quotas, a massive number of people arriving under unforeseen

²² Catalan Government. Ministry of Labour, Social Affairs and Family. (2017). *Catalan Refugee Program*. Available at: <http://web.gencat.cat/en/actualitat/detall/Programa-catala-de-refugi>(in Catalan)

²³ Catalan Government. (2014). *Plan for International Protection in Catalonia*. Available at: http://treballiaferssocials.gencat.cat/web/.content/01departament/08publicacions/ambits_tematics/immigracio/Plans_i_programes/03ppi/ppic_ang.pdf

²⁴ Barcelona City Council (2015) *Barcelona, Refuge City Plan*. Available at: <http://ciutatrefugi.barcelona/en>

circumstances. These include a variety of initiatives, such as: bolstering municipal services that have to deal with refugees, assisting them throughout the various stages of the asylum process; giving support through agreements with organizations that deal with refugees, organizing their stay and integration process speedily and effectively; designing an emergency measure that can be adopted in unforeseen circumstances and in the event of people arriving in high numbers on a sustained basis or more than 75 at once, which would cause the collapse of the state program. Also, Barcelona City Council, two months after declaring itself a refugee city initiated a complementary program now called Nausica that offers temporary accommodation and a comprehensive social monitoring system in order to ensure that users reach the degree of autonomy necessary to live in the country with their own resources dedicated basically to vulnerable asylum seekers and those who have finalized the State program or because for another reason do not fall into the criteria of the State program (that is the case, for example of the stateless person who enter or not the State program depending on each version of the manual). Other cities in Catalonia, like Sabadell and Sant Boi, are initiating similar programs although some enter criteria could be different from the Nausica program.

In a nutshell, it could be said that the different levels of administration provide a general framework for migrant reception and integration in general and also have developed particular programs regarding asylum seekers and beneficiaries of international protection. The main relation established between programs, as previously stated, is a complementary relation. This means that the regional and local programs are addressed to people that have finished the state program and are still in a vulnerable situation or for some reason cannot enter to this state program.

We can talk about a centralized system because the main authority in reception and integration falls under the Ministry of Employment and Social Security but regions and municipalities have an important role because the majority of the services beneficiaries of international protection will need are managed by them. This is the case for health, education and social services and census offices that depend on regional and local entities. If children have to be schooled or beneficiaries have to obtain a health card in order to be treated in a medical centre the coordination between institutions is essential.

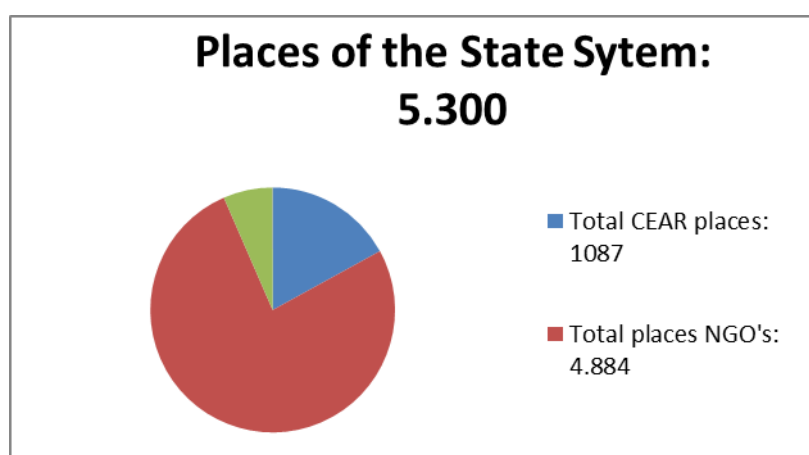
As has been shown above, during all the individual reception and integration itinerary that the person experiences throughout the three phases of the program the **provision of information** is the key. Along the process and according to her/his needs the beneficiary will meet various professionals that will provide him or her with different information and orientation. In the first months the information may be more practical due to the language barriers and the initial culture shock. Later newcomers seek more effectiveness and to create strong roots in the host society. During the integration process the person acquires other reference points and other information and orientation: legal information regarding the asylum process, social information regarding environmental knowledge, more complex linguistic courses and labour orientation.

Regarding **gender specific measures**, the guidelines of the state program are general: working on the importance of gender, equal tasks are equal for women and men in the reception centres; co-responsibility in the parenting; equal access to courses, etc. Furthermore, in the majority of cases socio-labour program group workshops based on gender issues. The law establishes a higher economical support for single-parent families. As shown when we have talked about the phases of the state system, the main criteria for the extension of the time of the program or to access certain economic support is vulnerability. In this criteria pregnant

women, women with new-born children, lone women and women who are victims of gender violence among others could be included. Vulnerability is the criteria used by professionals and established by the regulations to determine economic support. That is why; indirectly a gender perspective is implemented.

Regarding women who are victims of trafficking, the Asylum Law includes victims of trafficking within the category of persons in situations of vulnerability, for whom the necessary measures will be taken to provide a differentiated treatment. In 2011, a Framework *Protocol for the Protection of Victims of Human Trafficking* was adopted²⁵, with the aim, of establishing guidelines for the detection, identification, assistance and protection for victims of human trafficking.

