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# City Migration Profile of Seville

NO8DO

AYUNTAMIENTO DE SEVILLA



**ICMPD**

International Centre for  
Migration Policy Development



**UCLG**

United Cities  
and Local Governments



**UN HABITAT**  
FOR A BETTER URBAN FUTURE



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# 1. BACKGROUND

# 1.1. About MC2CM

Internal and international migratory movements in the wider Mediterranean region have a direct and long-term impact on the development of the region's urban areas, as these are often the departure, transit and destination points for migrants. As the first interlocutors of the inhabitants, local governments are also key actors in removing barriers for the economic, social and cultural inclusion of newcomers, as well as fostering their contribution and participation in the local life. In order to maximise this development potential, local governments need to be recognised as institutional partners in migration governance policies and endowed with the necessary and relative competences, resources and capacities, especially with regard to guaranteeing access to rights and services.

In this context, the **Mediterranean City to City Migration Project (MC2CM)**, launched in 2015, aims to contribute to improving the urban governance of migration, particularly within a network of cities in North Africa, the Middle East and Europe. The project's activities are grouped into a **Dialogue** component to facilitate the exchange of experiences and policy options between cities, a **Knowledge** component that assists partner cities in studying their migration situation and defining their profile, and an **Action** component that accompanies the transfer and implementation of cooperation actions.



## DIALOGUE

Nurturing dialogue between cities and relevant stakeholders through peer-to-peer learning and exchanges



## KNOWLEDGE

Supporting knowledge generation and development of evidence-based approaches




## ACTION

Providing sustainable solutions and testing tools to address migration-related challenges and opportunities

The project is implemented by a consortium led by the International Centre for Migration Policy Development (ICMPD), in partnership with the United Cities and Local Governments (UCLG) Network and the United Nations Human Settlements Programme (**UN-HABITAT**).

More information at:

 [icmpd.org/mc2cm](https://icmpd.org/mc2cm)

 [@urban\\_migration](https://twitter.com/urban_migration)

 [Mediterranean City-To-City Migration \(MC2CM\)](#)

 <https://www.facebook.com/mc2cm>

## 2. SUMMARY OF THE MUNICIPALITY OF SEVILLE



## 2.1. General summary

### Municipality of Seville

Seville is the capital of Andalusia, one of Spain's 17 Autonomous Communities. The Autonomous Community of Andalusia has eight provinces, namely: Almería, Cádiz, Córdoba, Granada, Huelva, Jaén, Málaga and Seville. The municipality of Seville has 11 districts, namely: Norte, Macarena, Este-Alcoba-Torreblanca, Casco Antiguo, S. Pablo-Santa Justa, Triana, Nervión, Cerro-Amate, Sur, Los Remedios and Palmera-Bellavista.

Total population of Spain

47.100,396

Total foreign nationals in Spain

5.023,279 (10,6%)

Total population in Andalusia (registered)

8.410,002

Total foreign nationals in Andalusia (registered)

653.146 (7,7%)

Total population in the municipality of Seville (registered)

699.964

Total population of foreign nationals in the municipality of Seville (registered)

44.285 (6,32%)

Main nationalities registered in the Municipality of Seville  
(% of total registered foreign nationals)

Moroccan: 10.86%

Chinese: 8,81%

Romanian: 6,89%

Nicaraguan: 6,74%

Italian: 4,87%

# 3. BACKGROUND. NATIONAL CONTEXT

## 3.1. Brief history of migration in Spain

As explained by a group of authors who are experts in migration, “[...] it goes without saying that mobility has been a distinctive characteristic of human history, and human history is the history of human mobility” (Casas-Cortés et al., 2015: 7). On the other hand, scientific works on immigration in Spain frequently mention that Spain was a country of emigration, and from the 90s onwards, became a country of immigration (Pérez & Blasco, 2013); (*LainmigracionysusefectosenEspaña4.0.pdf*, s. f.); (Fernández & Rubio, 2008). First of all we think it is important to understand that a migratory process is completed not simply with the departure of emigrants but also with their return (Martín, 1991). This does not appear to have taken place in Spain, i.e., not all those who emigrated in the 50s and 60s came back. Moreover, given the economic and financial crisis, in recent years, there have been more Spanish emigrants than foreign migrants (Monteserin et al., n.d.). On the other hand we think that this view should take into account the multicultural aspect of Spanish society, even before the present-day phenomenon of migration. The melting pot of cultures – especially in Andalusia – is not just a feature of contemporary migration, as we can see from the history of this autonomous community, which has been criss-crossed by Carthaginians, Phoenicians, Visigoths, Romans, Roma, Negroes and other population groups.

In keeping with this, contemporary migration to Spain rose in the mid-80s, due to specific demand for labour in the country, and various factors driving individuals and families to leave their respective country of origin (push and pull). Chacón (Chacón Rodríguez, 2006) talks about a “new immigration” due to provenance and regions of origin, the level of development of regions, cultures and religions, characteristics, among other things.

Spain became one of the countries that are net recipients of immigration at a later date, particularly due to the socio-economic depression that the country witnessed during the 70s and 80s. Immigration did not become apparent in Spain until the economic, political and social transformation which increased its attraction as a destination for people from other countries. So, in 1978, Spain had 158,349 registered foreign residents; this figure had doubled a decade later (Consejo Económico y Social (Spain), 2019: 43).

According to data from the municipal population register collected in the above-mentioned report, the first relevant factor in recent migratory flows in Spain [...] is the rapid resumption of entries, after the drop witnessed as a result of the crisis. In 2017, entries rose to over half a million, 100,000 more [...] than in 2016, reflecting a significant escalation in the annual rate of increase since 2015. Although, according to the report, this is a long way from the 920,000 immigrants recorded in 2007, it is close to the volumes witnessed in 2008, during the first flare up of the international crisis [...]” (Consejo Económico y Social (Spain), 2019: 45). The register points out that as a consequence of these higher numbers of entries, the migratory balance of foreign nationals in Spain was positive, for the third consecutive year, in 2017, totalling 194,000 net entries, compared

to the extremely negative figures recorded in the worst years of the crisis (-202,000 in 2013), although far from the totals reached every year up until then. (Consejo Económico y Social (Spain), 2019: 47).

Specifically, with regard to the continental/regional origin of migrant entries into Spain, the growing rise since 2014, which especially intensified in 2016 and 2017, corresponds to an upturn in all continents of origin, although above all to an extraordinary increase in entries from the Americas, which had already exceeded the number they had reached in 2008 by 2017 [...]. The rise in entries of Europeans and Africans however, was less extreme while that of Asians did not change significantly, reflecting the situation during the crisis period (Consejo Económico y Social (Spain), 2019: 47). The section about the municipal area of Seville (chapter 5), will go into more depth about the socio-historic and current features of immigration and its characteristics.

## 3.2. Migration policy at the national level in Spain

The Spanish government's current migratory policy is not autonomous, but falls within the objectives set by the European Union, as established at the time by the Treaty of Amsterdam. This is why, even before Spain joined the European Union - which took place in 1986 - an arsenal of legislations and social, political and cultural measures had to be developed in order to bring the country in line with the European context. The legal rules on immigration that had to be approved before Spain could join the European Community include Law 7/85 of 1st July on the rights and freedoms of foreign nationals in Spain.

As discussed by Bombín in his work, by 1993, immigration in Spain already had, at the time, three key objectives: control of movement; the advancement and social integration of immigrants; and cooperation with the development of the countries of origin of these immigrants (Bombín, 2005: 138). These three objectives were supplemented by measures to prevent illegal immigration (Andreo Tudela et al., 2012: 41). In this regard, Martín defines three stages of migratory policy at a national level in Spain, namely:

- a) The first stage (Constitutional Law 7/1985), opting for an arrangement giving the government extensive discretion, with a focus on the capacity to control movement or, to be more specific, to contain it, since immigration is still seen above all as a phenomenon that affects our European neighbours, and we need to help to regulate it. Consequently, the penalty system was the fundamental nucleus of the law. (Martín, 2003: 57)
- b) From 1988 onwards, a second stage began, as awareness of the stable presence of immigration in our country grew and the first measures to manage this presence were taken, such as the 1991 proposal of measures and objectives for migration policy, the 1994 National Plan for the Integration and Participation of Immigrants, the reform of the law's regulations in 1996 and successive regularisation processes (Martín, 2003: 57).
- c) This led to Constitutional Law 4/2000 which sets out the basic objective of social integration of immigrants based on a principle of progressive equality, whilst maintaining the model of the economic immigrant/seasonal worker, always subject to national preference. (Martín, 2003: 57)

Just after the approval of Law 4/2000 following a change in political-party context, Law 8/2000 was approved; according to experts, this law has certain shortcomings in terms of constitutional legitimacy and the rule of law, as well as in relation to the Spanish government's international commitments. We will be setting out below the main legislative reforms in matters related to migration and alien affairs and their implications will be developed at a later stage in order to expand this debate.

In the end, the first phase of migratory policies at European level was basically marked by border control and the perception of the migrant as a temporary labourer. This political trend underwent positive changes towards migrant integration, as the phase two demonstrates.

With regard to the second phase of migration policies, according to the analysis of Gualda Caballero, within the European and national context, the country opted for integration from the point of view of interculturalism [...] and began to work on developing an Intercultural Cities programme [...] where interculturalism means explicit recognition of the value of diversity, as well as doing everything possible to increase interaction, mixing and cultural hybridization between communities, while showing, as pointed out by Zapata-Barrero (Zapata-Barrero, s. f.: 277), that diversity and intercultural dialogue are currently “the leading items on the European agenda” (Gualda Caballero, 2011: 17-18).

Along the lines of integration policies with an intercultural focus, we consider the concept of proximity and local community to be relevant, so that local governments are better equipped to respond than central government. Above all, this is due to the proximity to, and knowledge of, local challenges, demands and needs which have to be dealt with by local government, which includes the migration issue. The next section of this work will develop this discussion further.

As previously stated, the following table (Table 1), presents the main reforms in migration and alien affairs, along with their consequences, in order to better understand their functions in the migratory process in Spain.

*Table 1: Main reforms in migration and alien affairs in Spain. May 2020*

Legislation	Main guidelines in alien affairs and immigration
Organic Law (LO) 7/1985 of 1st July.	The process for the inclusion of Spain in the European Union required the fulfilment of a variety of demands, notably border control. Thus, Spain, regarded as “Africa’s gateway to Europe”, was to enact said Organic Law in 1985, a year before its inclusion in the EU.
LO 4/2000 of 11 January.	Between 1985 and 2000, market demands required exceptional regulation in 1996, along with reform of LO 7/1985, paving the way for LO 4/2000. The latter was based on the principles of progressiveness and equality, whilst maintaining the economic immigrant/seasonal worker model, subject to the principle of national preference.
LO 8/2000 of 22 December.	Along the same lines as the previous law, this law was to be enacted after the reform carried out by the PP (Partido Popular – Popular Party) on winning the election. In addition to border control, the economic immigrant model, subject to the principle of national preference, it was to add restrictive clauses on the fundamental rights of assembly, organisation, association and strike, only permitting these for resident, i.e. “legal”, immigrants. The costs of these measures were several actions for unconstitutionality, the outcome of which is reflected in Constitutional Court (TC) Judgements 236/2007 and 259/2007.
LO 11/2003 of 29 September	Aimed at the integration of the foreign immigrant population resident in Spain, LO 11/2003 was to adopt some reforms of the Penal Code (CP) and the Civil Code (CC) in the area relating to crime, domestic violence and the protection of resident immigrants. More specifically, Articles 108, 318 and 318a and 140 of the Penal Code, along with Article 107 of the Civil Code, were to be reformed. One of the key reforms of said legislation was the allocation of powers to the judiciary so that it could order the detention of a foreign national so that a deportation order would not be without effect because the foreign national could not be located.

LO 14/2003 of 20 November.	The main objective of this law, reforming LO 4/2000, was the prevention of illegal immigration, through the application, inter alia, of sanctioning measures and instruments, along with liability for fees for the issuance of visas.
LO 2/2009 of 11 December.	After the reform of LO 4/2000, the legislation at issue was to comply with measures on the exercising of the collective rights set out in the TC judgements mentioned above and, at the same time, was to incorporate the essence of the European Directives in its fight against illegal immigration. This included extension of the period of detention of foreign nationals from 40 to 60 days. This law also introduced coordination between the Public Administration and the Autonomous Government regarding the granting of initial residence and work permits.
Law 10/2011 of 27 July.	This Law amended the contents of Articles 31a and 59a of the Organic Law on alien Affairs (LOEx) in order to extend the measures of protection for foreign women in an irregular administrative situation who are victims of domestic violence and human trafficking who decide to report the people who are abusing and/or exploiting them.
Royal Decree-Law 16/2012 of 20 April.	The purpose of the Royal Decree-Law in question was to rationalise the use of the Spanish healthcare system. It therefore reforms Article 7 of Royal Decree 240/2007 on the Certificate of Residence for community citizens wishing to stay in Spain for a period of more than three months, requiring them to have their own financial resources or to be registered with the Social Security agency. As regards non-community immigrants, it reforms Article 12 on healthcare, rendering enjoyment of this right conditional on being employed or self-employed, a pensioner, a beneficiary of any benefit including unemployment subsidies or being registered as a job-seeker. This was repealed by Royal Decree-Law 7/2018 of 27 July on universal access to the National Health System.
LO 4/2013 of 28 June.	Its final provision two amends Articles 32 and 57 of the LOEx with a view to firstly (Article 32), extending its scope to the beneficiaries of international protection and secondly (Article 57), including the system of enhanced protection in the case of deportation of beneficiaries of international protection who benefit from the long-term residency arrangement.
LO 14/2013 of 27 September on support to entrepreneurs and their internationalisation	This law provides for scenarios of residence visas on account of capital investment; the purchase of real property; business activity; for highly qualified professionals; for training or research; and for intra-company transfers. The categories set out here can be found in section II of the law, from Chapters I to V.

**Source:** Compiled by author based on legislative information on alien affairs in Spain. September 2020

After a brief contextualisation of the phases of national migration policies and their legislative scope, we will attempt to describe the functions and substantive competencies in matters of alien affairs and migration in central government in Spain. The remits and lines of coordination with the autonomous governments will be set out in the next section. Current national migration policy basically comes under three ministries, namely: the **Ministry of the Interior** (border control; documentation; alien affairs; citizen safety; coordination with the Autonomous Communities within the scope of their powers); the **Ministry of Transport, Mobility and the Urban Agenda** (maritime rescue); and the **Ministry of Inclusion, Social Security and Migration** (studies and research; monitoring

work and residence permits; recruitment in country of origin; Spanish nationals overseas and those who have returned; integral reception of foreign nationals; integration of asylum seekers, those applying for international protection, stateless persons and temporary reception; management of subsidies; and humanitarian aid).

We feel that the collaboration of more ministries will be required in the case of the integration of migrant residents already based in Spain, in order to guarantee the process of integration in terms of work, finance, culture, healthcare and education, inter alia.

The following table (Table 2) will show, in updated form, the current scenario of substantive competencies in the context of national migratory policies which shall subsequently be developed within each ministerial body.

