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# *ACCEM OBSERVATION STRATEGY*

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**Summary**: ACCEM is an NGO that works in favour of refugees and immigrants in Spain. Since 1996, ACCEM has developed a strategy of observation that articulates national observation and local observatories. The objective of the local observatories is to improve the services which are offered to the migrants, thanks to a better knowledge of their needs and to the use of tools of territorial intelligence, CATALYSE and the trees of knowledge.

Since 1996, the Gorion national observatory has gathered in Madrid the individual data of migrants from the regional centres and from the different programmes that were carried out by ACCEM. It provides a wider knowledge of the migrants and of their different demand profiles. Thus, it allows better programming the actions. It is also possible to answer the administration, economic actors and local centres demands of information about the actions and programmes.

In the same way, two local observatories were developed in GIJÓN and SIGÜENZA in partnership with the local services and the public associations. The objective was to answer in a global way the needs of the migrants whilst establishing and reinforcing the synergies between the services in the respect of the local specificities. They notably improved the knowledge of the migrant population in its diversity within the community**.** They allowed us putting in practice the adapted individual answers but also improving the well-being of the territorial communities. They developed new "satellites" observatories that are respectively in OVIEDO and in GUADALAJARA.

Since 2004, ACCEM has projected to develop a larger network of local observatories on the basis of these experiences. The objective is to harmonize a common language, to widen the vision of the needs and to improve the articulation between the three levels: local, regional and national. In a first time, the CATALYSE tools were harmonized in each observatory by all the partners who are involved in the latter. From now on, they are harmonized in all the observatories and they are used by two new ones, in SEVILLA and in LEÓN.

Now, the project e-gorrion aims at putting online the tools to make them more accessible and to develop some answers in real time.

**Keywords**: Observatory, Partnership, Evaluation, Participation, Observation, Immigration, Refugee, Information, Diagnosis, Territory.

# ACCEM Observation Strategy

## 1. INSTITUTIONAL CONTEXT

ACCEM is a nation-wide non-governmental organization that has developed its services and programmes in the field of migrations since 1992. The entity is present in ten Autonomous Communities of the Spanish state (in twenty-one counties and twenty-six municipalities).



Diagram 1: ACCEM Centers

The main programmes that are developed by ACCEM are:
- Temporary reception of refugees and immigrants (reception centres).
- Social integration and labour insertion.
- Socio-educational training (language training, knowledge of the environment, social abilities, etc.).
- Awareness raising.
- Investigation and community development, development and administration of observatories.
- Community initiatives of employment and development of human resources.

## 2. BRIEF REFERENCE TO THE CONTEXT OF IMMIGRATION IN SPAIN

From ACCEM experience in programmes of social integration and labour insertion with migrants, it has been verified that this community faces a vital situation of personal dispersion: culture, family, social and labour disintegration, which is caused by the disappearance of their social and cultural reference framework.

To more attentively approach and to reach the theoretical and human understanding of this situation, we could say that there are four phases that we will describe:
1. Idealization, not only at the economic level but also at the social level of the country where they arrive in opposition to their country of origin, as well as expectation to improve their situation in the reception country in an easy, agile and relatively quick way.
2. The expectations of the migrants' project are unstructured in the arrival process in the reception society.
3. Internal conflict within the reception society that is caused by the cultural shocks and by the necessity to adapt to them.
4. Gradual process of re-composition of the cultural, family, social, labour and material-economic environment in the reception society.

On the other hand, from a statistical vision of the migration context in Spain, it is usually considered there are four millions of foreigners; and approximately 30% have a European origin. The percentage of resident foreign population, which is around 8,4% is still one of the lowest in Europe. As it already happened in all the western countries, if Spain keep having a high economic growth the immigration percentage will increase.

To outline the Spanish sustained growth, it is indispensable to appeal to immigrants. The trends emphasize that the immigrant population's augmentation will be directly proportional to Spanish economic growth and to the differential rent Spain maintain with neighbour countries. Nobody can know the evolution of these variables in the future, but the National Institute of Statistic (INE) presented its own estimations: foreseen entrances in the year 2002, 227.000 immigrants; in 2003, 204.000; in 2004, 181.000 and in 2005, 160.000.