In conclusion, Spain has established a particular reception and integration system for asylum seekers and beneficiaries of international protection with the following number of places:



Source: Elaborated by CCAR

As for the number of people entering the state program, there is no an established quota of beneficiaries that every year enter the State Program. The number of beneficiaries of the State Program is different every year and will increase or decrease as needs are identified and depending on the capacities of the Ministry and NGOs implementing the program. The places will be covered following a rotation system, which means that as beneficiaries finish the state program, new beneficiaries will enter the system covering a place. This State program is funded by the Ministry of Employment and Social Security that at the same time receives funds from the European Union.

This system is organized via an individual itinerary of three phases, it is expected that the person gains enough autonomy to develop him/herself in the host society. During the first months, the state will take care of their accommodation and maintenance but little by little the beneficiaries will gain the tools to enter the labour market and become autonomous. Beneficiaries at the beginning will receive information and training to acquire language skills and cover their first needs to access public services. In a second phase, training will be more focused on labour insertion. Finally, regional and local governments have also developed programs in order to complement the State system.

²⁵ Approved by an inter-ministerial agreement on October 28, 2011 by the Ministry of Justice, Interior, Labour and Immigration, Health and Social Policy, as well as by the General Council of the Judiciary and the Attorney General's Office

II.2. The provision of information and orientation training to beneficiaries of international protection along the process of reception and integration

The information provision

A) What information is provided

The state manual, previously mentioned, created a general framework for establishing **Information and Orientation as an intervention line of action**. Its aim is to provide first information to the beneficiaries of the state program in order to guide and to give enough orientation, oral or written, about questions related to public and private services. Moreover, it includes the **information about foreigner's rights and duties, legal asylum processes in Spain, voluntary return and any other useful orientation for their integration**. It was also established that this information should be conveyed in a language that the beneficiary can easily understand. In that sense, we can establish two groups of information considered as basic to provide to asylum seekers and beneficiaries of international protection: legal and socio-cultural orientation.

As observed above, the provision of information and orientation is constant during the whole integration process and starts with the first contact that the beneficiary has with the state system: the "**pre-phase**". The manual establishes that the activities framed in this line of action should include basic orientation regarding the reception and integration and all the information provided will be focused on taking care of the **urgent needs, situations of vulnerability and special needs**. Already in the **first phase**, the content of the information will revolve around **legal, social and cultural issues**.

Relating to **legal information**, asylum seekers and beneficiaries of international protection and beneficiaries of the state program will receive information about:

- International protection in general and about their concrete case: steps in the process, deadlines and documentation needed and renovation of the red card (the ID document for asylum seekers).
- Family extension and reunification.
- Options in case of rejection and foreigner legal regime.
- Rights and duties as an asylum seeker or as an international protection beneficiary.
- Legal orientation in human trafficking cases.

This information normally is given through individual consultations by the members of the legal teams of the NGO's implementing the state program. Sometimes these legal teams' offer also group sessions in the reception centres where beneficiaries are living. More information about the form in which the information is provided will be given at the end of this information section. It is worth mentioning that legal teams of the different entities sometimes work together as a network. This means that complementary legal information is given by more than one entity and this is a way to guarantee holistic assistance to asylum seekers and beneficiaries

of international protection. An example of a good practice in this regard could be the collaboration between SICAR cat organization²⁶ and CCAR-CEAR. SICAR cat is an organization that gives support to victims of human trafficking. When a victim is identified by this organization she/he is derived to CCAR-CEAR's legal team in order to apply for international protection.

Regarding legal information, the information that asylum seekers receive in relation to its process and access is also crucial. It is important that all foreigners arriving to Spain, regardless of their form of entry, receive the adequate information about the possibility of applying for asylum.

Socio-cultural information covers a large number of topics. In the case of social orientation the beneficiaries of the state program will receive information regarding the different services and resources available in the host society and the specific city or town (public and private): for example, Citizen Information Offices, community centres, cultural centres, health centres and schooling among others. This information aims to be as practical as possible and will mainly focus on the resources and services closest to where the beneficiary lives, in the same neighbourhood if possible. Finally, in relation to cultural information, some institutions (public and private) provide information through workshops about traditions in the host community and cultural activities offered by public entities. In addition, some other practical information is provided related to integration in the host community:

- General information about the state reception program.
- Economic management.
- Housing searching tools.
- State administrative system.
- Labour market and labour legislation.
- Healthy habits and the health system

B) Language in which the information is provided

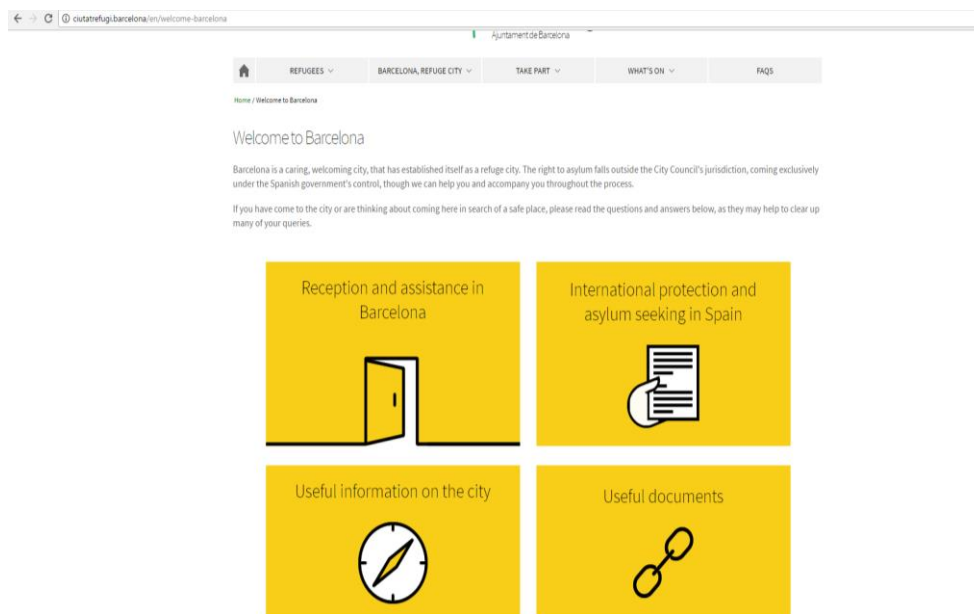
This information is provided mainly through group session, in workshops format. The information is provided in several languages. Some institutions, when they give orientation and information sessions, try to group asylum seekers and beneficiaries of international protection by language and some public institutions have their reception specific websites translated in several languages (Russian, Arabic, English, French, Chinese, Urdu and Romanian among others). That is the case, for example, of Barcelona City Council "Barcelona, Refugee City" webpage²⁷ and the reception webpage of Catalan Government²⁸.