*Table 2: Competences under the ministerial remit regarding immigration and alien affairs May 2020*

Ministerial remit	Ministerial bodies with responsibility
Ministry of the Interior	<p>Directorate-General (and Subdirectorate-General) of International and Alien Affairs.</p> <p>Directorate-General of Police.</p> <p>Subdirectorate-General of Logistics and Information (Directorate-General of Police).</p> <p>Directorate-General for Public Safety.</p> <p>General Department for Alien Affairs and Borders</p> <p>Directorate-General of the Guardia Civil.</p> <p>Customs and Immigration Service (Directorate-General of the Guardia Civil).</p>
Ministry of Transport, Mobility and the Urban Agenda	<p>Directorate-General of the Merchant Navy (Office of the Secretary General of Transport)</p>
Ministry of Inclusion, Social Security and Migration	<p>Department of Migration.</p> <p>Permanent Observatory on Immigration.</p> <p>Directorate-General of Migration.</p> <p>Directorate-General of Inclusion and Citizen Services.</p>

**Source:** Compiled by author based on the data relating to structure and functions of Spain's Ministries September 2020



We will now attempt to detail the main functions of the aforementioned entities and ministerial bodies in the area of migration and immigration.

*Table 3: Agencies and functions regarding immigration and alien affairs. Ministry of the Interior. May 2020*

#### **A) Directorate-General of Police**

- Obtain, centralise, analyse, assess and distribute the information necessary for performing its missions, and to liaise and coordinate with other national and foreign information bodies, within its remit, in accordance with the criteria established in this regard by the Department of Security.
- Direct, organise and verify compliance with the provisions relating to alien affairs, national identity cards, passports, foreign nationals' identity cards, gambling, drugs, audit of private companies and services relating to security, surveillance and research and public events, all within the remit of the police.

##### **1) Directorate-General for Public Safety:**

Organisation and management of matters relating to preventing, maintaining and, where applicable, restoring order and public safety; the competences conferred on it by the legislation on private safety; surveillance at public events, within the sphere of responsibility of the Government, and the protection of senior figures, buildings and installations which, due to their interest, require this.

##### **2) Directorate-General of the Guardia Civil:**

The control of the entry into and departure from national territory by Spanish nationals and foreign nationals; the prevention, prosecution and investigation of illegal immigration networks and, in general, the police procedure on alien affairs, refugees and asylum and immigration.

##### **3) Subdirector-General of Logistics and Innovation:**

Responsible for the management and coordination of functions relating to management of economic and material resources, telecommunication and information systems, along with the documentation of Spanish nationals and foreign nationals, and police archives.

#### **B) Directorate-General of the Guardia Civil:**

- Obtain, centralise, analyse, assess and distribute the information necessary for performing its missions, and to liaise and coordinate with other national and foreign information bodies, within its remit, in accordance with the criteria established in this regard by the Department of Security.

##### **1) Customs and Borders Office:**

Organise and manage the fiscal security of the State, measures aimed at preventing and prosecuting smuggling, fraud, drug trafficking and other illegal trafficking within the remit entrusted to the Guardia Civil by current legislation, along with the custody, control and surveillance of coasts, borders, ports, airports and maritime areas in which Spain exercises sovereignty, sovereign rights or jurisdiction and, within these remits, the control of irregular immigration.

#### **C) Directorate-General (and Subdirector-General) of International and Alien Affairs:**

- Coordination of representation of the Department in the European Union, including participation in the negotiation of the legal provisions of the EU.
- Participation in the negotiation of international conventions and agreements.
- Organisation and preparation of international activities that have to be carried out within the remit of the Department with regard to immigration and alien affairs.
- Monitoring of the migratory situation, within the remit of this Department, and the preparation of the corresponding proposals.
- Coordination of measures with the Ministry of Foreign Affairs, the European Union and Cooperation.
- Promotion and negotiation of financial projects covered by European funds or other international organisations.

#### **D) General Technical Secretariat of the Sub-Secretariat of the Interior:**

- Monitoring of the actions and measures of the Autonomous Communities, cooperative relations with them and coordinating relations between the Department's various management bodies and the autonomous Administrations and the transfer process of said governing bodies, on issues specifically within the remit of this Ministry.
- Coordination and monitoring of the transposition of Community Directives and other legal instruments of the European Union into domestic law which are the Ministry's responsibility; the preparation of replies in proceedings for infringements brought against Spain in their pre-trial stage, and the reporting on international conventions on matters within the sphere of responsibility of this Department.

*Table 4: Agencies and functions relating to immigration and alien affairs. Ministry of Transport, Mobility and the Urban Agenda. May 2020*

**A) Directorate-General of the Merchant Navy. Department of Transport**

"[...] instructions with regard to maritime assistance, rescue, towing, findings and dredging and the execution and control of regulations on maritime protection, navigation safety and the rescue of human life at sea [...]"

**Source:** Compiled by author based on the data relating to structure and functions of Spain's Ministries September 2020

And lastly, in the next table (Table 5), we will set out the functions of the agencies of the Ministry of Inclusion, Social Security and Migration.

*Table 5: Agencies and functions relating to immigration and alien affairs. Ministry of Inclusion, Social Security and Migration. May 2020*

**A) Department of Migration**

**1) Permanent Observatory on Immigration:**

- a) Act as the permanent body for the collection, analysis and exchange of the quantitative and qualitative information received from the agencies of the Public Administration responsible for alien affairs, immigration and asylum. Compile, promote and coordinate distribution of the information obtained.
- b) Promote, develop, compile and distribute research, surveys, studies and publications.
- c) Prepare an annual report and periodic reports on the actual immigration situation.
- d) Create and maintain a statistical database.
- e) Coordinate the European Migration Network National Contact Points.
- f) Contribute within European and international scope, to the preparation of reports and the provision of statistical data.

**2) Directorate-General of Migration:**

- g) a) Develop draft standards and prepare reports on issues associated with immigration and emigration, together with preparing proposed standards associated with the compilation, approval, transposition and application of legislation of the European Union or of international scope, on matters within its remit.
- h) The development of instructions for regulatory implementation within the remit of the Directorate-General aimed at the peripheral agencies of the Public Administration.
- i) Technical support for participation within the scope of the European Union and other international organisations in immigration matters, [...], as well as coordination, as national contact point, of the European Migration Network in Spain.
- j) Organisation and management of procedures for granting permits provided for in the general legislation on alien affairs and immigration or other legislation, the resolution of which is the responsibility of the Directorate-General of Migration.
- k) Functional coordination with other management centres and with the alien affairs offices, as well as supporting the peripheral agencies of the Public Administration, and the monitoring of its actions in procedures relating to work and residence permits, or in matters relating to immigration within its remit.
- l) The justified proposal of requirements in terms of resources and infrastructures for managing immigration procedures and coordinating their use by the relevant agencies.
- m) Organisation of the collective management of recruitment in countries of origin, processes for the selection and hiring of foreign workers in their countries of origin, or documented foreign nationals with job-seeker visas, along with support to those workers selected and monitoring of recruitment.
- n) Aid to Spanish nationals and those returning to Spain.
- o) Recognition and management of financial benefits and aid aimed at Spanish nationals abroad and those returning to Spain.
- p) Healthcare assistance, in their country of residence, for Spanish nationals who are recipients of financial benefits.
- q) Management of programmes for subsidies and aid aimed at Spanish nationals abroad and those returning to Spain.
- r) Functional coordination of the actions of the peripheral agencies of the Public Administration with a remit regarding returned emigrants.

**3) Directorate-General of Inclusion and Humanitarian Aid:**

- a) Planning, development and management of the national system for integral reception and integration of asylum seekers, refugees and other beneficiaries of international protection, stateless persons and persons benefiting from temporary protection.
- b) Management of subsidies and collaboration with public sector and private sector agencies whose activities relate to the reception and integration of asylum seekers, refugees and other beneficiaries of international protection, stateless persons and persons benefiting from temporary protection.
- c) Planning, development and management of humanitarian aid programmes for immigrants and emergency intervention for exceptional circumstances, in collaboration, where applicable, with the autonomous communities, local agencies and also public sector and private sector agencies.
- d) Planning, management and monitoring of temporary immigrant centres (CETI) and refugee centres (CAR).
- e) Management of State subsidies in matters of integration of immigrants and collaboration with public sector and private sector agencies whose activities are related to said issue.
- f) Development and management of programmes relating to the return of immigrants, family reunification and the reception and integration of immigrants with a job-seeker's visa.
- g) Management of the funds and plans of action of the European Union in terms of asylum, migration and integration.
- h) Collaboration with other ministerial Departments, autonomous communities, local agencies and public sector and private sector agencies around actions to promote the integration of immigrants, the reception and integration of asylum seekers, refugees and other beneficiaries of international protection, stateless persons and persons benefiting from temporary protection.

**Source:** Compiled by the author based on the data relating to structure and functions of Spain's Ministries  
September 2020

### 3.3. Institutional context, including the situation of multi-level governance

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One of the most relevant challenges in terms of migration in Spain relates to the distribution of competences among central, autonomous and local institutions. So, the migration issue falls under the responsibility of central government (Article 149.1.2 of the Spanish Constitution (hereinafter SC), and then— after a struggle – certain privileges were granted to the Autonomous Communities which then committed themselves to the migration policies in their respective Autonomous Communities. That is, as the competences of the Autonomous Communities (AC) developed - with immigration growing at the same time - it was possible to see the growing role of the AC, qualifying the interpretation of the Government's competences So , the Autonomous Communities initiated immigration policies once the immigration phenomenon began in the 90s, initially through its sector-based competences, primarily in education, but also in health, labour inspection or child protection, and secondarily, as a specific issue requiring coordination between the affected departments, starting in almost all AC by centring the issue in the Department of Well-Being, Social Services or equivalent" (E. A. Fernández, 2012: 12).

This institutional process of shifting competences between central government and the Autonomous Communities took concrete form in the reform of the aforementioned Law on Alien Affairs 2/2009. In this respect, Title IV of the Law provides for the fundamental role of the Autonomous Communities, acknowledging the need for collaborative management and giving this central consideration when preparing the report on integration efforts and the report on housing for family groups. City councils also feature in the Law, in those cases where the Autonomous Communities delegate their competences to them. An important aspect is the possibility the law offers regarding transferring competences in terms of initial work permits, thereby offering the Autonomous Communities - if they take on this executive role - the possibility of dealing with issuing these permits and even defining their geographical scope (Andreo Tudela et al., 2012: 42). The Law 2/2009 at issue is however, ambiguous regarding the allocation of competences to the Autonomous Communities, since it offers this possibility to those Autonomous Communities assuming competence in matters of immigration and foreign affairs, but is not explicit regarding which competences may be assumed, also leaving open the possibility for the Communities themselves to decide to request them. This leads to the possible existence of different situations, which can be grouped into two options: a) Communities that have competences and thus legislate on how immigration is to be managed on their territories (such as Catalonia and Andalusia); b) Communities that have not claimed this competence and are governed by state legislation (Andreo Tudela et al., 2012: 43). So we

feel it is pertinent to develop and expand the debate on the decentralisation of migration policies in Spain, between central government, the Autonomous Communities and also local governments.

In line with the above,, it seems that the legislative efforts to coordinate inter-administrative tasks have not generated the expected results in practice, i.e. ultimately, relations between the Government and the Autonomous Communities are reduced to collaboration agreements, which fundamentally entail a commitment by the government to provide funding for social services for immigrants (Martos, 2009: 82-84).

The division of competences to which we are referring is particularly relevant due to the immigrant integration policies, which requires a contextualised focus which the central government cannot achieve. In other words, national governments [...] are too small to meet the major challenges and too big to respond to these diversified demands of citizens associated with the minor issues that determine their quality of life (Comesaña, 1998: 6). Therefore, to the need to increase decentralisation between central government and autonomous governments must be reflected by the same decentralisation between central government plus autonomous governments and local government, the body closest to the population and citizens.

In short, migration is a multi-dimensional phenomenon which requires the intervention of all public sector and private sector authorities in a situation of ongoing collaboration and coordination (Andreo Tudela et al., 2012: 10). We could call this governance/multi-level cooperation. It is a model whereby central government retains primary control over immigration and supervision of decision-making (Article 149.1.2. SC), but designates sub-national authorities as minor partners, allowing them a certain discretion in order to state or give an account of specific categories of national requirements (Barrero, 2012: 60).

Given that our study is focused on the city of Seville, the capital of the Autonomous Community of Andalusia, we will now devote some paragraphs to multi-level cooperation with the emphasis on institutional organisation of this Autonomous Community. The agency responsible for multi-level cooperation for migratory policies in Andalusia is the Directorate-General for Coordination of Migratory Policies, of the Autonomous Government of Andalusia.

Multi-level organisation is made up of two components: an internal component, involving the Inter-Departmental Commission and another, external component, involving the Foro Andaluz de la Inmigración (Andalucian Immigration Forum) and regional “forums”. So, the organisational chart of multi-level organisation is completed by the Migration Integration Plans for Andalusia. From the Migration Integration Plan II in Andalusia (PIPIA II) onwards, the principle of decentralisation has been considered through the creation of the regional “Forums”, thereby making local authorities valuable entities for effectively exercising more local migratory policies. Then, the PIPIA III established the following:

- As provided for in Law 5/2010 of 11 June on the Local Autonomy of Andalusia, the municipalities handle, under their own competence, the management of community social services, in accordance with the Plan and Regional Mapping of Social Services of Andalusia (Article 9.3), and the implementation of immigration policies through accreditation of family ties for the social integration of immigrants, along with accreditation of the suitability of housing for immigrant family groups (Article 9.28). It should also be pointed out that the Law on Local Autonomy, authorises municipalities for the implementation of their competences and the provision of services, to act directly or in association with other municipalities, other local agencies, public administrations, or public sector or private sector not-for-profit agencies (*PIPIA\_III.pdf*, s. f.).

The table below, drawn up by Yerga Cobos, summarises the political status, objectives and principles of competences of the Junta de Andalusia in terms of immigration.

	Political status	Objectives and principles	Region of immigration
Andalusia	<ul style="list-style-type: none"> <li>– Within the constitutional framework, the appropriate mechanisms will be set up to promote the participation of foreign nationals resident in Andalusia.</li> <li>– All individuals living in Andalusia enjoy, at the very least, the rights recognised in the Universal Declaration of Human Rights and other European and international instruments on the protection of said individuals, ratified by Spain.</li> <li>– Without prejudice to the rights of participation guaranteed by EU law, and in the constitutional context, the appropriate mechanisms will be set up to extend to citizens of the EU and to foreign nationals resident in Andalusia, rights to vote, of public participation and to petition.</li> </ul>	<ul style="list-style-type: none"> <li>– Community objective: the social, economic, employment and cultural integration of immigrants in Andalusia.</li> <li>– Primary principle of public policy: the employment, economic, social and cultural integration of immigrants.</li> </ul>	<ul style="list-style-type: none"> <li>– Exclusive competence in integration policies and social, economic and cultural participation of immigrants.</li> <li>– Executive competence in matters of work permits of foreign nationals, whose employment is situated in Andalusia, in coordination with State competence in matters of entry and residence. Includes processing of and decisions on initial work permits, processing of and decisions on appeals lodged and application of the inspection system and sanctions.</li> <li>– The Autonomous Community will participate in State decisions on immigration of specific significance for Andalusia, in particular, the prior mandatory participation in fixing the contingent of foreign national workers.</li> </ul>

**Source:** Yerga Cobos, Santiago (2012). “Análisis comparativo de determinados Estatutos de Autonomía en materia inmigración”, [Comparative analysis of specified Statutes on Autonomy in matters of immigration] in Andreo Tudela, A. et al. *Hacia la gestión integrada de la inmigración y la extranjería desde una perspectiva multinivel*: [Towards integrated management of immigration and alien affairs from a multi-level perspective:] 64

Under Article 62.1 of the Statute of Autonomy of Andalusia, the autonomous government (Junta de Andalucía) has exclusive competence in policies for the integration and social, economic and cultural participation of immigrants. Coordination of this action, as explained earlier, is the responsibility of the Directorate-General for Coordination of Migration Policies (DGCPM). The central objective of this Directorate-General is to homogenise public action relating to the integration of immigrants in Andalusia. It aims to define, organise and assess the main principles that should govern the design and implementation of any public policy, i.e. it attempts to confer transversality on immigration. It does not carry out any direct actions but rather operates a kind of metapolicy, offering guidance, resources, information and support to public sector and private sector stakeholders associated with immigration. Attempts have been made to make it the reference directorate for any issue associated with immigration in Andalusia. The DGCPM is divided into two administrative Departments: the Department for Planning and Studies and the Department for Institutional Relations.

