

# IMMIGRANT INTEGRATION INDICATORS

## PROPOSAL FOR CONTRIBUTIONS TO THE FORMULATION OF A SYSTEM OF COMMON INTEGRATION INDICATORS.

PROMOTOR:



Proyecto cofinanciado por la C.E.  
dentro del programa INTL.



MINISTRY OF REFUGEE, IMMIGRATION  
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## 1. INTRODUCTION / PRESENTATION

Project I3 Indicators on Immigrant Integration has been developed over 15 months (July 2005 to September 2006). The project has been co-funded by the INTI Programme "Integration of third-country nationals" (GD of Justice, Freedom and Security of the EC). The body responsible for the project was the General Directorate for Immigrant Integration of the Ministry of Labour and Social Affairs in Spain. It has been supported by a transnational network involving the participation of immigrant monitoring centres belonging to state agencies, universities, NGOs, local and regional governments of six community countries: Germany, Denmark, Spain, Italy, The Netherlands and Portugal. The components of the network were:

- Berlin Senate Commissioner for Integration and Migration (DE)
- Ministry for Refugees, Immigration and Integration Affairs (DK)
- Alto Comissariado para a Imigração e Minorias Etnicas (PT)
- Behandlungszentrum für Folteropfer - bzfo(DE)
- Research & Documentation Centre (WODC) Ministry of Justice (NL). The Institute for Social and Cultural Policy Analysis (SCP) was later added as a cooperating agency.
- Punto SUD (IT)
- Asociación Socio-Cultural IBN Batuta (ES)
- Cruz Roja Española (Spanish Red Cross) (ES)
- Universidad Pablo de Olavide (ES)
- Ayuntamiento de Barcelona (ES)

The project's aim is to contribute to the building of a common system of indicators to measure immigrant integration in Europe, providing the input of states, countries and affected groups: immigrants (and women in particular within this group) as well as the host population. To sum up, the aim is to contribute to development of a shared assessment system, starting with the identification and selection of indicators. Priority has been given to the identification of sensible and valid indicators to permanently describe and measure integration of third-country nationals in EU countries, in spheres such as the labour market, education and language skills, housing and health.

To achieve the aim described above, the project has used an accumulative work methodology, which was differential and complementary at the same time. Progressive advancement has been achieved in the

identification of indicators of each one of the countries taking part, and then specific actions have been performed to recover the input of cities and of the affected groups (immigrants and host societies) and finally, all of these contributions were collected in a single report. More specifically, the work for the discussion and definition of integration indicators has involved four work phases:

- Research on the vision of States: Identification of indicators in each country and development of national reports.
- Research on the vision of the affected group: migrants and local population: Development of workshops with immigrants and local population
- Research on the vision of cities: Identification of Good Practices in Berlin and Barcelona
- Information exchange and joint analysis via work online and the holding of three meetings in: The Hague, Berlin and Madrid.

In order to introduce the complexity of the I3 project, we will now detail the work performed in each phase.

### **1.1. Investigation on the vision of States: Identification of indicators in each country and development of national reports.**

At The Hague meeting it was agreed that each member would choose the relevant areas of immigrant integration, and the levels of administration which are responsible for their processing, to develop a report which objectively reflects each reality. Thus, six reports were drawn up which include the monitoring or analysis systems on immigrant integration indicators used in each country. The reports are:

- a) Germany: Concepts of Immigrant Integration and Monitoring Integration in Germany: An Overview. Written by Rainer Ohliger
- b) The Netherlands: Monitoring Migrants Integration in the Netherlands. Written by Rob Bijl and Roel Jennissen
- c) Spain: Document-based Investigation on Integration of Immigrants in the areas of Education, Employment and Housing. Written by Ángel de Prada of the IOE Collective.
- d) Denmark: Report on Integration Indicators in Denmark. Written by the Ministry for Refugees, Immigration and Integration
- e) Italy: European Indicators on the Integration of Third Country Immigrants. Written by Daniele Cologna
- f) Portugal: Integration Indicators of Immigrants in Portugal. Written by Caterina Reis Olivera, Tiago Santos and Edite Rosario.

In spite of their common work methodology, the difference in the reports is explained by the variety and heterogeneity existing in integration policies, disparate cultural traditions and, obviously, the mechanisms and resources devoted to assessment and monitoring of immigrant integration in each case.

## **1.2. Investigation on the vision of the affected group: immigrants and local population: Development of workshops with immigrants and local population**

In order to study the view of the affected group national workshops were developed with different population typologies.