All these realities outline the challenge of creating and structuring the social reception and integration policies in Spain. This challenge will increase. It will be assumed by the territorial board of the immigration phenomenon. It will identify the problems and necessities and at the same time suggest policies and actions that can be led to generate processes of intercultural cohesion and coexistence among the foreign and autochthonous population.

Consequently, to be able to create actions that may respond to the reality this population faces, diagnosis processes, sources for gathering the flows and coordinated information from different sources should be established, (social services, health centres, entities, public and private institutions, NGO, NLO, etc.). It will allow designing interventions in each territory that will be coherent with the needs and demands that were detected through the information transmitted by the vulnerable population itself.

## 3. ACCEM OBSERVATION NETWORK.

ACCEM observation strategy is articulated by the application of permanent observation mechanisms among all the actors that intervene in the reality, those who operate on the ground and those who plan and make decisions in the social policy. It allows approaching the reality in a scientific way quantitatively and qualitatively, in order to analyze the complexity of reality, to suggest intervention strategies and to plan actions in consonance with the problems and needs the migrants' community face in. These problems and needs constitute a changing problem that requires permanent observation and analysis tools.

ACCEM suggest the creation of spaces of cooperative and participative observation among public entities and the third sector, which work with the immigrant community in a direct and transverse way. It would generate an integral knowledge on the social, educational and economic situation of the immigration, and would also facilitate actions application and creation of networks of social support to make the migrants' integration processes easier, especially for those who are affected by precariousness or social exclusion.

The objectives that are pursued by the different ACCEM observation network are:

1. To analyze and to evaluate in a dynamic way the socio-economic context in which the migrants live, from a territorial perspective of local development that improves the knowledge of the immigration phenomenon.

2. To establish cooperation processes, as well as information and good practices networking and exchange among the local actors that operate on the territory (social and economic agents, public and private institutions, NGOs, etc.) so as to facilitate an analysis, a combined action and a generation of networks of social support that approaches the community and the reception territory problems.

3. To establish participation and accessibility processes for immigrants in the formulation, planning and development of actions.

4. To give to the different actors involved in the processes of planning and execution of the different plans, programmes, projects (educational, social, cultural, economic, etc.):
- Tools for the agreed creation of indicators on the community and on the area socio-economic situation.
- Information to establish hypothesis that allow analyzing in a more concrete, dynamic and up-to-date way the problems of the community and of the territory, in order to help the decision makers design their plans, programmes and intervention projects.

### 3.1. Territorial management system of social and professional skills

Since 1996 and through the European initiatives of employment and development of human resources "HORIZON" and "INTEGRA", ACCEM started testing a methodology for the application of a territorial management system of social and professional skills that facilitates the social integration and labour insertion of asylum applicants, refugees and immigrants in the reception territories, through their skills management (abilities, aptitudes and attitudes).

One of the basic action principles for the development of this methodology, is to allow the migrant community entering a dynamic communication and relationship space among the different actors who are directly involved in the labour market insertion processes (employment searchers, managers and vocational training mechanisms), to facilitate their labour insertion in the territory, through the expression and visualization of their social and professional skills.

To do so and as a complement to the methodology experimentation, GINGO ("Trees of knowledge", by Trivium Limited company), a skills management visualization tool, was implemented.

The implementation of a territorial management system of social and professional skills is carried out in three municipalities. GIJÓN (Asturias) has a population of 270.000 inhabitants. Its economic context is characterized by an industrial tradition that is rationalizing and restructuring. LEÓN has 140.000 inhabitants and its economic activity is mainly centred on the “services” sector. SIGÜENZA (Guadalajara) has a population of 5.000 inhabitants and a productive activity based on the rural development and tourism.

The development of the system is essentially centred on two axes, on the one hand on the creation of a partnership that is linked to the local economic development and the existent employment in the experimentation territories and on the other hand on the design and implementation of the methodological elements that allow managing and exploiting the skills visualization tool.

### 3.2. Internal system of observation GORION

Since 1996 ACCEM has implemented in co-operation with the University of Franche-Comté (France) and the University of HUELVA (Spain), a national information system that is called GORION. It is a diagnoses accompaniment and evaluation tool that allows knowing the needs so as to build the profiles and typologies of the target community (asylum applicants, refugees and immigrants), on the different intervention territories where ACCEM operates.

Since 1997, GORION has allowed registering social, economic, professional, etc. data about 80.000 people and about 400.000 interventions.