In institutional-material terms, multi-level cooperation is rolled out according to the following table:

Table 6: Multi-level cooperation in Andalusia

Agency	Legislative Framework/Functions
Foro Andaluz de la Inmigración (Andalusian Immigration Forum)	Created and regulated by Decree 55/2001, a) of 26 February and updated by Decree 219/2020 of 21 December regulating the Foro Andaluz and regional “forums, for the integration of persons of migrant origin. The forum is a collegiate body for consultation, representation, active participation and debate by social stakeholders involved in the migratory reality, in the scope of integration policies and social, economic and cultural participation of persons of migrant origin and their families resident in Andalusia, along with management of diversity and strengthening of social cohesion.
Regional immigration “forums” (Provincial Immigration Forums)	Created and regulated by Decree b) 202/2005 of 27 September and updated by Decree 219/2020 of 21 December regulating the Foro Andaluz and regional forums”, for the integration of persons of migrant origin.
Inter-Departmental Commission for Migratory Policy	Created and regulated c) by Decree 383/2000 of 5 September and amended by Decree 116/2005 of 3 May. The Commission is the advisory body of the Junta de Andalucía in immigration matters. All directorates carrying out actions contained in the plan are involved.
Foro para la Integración Social de los Inmigrantes [Forum for the Social Integration of Immigrants]	A government agency carrying out d) functions of consultancy, advice and information. Up until 2013, the Autonomous Community of Andalusia was one of the ten board members of the Public Administrations, in the person of its Directorate-General.
Conferencia Sectorial de Inmigración [Sector-Based Committee on Immigration]	This was created in 2007 as the e) agency for collaboration and coordination between the Government and the Autonomous Communities. The Ministry with responsibility for immigration policy leads this committee and its members are the people in charge of the ministries responsible for immigration in each of the Autonomous Communities.

**Source:** Compiled by the author based on Adán Castilla, Israel (2012). “Planificación de las políticas públicas de inmigración de la Junta de Andalucía”, in Andreo Tudela, A. et al. *Hacia la gestión integrada de la inmigración y la extranjería desde una perspectiva multinivel (Towards the integrated management of migration and alien affairs from a multilevel perspective)*: 89-90

# 3.4. International and regional cooperation

1 Major population movements and migratory flows are one of the phenomena with the greatest political and social impact on public opinion, in recent years. Appropriately regulated and carried out safely, migration can contribute to inclusive growth and sustainable development, and bring benefits to migrants, host countries and countries of origin. New workers contribute to the tax systems of host countries, and through the flow of remittances, they support the families they leave behind in their own countries. Moreover, intelligent remittances or migrants who make investments and carry out professional or social activities in their countries of origin, highlight the role of the diaspora as a driver of development in countries of origin, having an impact on the root causes of this immigration and offering long-term solutions to problems (AECID [Spanish Agency for International Development], 2018).

Given that the context of the Spanish State is international and regional/European, its international cooperation programmes therefore meet the demands and requirements defined and agreed in both contexts. Due to the territorial characteristics of Spanish territory, and in order to define specified regional and international cooperation programmes, we will now attempt to outline the cooperation actions taken by the Autonomous Community of Andalusia.

Within the framework of the Master Plan V (MP) on Spanish Cooperation (SC), the migration issue is raised in its global context<sup>1</sup>.

The migration theme is also repeated in the challenges of Spanish cooperation in terms of strengthening systems that cope with the requirements of flows of refugees and displaced persons, and also developing a deeper understanding of the causes leading to migration.

Within an international, regional and European framework, Spain has signed a series of conventions, directives and plans related to migration matters, as set forth in the following table (Table 7). Our intention is not to provide an exhaustive list, but to mention the most relevant conventions that have been signed, ratified and undertaken by the Spanish State. The European Directives mentioned here have already been transposed into the legislative content of Spanish immigration, analysed above.

Table 7: List of international Conventions/Treaties/Directives and Declarations on migration matters, signed and ratified by Spain.

International Conventions/Treaties/ Directives/Declarations	Scope
Global Compact for safe, orderly and regular migration. UN. December 2018.	This Agreement was approved at the inter-governmental meeting held in Marrakesh on 10 and 11 December 2018 by heads of State, government and senior representatives.
Resolution 72/179 on the protection of immigrants.	Resolution adopted by the 72nd session of the UN General Assembly, on 19 December 2017, based on the undertaking to comply with the main international Declarations and Conventions on migration and asylum.



New York Declaration for Refugees and Migrants. September 2016. United Nations Organization (UNO).	This is a political document approved by heads of States and governments and senior representatives in New York due to circumstances involving large-scale movements of refugees and migrants.
CO97, Migration for Employment Convention, 1949	This revised Convention concerns equal treatment of migrant workers in signatory countries.
Directive (EU) 2016/801 of the European Parliament and of the Council. May 2016	This Directive establishes the conditions of entry and residence of third-country nationals for the purposes of research, studies, training, voluntary service, pupil exchange schemes or educational projects and au pairing.
Directive 2014/66/EU of the European Parliament and of the Council.	This Directive establishes the conditions of entry and residence of third-country nationals within the framework of an intra-corporate transfer. This was transposed into Spanish law by Constitutional law 14/2013 of 27 September.
Directive 2014/36/EU of the European Parliament and of the Council.	This Directive establishes the conditions of entry and stay of third-country nationals for the purpose of employment as seasonal workers.
Council Directive 2009/50/EC of 25 May 2009.	This Directive establishes the conditions of entry and residence of third-country nationals for the purposes of highly qualified employment.
Directive 2008/115/EC of the European Parliament and of the Council of 16 November 2008	This Directive establishes the common standards and procedures in Member States for returning undocumented third-country nationals.
Council Directive 2004/81/EC of 29 April 2004.	This Directive concerns the residence permit issued to third-country nationals who are victims of trafficking in human beings or who have been the subject of an action to facilitate illegal immigration, who cooperate with the competent authorities.

**Source:** Compiled by the author based on data from the Department of Migration. September 2020

Again in relation to international treaties, we would like to close by mentioning firstly, Convention C143, 1975 on migrant workers and secondly, the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families (1990). Neither have been signed or ratified by Spain. Concerning the Convention of 1990, in 2017, the Unidos Podems confederate parliamentary coalition, *En ComúPodem – En Marea*, presented as the basis of its Working Group Report on Universal Periodic Assessment (*G1507664.pdf*, s. f.), inter alia, the need for Spain to ratify the Convention in question.

### 3.4.1. International cooperation in Andalusia

For Andalusia, the priority of the international cooperation of the Junta de Andalucía is covered in the Andalusian Development Cooperation Plan III - 2020-2023 (PACODE III). This essentially refers to migration in the Sustainable Development Goals (SDGs), specifically the need to reduce inequality within and between countries, and for orderly, safe and regular migration (Goal 10), forced migration due to environmental unsustainability (Goal 16), and the need for local authorities to work on their means of communication in order to spread the narrative highlighting that migration is a great resource.

The city of Seville, among the eight Andalusian provinces, has 221 agencies that work on international cooperation for development, according to data from the Register of Agencies for Development Cooperation in Andalusia (RACDA). There are probably over twenty working on migration matters. Some of them, such as Sevilla Acoge, Cepaim, CODENAF, ACCEM and Andalucía Acoge, overlap with agencies that also carry out activities for the reception and integration of migrants, as we will see in the sections below.

The international and regional cooperation programmes and actions of the Spanish government and the autonomous government of Andalusia, in relation to migration, are implemented in the framework of agendas and commitments, which include:

*Table 8: Some international programmes for development cooperation (national and in the autonomous regions)*

2030 Agenda - Sustainable Development Goals
New York Declaration for Refugees and Migrants
Global Compact for Migration
Sendai Framework for Action (2015)
New Urban Agenda (HÁBITAT III) – 2016
Global Strategy for the European Union's Foreign and Security Policy
Cotonou Agreement
Plan Africa
Official Development Assistance (ODA)
Official Decentralised Cooperation (ODC)
International Decade for People of African Descent (2015 – 2024)
European Neighbourhood Policy (ENP)
INTERREG
POCTEFEX (Programme for Spain-External Cross-Border Cooperation Programme)
POCTEP (Programme for Spain-Portugal Cross-Border Cooperation)

**Source:** Compiled by the author, September 2020

<sup>2</sup> The priority geographical contexts in the Plan are: **Latin America** (Bolivia, Ecuador, El Salvador, Guatemala, Haiti, Honduras, Nicaragua, Paraguay, Peru, Dominican Republic); **Africa and the Middle East** (Côte d'Ivoire, Jordan, Lebanon, Mali, Morocco, Mauritania, Mozambique, Nigeria, Sahrawi Population, Senegal, Syria, Palestine Territories); and **Asia** (India, Pakistan, Afghanistan).

With regard to policies of an international nature, the municipal government of Seville has a Master Plan for Development Cooperation 2016-2020, whose objective is to contribute to sustainable human development and the eradication of poverty in the priority countries of the Plan<sup>2</sup>, with a focus on Human Rights and a gender perspective.

The Plan also defines four specific objectives:

- Access to and improvement of basic social services: education, healthcare, decent housing, access to drinking water and sanitation, and food security.
- The strengthening of democratic governance and of organisations representing civil society, with an emphasis on decentralisation processes and the promotion of municipalism.
- Education for Development and raising the awareness of the Andalusian population, in order to promote active, critical and committed citizenship with the construction of a global, caring, just and fair society.
- Humanitarian aid, directed at alleviating the suffering of victims of disaster, guaranteeing their subsistence, protecting their fundamental rights and defending their dignity, and also halting the process of economic de-structuring of the communities to which they belong and predicting disasters.

In the context of the Master Plan for International Cooperation, since 2017, the City Council of Seville has been subsidising a call for funding for awareness-raising projects aimed at promoting the following actions:

- Mitigating the social impact in the municipal sphere of state mechanisms aimed at asylum seekers and refugees, and the municipal work on mediation and interculturalism with the immigrant population
- Promoting social cohesion between the population of Seville and the population of immigrant origin and their families.

Its working approach in matters of development cooperation provides a leitmotif through each of the categories of subsidies (categories A1, A2 and B) in order to work transversally on migration policies in each of them.

Along with a review of national immigration policies, distribution of competences and multi-level policies and international cooperation, we consider it important to narrow down the scope of work and focus on the city subject of this migration profile. Therefore, in the following sections, we will attempt to set out data and analyse the framework of territorial decentralisation of the city of Seville; the main NGOs working on migration-related matters in the city of Seville and the main programmes being rolled out; as well as a retrospective on the migratory process in the city; data on registered foreign nationals in Seville; and the focus on Human Rights and access to services provided by the local public authority and NGOs in Seville.

# 4. CONTEXT OF LOCAL GOVERNANCE. SEVILLE

## 4.1. Context of decentralisation in Seville

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The Autonomous Community of Andalusia, the autonomous framework within which we are conducting our research, has 8 provinces, namely: Almería, Cádiz, Cordoba, Granada, Huelva, Jaén, Malaga and Seville. Seville is the region's capital, and the city subject of this migration profile.

The City Council of Seville is developing a process known as “decentralisation, deconcentration and citizen participation”, and this is reflected in Article 2 of the Constitutional Regulation on Municipal District Councils.

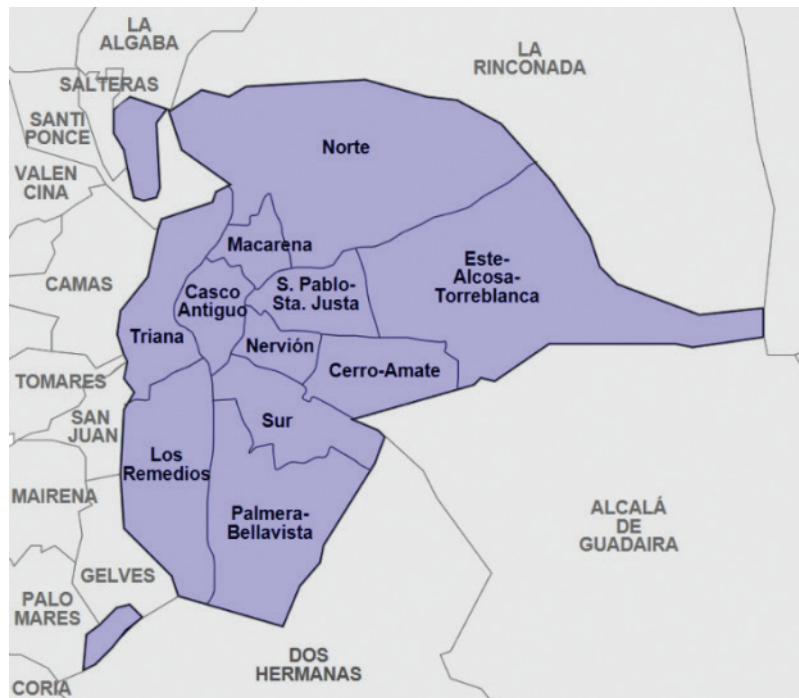
The aim of the process of deconcentration and citizen participation is to bring municipal government closer to the citizens, to achieve a qualitative and quantitative increase in municipal services, a reduction in inequalities and imbalances between the various areas of the city, allowing these areas greater presence in the decision-making process and an increase in effectiveness and efficiency in administrative procedures, reducing red tape (*reglamento-de-las-juntas-municipales-de-distrito.pdf*, n.d.)

Article 3 of the Regulation in question establishes the municipal division of Seville in the following terms:

To improve the organisation, distribution of competences, and the city of Seville is divided in territorial terms into Districts [...] The District Councils are administrative bodies created to facilitate citizen participation and deconcentration of the City Council functions. (*reglamento-de-las-juntas-municipales-de-distrito.pdf*, n. d.)

As stated in the aforementioned Article 3, Seville, as a city, has 11 districts, as shown in the map below (Map 1).

*Map 1: The districts of the Municipality of Seville*



Source: <https://urbansevilla.es/distritos-y-barrios-de-sevilla/> (28/02/2020)

<sup>3</sup> The Plenary Members of the Municipal Councils are made up of: a President and 22 voting members who represent political parties and citizen bodies (Asociación de vecinos [residents' association]; Asociación de Madres y Padres de Alumnos [association of parents of school-age children] (AMPAS); y Asociación de Mujeres [women's' association], among others).