²⁶ More information about SICAR cat available at: <http://www.adoratrius.cat/?lang=en>

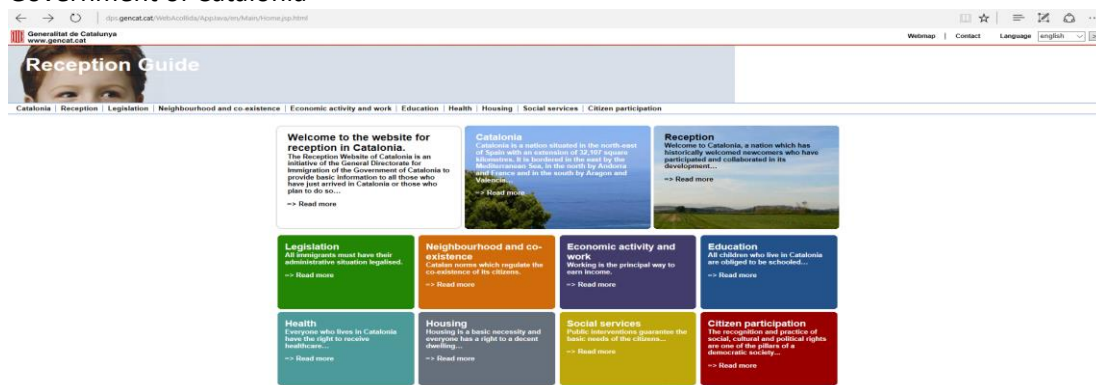
²⁷ Catalan Government. Refugee Reception Committee website. Available at: <http://refugee.cat/en/home-en/>

²⁸ Catalan Government. Labour, Social Affairs and Families Department website. Available at: <http://dps.gencat.cat/WebAcolliada/AppJava/en/Main/Home.jsp.html>

Below you will find the examples of Barcelona City Council and Reception Catalan Government website:



Government of Catalonia



The website of the Ministry of Interior provides a brochure “[Information for applicants of international protection in Spain: right to asylum and subsidiary protection](#)” in Spanish, English, French and Arabic. However, all the other relevant information regarding asylum process or reception provided either by the Ministry of Interior or the Ministry of Employment and Social Security websites²⁹ is only provided in Spanish, which represents a barrier for those who would like to consult the asylum process in Spain. The brochure mentioned before provides general and practical information for asylum seekers and redirects to specialized NGOs in asylum for more information. As the state system most of the time it is implemented by NGOs, these entities are the ones that, in case of a language barrier, make the information more comprehensible for the beneficiaries and in a more visual way. Some asylum seekers or beneficiaries of international protection repeat some of the basic information workshops when their level of the language is higher and can fully understand the information.

C) When the information is provided

The most basic information is provided in the early stages of the state program: the reception phase. On the other hand, other information, such as the legal one, will be provided throughout the three phases, as the legal process moves forward. The professionals working in the reception centres will provide the asylum seeker or the beneficiary of international protection living in the reception centre with this basic information and will guide them to set themselves up in the host country with: census, health card and schooling among others. As the integration process moves forward the information is left aside to make room for more training and gets more focused on labour integration. At the end of the first phase, if the beneficiary has achieved a high enough language level, it will be the moment to start with pre-labour training and give information about house searching tools.

D) How the information is provided

The information could be provided through two channels private or public entities. Regarding private entities we can find foundations and NGOs that provide information to migrants, asylum seekers and international protection beneficiaries. Traditional NGOs working with asylum seekers and beneficiaries of international protection in Spain are, as mentioned before, the Red Cross, Accem and CEAR. However, as said before, since 2015, new actors are emerging due to the increase of state program places, such as Apip Acam, CEPAIM, Benallar, Bayt al-Taqafa among others.