We are presently working on adapting and specifying the system according to the new needs of the entity, not only at the conceptual level but also at the technologic one. It is the so-called e-gorrion.

E-gorrion design implied and still implies on the one hand harmonizing and updating the different registration systems and the information sources at the internal level (follow-up of the target group data base) and at the external level (statistical records and follow-up reports that are requested by the authorities) so as ACCEM can use them at the national level. On the other hand, it also bears an adaptation of the system of information technology.
The instruments to carry out this internal information system are the following ones:
- A harmonized guide for observation that is structured on different stages and processes that correspond to the immigrants' integration itineraries (reception, orientation, education, training, employment, housing, health, autonomy, individual diagnosis and evaluation).
- **A** manual to use the guide which main purpose is to establish a common framework and language for the observation, at the internal level.
- **A** computer programme, e-pragma**,** on the Internet to administrate the system.

Through this system, ACCEM can have an analysis, diagnosis, and combined evaluation, not only of the different intervention processes (social, labour, legal, etc.), but also of the actions territories where the target group is. It allows guiding the strategic and operative policies of ACCEM, in the design of future plans, programmes and projects.

All these elements mean an effort and investment of the entity in economic, technological and human resources, since the installation and maintenance of information system becomes necessary to implement and to systematize internal procedures, not only in the management of the intervention in the different areas and departments of ACCEM, but also in the information gathering among the technical staff of the association. It also implies the creation and structuring of technical teams to manage and evaluate the information system (analysis and treatment of the information, execution of diagnoses, technological adaptation, training and accompaniment of the entity staff).

### 3.3. Local observatories

As a complement to the GORION internal system of information, in 1998 ACCEM carried out the creation and implementation of the immigration permanent observatories of Asturias (ODINA) and SIGÜENZA (OPASI), in cooperation with the University of Franche-Comté.
Both observatories are based on the principles of territorial intelligence:
- Citizens' participation.
- Global approach of the territory.
- Partnership of local actors.
- Information society technologies.
- Accessibility of the information.
- Information quality.

And on the CATALYSE methodology:

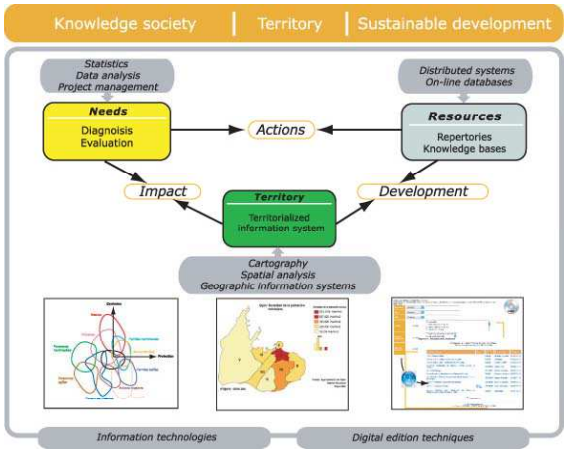


Diagram 2: CATALYSE method

1. Better knowledge of migrants and of the reception context - identification of needs through the pursuit and evaluation of their integration projects.
2. Better knowledge of the answers of the community actors - to adapt the offer to the demands, to optimize resources and actions.

3. To locate the socio-economic context of action - to identify the migrant community in connection with the autochthonous community.

The main purpose of these local observatories is to produce knowledge on the socio-economic reality of the immigrants' community, and to encourage the participation of the local actors in the application of strategies and actions that facilitate the fight against the precarious and exclusion situations of the migrant population.

**ODINA presentation: immigration permanent observatory in Asturias (**http://www.odina.info**)**

Asturias is an Autonomous Community in the north of Spain, which is constituted by 78 municipalities and a population of 1.070.000 inhabitants.

Asturias has an immigrant population of 22.902 people (among it, 4.546 are from the EU and 18.356 are from third countries); the immigrant population represents 2,13% of the total registered population.

This region of industrial tradition is in decline (mining, iron and steel industry, naval industry) as it suffered successive restructuring and adjustments.

The first experimentation of observation at the local level (Municipality of GIJÓN) start in 1999 within the framework of the « Integra » Community initiative.

The transfer of good practice to the territory with the funding of the Autonomous Government of Asturias for the implementation of an immigration regional observatory was made in 2000.

From a context of regional observation, two local observatories were structured in GIJÓN and OVIEDO in 2006.