The District Municipal Councils, comprising a President and Plenary Members<sup>3</sup>, have competences in the following areas:

- a) Coordination of vehicle and pedestrian traffic on public roads.
- b) Coordination, management and implementation in urban planning.
- c) Parks and gardens.
- d) Urban public roads.
- e) Environmental protection.
- f) Markets, fairs and stalls.
- g) Public transport.
- h) Cultural activities and amenities, festivals and leisure activities, inter alia.

Clearly, all the issues mentioned here affect the migrant population living in the districts of Seville. This list can be seen in more detail in Goals 5 and 6 of the 2030 Strategic Plan of Seville City Council, concerning equality and the prevention of gender-based violence, and also the “inclusive multiculturalism” sought by the City Council (Ayuntamiento de Sevilla, n. d.). On this last point, we would like to emphasise that greater effort is required regarding interculturalism and transculturalism (Welsch, 1999); inclusivity (Pascual, 2015); (Neves et al., 2017) in order to promote spaces for interaction and the demystification of essentialist identities and greater inclusion on a municipal level. A detailed analysis has recently been carried out into local migration policies for this purpose, including a diagnosis and indication of areas for improvement in connection with civil rights, policy and citizen participation; jobs, housing and public services; and leisure, sports, culture and entertainment (Garrido, 2018).

## 4.2. Local migration policy. Seville

The framework for local policies and integration initiatives is provided by the 2030 Agenda and the Sustainable Development Goals. In this regard, the City Council approved its 2030 Strategic Plan, the central objective of which is a shared city that advocates for more inter-related, better connected contexts, with an awareness of its advantages and opportunities. In addition, the central focus of the Strategic Plan relates to equity and participation. The migrant issue is dealt with in the Strategic Plan specifically in Strategy 5.1 on the promotion of the role of the tertiary sector and partnering with a view to providing aid, among other things, to migrants. The Plan also assumes the characteristic of inclusive multiculturalism for the city, paying specific attention to the inclusion of migrants and refugees.

The migration policies of the city of Seville are implemented under principles of political and social consensus, as well as cooperation between administrations and public and private sector institutions. The following table (Table 9) shows the main features of local actions and policies in six areas, namely, healthcare, education, housing, food, social services and employment.

*Table 9: Social areas and municipal action*

<b>Health</b>	Developed through the category of universal healthcare in the Autonomous Community of Andalusia. Programmes to promote health in schools and institutions are being rolled out.
<b>Education</b>	Pre-school attendance for 0-3-year-olds; mandatory school attendance for 3-16-year-olds; day units for children to tackle family conciliation; socio-educational programmes for children; programmes to prevent school absenteeism; programmes to encourage remaining in education and continuing with formal training.
<b>Housing</b>	Help with paying rent, co-owners' charges, energy poverty, furniture and household appliances, along with 20 temporary flats: 0 Housing First apartments and 6 <i>Housing Lev</i> flats.
<b>Social Services</b>	Access to resources and benefits managed by Social Services. The City Council's Social Services are attempting to provide a model to standardise the work they do. Programmes are being rolled out for fathers/mothers to tackle positive parenting, interculturalism and social inclusion.

<b>Food</b>	Contracts with supermarkets in the city's various districts. Issuance of vouchers for buying food.
<b>Employment</b>	Employment policies that favour socio-labour integration of the population in vulnerable circumstances, which applies to part of the migrant population. Therefore, employment programmes run by the Autonomous Community of Andalusia, specific City Council employment programmes and employment groups for the city's various districts are being implemented.

**Source:** Compiled by the author based on the data provided by the City Council of Seville. August 2020

Promotion of migrant participation and that of the tertiary sector in the city is handled by the Municipal Council for Migration. The Municipal Council for Migration is a collegiate consultative and advisory body of the municipal Administration, implementing the involvement of migrants and of the associations representing their social interests (Article 1 of the Council's Regulations). According to the Council's Regulations, approved by Procedure 5/2018, the Council's functions are as follows:

- a) To promote and channel the participation of migrants in individual initiatives or through social agencies, within the city.
- b) To promote partnering of migrants and work within a network.
- c) To coordinate and act as the contact point for requests from migrants made to different municipal divisions, providing information about the issues affecting them.
- d) To develop, based on its own initiative or based on a proposal from other municipal agencies, all types of migrant-related studies, reports, plans, programmes or other instrument.
- e) To promote, facilitate and drive intercultural coexistence, solidarity and cooperation among migrants and the indigenous population in general.
- f) To work to achieve representation of migrants in the public, social, cultural and economic life of Seville.
- g) To promote active municipal policies relating to people of migrant origin.

Multi-level governance of the migration issue in the city is given material form by, among other things, the Regional Migration "Foro" or forum, which involves the City Council, the Municipal Council for Migration mentioned above, along with sector-based working groups in the various districts. In this regard, each district of Seville has at least one/two Social Services Centres where social policies are managed.

The primary stakeholders and agents involved in this implementation of migration policy at municipal level are grouped into: neighbourhood schools, institutions and healthcare centres; the city's job centres; services centres and welfare agencies.



### ***4.2.1. Transversal migration protocols at local level. Seville***

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It should be pointed out first of all, that City Councils, in their capacity as local agencies, have very little room for manoeuvre in migration matters according to law 7/85 of 2 April regulating the bases of the local arrangements, analysed above. This being the case, for the purposes of responding to cross-disciplinary demands on migration matters, we need to return to the competences and first, consider the subjectivities of the migrant population, and second, the migrants' legal status as foreign nationals.

Following on from the above, the City Council of Seville has internal protocols regarding services to women who are victims of trafficking; services for migrant women, inter alia, through the six departments of the Integrated Centre for Women's Aid (CIAM); integrated aid for women who have children. Services also exist for adults which - albeit infrequently - involve the migrant population. The City Council also has protocols for services to minors and young people in collaboration with the Junta de Andalucía, especially after they have left children's centres when they reach their majority. As for services for minors at a municipal level, there are nine day units that offer, among other things, resources such as: social skills, conflict resolution, values, social integration and family conciliation. During 2021, the City Council of Seville will be launching a programme of services for minors who have been in care, relying on the cooperation of the Fondo Andaluz de Municipios para la Solidaridad Internacional [Andalusian Fund of Municipalities for International Solidarity] (FAMSI).

Alongside the services mentioned above, there are other, specific services, such as the services of the Unidad de Emergencia e Intervención Social [Emergency and Welfare Unit] (UMIES), available 24 hours a day, which usually deals with the migrant population recently arrived in the City of Seville without any resources or guidance. The City Council also has specific protocols with Non-Governmental Organisations to deal with demands in the area of international protection, such as CEAR, ACCEM, the Red Cross, among others.

There are various challenges in the protocols for services for the migrant population at a local level in Seville, and we would like to focus on one in particular: the requirement of administrative regularity. That is, in those programmes that require a National Identity Document (DNI) and/or Foreign National's Identification Number (NIE), migrants who do not have any residence or official employment are assisted, although they cannot be given a financial subsidy because the Law on Subsidies does not authorise this. Some of the programmes in question are mentioned solely for the purposes of recognising the magnitude of the problem: infancy programmes; units for minors; socio-educational programmes; involvement of mothers and fathers; summer school, all relating to the migrant population in irregular administrative situations, although (we repeat), no financial subsidy may be granted. In this regard, the City Council of Seville is attempting to remove barriers and is coordinating, with the NGOs, aid such as the "money voucher" (food aid for 4 months) for which the migrant requires a passport but not an NIE or a DNI. The City Council also responds to claims from the migrant population using funds for the homeless.

## 4.3. Institutional framework at a local level

### 4.3.1. Local agencies and NGOs

In terms of intervention in the field of migration on a local level as stated above, the Tertiary Sector is gaining a great deal of momentum, particularly through Non-Governmental Organisations and not-for-profit associations, as a driver of the visibility of the needs of a rising immigrant population (Andreo et al., 2012).

Based on the above, the wording on competences is as follows: “[...] the State will guarantee the control of migratory flows and civil society will be responsible for promoting the integration of the migrant population, with both private and public funding (Agrela & Universidad de Granada, España, 2005: 28-29), although subsequently the Autonomous Communities and city councils shared the perspective of intervention aimed at immigrants within their public policies, as evidenced by the approval of immigration plans in the middle of the last decade.” (Andreo Tudela et al., 2012: 46)

As part of our identification work we will list the main private sector stakeholders relating to migration in the city of Seville in the table below (Table 10), along with their respective areas of action. It should also be mentioned that in addition to the organisations listed, there are community groups of migrants, especially in marginal contexts, which provide support in the reception and integration process.

*Table 10: NGOs and local private sector agencies active in migration matters*

<b>Comisión Española de Ayuda al Refugiado [Spanish Commission for Refugees] (CEAR)</b>	A national organisation with an office in Seville that provides integrated aid for those seeking international protection and stateless persons.
<b>Red Andalucía Acoge</b>	An autonomous organisation with an office in Seville that carries out legal and employment-related action, services for refugees, social awareness and political incidence.
<b>Asociación Andaluza Africando</b>	A local (municipal) organisation aimed at promoting unity, integration, protection and cultural exchange of Black African population groups in Seville.

<b>Cepaim</b>	A national organisation with an office in Seville that carries out action relating to reception, employment and training, services for young people and families, community development, housing and equality and non-discrimination.
<b>Cruz Roja [Red Cross]</b>	A national and international organisation with an office in Seville, and in relation to migration, it carries out action relating to the reception and integration of asylum-seekers and migrants.
<b>Fundación Sevilla Acoge</b>	An organisation located in the city of Seville; it carries out action relating to social work, legal advice, job guidance and intermediation, inter-cultural mediation, international cooperation, education for development, infancy and youth (school and extracurricular activities), empowerment and residential provision for women and residential provision for young people who have been in care.
<b>Asociación CLAVER</b>	A local organisation; it carries out action relating to residential and non-residential reception, support for working women in a vulnerable situation, observation, advice and defence at borders and Foreign National Detention Centres, promotion of inclusive citizenship, and capacity-building of migrant partnership.
<b>CODENAF</b>	A national and international organisation with an office in Seville that carries out action in the areas of socio-employment, legal advice, education and awareness-raising in matters of migration.
<b>DECCO INTERNACIONAL</b>	A not-for-profit organisation engaged in international cooperation in Nicaragua, and also socio-employment guidance for migrants in Seville.
<b>ACCEM</b>	A national organisation with an office in Seville that carries out action relating to social, legal, employment, psychological services, intercultural mediation, awareness-raising and the fight against discrimination.
<b>Asociación APROLIDER</b>	An association based in Camas, Seville that works on the social inclusion of migrants through citizen participation and socio-legal services.
<b>Asociación Pro Derechos Humanos de Andalucía [Association for Human Rights of Andalusia] – APDHA</b>	An independent association with an office in Seville that carries out action relating to awareness-raising, social reporting, development of policy alternatives and job proposals, as well as assistance, support and care to people and groups in a vulnerable situation regarding their rights.
<b>Movimiento Contra la Intolerancia</b>	A national organisation with an office in Seville that works against intolerance, racism and violence, essentially, promoting solidarity, democratic coexistence, tolerance and protection of Human Rights.
<b>Centro Cultural Islámico</b>	A religious organisation that aims to act as a channel for different artistic, philosophical and educational expressions of Islam and Muslims.

<b>Asociación Mujeres entre Mundos</b>	A local agency that focuses on meeting the needs of a very diverse population that is continuously growing, and on the promotion of gender equality and empowerment of women, especially migrants.
<b>Plataforma Somos Migrantes</b>	A platform that brings together 30 agencies for migrants in the province of Seville, aimed at the protection of migrant rights, health, education, work and coexistence.
<b>Movimiento por la Acción y el Desarrollo de África (MAD África)</b>	An agency based in the city of Seville working on educational projects for development that aims: 1) to promote integration of immigrant men/women into Andalusian society; 2) to promote health and equal cultural coexistence; 3) to make known and show the value of African culture in Andalusia. In all its educational activities, it seeks the collaboration of immigrant associations (especially for Africans), so that they can be the spokespersons for their culture and identity in different areas (university, scout movement, among other areas and groups).
<b>Mujeres Supervivientes de violencias de género. Desde el Sur construyendo la igualdad.</b>	A local association for women who have suffered gender-based violence, offering psychological, legal and emotional advice, among other kinds of advice, to migrant women.
<b>Asociación Nicaragüense por la Gracia de Dios</b>	A local agency for Nicaraguan migrants resident in Seville seeking to facilitate the integration of Nicaraguans through social, cultural, political and economic exchange.
<b>CEBADA Jaluy</b>	
<b>Asociación Trabajadoras del Hogar – Sevilla</b>	A local organisation that, having fought for contracts, wages and against undignified work conditions, decided to longer remain silent and make its voice heard in terms of rights.
<b>Federación de Bolivianos– FECUBOL –</b>	An international organisation of Bolivian cultural groups that seeks the promotion and support of cultural expressions of Bolivia in Spain.
<b>Espacio BERAKAH</b>	A local organisation that carries out action relating to the integrated reception of the migrant population in Seville.
<b>Unión Sindical Obrera – USO</b>	A national union organisation that provides services and legal advice for the migrant population.
<b>Fundación Tres Culturas del Mediterráneo</b>	An international organisation with an office in Seville aimed at promoting dialogue, peace and coexistence among Mediterranean populations.

**Source:** Own work based on the data posted on their respective websites, and also those provided by the NGOs themselves in the context of the MC2CM project. February 2020

To the NGOs identified herein, we should add the community groups that provide assistance, support and insertion of migrant groups in the city of Seville. The groups in question are not usually entered in the databases of Associations, making them difficult to identify. They are usually related to religion, gender and the nationality of their members, among other aspects. We would like to cite here the group Social Senegal, which acts as a network for the reception, assistance, support, social inclusion and other issues for Senegalese migrants resident in Seville, and other Spanish provinces and Autonomous Communities.

## 4.4. International cooperation at a local level

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Alongside the summary information provided in chapter three on policies and programmes relating to international cooperation, in this section, we will present some initiatives, programmes and projects being developed by local agencies in matters of international cooperation, with a focus on the migration issue.

The International Organization for Migration (IOM) as one of the key migration agencies on an international level and with a relevant function at national level in Spain, implements the following programmes: a resettlement programme for 1,360 refugees in Spain; a relocation programme for applicants for international protection relocating from Italy and Greece; international cooperation programmes, including support in educating the trainers, along with assistance for self-employment in Senegal; integration programmes (ADMIN4ALL project, COMMIT project, INTEGRA-T project, Includ-EU project); voluntary return projects; and awareness-raising programmes. I would like to end this brief presentation of the action of the IOM in migration-related matters in Spain by mentioning the TRAIN4M&H programme: Training on Migration and Health for health professionals, police and social workers dealing with mental and physical healthcare, whose function was to train professional in order to improve their respective skills in the face of contemporary migration challenges.

In Europe, the United Nations High Commissioner for Refugees (UNHCR), very briefly, implements maritime rescue measures in the Mediterranean in collaboration with the Ministry of Transport, Mobility and the Urban Agenda, according to their competences in the areas as highlighted above. To this we can add settlement of new arrivals; protection and shelter for forcibly displaced persons; and protection of women and children.