With regard to public entities, Refugee Reception Centres managed by the Ministry of Employment and Social Security and city councils have an important role in providing information in the first phase. However, local entities also have a key role in giving information to newcomers. Local reception plans generally include legal service orientation and promotion of the resources that are mostly used in the environment:

- Welcoming sessions: The city council regularly invites new registered residents to welcome them and make a first presentation to the municipality of its services and

²⁹ Ministry of Interior website. Available at: <http://www.interior.gob.es/es/web/servicios-al-ciudadano/extranjeria/asilo-y-refugio>.
Employment and Social Security Ministry. Immigration website. Available at: <http://extranjeros.empleo.gob.es/es/index.html>

- facilities and to guide them to follow the various resources aimed at facilitating their integration.
- Cultural training sessions. These sessions aim to deepen the knowledge about the municipality and the society that welcomes them and explain the basics of public the health systems, education, employment, housing and social services where they are located and how to get there. These sessions are also focused on civic norms and customs and tell them about the importance of citizen participation through associations. There is a written manual by the Catalan Government about Knowledge of Catalan society and its legal framework regarding the Module C³⁰ of the First Reception Service training of the Catalan Government mentioned in section II.1 when talked about Integration resources at regional and local level.
 - Visits of information and presentation by public facilities (libraries, sports centres, community centres, theatres...) and local associations (neighbourhood associations, parents associations, trade unions, cultural organizations, sports and leisure activities...).
 - Reception guides³¹. They are official publications translated into different languages, where newcomers can find information about public and private resources available in their local area: the resource name, services offered, address, opening times to the public and how to contact them. We also find other guides in different languages about specific topics: health, education, civics and coexistence, work, etc.

The majority of the information is provided orally to individuals or in group sessions through workshops. For example, CCAR -CEAR organizes 2 hour small workshops about different topics such as: economic management, tools for searching for housing, the state administrative system, labour market and general information about the state reception program. Another example of group sessions could be legal workshops offered by lawyers from the different entities that occasionally visit reception centres and resolve asylum seekers' beneficiaries' legal concerns. Finally, some organizations are offering a workshop about the labour market in which they give information about payrolls, salaries, the consequences of informal economy, etc.

Regarding public entities, a good practice for group information sessions would be welcome and information sessions organized by Barcelona City Council³². They are monthly activities, open to the public, that are held in every district of the city. The sessions last for 2 hours and are conducted by expert staff who give information on public services and social organizations, immigration procedures, job placement and training resources, Catalan and Spanish courses and other topics. A certificate of attendance is handed out at the end of the session.

³⁰ Material of this module C available at:

http://treballiaferssocials.gencat.cat/web/_content/03ambits_tematicos/05immigracio_refugi/16_Servei_primera_acollida/versio_catala/moduls/materials_modul_c_2.pdf (in Catalan)

³¹ Some examples of reception guides available at:

- Barcelona City Council: http://www.bcn.cat/novaciudadania/pdf/ca/GuiaAcollida2016_ca.en.pdf (in Catalan and English)
- Zaragoza City: <https://goo.gl/RqHxzx> (in some languages)
- Madrid City Council: <https://goo.gl/xCbr7Q>
- Valencia City Council: <https://goo.gl/EFEBFw>

³² More information about Welcome sessions of Barcelona City Council at:

<http://www.bcn.cat/novaciudadania/pdf/ca/estudis/CalendarISOAPI2017.pdf>

E) Target persons of the information provided

As was previously stated, a personalized itinerary is made for every asylum seeker or international protection beneficiary. If, during the first diagnosis or the itinerary, professionals involved detect some especial gender need they could be sent to another specific institution or specific training could be found. Two particular remarks could be added to information provided to women. First of all, the access to healthcare information for women asylum seekers and beneficiaries of international protection could be particularly difficult because they could face cultural barriers when accessing these services. The second remark is that the condition of women asylum seekers is different from that of women beneficiaries of international protection. Women asylum seekers have not yet obtained the international protection and therefore live in legal uncertainty in the host country; that is why information should take into account this uncertainty factor. In relation to public administrations, some local entities include information in their reception guides regarding institutions focused on women's issues specifically (women's institutes, women's associations, health outreach centres, family planning centres, mothers' associations, centres for assistance to victims of gender-based violence, women's shelters, etc.)³³. The majority of these institutions offer their services and information not only to foreigners, asylum seekers and beneficiaries of international protection but also to national women.

The information is provided to asylum seekers and beneficiaries of international protection prior to joining the state program or once they are already beneficiaries and, generally, to adult men and women together. Every person should receive information regardless of nationality. If the beneficiary is from a specific nationality and needs some particular information, his/her reference professional will guide him/her to the best resource or institution. Some institutions have programs where asylum seekers and beneficiaries of international protection receive the information jointly with third country nationals, in general in vulnerable situations that could have similar integration problems.

In conclusion, an important amount of information is provided to asylum seekers and beneficiaries of international protection, especially in the first phase. There is some general information that more or less all entities (public and private) give to newcomers (among those asylum seekers and beneficiaries of international protection) and the Manual establishes that must be given to the beneficiaries of state program which is: individual basic social orientation (collection of information and detection of needs), information on accessible social and public services and resources, information reception system activities and basic legal and administrative information. Giving this general framework NGOs and other entities try to adapt the provided information to the person's needs. In general, the reception system tries to integrate newcomers as users of the same resources and services that nationals use and not to create a parallel system. Information will help asylum seekers and beneficiaries of international protection to do so.