The observation partnership is composed by 45 entities (NGOs, Trade Unions, local and autonomous administration).

Actions are structured in three workshops: education, employment and exclusion

**OPASI presentation: SIGÜENZA Permanent Immigration Observatory** (http://mti.univ-fcomte.fr/siguenza)

The area of SIGÜENZA has a population of 6.000 inhabitants and more than one thousand out of them are immigrants, they are approximately 17%.

The observatory of SIGÜENZA underlined the necessity to establish new tools in an area with rural depopulation that is suffering from important socio-economic changes.

In a first moment, in 2000, the whole disadvantaged population of the territory of SIGÜENZA was helped.

Then, the territory widened to the so-called "North Mountains" and the whole immigrant population is presently helped**.**

This observatory has thirty partners. Actions are structured into two workshops: one concerns social and educational issues and the other one training and labour issues.

**OPAGU presentation: GUADALAJARA permanent immigration observatory.**

The Corridor of Henares is an industrial area in expansion near by MADRID. The permanent observatory of GUADALAJARA started working in 2003, from the experience of SIGÜENZA.

The county of GUADALAJARA has about 200.000 inhabitants. 80% of them live in the Corridor of Henares. The area has a high socio-economic growth.

The immigrant and autochthonous population's growth overcomes the average figures. It is fundamentally due to MADRID proximity.

This observatory supports and helps the area in order to channel this growth properly (appropriate staff training, awareness rising in schools, …).

This observatory has fifteen partners. Actions are structured into two workshops: one concerns labour issues and the other one social and educational issues.

**Evolution of the observation network**

All their development long during the latest years, all observatories know different transformations and evolutions. Thus, the immigration permanent observatory of Asturias (ODINA) that was initially based in GIJÓN widened the perspectives of environment observation thanks to the creation of another local observatory in OVIEDO (2005). On the other hand, one of the impacts of the Observatory of SIGÜENZA development was the creation of a new observatory at the provincial level, the observatory of GUADALAJARA (2005).

Within this context, and also as a consequence of the latter and of other aspects, as the development and institutional expansion of ACCEM and socio-economic changes in the intervention territories

(e.g.: the immigrant population's augmentation) in 2005 started the creation of new Observatories in other ACCEM territorial centres, and the constitution of a network of local observatories.

The localization and implementation of these new observatories are carried out in territories where ACCEM have already a trajectory and experience in the development of network processes and partnership with entities and institutions, from a research activity and action perspective. Therefore, through this observation strategy, ACCEM also pretend to reinforce and to consolidate the actions that are led to implement cooperative networks of intervention in the territory.

The territories where the new observatories are developed are SEVILA and LEÓN (2006). The prospects for 2007 consist in implementing two additional observatories; one in ALZIRA (Valencia) and another one in GIRONA (Catalunia).

Consequently, we can assert that a double development movement took place from the dissemination for the creation of new Observatories:
- *Endogenous*: creation of local observatories, from the observatories that were initially created. The intervention territory extended, as the observatories divided like cells.
- *Exogenous*: the observatories that were initially created helped creating new ones.

Thus, and as in the internal information system GORION, different instruments and technologies were structured to apply this network of observation:

- A harmonized Guide of observation CATALYSE for all the observatories. It integrates the guides of observation of territories. This guide is structured according to the different stages and processes that compose the immigrants' integration itineraries.



Diagram 3: Guide of observation

- A manual for the use of the guide, which main purpose is to establish a common framework and language to make observation at the internal level.

- Diagnosis, accompaniment and evaluation PRAGMA software, to key in and to process data, with its handbook.