The Fondo Andaluz de Municipios para la Solidaridad Internacional [Andalusian Fund of Municipalities for International Solidarity] (FAMSI), among the international cooperation agencies mentioned above, has already carried out and is rolling out the following action in relation to migration:

Table 11: Programmes and projects developed by the FAMSI in migration matters

Project	Period	Scope
AMITIE CODE: Migration and Rights: building development together.	May 2015 - January 2018	This is a project relating to education for development, in the area of unregulated training relying on funding from European AID and in which 14 partners from 6 European Union countries are involved (Italy, Portugal, Latvia, France, Germany and Spain), and which is coordinated by a local authority, the City Council of Bologna, Italy.
It improves the inclusion and local management of policies on aid to migrants, in particular <i>Unaccompanied Minors (UM)</i> .	April 2020 – March 2022	The project focuses on four areas of activity: knowledge, learning, local action and awareness-raising/communication in Spain and Morocco.
Q-SER Project	November 2017 - February 2020	The Q-SER Project is based on the intercultural training of 200 public sector employees from various departments, to help them acquire skills and knowledge enabling them to develop their work with immigrants to provide as much quality and as many guarantees as possible
EMBRACIN – <i>Enhancing migrants' bottom-up, responsive and citizen-led integration in Europe</i>	January 2020 - January 2022	The Embracing project works with a network of 4 cities and 2 associations from cities in 6 different countries (Italy, Slovenia, Greece, Cyprus, Spain and Sweden) prepared to share and expand experience, developing and testing an integration model that can be valid for all European countries, starting from the 6+6x6 model.

Source: Own work based on the data from FAMSI

The MAD África Association, in turn, is implementing the following action in relation to international development cooperation associated with the migration issue.

Table 12: Programmes and projects developed by MAD ÁFRICA relating to migration

Project	Period	Scope
Kaay Barrios: <i>Érase una vez un mundo mejor</i>	2018 - 2019	A project for Practical Education for Development (PED) aimed at promoting commitment and social action among young Andalusians (with the Scout movement) and young Africans and people of African descent resident in the provinces of Seville, Malaga and Granada, through mutual knowledge and by destroying stereotypes. The project brought together indigenous young people with African communities in order to find out about their current circumstances, identifying their real needs and suggestions, to help to understand migration at a local level, working locally to cultivate inclusion, interculturalism and cultural diversity. The process included direct training, skills training and the creation of shared work spaces, creating synergy between Scouts and young Africans, to encourage them to stop being spectators and become agents for change, for real transformation from within neighbourhoods and communities.

Nder, speaking out about African feminism	2018 - 2019	A Training Project implemented along with the community of African women resettled in Seville and Granada, in order to improve knowledge about African perspectives on gender and feminism in Andalusia. The aim was to incorporate African needs, struggles and proposals into the agendas for local action, training and policy, based on their own needs. Work was primarily done in the areas of education and healthcare in Andalusia, allowing African women to participate in gender based spaces sharing their experiences and reflections on said issues, and therefore enriching the debate and dismantling stereotypes.
Nder 2, speaking out about African citizenship and people of African descent in Andalusia	2020 – 2021	The aim of Nder 2 is to follow on from the Nder Project, improving awareness in Andalusia of African perspectives based on racialised citizenship, demonstrating their contribution to building more sustainable and inclusive societies. This PED Project represents a further step in progress made with African women, incorporating men and childhood into courses for training and empowerment and giving greater weight to care, and the impact and creation of networks.

**Source:** Own work based on the data from MAD ÁFRICA





# 5. MIGRATION SITUATION IN SEVILLE

## 5.1. Summary: Migration trends in Seville

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Most of the scientific work done on migration in the city of Seville concur that immigration in this city is lower than that seen in other Spanish cities/municipalities (Neves et al., 2017); (Parra, 2010); (Gutiérrez, 2011), inter alia).

According to a study done by the International University of Andalusia, foreign immigration reached Seville in the mid-90s (Universidad Internacional de Andalucía, n. d.).

According to Parra, between “[...] 2000 and 2008, this population (the migrant population) shifted from under 1% to 4.68% of the total number of registered citizens, a marked increase in such a short space of time”. (Parra, 2010: 110) – brackets added by us –. According to the author in question, the “[...] entry of significant populations of foreign immigrants in the last decade has had (however) a marked impact on the demographic development of the city, due to the fact that the non-foreign population residing in the city is clearly falling.”(Parra, 2010: 110)– brackets added by us –

Regarding the distribution of the migrant population in the municipalities of Seville, Gutiérrez et al. argue that “[...] the population of foreign origin is not distributed uniformly throughout the city. If we analyse the relative impact of the foreign population on the total of the eleven districts of Seville, we can see that, the district where resettlement of foreign communities is having by far the greatest impact is Macarena, with almost 10% of the population registered as foreign in 2008. This is followed by the Distrito Centro and Cerro-Amate, with values close to 7% and 6% respectively.”(Gutiérrez, 2011: 51)

Both Parra and Gutiérrez, among others who have conducted research into migration in Seville, agreed that in 2011, the largest population among those registered as residents in the City of Seville was the Latin American population. Consequently regards, some authors even talk about the “Latin Americanisation” of migratory flows compared to other municipal situations (Carrasco, 2007). In terms of nationality, Moroccans were one of the largest groups, constituting 16% of foreign nationals registered as resident in Seville (Gutiérrez, 2011: 55).

Apart from the figures for the migrant population, we believe that their place of residence is very important, namely, the district in which they are living, since this is what will help local government to plan policies focussed on migrant subjectivities. Thus, as indicated by Gutiérrez et al. in 2011 concerning migrants from the 35 most developed countries:

“Migrants originating from the 35 most developed countries are concentrated in the old city, Triana, Los Remedios, Sevilla Este, Nervión and Buhaira. All of these are sectors much sought after in Seville by the middle and upper classes, both because they are districts made up of these social profiles over recent decades and also because they are historic sectors which have been recently re-categorised.”(Gutiérrez, 2011: 55-56)

As far as migrants from Mercosur countries (Brazil, Argentina, Uruguay and Paraguay) are

concerned, the study in question established the following:

"Migrants from the Mercosur group, much less numerous, seem to have some localisation patterns that are similar to the above group, this time excluded from the old city, but with a presence in Sevilla Este, Nervión, La Buhaira, Los Remedios and parts of Triana close to the latter neighbourhood, although there seem to be more than 100 individuals in the district of Los Pajaritos." (Gutiérrez, 2011: 56)

When it comes to the Latin American population, the largest in the city according to population registers between 2000 and 2008,

"Latin Americans, excluding those from any Mercosur country, are the most populous group, and are much more widely dispersed than the other groups. They have a certain presence in the old city, in San Gil, for example, but are especially concentrated in the north of the city." (Gutiérrez, 2011: 56)

Regarding the Maghreb population, specifically from North Africa, the study in question on migration in the city of Seville, states that the "[...] largest Maghreb communities are located in the Cerro-Amate La Plata [...], Los Pajaritos [...] and el Cerro [...] districts, with significant populations in San Jerónimo [...], and Bellavista [...]."

Regarding the Black African population, this study highlights the following:

"The African population, excluding the Maghreb, proves impossible to assess in the old city, and in absolute values, it is only possible to establish its presence in the districts of Macarena and Macarena Norte, where there are around 100 individuals in Polígono Norte, Begoña and San Jerónimo." (Gutiérrez, 2011: 56) To this we should add that there was a smaller presence in La Plata, Rochelambert, Los Pajaritos, Entrepuentes, Polígono Sur and La Macarena (Gutiérrez, 2011: 56-59).

Having provided a brief retrospective on the main profiles of the migrant population in Seville, in the next section, we will attempt to provide a succinct presentation of current data on registered migrants resident in Spain, Andalusia and the municipality of Seville.

## 5.2. Migration data at local level. Current situation in Seville

<sup>4</sup> By 'resident', we mean the foreign population who have a valid residence permit.

According to data from the National Institute of Statistics (INE) on 01 July 2019, the foreign population represented 10.6% of the total population resident<sup>4</sup> in Spain (Table 13).

*Table 13: Figure for residents in Spain*

Category	Table 13: Figure for residents in Spain	%
Total/population in Spain	47.100,396	100%
Spanish population	42.077,117	89,33%
Foreign population	5.023,279	10,6%

**Source:** Compiled by the author elaboration based on data from the National Institute of Statistics (INE)

<sup>5</sup> By 'population registered as resident', we mean any foreign population that is registered in the Population Registry database of local authorities in Spain.

If we compare the residents' data (Table 13) with the foreign population registered as resident<sup>5</sup> (Table 14), we can see that these are not very different, i.e., the latter corresponds to 10.7%

*Table 14: Figure for individuals registered as resident in Spain*

Category	Figure (1st July 2019)	%
Total	47.026,208	100%
Spanish nationals	41.989,330	89,28%
Foreign nationals	5.036,878	10,7%

**Source:** Compiled by the author based on data from the National Institute of Statistics (INE)

With regard to the main foreign nationalities in terms of countries, we can see in the next table (Table 15), that Moroccans represent 14.5%, Romanians 13.2%, and British 5.8%, all as percentages of the total foreign population resident in Spain.

*Table 15: Main foreign nationalities in Spain*

Category/Nationality	Figure (1st July 2019)	%
Moroccan	734.402	14,5%
Romanian	669.222	13,2%
British	295.067	5,8%
Italian	256.269	5%
Colombian	227.102	4.5%

**Source:** Own work based on data from the National Institute of Statistics (INE)

Andalusia, the autonomous sphere in which we are defining our migration profile, is a long way from the figures for the registration as residents of foreign nationals from other Autonomous Communities such as the Balearic Islands (17.81%), Melilla (15.33%), Catalonia (15.09%), Murcia (14.12%), among others. In terms of foreign nationals registered as resident, Andalusia has 7.7% of the total persons registered as resident in the Autonomous Community. As we can see in the next table (Table 16), foreign nationals from the EU-28 make up the majority among those registered as resident in Andalusia, followed by Africa (28.42%) and South America (12.34%). So the main nationalities registered as resident in Andalusia are: British (30.87%), Moroccans (17.86%), Romanians (11.84%), Italians (9.09%), Chinese (9.93%), Colombians (7.62%) and Venezuelans (7,30%). We will now move on to analysing the presence of foreign nationals registered as resident by district:

*Table 16: Percentage distribution per national geopolitical group in Andalusia*

National geopolitical group	%
UE-28	42,23%
Rest of Europe	3,31%
Africa	28,42%
North America	1,47%
Central America	3,00%
South America	12,34%
Asia	6,09%

**Source:** Compiled by the author based on data from the Observatorio Andaluz de las Migraciones

<sup>6</sup> As regards discriminating between Spanish nationals and foreign nationals, we would like to point out that this is nearly always a legal matter, i.e. among Spanish persons registered as resident, there is a population of foreign origin which has been nationalised.

According to data from the municipal population register of Seville on 01 January 2019, the City of Seville had 35.45% of all persons registered as resident in the province of Seville (Table 17). This means a high population concentration at municipal level. On 11 February this year, the figure of persons registered as resident in the city rose from 688,592 to 699,964, i.e., an increase of approximately 1.62% compared to early last year.

Table 17	Cifra Oficial Población a 01/01/2019
España	47.026.208
Andalucía	8.414.240
Provincia Sevilla	1.942.389
Municipio de Sevilla	688.592

**Fuente :** Revisión del Padrón Municipal de Habitantes de Sevilla. B.O.E. de viernes 27 de diciembre de 2019.

Out of the total persons registered as resident in the city of Seville, there are a total of 44,285 foreign nationals, which means 6.32% of the city's residents, which is somewhat higher than the percentage seen between 2000 and 2008 analysed above.

In terms of the gender of persons registered as resident in the city, as we can see in the next table (Table 17), that women outnumber men, both among Spanish nationals and foreign nationals<sup>6</sup>.

*Table 17: Gender of individuals registered as resident in Seville– 11/02/2020*

	Total inhabitants	Men	Women
TOTAL	699.964	332.628	367.336
Spanish nationals	655.679	311.763	343.916
Foreign nationals	44.285	20.865	23.420

**Source:** Compiled by the author based on the data from the Municipal Population Register of Seville

The main foreign nationalities of persons registered as resident in the city include the following top five: Moroccan, Chinese, Romanian, Nicaraguan and Italian. The percentages shown in Table 18 are taken from all foreign nationals registered as resident in Seville, not out of the total registered population. So, as was the case two decades ago, Moroccans continue to represent the largest nationality, well above the figure given in the migratory review of the city. The Latin American population also continues to be significant among those registered as resident, with the main nationalities being Nicaraguan (2,988); Colombian (1,948); Venezuelan (1,754); Paraguayan (1,196) and Bolivian (1,178).

*Table 18: Main nationalities of individuals registered as resident in Seville– 11/02/2020*

Nationality	Figure	%
Moroccan	4.813	10,86%
Chinese	3.905	8,81%
Romanian	3.052	6,89%
Nicaraguan	2.988	6,74%
Italian	2.159	4,87%

**Source:** Compiled by the author based on the data from the Municipal Population Register of Seville

With regard to the gender of the main nationalities mentioned above, as we can see in Table 19 that men outnumber women among Moroccans - with a major difference compared to the other nationalities -, Chinese and Italians. However, there is a predominance of women among Romanians and Nicaraguans, where there are far more women than men.

*Table 19: Gender of the main nationalities registered in the Municipality of Seville*

Nationality	Figure	Men	Women
Moroccan	4.813	57,15%	42,84%
Chinese	3.905	51,01%	48,98%
Romanian	3.052	48,46%	51,53%
Nicaraguan	2.988	28,21%	71,68%
Italian	2.159	51,45%	48,54%

**Source:** Compiled by the author based on the data from the Municipal Population Register of Seville

Regarding the migrant presence in the districts of Seville, as we can see in Table 20, that the districts of Cerro-Amate, Macarena, Casco Antiguo, Sur and Triana are those that have the largest presence of foreign nationals registered as resident. Based on what happened a decade ago, and as indicated above, the three main districts continue to be the most representative in terms of a migrant presence, always bearing in mind the subjectivities of class and origin of these migrants. We will now look in detail at the presence of migrants in each district in order to verify and analyse their actual presence, in particular out of the total residents and persons registered as resident. As we have stated above, said data will allow us to produce a contextualised migration analysis, showing that the districts play a key role in local migration policy.



Table 20: Districts of Seville and presence of migrants – 11/02/2020

District	Total inhabitants	Total foreign nationals	% of total inhabitants	% of total foreign nationals
Cerro-Amate	89.903	8.894	9,89 %	20,08 %
Macarena	74.799	8.512	11,38 %	19,22 %
Casco Antiguo	58.170	5.681	9,77 %	12,83 %
Sur	70.508	4.118	5,84 %	9,30 %
Triana	47.909	2.612	5,45 %	5,90 %

**Source:** Compiled by the author based on the data from the Municipal Population Register of Seville

Based on the data from the population register of Seville City Council, we can see that the migrant population represents 9.89% of the registered population in the Cerro-Amate district. The main nationalities present are: Moroccan, Romanian, Chinese, Nicaraguan and Colombian, i.e., almost all the registered foreign population in Seville (Table 21). This highlights the importance of the Cerro-Amate district in terms of migration for the city. We decided to show the percentage of the registered foreign population out of the total inhabitants and out of the total foreign nationals, mainly to demystify the notion of an invasion of the foreign population in the districts and neighbourhoods of Seville. As we can see, despite the significance of the three main nationalities in Cerro-Amate (Moroccan, Romanian and Chinese), these alone represent, 1.89%, 1.23% and 1.04% respectively of the total registered persons, that is, they do not even reach 2% of the registered population.