Training provision

In the case of the training provision there are two main topics: language courses and employment –labour integration. **Language training**, since September 2015, is the key training

³³ Some Spanish cities that in its reception guides have information regarding resources for women are: Barcelona, Madrid, Pamplona, Toledo, Zaragoza, Cordoba, Vigo, Valencia, among others.

in the first phase because it is considered to be the entrance point to the host country and to the labour market. These trainings are subsidized by the state program and since September 2015, the financial support has increased and a new figure of linguistic professional has been included in some organizations in order to promote the language learning. The manual establishes a minimum of five hours per week in the first phase and three hours in the second phase. Some entities have decided to make language a priority and are offering a higher number of hours, according to beneficiaries' needs. In some organizations, as stated before, there is a linguistic professional responsible of searching language courses for the beneficiaries and monitoring their progress. Each entity establishes its own language level considering the minimum stated by the state program. For example, as a good practice, it could be highlighted that CCAR-CEAR has established a standard level which corresponds to level B1, according to the Common European Framework of Reference for Languages. Other entities like Accem have two professors and organize language courses in 5 levels from A1 to B2. Beneficiaries have between 8 to 10 hours every week depending on the level. The final course is focused on preparing for an official exam.

We have to bear in mind that in some regions in Spain there are other official languages apart from Spanish and the manual establishes that asylum seekers and refugees also have the option to enrol in these courses because they will be open to more job opportunities and this will help them in their daily communication and integration process in this particular region. In Catalonia, there is an official public institution called the "Consortium for Linguistic Normalization" offers free Catalan courses to newcomers. First levels are free and higher levels have reduced prices.

Finally, the main topics in this **pre-labour training** are focused on giving tools for job research such as how to draft a resume, interview techniques, group dynamics in job interviews, job search channels and new cultures of labour among others. It is expected that the person will acquire some labour transferable skills. In relation to labour training, it is worth mentioning that through the social workers and together with the beneficiaries of the state program the person could be referred to vocational or occupational training courses that in most cases would be subsidized by the state program as well, particularly in the second and the third phase of the program.

The Manual does not establish specific trainings for women, but as it is stated before, the transversal perspective is vulnerability; and women's needs are taken into consideration under this criterion. That is why, some NGOs, like CCAR-CEAR or ACCEM offers a general workshop regarding gender, most of the time as part of other wider programs more focused on pre-labour training or emotional management. The content of these workshops comprises of the explanation of some complex concepts like: feminism (and its history), equality, parity, equity, differences between sex and gender, gender identity and sexual orientation among others. Also, these workshops address the issue of discrimination in the labour market and the women double shift. These workshops usually last for two hours. Others organizations like Bay Al-Thaqafa³⁴ have chosen to create spaces only for women, like cooking courses or sewing courses. These courses have become a space for knowledge exchange where participants share their daily worries. Social workers also show up at these spaces and carry out a continual monitoring of the women's' situations. Red Cross is currently offering workshops with different topics such as: equal opportunities, co-responsibility and gender based violence prevention. In

³⁴ More about this organization available at: <https://www.bayt-al-thaqafa.org/es/nuestros-pilares> (in Spanish)

these workshops there are participants from different Red Cross Programs so not all are exclusively aimed at asylum seekers and beneficiaries of international protection.

Regarding public administration one of the main public institutions specializing in women's issues in Spain is the Women's National Institute. This institute is currently implementing a program called SARA orientated at migrant women's labour-insertion. It involves the design of itineraries of insertion with a gender and intercultural perspective, adapted to the needs and characteristics of each woman, with the creation of specific contents that takes into account diversity. It is carried out through an interactive methodology that includes the motivation and accompaniment of women in their participation and integration. This program is implemented by the Red Cross and CEPAIM³⁵.

One could say that training is framed in a larger program which is, as we saw before, the reception state system. Training is an important line of action that the manual establishes according to the autonomy grade of the beneficiary. Paying attention to his/her needs an itinerary including specific training will be created. It is important to design the training itinerary jointly with the beneficiary to assure the success of the intervention. Training is a constant in all three phases of the state program. In the first phase the focus will be on language training as the main tool to integrate and communicate in the host society and in the second and third phase will be directed towards labour marker insertion.

The implementing institutions are private entities, NGOs or other foundations or public entities such as regional or local institutions. We can find specialized entities offering training. Before the increase of reception places in some NGOs were volunteers that were in charge of language training but after 2015 and with the rise of resources and funds for the organizations language courses, most of the time, are offered by language academies that have courses adapted to migrants. In the case of pre-labour training, this is implemented by NGOs and also by council public entities (e.g. Barcelona city Council is offering trough "Barcelona Activa" courses between 1-3 days on how to create and improve your resume, how to deal with a job interviews among others). Secondly, we find **occupational training** conducted by the employment public service. The employment public service offers occupational training courses that include theoretical and practical programs aimed at improving the qualifications and the capacity for labour insertion through the acquisition and improvement the professional competences. Finally, we find **vocational training**. In cases of formal vocational training, if the beneficiary meets the requirements, the beneficiary will be helped to fill all necessary paperwork to enrol in the vocational institute. In cases of non-formal vocational training, the training implementation centre will be a centre specializing in the professional sector the beneficiary is interested in (physical and sports activities, administration and management, graphic arts, trade and marketing, electricity and electronic, energy and water, furniture, tourism, image and sound, personal image, food industries, extractive industries, computer and communications, health, security and environment and textile among others).

The majority of the training is subsidized by the Ministry of Employment and Social Security, and the European Union. Regional and local administrations also offer a variety of subsidized

³⁵ More information about SARA program available at:
<http://www.inmujer.gob.es/areasTematicas/ProgInsercionSocioLaboural/MujeresMigrantes.htm> (in Spanish)

trainings. With regards to training of cultural skills (computer literacy, social contextualization and social skills, environment and gender perspective), language learning and occupational training economic support will be provided when the same resource is not being offered by another public entity. Finally, the transport costs for attending training courses or for active job search also will be assumed by the state reception program.