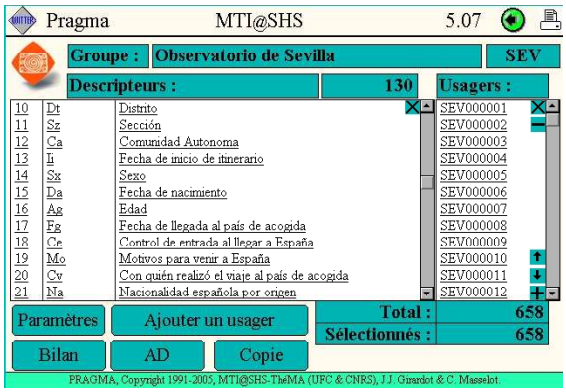


Diagram 4: PRAMA software home page

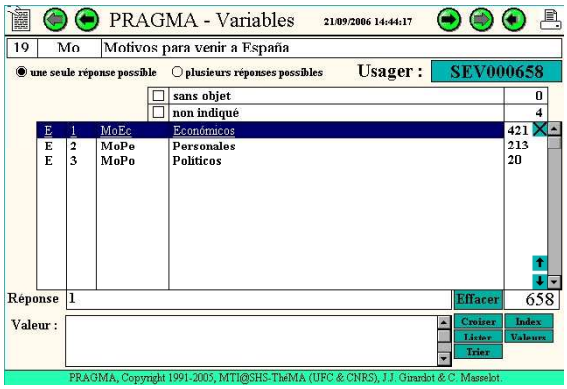
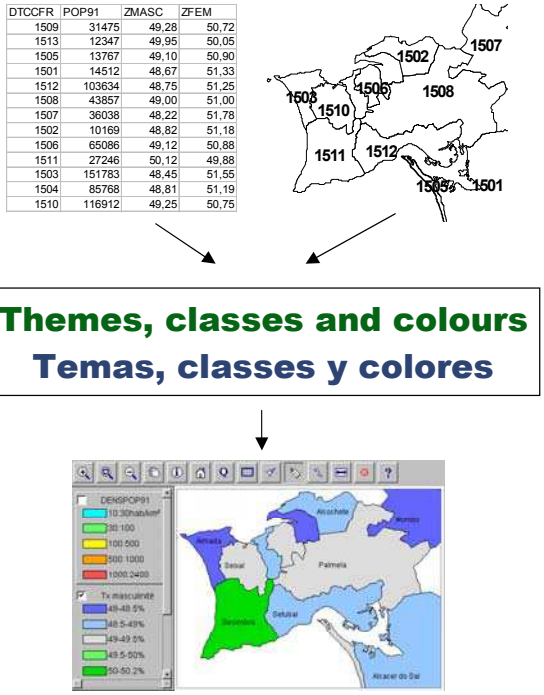


Diagram 5: PRAMA software data key in.

- Repertory of actors and actions for integration.

- Contextual indicators of territorial development (database and on-line mapping of contextual indicators).



| DTCCFR | POP91 | ZMASC | ZFEM |
|---|---|---|---|
| 1509 | 31475 | 49,28 | 50,72 |
| 1513 | 12347 | 49,95 | 50,05 |
| 1505 | 13767 | 49,10 | 50,90 |
| 1501 | 14512 | 48,67 | 51,33 |
| 1512 | 103634 | 48,75 | 51,25 |
| 1508 | 43857 | 49,00 | 51,00 |
| 1507 | 36038 | 48,22 | 51,78 |
| 1502 | 10169 | 48,82 | 51,18 |
| 1506 | 65086 | 49,12 | 50,88 |
| 1511 | 27246 | 50,12 | 49,88 |
| 1503 | 151783 | 48,45 | 51,55 |
| 1504 | 85768 | 48,81 | 51,19 |
| 1510 | 116912 | 49,25 | 50,75 |