Table 21: Main nationalities in the Cerro-Amate District – 11/02/2020

District	Nationality	Absolute figure	Total inhabitants	Total foreign nationals	% of total inhabitants	% of total foreign nationals
Cerro-Amate	Moroccan	1.705	89.903	8.894	1,89%	19,17%
	Romanian	1.110			1,23%	12,48%
	Chinese	942			1,04%	10,59%
	Nicaraguan	651			0,72%	7,31%
	Colombian	488			0,54%	5,48%

**Source:** Author's elaboration based on the data from the Municipal Population Register of Seville

In the district of La Macarena, the registered migrant population represents 11.37% of the total registered population. In the next table (Table 22), we can see that there is a higher percentage of Latin American population here than in Cerro-Amate, at least with regard to the five main nationalities. We can also see how three of the five main registered foreign nationalities are repeated, namely, Moroccan, Chinese and Romanian. Despite the concerns about the migrant situation in the districts, we can see both in Cerro-Amate and in La Macarena, that the migrant presence out of the total inhabitants is not very significant, as it does not reach 2% of total registered persons.

Table 22: Main nationalities in the Macarena District – 11/02/2020

District	Nationality	Absolute figure	Total inhabitants	Total foreign nationals	% of total inhabitants	% of total foreign nationals
Macarena	Nicaraguan	1.100	74.799	8.512	1,47%	12,92%
	Moroccan	896			1,19%	10,52%
	Bolivian	597			0,79%	7,01%
	Romanian	531			0,70%	6,23%
	Chinese	483			0,64%	5,67%

**Source:** Compiled by the author based on the data from the Municipal Population Register of Seville

Registered foreign nationals in the Casco Antiguo district represent 9.76% of the total population. The profile of registered migrants changes when we examine the district in question (Table 23). Namely, previously predominant nationalities (Moroccan, Nicaraguan, Romanian and Chinese) are shifting to the nationalities of countries in Western Europe (Italian, French and British). As the profile of the nationality of registered migrants changes, so does their socio-economic status, i.e. due to the rise in rents in Casco Antiguo, and also the conditions and cost of living, we can see how the poorest population tends to live on the outskirts, compared to the wealthier, who live and/or go and live in the centre.

Table 23: Main nationalities in the Casco Antiguo District – 11/02/2020

District	Nationality	Absolute figure	Total inhabitants	Total foreign nationals	% of total inhabitants	% of total foreign nationals
Casco Antiguo	Italian	848	58,170	5,681	1.45%	14.92%
	French	734			1.26%	12.92%
	British	575			0.98%	10.12%
	Chinese	330			0.56%	5.80%
	EU	253			0.43%	4.45%

**Source:** Compiled by the author based on the data from the Municipal Population Register of Seville

The registered migrant population in Distrito Sur represents 5.84% of the total number of registered persons. In Distrito Sur, we find the four predominant nationalities in the outskirts of Seville, namely: Moroccan, Nicaraguan, Romanian and Chinese. A new nationality, not present in other districts up until now, has entered the mix: Nigerians, representing the third largest proportion of registered foreign nationals in Distrito Sur. As above, we would like to highlight the percentage of foreign nationals out of the total resident population in the District; in this case it is not even 1%. However, as shown by the migration review of Seville, we should carry out a neighbourhood -based analysis in order to determine the contexts with the most or least migrant presence.

Table 24: Main nationalities in the Sur District – 11/02/2020

District	Nationality	Absolute figure	Total inhabitants	Total foreign nationals	% of total inhabitants	% of total foreign nationals
Sur	Moroccan	480	70,508	,118	0.68%	11.65%
	Nicaraguan	429			0.60%	10.41%
	Nigerian	301			0.42%	7.30%
	Chinese	243			0.34%	5.90%
	Romanian	195			0.27%	4.73%

**Source:** Author's work based on the data from the Municipal Population Register of Seville

In the Triana district, where the registered migrant population represents 5.45% of total residents, there is a mix of nationalities, which we have analysed in the tables above. That is, we note a presence of Moroccans, Nicaraguans and Romanians, along with Italians and English. We think this is due to the specific structure of the district and its neighbourhoods. As for the Sur district, we think it is important to carry out a more detailed analysis of the neighbourhoods in which both Italians and English as well as Chinese, Romanians, Moroccans and Nicaraguans live. Italians and Chinese - with the same figure and percentage - are the nationalities most represented in Distrito Sur, with Chinese coming second with the highest percentage of total foreign nationals, after Cerro-Amate.

Table 25: Main nationalities in Triana – 11/02/2020

District	Nationality	Absolute figure	Total inhabitants	Total foreign nationals	% of total inhabitants	% of total foreign nationals
Triana	Italia	206	47.909	2.612	0,42%	7,88%
	China	206			0,42%	7,88%
	Marruecos	138			0,28%	5,28%
	Reino Unido	133			0,27%	5,09%
	Rumania	124			0,25%	4,74%
	Nicaragua	112			0,23%	4,28%

**Source:** Compiled by the author based on the data from the Municipal Population Register of Seville

### 5.2.1. *Unaccompanied Minors (UM)*

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Worldwide, one in three children outside their country of origin are refugees, a figure higher than that for adults, which is one in 20 (UNICEF, 2017: 4). This shows us therefore, the importance of focusing on children, adolescents and young migrants, a necessary and urgent subjective factor.

The issue of a migrant childhood, adolescence and youth is so relevant that UNICEF has been concerned about this for years. Speaking about this issue in Spain is not just restricted to Spain's territorial borders; it is also considered important to take into account the situation in the transit countries, and Morocco is one of the most relevant of these. Since 2013, Moroccan civil society organisations have seen an increase in the number of Black African Unaccompanied Minors (UM) taken in at their centres (UNICEF, 2019: 10). At the same time, they state that it is very difficult to establish the exact numbers of UM in Morocco, their nationality and gender, due, in particular, to the lack of documentation and the fact that they are not in contact with national civil society organisations (UNICEF, 2019: 15). The UNICEF study on UM in Morocco states:

The profile of migrant children in Morocco depends on various factors: whether or not they are accompanied, age and gender, reasons for leaving or future prospects (UNICEF, 2019: 18).

Concerning transit between Morocco and Spain, in particular of Moroccan UM, the vulnerability of minors and adolescents in Morocco, the risks of transit, the legal problems and living conditions they probably encounter on arriving in Spain, urgently drive social action, whose structure must involve the cooperation of the countries involved and the various social stakeholders, since they represent the power for social change. Therefore, in addition to political, police and institutional coordination, the active participation of civil society and the structuring of a joint plan of action between the host society and the society of origin are necessary (Morales & Robles, 2012: 3).

As in Morocco, in Spain there are no clear data for the actual number of migrant children travelling without an adult family member (Rosado & Madrid, 2019: 16), due, we believe, to the same difficulties as those indicated above concerning the lack of documentation or absence of registration for children and adolescents in contact with civil society organisations. According to official data from the Junta de Andalucía in 2019, the population of minors (in generic terms) of foreign nationality, registered in Andalusia was 104,872 boys and girls of between 0 and 17 years of age, which means an increase of 4.7% compared to the previous year. These children and adolescents represent 6.6% of the total population of minors in the autonomous community and 16% of the foreign population of all ages in Andalusia (Ruiz Benítez & Alaminos Romero, 2020: 29). According to the distribution of foreign boys and girls under the age of 18 in the provinces of Andalusia, over 60% of this population live in Malaga (34.6%) and Almería (26.9%). The provinces with the lowest number of foreign boys and girls are Jaén (2.3%) and Cordoba (3.5%). Seville is home to 10.3% of foreign boys and girls under the age of 18 (Ruiz Benítez & Alaminos Romero, 2020: 31).

As for the nationality of foreign nationals between 0 and 19 years of age registered in

Andalusia, 41.1% were from European countries, 35.4% from an African country, 14.3% from the Americas, 8.7% from Asia and 0.1% from any country in Oceania. In this respect, 31.2% of foreign nationals under the age of 20 are from Morocco (36,727), 14.9% from Romania (17,487), 6.4% from the United Kingdom (7,495) and 5.9% from China (6,953) (Ruiz Benítez & Alaminos Romero, 2020: 33).

Regarding the arrival of migrant minors on Spanish territory, we would say that this rose by approximately 5% between 2015 and 2017, but fell by 2.7% in 2018. We should clarify that although in 2018, the percentage of arrivals of minors fell compared to 2017, if we compare the total number of arrivals between the two years, the figure almost doubled - a trend reflected in 2017 with an increase of 66% in arrivals of minors compared to 2016 (Rosado & Madrid, 2019: 19). According to the report of the Asociación Pro Derechos Humanos de Andalucía, not all migrant minors who arrived on Spanish territory are children travelling without an adult family member, i.e., although in 2015, over 80% of these minors were travelling without an adult family member, in 2016 and 2017, this figure was just over 50% (Rosado & Madrid, 2019: 19).

The arrival of unaccompanied minors in Andalusia began in the 90s but there is still no coordinated action in terms of the implementation of policies aimed at guaranteeing long-term responses in child protection matters, based on the principle of the child's best interests. This improvised situation means increased uncertainty for children and adolescents and a lack of effective tools and mechanisms for professionals at the centres which, for the most part, are doubling their efforts and work in an attempt to cope with basic needs using scant resources (Rosado & Madrid, 2019: 76).

There are two main challenges in the process for the reception and integration of foreign unaccompanied minors in Andalusia: the conditions of the emergency centres and the documentation process. Since 2018, we have seen a rise in emergency reception centres with poor living conditions and little psychological support or interpreting and intercultural mediation services. Greater rapidity is also required in the formalities for declaring that these minors are abandoned which, in turn, will affect their administrative regularisation and ensure better social, work and cultural inclusion once they reach their majority.

# 6. HUMAN RIGHTS OF MIGRANTS AND ACCESS TO SERVICES IN SEVILLE

Before analysing the data corresponding to the services and resources existing in the city of Seville for aid, guidance, support, protection and defence of the rights of the migrant population, we consider it important to highlight, at the least, the nationalities assisted by the private sector organisations (NGOs) based on those set out in the municipal population register tables.

As we can see in Table 26, a large proportion of nationalities registered in the City of Seville are being assisted by NGOs. Given that, in most projects developed by said organisations, services are aimed primarily at the non-Community population, we can see that community migrants present in the Casco Antiguo district (those from Italy, France and the United Kingdom) are not included in the records of the Associations contacted. Despite the above, we are concerned about the absence of the Romanian population because, although they belong to the Community group, the majority live in peripheral districts where we believe special care is required, especially given the struggle due to scant resources in these contexts, and this population's vulnerability and precarious way of living. The greatest concern in terms of nationalities receiving assistance is focused on the Chinese population, which comes second after Moroccans in the five largest non-Community nationalities in Seville and which, however, does not feature in the records of any NGO contacted. We are of the opinion that it is important to be aware of the management of resources, in terms of public and private sector services aimed at the Chinese and Romanian populations and nationalities from Western countries (Italy, France and the United Kingdom), in Seville.

*Table 26: Nationality groups receiving assistance from the NGOs in Seville*

Association/Agency/Organisation	Continent/Regional scope/Country
APROLIDER	All nationalities, specifically from the African continent and the Latin American region
MAD -ÁFRICA	Black Africa: Senegal, Nigeria, Kenya, Togo, among others.
Fundación Sevilla Acoge	Latin American and Maghreb populations
Cruz Roja (Red Cross)	Morocco, Venezuela, Colombia, El Salvador, Ukraine, Nigeria.
CEAR	Venezuela, El Salvador, Nicaragua and Honduras.
CODENAF	Morocco, Bolivia and Nicaragua.
Espacios Beraka	Guinea Conakry, Ivory Coast, Morocco and Senegal.
ACCEM	All nationalities.
Asociación CLAVER	Nicaragua, Honduras, Colombia and Morocco.
Red Andalucía Acoge	Ukraine, Venezuela, Colombia.
Cepaim	Venezuela, Colombia, El Salvador, Honduras, Ecuador, Peru, Ukraine, Morocco, Algeria, Libya, Western Sahara, Senegal, Gambia, Mali, Guinea Conakry, Nigeria, Cameroon, Palestine, Syria and Bangladesh.

**Source:** Compiled by the author based on the data provided by the Non-Governmental Organisations. February 2020

# 6.1. Facilitators

## 6.1.1. Provision of reception services

The reception resources for the migrant population in the city of Seville are diverse in nature, including houses and flats, and also centres and services providing aid and advice. In terms of guidance, aid and advisory services, the City Council of Seville, through Social Services, offers these services in areas relating to disability, family, immigration, youth, minors, women and refugees. Migrant demand obviously prevails in the areas of immigration and refugees, although we should highlight the high percentages of Moroccans within the sector of minors.

The City Council has resources for services to assist with the reception of the migrant population, particularly in the arrival phase. There are resources for international protection in collaboration with the NGOs and other more specific resources. Those specific resources include: 20 temporary flats for families in general - including migrant families - who have been evicted or been victims of fire and other disasters, and who require immediate assistance; Housing Lev: 20 spaces (5 spaces in 4 flats) offering assistance to the migrant population and other populations; Housing First: flats for the long-term homeless.

As shown in Table 27, reception resources are also covered by 8 Non-Governmental Organisations. However, we think the reception capacity of these organisations should be ascertained and also whether these are reception programmes in terms of international protection (1st and 2nd level reception) or in a broader sense.

*Table 27: Reception resources for migrants and refugees in the City of Seville*

Organisation	Type of service
Fundación Sevilla Acoge	Systems for the reception of migrant and refugee young people and women.
Cruz Roja (Red Cross)	Houses for African migrant women, flats for asylum-seekers.
Comisión Española de Ayuda al Refugiado (CEAR)	Offices offering assistance to the public and reception centres.
Espacio BERAKA	Three reception homes/houses.
Asociación Comisión Católica Española de Migraciones (ACCEM)	Reception flats and centres.



Asociación CLAVER	Assistance one day a week for recently arrived migrants.
Red Andalucía Acoge	Three reception flats and an office offering assistance.
Fundación Cepaim Acción Integral con Migrantes	Programmes for the reception of people who have recently arrived on the coast (RD Atención humanitaria [humanitarian aid]): temporary housing and cover of basic essentials; programmes to welcome asylum-seekers and people seeking international protection; temporary housing and cover of basic essentials, Spanish classes, legal and psychological advice, employment guidance.

**Source:** Compiled by the author based on the data provided by the agencies

## 6.1.2. Learning the language and learning about the culture

Services for learning the language and learning about the Spanish culture comprise lessons in Spanish as a foreign language, and preparation for the Constitutional and Sociocultural Knowledge of Spain citizenship test (CCSE) for applications for Spanish citizenship. The Public Administration - along with the Directorate-General for the Coordination of Migration Policies and/or the Department of Equality - usually calls for applications for public subsidies from NGOs, to carry out the services in question.