The majority of the trainings provided are offered to asylum seekers and beneficiaries of international protection and men and women together. The problem arises when the application of an asylum seeker who is attending training is rejected. As far as possible, entities will make all the possible efforts in order for her/him to finish the training. If at the end of the training more documentation needs to be added in order to get the certificate, it is possible that the person will not receive the certificate if his/ her international protection application has been rejected. Regarding the eligibility conditions, training is not orientated towards any specific nationality. The only requirement is to be a beneficiary of the state reception and integration program. Training duration, the period of time and the place will depend of each type of training. Some examples of training with more details are provided in Annex 2.

III.-THE INFORMATION AND TRAINING NEEDS OF BENEFICIARIES OF INTERNATIONAL PROTECTION

Addressed information and training needs

We have seen in the previous sections a global overview of the state national reception system and the information and training provided. In this last part a general frame regarding the obligation information will be provided jointly with the main results of the conducted interviews (see annexes for the interviews questionnaire model). The Reception Directive establishes that: “Member states shall inform applicants, within a reasonable time not exceeding 15 days after they have lodged their application for international protection, of at least any established benefits and of the obligations with which they must comply relating to reception conditions.

Member states shall ensure that applicants are provided with information on organizations or groups of persons that provide specific legal assistance and organizations that might be able to help or inform them concerning the available reception conditions, including health care.”

And not only that but “Member states shall ensure that the information is in writing and, in a language that the applicant understands or is reasonably supposed to understand. Where appropriate, this information may also be supplied orally”. Ensuring everyone has adequate information about their rights is an essential condition for claiming them. States have the obligation to ensure that such information is available, accessible and takes into account the special difficulties that may affect certain groups. So it is clear that the state and different entities have to pay special attention to information and training needs.

Most of the time asylum seekers come from a very different backgrounds and arrive after a tough and dangerous journey, they are disorientated and in a fragile mental state. The type of information they need has to be as practical as possible and should be provided in a gradual way allowing for correct assimilation. Consulting experts from different NGOs highlights that the most urgent and important information needed by an asylum seeker is about the phases of the reception state program (times and conditions), legal asylum processes, and the services of the institution they have attended. The professional of one of the institutions interviewed, Bayt al-Thaqafa, pointed out that the first information their institution gives is how to get registered with the city council because the census is a basic element on which others rights depend: health care, schooling, among others. Other basic information they provide is how to register in the Employment Public Service because that way they have access to occupational training courses.

Interviewed asylum seekers also highlight that information received regarding legal processes, knowing the environmental sessions (knowing the city and the neighbourhood and nearest services) were enough. Also, they point out that they have received information about European and Spanish culture and history and that helps them to feel more integrated. Finally, one of the asylum seekers interviewed mentioned that she was informed specifically about the reception centre where she would live: the situation, internal rules, meal schedule, etc. Regarding women, the assistance is provided in equal terms than men. Among the asylum seekers or international protection beneficiaries interviewed for this report, no one highlighted information especially focused on women.

Regarding occupational oriented trainings, two kinds of trainings have been detected as key for asylum seekers and beneficiaries of international protection. First, pre-labour training in order to acquire transferable labour skills: how to draw up a good resume, how to face a job interview, the main job search channels and office automation among others. Second, occupational courses or vocational training that help to eliminate all barriers to ensure an inclusive labour market that consolidates decent, quality working conditions and equal rights for applicants and beneficiaries of international protection.

Also we have to keep in mind that asylum seekers' profiles are not homogeneous, there is a high percentage of people with secondary and university education in their country of origin and, as a consequence, one of the first demands of the people participating in the individualized insertion itineraries is the homologation of degrees which represents a challenge for asylum seekers and beneficiaries of international protection because is a very complex process. When the person has information about the process of homologation or equivalence of foreign university degrees, or other educational levels, there is usually a readjustment of labour expectations. At this point occupational training comes into play as a facilitating tool for socio-economic insertion. The choice of training action generates doubt in many of the participants when discussing whether it would be advisable to recycle professionally, according to the training and the profession in the country of origin or to completely change the activity, looking for new employment opportunities with more demand in this labour market.

Among the asylum seekers and beneficiaries of international protection interviewed there was an engineer, a retailer, a librarian and an economist. Training done by each of them is quite different but it shares a common element: knowledge of language is the key. All of them have completed some language courses some directly from NGOs like CCAR-CEAR or in other academies like EICA or the Official Language School. One of the asylum seekers interviewed was from Venezuela and already knew Spanish so she started with Catalan courses. With regards to the other kinds of training done by interviewed asylum seekers and beneficiaries of international protection they are as follows: Pre-labour training offered by city councils, a catering course, a children's instructor course, a dressmaking course among others. What is particularly interesting is that the training undertaken by one of the asylum seekers interviewed focused on migrant women. The training was integrated into the program SARA mentioned above. In this program she and almost 30 more migrant women, worked with an empowerment psychologist working with social skills and emotional management focused on labour insertion.