Diagram 6: CATALYSE Contextual indicators and online Map

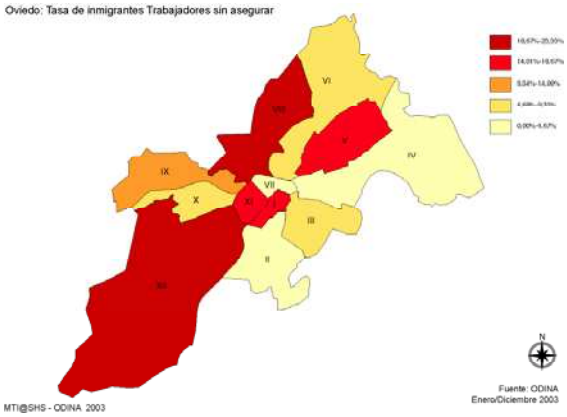


Diagram 7: Catalyse Map of OVIEDO

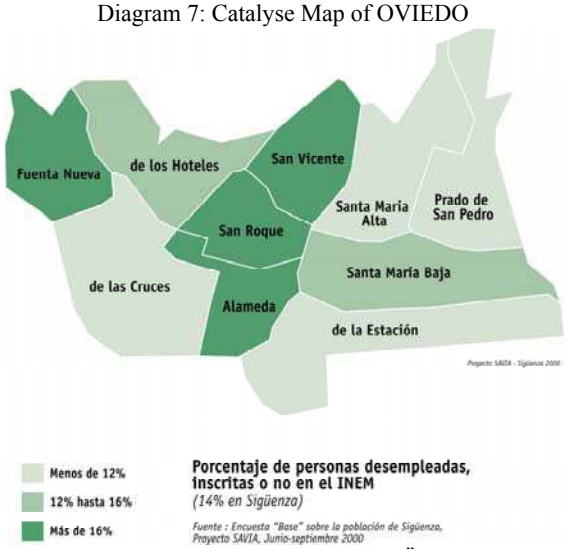


Diagram 8: Catalyse Map of SIGÜENZA

## 4. EXPECTED RESULTS OF ACCEM OBSERVATION NETWORK

The expected results in relation with the objectives of ACCEM strategy and its observation network are the following ones:

- More concrete and dynamic knowledge of the needs and identified problems of the immigrants' community and of its socio-economic environment.

- A reinforcement of the processes of partnership development among public and private institutions as well as social and economic agents, to mobilize all the available resources that facilitate the dynamic of social integration and of labour insertion of the immigrants and of the autochthonous community in a transverse way.

- A better definition and planning of the project of immigrants' social integration and labour insertion that is situated in the territories where the observation is implemented.

- Complementarities of resources and actions between the public entities and the third sector.

- Accessibility to the information for immigrants and people in general.

- Improvement of the immigrants' participation and decision-making processes in the planning and development of programmes and projects of social integration in the reception society.

- Reinforcement of the coexistence of the foreign population and the reception society, through mechanisms and mixed participation spaces.

- Better (quantitative and qualitative) knowledge of the immigration phenomenon from an integral and cooperative point of view, and at a territorial and local level**.**

- More precise, dynamic and optimized visibility of the available social resources on the territory to answer the community needs.

- Improvement of the processes of exchange of information, data, studies and publications about the community knowledge, among other actors of the research fields.

- Combined planning of the led actions to favour the community integration processes, from a cooperative diagnosis that will be made among the entities and institutions that are involved in observation.

## 5. MANAGEMENT AND COORDINATION TEAM OF OBSERVATION.

To confront the application of the different observation mechanisms, a team of work was constituted in ACCEM. It is in charge of the steering and the negotiation of the different application processes. This team is divided into different work groups according to the functions and tasks of the members;

- The strategic group is in charge of carrying out the follow-up as regards the strategic dimensions and objectives of the system. It meets the management staff members of the entity (directress, sub-director and territorial leaders), by the coordinator of the observation and the University of Franche-Comte.

- Senior group. Seniors are technicians who experiments first local observatories and territorial management system of social and professionals skills (GIJÓN, SIGÜENZA and LEÓN). They have made at least three diagnoses. Their key-functions are to conceptually design and implement the instruments of observation and at the same time to carry out an appropriate training transfer to new observation technicians, the so-called juniors.

- Junior group. Whilst having experience, juniors will take part in the senior group.

**CONCLUSION:**

The *endogenous* and *exogenous* development of the observatories generated a modification of the organization and governance of the network. The objective is the integration of these observatories in the territories global policy, so as to develop a genuine territorial responsibility and involvement.

A monitoring group is in progress, in order to reinforce the articulation of the seniors and juniors in a network that will have a virtual cooperative workspace. The endogenous development implied new local responsibilities of members of the senior group, what limits their availability to assume the needs of new observatories. A technical referent became indispensable to register the observatories demands that are usually urgent, to directly answer them or to relay them towards a competent and available senior technician. Nevertheless, this technical referent will not be immediately operational. He/she will have to be trained by the senior technicians. The next step consists in training the permanent technical referent, in order to answer the demands in real time and to coordinate the training and accompaniment actions. This technical referent will also have to progressively make the regular follow-up of the observatories activity so as to prevent the difficulties they can possibly face. He has to become the animator of the observatories senior and junior technicians network, especially via the cooperative workspace.

The tasks of this technical referent will have to be clearly distinguished from the strategic follow-up of the observatories that concern the political orientations of the partnership and of the projects. Consequently, it should be made within the strategic follow-up group, at the territorial responsible level and guarantee their political involvement at the network of territorial observatories level.

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