*Table 28: Resources for learning the language and about culture*

Organisation	Type of service
Fundación Sevilla Acoge	Classes three times a week under the collaboration Agreement with the Instituto Itálicas of Seville.
Asociación APROLIDER	Beginner's Spanish classes; test on constitutional and sociocultural knowledge of Spain - Constitutional and Sociocultural Knowledge of Spain (CCSE) (Spanish citizenship).
Cruz Roja (Red Cross)	Spanish classes and workshops.
Comisión Española de Ayuda al Refugiado (CEAR)	Castilian Spanish courses.
Cooperación y Desarrollo con el Norte de África (CODENAF)	Workshops to prepare for the Diploma in Spanish as a Foreign Language (DELE) and Constitutional and Sociocultural Knowledge of Spain (CCSE)
Espacio BERAKA	Spanish classes
Asociación Comisión Católica Española de Migraciones (ACCEM)	Spanish classes
Asociación CLAVER	Volunteer teachers in advanced Spanish and classes to prepare for the CCSE for Spanish citizenship
Red Andalucía Acoge	Castilian Spanish classes and cultural contextualisation workshops.
Fundación Cepaim Acción Integral con Migrantes	Spanish classes and training resources for asylum-seekers and people seeking international protection; Spanish classes for immigrants in general, given by volunteers and organisation according to language level.
Fundación Tres Culturas del Mediterráneo	Integrarte/Programa Alqantara

**Source:** Author's elaboration based on the data provided by the agencies

## 6.2. Human Rights and access to resources

### *6.2.1. Access to suitable housing and basic services/resources*

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Services related to decent housing and basic services in the municipality of Seville are implemented around resources connected with advice and mediation along with estate agencies, landlords, reception flats and services for buying/renting housing provided by the City Council of Seville.

Here, we would like to emphasise the services provided by the Social Services of the City Council of Seville in terms of resources for alternative housing as a response to resources for housing and therefore, guaranteeing services and basic rights for the migrant population, inter alia. The resources in question are provided in various areas, such as: family, disability, immigrants, adults, minors, women, refugees, and others. We will attempt to examine some of these areas in detail.

According to data from the Social Services of the City Council of Seville, on the subject of family, the foreign nationalities provided with assistance were from the following countries: Paraguay, Romania, Colombia, Ecuador, Bulgaria, Nicaragua, Venezuela, Argentina, Libya and Senegal. In most, cases, requests were for emergency family housing. In the area of immigrants, the nationalities for which the most assistance has been provided were from the following countries: Morocco, Algeria, Bulgaria, Romania, Yugoslavia, Nigeria, Yemen, Poland, Ukraine, Honduras, Libya, Guatemala, Argentina, Brazil, Colombia, Chile, Mauritania, Georgia, Nicaragua, Pakistan, El Salvador, Venezuela, Lithuania, Cameroon, Cuba, Mali, Ghana, Russia, Peru and Equatorial Guinea. The services requested and provided have been reception centres and emergency housing.

In the area of Women, there has been very little demand in general, demonstrating once again the greater risk of exclusion in terms of the male population. The foreign population includes nationalities such as Ukrainian, Yemeni and Romanian, and requests and resources allocated have related to reception centres and emergency housing.

And lastly, in terms of the area of refugees, the nationalities which have received aid have been: Syria, El Salvador, Tunisia, Algeria, Colombia and Venezuela and requests and resources provided by the Social Services of the City Council have been in connection with Hostels and Reception Centres.

Through Social Services, the City Council also offers services such as the Housing Report-Scale, along with assistance and advice at the Office for Housing Entitlement.

As we can see in Table 29, there are five NGOs offering services relating to decent housing

in the municipality of Seville, along with the services for assistance and advice offered by both the Department of Development and also the City Council of Seville.

*Table 29: Resources for decent housing and basic services*

Organisation	Type of service
Fundación Sevilla Acoge	Systems for temporary reception and advice and mediation with landlords to make it easier for migrants to rent.
Comisión Española de Ayuda al Refugiado [Spanish Commission for Refugees] (CEAR) (CEAR)	Team offering advice in finding somewhere to live.
Asociación Comisión Católica Española de Migraciones (ACCEM)	Programmes of assistance in accessing housing, advice and mediation with landlords/estate agencies.
Red Andalucía Acoge	Reception flats and offices offering assistance, along with an interdisciplinary reception working group specialising in legal matters.
Fundación Cepaim Acción Integral con Migrantes	Non-legal advice to non-Community foreign nationals with problems with substandard housing (including shanty towns, squatting, eviction).
Consejería de Fomento, Infraestructura y Ordenación del territorio/Secretaría de Vivienda [Department for Development, Infrastructure and Management of the Territory/Housing Department]	Department for Citizen Assistance Housing Info.
City Council of Seville	Empresa Municipal de Vivienda, Suelo y Equipamiento de Sevilla [Municipal Office for Housing, Land and Amenities of Seville]; and Oficina Municipal por el Derecho a la Vivienda [Municipal Office for Housing Entitlement].

**Source:** Compiled by the author based on the data provided by the agencies

## 6.2.2. Access to services relating to education and vocational training

As regards services for access to education and vocational training, as stated above, the City Council of Seville provides pre-school education for children age 0 to 3; mandatory education for children age 3 to 16; day units for children to deal with family mediation. It should be pointed out that the educational system, both on a municipal and on an autonomous government and national level, is universal and free for all children. In terms of the NGOs, as we can see in the next table (Table 30), resources in this area are: advice, intermediation with the Public Administration and training and job guidance. We are of the view that this resource requires services that guide individuals through the process for assessment for the homologation of foreign qualifications, along with the intervention of the Public Authority for Education in order to acknowledge the studies and experience of the migrant population prior to their arrival on Spanish territory.

Table 30: Resources relating to education and vocational training

Organisation	Type of service
Fundación Sevilla Acoge	Advice to individuals about the requirements for all citizens to access standardised services.
Asociación APROLIDER	Educational support and guidance for minors and adults.
Cruz Roja (Red Cross)	Mediation with the public authorities.
Comisión Española de Ayuda al Refugiado [Spanish Commission for Refugees] (CEAR) (CEAR)	Technical employment and training team.
Cooperación y Desarrollo con el Norte de África (CODENAF)	Guidance and training management service.
Asociación Comisión Católica Española de Migraciones (ACCEM)	Programmes for work guidance and training (Programme for asylum-seekers - Red Ariadna.
Asociación CLAVER	Social workers who provide relevant advice
Fundación Cepaim Acción Integral con Migrantes	Two projects: one for improving the employability of non-Community nationals with a residence and/or work permit; and the other for improving the employability of asylum-seekers and individuals seeking international protection who are receiving assistance from the agency's reception services.
Servicio de Educación de Adultos de Sevilla [Adult Education Services in Seville]	

**Fuente :** Elaboración propia con base en los datos proporcionados por las entidades

### 6.2.3. Employment and entrepreneurship

As regards municipal resources dealing with employability and entrepreneurship and closely connected to those set out in Table 29, these are provided in terms of teams offering advice and support; assistance with self-employment, training and improving employability. Here we would like to focus on the Asociación de Empleadas del Hogar; because this group - domestic staff - is in a situation of precariousness and legal instability with their rights being constantly breached, we think this requires greater attention from local public agencies.

On a public municipal level, the employment sphere is the remit of the Employment Division of the City Council of Seville. This division, in close collaboration with the Division for Social Well-Being, develops programmes offering assistance and advice prior to employment and preparation of a personalised employment plan. Programmes offering pre-employment assistance are offered through public subsidies to agencies such as the Fundación Don Bosco. This foundation also offers personalised insertion plans, implements the INCORPORA programme and has a job placement agency. Alongside the aforementioned public subsidies, the City Council offers resources through the INCORPORA programme, a programme offering assistance to people in a situation of social vulnerability, including migrants; and Andalucía ORIENTA, which develops personalised socio-employment insertion plans.

In addition to the resources mentioned above, NGOs also offer services to cope with the demand for employability and entrepreneurship as we can see in Table 31.

*Table 31: Resources relating to employability and entrepreneurship*

Organisation	Type of service
Fundación Sevilla Acoge	FU (Project for micro-loans for migrant women to implement ideas for self-employment; advice and granting of micro-loans).
Cruz Roja [Red Cross]	Employment plan.
Comisión Española de Ayuda al Refugiado [Spanish Commission for Refugees] (CEAR)	Technical employment and training team.
Cooperación y Desarrollo con el Norte de África (CODENAF)	Workshops on self-employment
Asociación CLAVER	Agreement with other agencies; training in business entrepreneurship; and joint monitoring.
Fundación Cepaim Acción Integral con Migrantes	Project to improve employability.
Asociación de Empleadas del hogar	Advocacy for the defence and protection of their rights and mutual support.

**Source:** Compiled by the author based on the data provided by the agencies

## 6.2.4. Health and well-being

Concerning municipal resources that meet the demands of the migrant population in terms of health and well-being, it should be pointed out, in particular, that the City Council of Seville is involved in quite substantial action. In this regard, the social assistance offered by the council's Social Services cover areas such as Family, Immigrants, Young People, Minors, Women and Refugees. We will attempt to analyse some of these in detail.

According to data from the Social Services of the City Council of Seville, in the area of "Family", there have been few demands from the foreign population, and the foreign nationalities provided with assistance were from the following countries: Armenia, Nigeria, Brazil, Peru, Colombia, Israel, Morocco, Venezuela, Portugal, Georgia, Nicaragua, Slovenia, Senegal, Angola, Italy, Finland, Cuba, Ecuador, Mexico, El Salvador, Pakistan, Romania, Chile, Bulgaria, Paraguay, Algeria, Bolivia, Honduras, Ukraine, Russia, Jordan, Dominican Republic, Argentina, Cameroon, Syria, Egypt, Guinea, Mali, Niger, Sierra Leona, among others. Demand was in the following areas: programmes offering additional benefits (individual subsidy in addition to social intervention); family aid in cash; discount stores/food help; provision of food and personal care products for people and families in an emergency situation; protocol for action/agreement with the Fundación Banco de Alimentos of Seville [food bank foundation]; Covid-19, food aid for those in a disaster situation; emergency aid; minimum basic guaranteed income; help with family finances, among others.

In the area of "Immigrants", the nationalities for which assistance has been provided were from the following countries: Bolivia, Morocco, Nigeria, Syria, Georgia, Guinea, Portugal, Argentina, Yemen, Japan, Italy, Brazil, Dominican Republic, Peru, Colombia, Venezuela, Ecuador, Russia, Nicaragua, Ukraine, Cameroon, Senegal, Philippines, Ethiopia, Honduras, Jordan, Armenia, Algeria, Libya, Ghana, Afghanistan, Rwanda, Cuba, among others. Demand is similar to that specified for "Family".

The foreign nationalities for which assistance has been provided in the "Minors" sector were from the following countries: Romania, Nigeria, Paraguay, Ecuador, Nicaragua, Bolivia, Colombia, Venezuela, Portugal and El Salvador. Demand concerned immediate food aid for minors in a disaster situation; help with family finances; financial aid for essential and emergency benefits; Covid-19, immediate food aid for minors in a disaster situation; protocol for action/agreement with the Fundación Banco de Alimentos of Seville, among others.

When it comes to "Women", the nationalities for which assistance has been provided were from the following countries: Morocco, Romania, Venezuela, Colombia, Russia, Paraguay, Nicaragua, Ecuador, Nigeria and Portugal. Demand and resources provided concerned: emergency aid, supplementary benefits programme; provision of food and personal care products for people and families in an emergency situation; immediate aid for minors in a disaster situation; minimum basic guaranteed income, among others.

Regarding "Refugees", the nationalities for which assistance has been provided were from the following countries: Colombia, Morocco, Paraguay, Syria and Russia. Demand and resources provided concerned: Covid-19 and other PPE, assistance involving food to cover subsistence needs; supplementary benefit programme; minimum basic guaranteed income; emergency aid, among others.

Regarding assistance from NGOs and other public agencies, as we can see in Table 31, the resources are related to training, support and advice at health centres.

When it comes to this service, we think it is relevant to gather information about

healthcare practices within migrant groups in order to be aware of these and take them into account (where possible) in those implemented by health centres.

*Table 32: Services relating to health and well-being*

Organisation	Type of service
Fundación Sevilla Acoge	Advice offered through social work and intercultural mediation and support.
Asociación APROLIDER	The agency's workers have been trained in managing the Healthcare Card.
Cruz Roja (Red Cross)	Mediation services with health centres and hospitals.
Comisión Española de Ayuda al Refugiado [Spanish Commission for Refugees] (CEAR)	Team of mediators and social integration workers.
Cooperación y Desarrollo con el Norte de África (CODENAF)	Integrated assistance service: advice on accessing public healthcare.
Asociación Comisión Católica Española de Migraciones (ACCEM)	Socio-healthcare advice and support.
Asociación CLAVER	Social workers who provide relevant advice.
Red Andalucía Acoge	Inter-disciplinary team for welcoming refugees and migrants.
Marea Blanca	Advocacy for rights in terms of healthcare.
Coalición para el Estudio de la Salud, el Poder y la Diversidad [Coalition for the Study of Health, Power and Diversity] (CESPYD). University of Seville	Research projects for the improvement of the well-being of immigrants and ethnic minorities. Master's in International Migration, Health and Well-Being.

**Source:** Compiled by the author based on the data provided by the agencies



## 6.3. Social and political inclusion

With regard to policies, protocols, actions and projects that promote social inclusion and social and political participation, it should be pointed out that all the measures analysed up to this point entail the social inclusion of the migrant population. This includes access to basic services, welcome resources, employment, entrepreneurship, learning the language and knowing about cultural practices, access to training and entrepreneurship policies, which facilitate the road to inclusion of the migrant population in the city of Seville.

As we can see in Table 33, initiatives around social inclusion and social and political participation relate to actions for the defence and protection of rights, leadership training, inter-association activities, inter-religion dialogue, promotion of participation of Black African women, post-colonial and decolonial feminism.

*Table 33: Services relating to social inclusion, social and political participation*

Organisation	Type of service
MAD ÁFRICA	NDER project
Plataforma Somos Migrantes	Advocacy for rights
Asociación CLAVER	Courses offering training in partnering
	Support and advice to organisations and groups of migrant origin
	Leadership training
	Support with the organisation of inter-association actions
	Advice on legal defence in migration matters
	Promotion of inter-religion dialogue in community contexts
Asociación Amigos MIRA España	European Fund Food Programmes

**Source:** Compiled by the author based on the data provided by the agencies

In order to complete the activities for developing social and political participation, we consider those initiatives which firstly, try to be aware of and incorporate projects and actions developed by migrant groups, such as the cases of the Mosque in Seville and/or the group Social Senegal, mentioned above, to be relevant and secondly, those aimed at promoting greater diversity in the voices and faces of members of political parties, among other potential areas of political participation in the city.

### 6.3.1. Protection against discrimination

In terms of the prevention of discrimination, and the protection and safety of the migrant population in the city of Seville, initiatives are focused on means of communication; training in racism, discrimination and intolerance; the defence of the rights of the most vulnerable from the point of view of discrimination and racism, among other factors. In this regard, as a local communication agency, EMA-RTV develops activities relating to raising awareness, increasing consciousness and exchanges of images of migration associated with the projects listed in Table 34. Similarly, the Movimiento Contra la Intolerancia, a national agency with a relevant presence in the city, works in schools in all districts with the aim of tackling the phenomenon of intolerance in any of its manifestations, through specialised preventive awareness-raising programmes which help identify and dismantle existing stereotypes and prejudices about the migrant population. We should mention the Raxen Report, the benchmark in terms of monitoring and reporting incidents of Hate, Discrimination and Intolerance. From an inter-sectional point of view, the Asociación CLAVER implements its initiatives for combating discrimination in the defence of rights at Detention Centres for Foreign Nationals and in the area of employment.