In the state system the information and the training provided is for men and women altogether. When information or training regarding women arises, those women are referred to an entity or public service more specialized on women specific needs. As for the **information and training needs of women different from those of men**, we can point out the following topics: sexual and reproductive health, gender based violence (how to prevent it and how to act if you are suffering that kind of violence), pregnancy care, motherhood, children co-education, economic supports to single-parent families, leadership and equal opportunities among others. Women need to be recognized and fulfilled with reference to their background, the situation they are escaping from and what happened to them during the journey towards the host society. The role of their own communities (religious, ethnic, national, etc) in the host society it is also important and have to be taken into account. Sometimes, they are expected to embody all the reminiscences of their country of origin such as with childcare, household tasks, care, language and food: this role attribution has a severe impact on the integration process

fostering isolation and social and economic dependency. That is why, work in network is the key to fulfil the specific women needs, and preventing isolation is one of the great differential elements when providing information and training to women.

The majority of the asylum seekers and beneficiaries of international protection interviewed emphasized that training provided was useful and according to their needs, especially language courses that help them to interact with other people, learn about Spanish culture and learn a new language that will help their labour insertion. Regarding pre-labour and occupational training, people interviewed highlighted it is always good to acquire knowledge. One women highlighted that the hotel maids course allowed her to do an internship in a hotel and that was very useful, adding that now she is working in that sector. Other women interviewed, who was an asylum seeker, nowadays she is doing a dressmaking course and now she wants to direct her profession towards this path. However, providing the proper information or training will depend on the previous educational level of the person. In one case, the person interviewed express that the level of the training provided in a pre-labour course was lower because he already had management business knowledge skills.

The information brochure on the right of asylum and subsidiary protection that the Ministry of Interior provide informs that asylum seekers and beneficiaries of international protection "will be able to benefit from assistance that guarantees the coverage of their basic needs". According to the information contained in this brochure, access to public education services, social services, training and victims of gender violence assistance programs would be oriented towards international protection beneficiaries. The Ministry of Employment and Social Security and the Ministry of Interior offers basic information for asylum seekers and refugees and transfers to the entities, since they are the ones implementing the state program, the capacity to offer clear and understandable information about the administrative international protection procedure, the existing reception conditions, the duration of support programs, the alternatives when the first reception measures are completed or on how to exercise their rights.

Challenges regarding information and training needs

In general, one could say that identified information/training needs are addressed in Spain. The reception and integration program is a mixed system: a public- private non-profit partnership with NGOs and the Ministry of Employment and Social Security that allows NGOs to adapt the content of the information and training to address new needs.

Due to the changing nature of the migration flows and forced displacement, new needs might arise in a very short period of time. That is why, sometimes it is necessary a period of time to adapt to new situations and be able to provide the most adequate answer to the new needs. For example, up until now, forced displacement was a masculinized phenomenon in Spain due to the difficulties and dangers to arrive to the host country. But the profile of asylum seekers and beneficiaries of international protection has changed recently and more lone women or women with children are arriving to these bodies. In Spain 40% of the asylum seekers were women in 2017, comparing to the 32% in 2014. That is to say, that new needs arouse depending on the gender tendencies but also according to the country of origin and profile of the asylum seekers and beneficiaries of international protection.

Through the different interviews that have been carried out for this report, two challenges have been identified: **education and specifically information and training for women**. As for education, regional and local administrations have edited multiple reception guides that explain the Spanish schooling system and give some resources and some information on institutions where to go to enrol children and homologate degrees. However, experts of some entities stated that this information could be addressed more extensively through monographic workshops.

On the other hand, in front of the situation that every year more women are arriving to Spain, the organizations implementing reception and integration programs are making efforts to take gender issues more seriously and adapting the information and trainings oriented to women.

Although the state manual does not provide specific measures for women but for men and women in general, as it is stated before, the general criteria is vulnerability and under this criteria women's situation and needs are taken into consideration. Moreover, since the state program is implemented by NGOs, it provides more flexibility and facilities to adapt more quickly to new necessities that might arise. In this sense, networking is key for organizations that assist asylum seekers and beneficiaries of international protection because it is the way to provide a specialized and comprehensive assistance to women. Women are referred to other public or private entities specifically covering women's needs where they are assisted in a more specialized way.

Moreover, related to this challenge, little by little, entities that work with asylum seekers and beneficiaries of international protection are offering and planning more trainings and spaces conceived basically for women. This is the case, for example, of the courses offered by the Bayt al- Thaqafa foundation that offers Spanish courses and sewing courses only for women or the gender workshops that the Red Cross is providing which cover equal opportunities, co-responsibility and gender based violence prevention. The fact that the course is only oriented towards women facilitates their husbands' permission to come to class.

However, through the interviews conducted, professionals of different organisations recognized that more efforts on that direction should be made to ensure that all women's specific needs are addressed. The following key points have been identified: active and equal participation; effective prevention and response to sexual and gender based violence; access to adequate sexual and reproductive health services and leadership and active participation. In Spain, there is a rich network of bodies and organizations, public and private that work on women's issues. Therefore, when a specific woman's need is detected, this woman is referred to one of these entities.

Furthermore, the personalized itinerary that the state reception system already establishes is a mechanism that allows the provision of specific information and trainings to the concrete needs of asylum seekers and beneficiaries of international protection. The way it works is that when unattended information or training is detected the professional of reference will look for the best institution or organization to implement the training or give the information. In most cases this institution or organization will use their own manuals or informative materials.

CONCLUSIONS

According to the United Nations High Commissioner for Refugees Global Trend Report³⁶, forced displacement increased in 2016, with record-high numbers. By the end of the year, 65.5 million individuals were forcibly displaced worldwide as a result of persecution, conflict, generalized violence, or human rights violations. The current number of displaced at a global level is the highest since the aftermath of World War II. This is a challenge for the states reception systems. In general, there are two fundamental aspects that we must take into account in these circumstances: first reception and then integration. The first requires the facilitation of the asylum procedures and transfers to Spain. It also requires paying special attention to women, minors, persons with disabilities and victims of human trafficking.

As for integration, it is necessary to ensure the different stages of the process of integration of asylum seekers and beneficiaries of international protection by public entities and other organizations implementing the state reception program. In general, the state reception system works and the allocations of funds have increased considerably in recent years. According to the ombudsman report already mentioned³⁷, for 2016, the budget allocated by the Ministry of Employment and Social Security to the national system for the reception and integration of asylum seekers and beneficiaries of international protection amounted to 273,075,000 euros, which is added to the budgetary increases of other departments' items. This amount **increased by 2.522% over the 2015 budget**. That is because during the economic crisis the budget regarding reception policies was reduced to the minimum.

*The Law 12/2009*³⁸, *regulating the right of asylum and the subsidiary protection* establishes the provision of reception services specifically for those seeking international protection. In general terms, both refugee status and subsidiary protection are entitled to the same rights in Spain. The major difference is that people granted refugee status can apply for the Spanish Nationality after 5 years and those granted subsidiary protection after 10 years. Although, the 2009 Asylum Law collects these rights for the first time, it postpones their implementation and development to a regulation that, at the closing of this report, and after more than 7 years, has not yet been approved.

The state program for asylum seekers and beneficiaries of international protection is divided in three different phases: reception, integration and autonomy. It has duration of 18 months up to 24 months for vulnerable people. The program conceives extension in each of the 3 phases depending on the situation of vulnerability because showing some flexibility and taking into consideration some situations that need longer assistance. Moreover, it is important to remark that the Spanish system works for integration since the very beginning, in comparison to other European systems that start working on integration once they have obtained some kind of international protection. The language learning is one of the key points and it is promoted from the 1st phase.

The reception and integration program is a mixed system: a public-private non-profit partnership with NGOs and the Ministry of Employment and Social Security. It is a centralised system under the Ministry of Employment and Social Security. However, regions and municipalities have also an important role because the majority of the services beneficiaries of international protection will need are managed by them (health, education, social services,

³⁶ UNHCR. (2017). *Global Trends. Forced Displacement 2016*. Available at: <http://www.unhcr.org/5943e8a34>

³⁷ Spain. Ombudsman Office, *op. cit.* (note 17)

³⁸ Spain. Congress of Deputies. (2009). *Law on the right of asylum and the subsidiary protection* (Law 12/2009). Madrid: BOE. Available at: <https://www.boe.es/buscar/act.php?id=BOE-A-2009-17242> (in Spanish).

census offices). Moreover, local administrations together with regional ones have started “complementary programs” for those people who have finished the State program but need a longer assistance.

The state program is based on a manual, which is a good tool to orientate implementing agents about the state program because it provides the minimum standards to guarantee the reception and integration of asylum seekers and beneficiaries of international protection. The manual gives the same guidelines to all the actors implementing the state program, regardless of the institution and the region or city where it is implemented. Moreover, since the manual provides a general framework it allows the implementing agents the flexibility to adapt the program to the beneficiaries special needs and the context where is implemented.

Regarding information and training provided, two big conclusions can be drawn. Firstly, the fact that the state program is based on an individualized itinerary facilitates that the information and trainings provided answer the beneficiaries’ needs, designing personalized itineraries for every person. Secondly, every beneficiary has professionals of reference that give them professional and specialized assistance during the whole process. For this reason, entities that implement the state program view reception and integration processes as holistic and incorporate multifunctional staff teams that can cover all aspects of reception and integration needs (such as lawyers, social workers, social integration, psychologists etc.).

The first information provided to asylum seekers is in the legal field. Since it is very complex, the information is provided in different ways and along all the process. In that sense, the Ministry of Interior provides a brochure in different languages with basic information and redirects to NGOs specialized in giving assistance to asylum seekers. These NGOs provide legal, social, occupational, psychological information through personal interviews and group sessions and during all the process.

The second conclusion is that the gender perspective in the state system and by extension in the information and training is provided through the vulnerability criteria. The manual does not specify any particular information or training for women but for women and men in general. However, the state system is based on the vulnerability criteria, and provides extensions and special attention to vulnerable persons. It is clear that among vulnerable persons women are an important group, particularly: pregnant women, lone women, and women victims of human trafficking. Personalized itineraries make it possible that, when a lack of information or special women’s need is detected, professionals will find the appropriate resource or service in order to give an answer to that specific woman need.

Moreover, since we are experiencing a change of tendency regarding the gender of asylum seekers, some entities are starting to design and implement some programs attending specifically to women’s needs or creating spaces only for women. This is the case of programs explained before such as: Bayt Al-Thaqafa which offers Spanish courses only for women, gender workshops that designed by ACCEM, CCAR-CEAR, the Red Cross among others. In conclusion, one could say that in some point access to information could include a more gender perspective but in general since the system is implemented by the NGOs it allows more flexibility when it comes to provide information and training, taking networking as a key aspect to offer a comprehensive, specialized and professional assistance to asylum seekers and beneficiaries of international protection.

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