We would like to mention here an initiative that also contributes to the fight against discrimination and guarantees the safety of the racialised migrant population in the City of Seville, namely, Stop Rumores. The objective of the initiative led by the Federación Andalucía Acoge is to combat negative and untrue rumours which make living together problematic in the atmosphere of diversity seen in the areas closest to the City of Seville, among other settings.

Table 34: Resources relating to protection against discrimination

Organisation	Type of service
Asociación de Emisoras Municipales y Ciudadanas de Andalucía de Radio y Televisión EMA-RTV	Respect Words - <a href="http://www.respectwords.org/">www.respectwords.org/</a> <a href="https://www.respectwords.org/en/interactive-map/">https://www.respectwords.org/en/interactive-map/</a>
	Ethical Media Training - <a href="http://ethicalmediatraining.eu/">http://ethicalmediatraining.eu/</a>
	Guía para comunicadores - <a href="https://www.emartv.es/wp-content/uploads/2020/06/GUIIA-DE-TRANSICION-ECOSOCIAL.pdf">https://www.emartv.es/wp-content/uploads/2020/06/GUIIA-DE-TRANSICION-ECOSOCIAL.pdf</a>
	Historias del Sur, Valores Universales: <a href="https://historiasdelsur.emartv.es/">https://historiasdelsur.emartv.es/</a>

Movimiento Contra La Intolerancia	PREVENTIVE AWARENESS RAISING AGAINST INTOLERANCE <a href="http://www.educatolerancia.com">www.educatolerancia.com</a>
	MONITORING AND REPORTING INCIDENTS OF HATE, DISCRIMINATION AND INTOLERANCE <a href="http://www.informeraxen.es">www.informeraxen.es</a>
	OFICINA DE SOLIDARIDAD CON VICTIMAS DE DELITOS DE ODIO, DISCRIMINACIÓN E INTOLERANCIA (OFFICE FOR SOLIDARITY WITH VICTIMS OF HATE CRIMES, DISCRIMINATION AND INTOLERANCE) <a href="mailto:denunciamci@gmail.com">denunciamci@gmail.com</a>
Asociación CLAVER	Observatorio de derechos en los CIE de Algeciras
	Legal defence of working rights of migrant women

**Source:** Compiled by the author based on the data provided by the agencies

## 6.4. Migration and narratives about integration

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The information provided in the previous section concerning the fight against discrimination, racism, xenophobia, intolerance and hate speech leads us to believe that all this is due to determined stereotypical narratives about immigration. So, in this section, we will attempt to analyse the narratives about immigration in Spain which without doubt, affect Andalusia and the city of Seville. The analysis will be based on a bibliographic review and we apologise for having been unable to listen directly to the opinions/perceptions of immigrants on this issue, due, in particular, to the health crisis we are experiencing. However, we would also like to point out that the author of this report is a Black African migrant living in Seville, which in part, makes up for this shortfall, given his own experience and on-going contact with the migrant population in the city and in the Autonomous Community.

Based on a study conducted by the Centro de Investigaciones Sociológicas [Centre for Sociological Research] (CIS) in 2015, the Spanish population associates the migrant profile with Moroccans and North Africans (19.1%), Latin Americans (13.6%), Africans (10.8%), Romanians (8.8%) and Blacks (2.5%) (Dantil, 2018: 211). This means – as we have been demonstrating throughout this work - that the profile and image of the migrant is associated with racial and socio-economic characteristics that are not common to the whole of Spain. From this perspective, white middle-upper class Community migrants living for the most part in the Casco Antiguo district of Seville, would not be considered to have this status by public opinion, but those residents living, for example, in the districts of Macarena and Cerro-Amate among others, would be. In this sense, immigration is related to the need to come to find work and, because of poverty and inequality, an excessive rise in immigration, crime and the image of “boat people” (Dantil, 2018: 215). This explanation is important for the purposes of constructing and working in connection with narratives around migration in the city.

The moderate attitude of Spanish people towards migration is evident, particularly in the context of Covid-19. That is, the levels of tolerance and acceptance of immigration by the Spanish population (Etxeberri & Igúzquiza, 2008: 96). Alongside this more moderate opinion, a large majority of the Spanish population consider it logical that if a migrant lives in Spain for a while, they should be able to benefit from a universal minimum level of human rights regarding their civil and political rights (Etxeberri & Igúzquiza, 2008: 103), although this does not correspond to the reality. That is, in terms of civil and political rights, for example, concerning the right to vote, the right to exercise said rights is subject to reciprocity agreements between the Spanish government and the countries of origin of the migrant population, should these be non-European countries.

The competition for scant resources, fear of losing identity reference points, among other issues, mean that, beyond context-time variations, it seems that we can glimpse an increase in a “social climate reluctant to accept immigration” [...], towards immigrants and in terms of public immigration policies (Etxeberri & Igúzquiza, 2008: 96). We can therefore mention the connection made by Spanish people between crime and immigration; the functional and utilitarian sense of the presence of migrants in Spain; and the lack of contact or limited contact and interaction between the white Spanish population and the non-European migrants.

The gradual rise in anti-immigrant feeling in Spain is indicated in a longitudinal study (Olmos & Garrido, 2013: 122). So, part of the Spanish population claims that the continuous arrival of foreign nationals generates negative effects on the national culture, and that money should not be allocated for their integration, nor should their situation be regularised (Olmos & Garrido, 2013: 127), and most Spanish people also [...] think that there are too many foreign nationals living in Spain (Lago, 2007: 73). The negative effects on the national culture brought by the migrant presence in Spain are perceived because they are associated with socio-cultural customs unrelated to Spanish customs, and are consequently rejected. Along these same lines, there is an endless number of opposing opinions, such as schools being “full” of immigrant children who delay and bring down the level of learning of “our own”; and that “our healthcare services are often overwhelmed by foreigners” (Etxeberri & Igúzquiza, 2008: 102). In other words, a situation of Us and Them is being constructed and promoted, Them threatening Us.

Based on a survey conducted in 2013 at European level, 50.3% of Spanish people agree or agree strongly with the statement “immigrants cause a rise in the level of crime” (España, 2019: 195). That is, an intrinsic link is made between the rise in crime and the migrant presence, despite the fact that during the period when the immigrant population has been rising significantly in Spain, we have seen a slight drop in crime (España, 2019: 198). In our view, this link is not due in itself to the number of crimes perpetrated by the migrant population, or to racial characteristics deemed to be migrant, but that it responds to a symbolic construction involving addresses made by various stakeholders or coming from various social scenarios, in particular political speeches [...] and means of communication [...] (Olmos & Garrido, 2013: 126). This link between migration and crime means that a large majority of the survey sample think that immigrants who commit crimes should be deported (Pino, 2012: 93). We think that this should not be countered solely with positive opinions about immigration - which promotes the image of the good migrant and the bad migrant - but by putting into context the social, racial, economic and cultural reality of those men and women who engage in practices and are in situations regarded as criminal.

As regards Spanish people’s utilitarian and functional opinion of immigration, mentioned above, a large and growing majority support allowing immigrants to enter the country only if they have a work contract (Lago, 2007: 75). So work qualifications to meet Spain's requirements are then being assessed as the most significant factor when it comes to deciding whether a foreign national can live in Spain, followed by having a good standard of education, the ability to speak Castilian Spanish or the language of the corresponding Autonomous Community, and having family members already living in Spain (Lago, 2007: 75). Along the same lines, based on a survey conducted among nurses in the south of Spain, the professionals in the survey placed a positive value of 71.3% on the increase of births due to immigration. Over 68% believed that we take advantage of immigrants in order to offer them the most precarious jobs (Pino, 2012: 91). Ultimately, that migrant labour is required for the most precarious jobs, a rise in the birth rate and in order to guarantee and ensure the pension system.

Some people think that xenophobia is reduced, the more intense and long-term the contact, especially if there are facilitators with equal status, cooperation between groups and common goals, where the symbolic inter-ethnic boundaries are almost erased (Olmos & Garrido, 2013: 121). In part, we agree that xenophobia is reduced when there is greater

contact between the national population and the foreign population. That is, it is obvious that if elements of a racial nature, social class and socio-economic interests are brought together in a group, then the individual's national origin is not the most evident factor, but at the same time, this means that there is silence around a key issue such as racism, xenophobia, rejection and discrimination, among other things, suffered by the migrant outside the comfortable group context. In other words, considering that in a particular group, racial subjectivities, gender, socio-economic affiliation or sexual orientation are not relevant, we turn the situation of structural challenge into something individual and not into a group, and therefore structural, challenge.

The above reflects the fact that for most Spanish people, results have shown that, although there has been an increase, relations are reduced, both emotionally and in terms of occasional contact. This absence is not due to the absence of shared spaces, but is the result of viewing the immigrant as an agent for worsening the situation (Olmos & Garrido, 2013: 128-129).



# 7. CONCLUSIONS



7 Federación Española de Municipios y Provincias. [Spanish Federation of Municipalities and Provinces].

8 Federación Andaluza de Municipios y Provincias. [Andalusian Federation of Municipalities and Provinces].

The migration process has various challenges when setting up public policies. This aspect is what we are attempting to tackle in this work, in a contextualised form, in the city of Seville. The work in question falls within the Mediterranean City to City Migration project, funded by the European Commission with Swiss cooperation.

As we have seen in in this investigation, migration needs to go beyond the contemporary vision and must consider the cultural, racial and gender challenges, among other subjectivities, that confront the host society. This approach to migration then, takes us to more distant situations involving mobility and reminds us that the challenges of diversity have already been part of Spanish, Andalusia and Seville society for centuries, not just years.

Against the backdrop of migration policy at national level, we would like to emphasise policies on integration, without claiming to diminish the importance of other policies analysed herein. In terms of policies on integration – which are considered to be part of the third stage of migration policies –, we consider that they also require a local focus in their planning, design and execution. We all know that this is almost impossible due to the obstacles pre-established by the current legislative context. Therefore, we need a proposal for the reform of the legislative context of action conducted by local government – something already being sought by the FEMP<sup>7</sup> and the FAMP<sup>8</sup> – thereby giving local authorities more room for manoeuvre in migration matters, among others. We believe that this dialogue should be established, in particular between the City Council of Seville and the relevant autonomous authorities, and also with the Ministry of Inclusion, Social Security and Migration. The latter's competence includes managing programmes for the integrated reception of foreign nationals; integration of asylum-seekers, people applying for international protection, stateless persons and those in a situation of temporary reception; subsidies; and humanitarian aid. All spheres of action mentioned here in connection with integration, actually take place at local level, and the City Council of Seville is no exception.

With regard to migration policies and international cooperation, it must be concluded that greater transversal focus is required in relation to the causes for migration in Spanish cities. We believe it is necessary to develop actions that attempt to link ways of living in Spanish, Andalusian and Seville local contexts – such as consumer goods and forms of mobility – as well as tackling causes for migration in the countries of origin and transit. All this should be done without losing sight of the action and support required in the countries of origin, as is already being implemented.

Regarding migratory policies at local level, and picking up the debate presented above, we conclude that it is necessary to achieve certain goals of the Municipal Migration Department for greater migrant participation; to implement the preparation of studies and reports, enabling us to explore the details of population profiles and migrant demands in the city; and the representation of migrants in the political, social, cultural and economic life of Seville.

The migrant presence in the city of Seville has not changed since the 90s, with a continued a greater migrant presence on the outskirts, specifically in the Cerro-Amate and Macarena districts. However, we would like to emphasise that the racial and socio-economic profile depends on the migrants' district of residence. Whilst migrants who live on the outskirts – Cerro-Amate and Macarena – are racialised and have access to fewer socio-economic resources, those who live in the centre – Casco Antiguo – are white and have greater purchasing power.

In our view, it is important and relevant to point to the significance of the Chinese community among residents in the city, since this is the second largest nationality, after Moroccans.

With this district-based location and contextualisation for migration in Seville, we should point out that the migrant nationalities present in the districts analysed in this report,

account for less than 2% of the total number of residents. We think it is important to specify this in order to help to dismantle xenophobic, discriminatory and stereotyped arguments that talk about “invasion”.

As we have explained set out above, regarding access to resources by the migrant population in Seville, the absence of Romanian and Chinese population groups is a concern to us. Both nationalities form part of the five largest groups of registered foreign nationalities in the city, but their presence is minimal in terms of access to the resources offered by the NGOs contacted. We also did not find a significant presence on the public level, given the size of their groups in the city in terms of numbers.

To continue, we know that a large part of aid programmes with NGOs target the non-European population, with this not covering the Romanian population, as Romania is already part of the EU. However, we believe that their status as European citizens does not exclude their poverty and their need for resources, as they are living in neighbourhood contexts making them prone to vulnerable situations in terms of housing.

Regarding the resources and Human Rights of migrants in the city, we conclude as follows:

- It would be appropriate to confirm the profiles of these migrants using public and private sector reception resources, and to analyse whether the programmes developed by the agencies comply with what is proposed and necessary for the reception of migrants, in particular in situations involving vulnerable individuals such as pregnant women and children.
- We feel that the methodologies for learning the Spanish language and learning about Spanish values should be reviewed, to give them a more diverse focus, based on the existing linguistic knowledge of the migrant population.
- In terms of housing, we consider that on a public level, we need to confirm whether the profiles of migrants making applications for emergency housing are recurring. On a private level (NGOs), we think that cases and situations of discrimination, xenophobia, racism and machismo which occur when it comes to renting housing, either in rental intermediation with landlords or directly, need to be examined.
- With regard to education and vocational training, we conclude that, as with other resources, the service is well covered, in particular by the NGOs. We think that greater commitment is required from the Public Administration in this area, with more emphasis on the acknowledgement of studies completed by migrants and refugees in their respective countries of origin and transit, so they can continue them in Spain. The absence of the above combined with crisis circumstances and the need for guaranteed legal and economic stability, means that the migrant population turn to precarious and utilitarian jobs, such as agricultural work.
- Given the importance of employment as we have stated throughout this report, we feel that there should be a network connecting private agencies when it comes to offering services to the migrant population, and also between the NGOs and the local authority. In our view, this will save time and resources for the migrant population that is really trying to find employment, and not only to comply with the process fixed by the agencies. As for entrepreneurship, our work leads us to conclude that it is important for the self-employed to be offered advisory support or for attempts to be made to establish agreements with associations for the self-employed offering said service/resources.
- In terms of health and well-being resources in the city of Seville, the types of services offered by the City Council of Seville clearly indicate the transversality and intersubjectivity of the migrant condition. This is due to the fact that responses to migrant requests have been made from diverse sectors such as women, minors,

young people and family, among others, and not only from directly related areas such as migration and refugees.

- We can conclude that social and political inclusion needs to counteract multiculturalism, i.e., supposedly different and separate cultural spaces that do not establish any dialogue. This will be achieved by encouraging people to participate and be heard both in public and private spaces, in order to address essentialist discourse which threatens coexistence. As far as this is concerned we are not simply referring to a change of image (representativeness) but, above all, to a change in discourse and types of action, in order to transform situations of social, cultural, political and economic exclusion.
- In line with the previous paragraph, we can conclude that more debate is required about the models of social and cultural inclusion in Spanish society, and Seville society in particular, and that this should go beyond the situation of an egalitarian two-way dialogue between migrants and the host society. This will help us to encourage change in the narratives around migration at local level, which is considered to be the space where people are closest.

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