- In Spain, in cooperation with the Spanish Red Cross, a first-generation immigrant workshop was carried out (in reality, most of the participants had not lived in Spain for more than 8 years), and 20 people took part in this workshop (men and women from various national and professional backgrounds) of 13 nationalities.
- In The Netherlands, in cooperation with the WOCD, work was carried out with the so-called second generation and 11 people took part – 7 men and 4 women – of 6 different nationalities.
- In Italy, Punto Sud developed a workshop specifically oriented to immigrant women. 14 women of 14 different nationalities with an average residence period in Italy spanning 11.5 years took part.
- In Germany, the BZFO association with the support of the Berlin Senate (Commissioner for Integration and Migration) organised a workshop with representatives of the host society. 17 people representing different organisations took part, the majority German nationals (15 of the total). The organisations represented were:
  - Caritas Verband Berlin und Brandenburg
  - Deutscher Paritätischer Wohlfahrtsverband (a large charity and welfare organisation)
  - Network Migration in Europe,(a network of researchers and practitioners working on questions of immigration and integration)
  - Centre for refugees aid and migration services (bzfo-zfm)
  - AGEF GmbH (a company working on integration and reintegration)
  - The Migrant's Council in the borough of Lichtenberg-Hohenschönhausen
  - Migrant's Council of the Berlin and Brandenburg region
  - For further details please see list of participants.

All workshops had a common work methodology which involved breaking down various questions for their analysis and discussion in small groups. Questions varied from the successful concept of integration to the generation of suggestions for valid indicators for groups.

### **1.3. Research on the vision of cities: Identification of Good Practices in Berlin and Barcelona**

This work was carried out on the basis of the identification and selection of two good integration practices for immigrants offered in cities. Those responsible for the integration in cities, namely the Barcelona Borough Council representative and Berlin Senate Commissioner for Integration and Migration, were asked to choose one or two experiences which could be considered Good Immigration Integration Practices, being understood as those which have been effective, innovative and from which measurement indicators could be extracted for local-level integration. Likewise, Barcelona suggested an in-depth analysis of the Centre for Religious Intermediation, which has been working since 2005 in the north-eastern city. At the same time, Berlin suggested as an example of Good Practice, the Integration through Education programme. Both experiences include measurement indicators and we will analyse their appropriateness for their inclusion in a common system.

### **1.4. Information exchange and joint analysis via work online, and through the holding of three meetings in The Hague, Berlin and Madrid.**

The general and differential tasks were articulated during three work meetings held in different cities: in The Hague in November 2005, in Berlin in May 2006 and in Madrid in September 2006. The agreements reached at each one of these meetings were rigorously followed by all member organisations to progress towards the construction of a system of European indicators.

This report gathers the analyses shared throughout the process in order to define a common proposal of immigration integration indicators in Europe applicable in, at least six countries. This task has not been easy due to the disparity of realities in the countries involved, both regarding policies on immigrant integration as well as the monitoring systems used. The heterogeneity of situations obliged the transnational consortium of the project to adapt its initial intentions of clearly and encompassing defining verifiable, shared and realistic indicators. Without distancing ourselves from the aims pursued, the project generated a shared learning process which ended in realistic adaptations and a better and greater understanding on indicator systems to measure integration.

This report is divided into the following chapters:

The second chapter includes a brief reference framework or state of the art which provides the context of the situation and aids comprehension for any readers interested in the subject. Thus, progress is achieved in issues concerning the difficulty to establish absolute consensuses as far as immigration and integration are concerned, the disparity of monitoring mechanisms in Europe, and the need to progress towards

common systems both in immigrant integration policies, as well as in the monitoring systems which should accompany this integration. This chapter ends with brief descriptions and characteristics which should be met by an indicator to ensure its validity.

The third chapter presents, on the basis of the national reports described above, the suggestions for indicators in each one of the countries, having given the description / explanation (for each country) previously with respect to what immigration and integration are.

The fourth chapter describes the additional viewpoints for the construction of a system of integration indicators: those of the immigrant groups affected and the native/native-born population. Special mention is made here of the viewpoint of immigrant women as this is a group with peculiarities both regarding integration as well as measurement and monitoring. Immigrant women usually face greater obstacles and risks than men in the integration process, but they may also have other opportunities. This chapter includes Barcelona city and Berlin city experiences.

The fifth chapter presents a system of common indicators identified, starting with those aspects or dimensions considered as basic for all countries, which are also in agreement with criteria previously established to ensure the validity of the indicators and the system. Obviously, this is not a perfect or finished system. On the contrary, it is assessed as provisional and another contribution to the European debate on the subject of improving knowledge on immigrant integration in the region.

Finally, the last chapter includes some conclusions and/or recommendations, both for countries taking part as well as the European Commission, to continue work in this area and to continue improving knowledge, measurement, and assessment systems in integration. The chapter closes with comments and suggestions from experts (Denmark and Portugal) validating the report and, especially, the common system of indicators

## 2. FRAMEWORK

### 2.1. Concepts of Immigration and Integration

Immigration of citizens from third countries in Europe has been a reality for decades. Migration currents in Europe have occurred in completely different ways, both as far as time is concerned as well as in respect to mechanisms and specifics related to the integration of immigrant population in various countries.

Thus, there are countries in the Union with a high number of nationals of immigrant origin - second and third generations - and other countries which are currently receiving important numbers of immigrants at this time. Spain and Italy are clear examples of the latter phenomenon, and the former currently receives 23% of the immigrants arriving in the European Union<sup>1</sup>.

When literature on immigration is reviewed, we can see a great disparity of criteria and conditions depending on the reality of the country this literature is referring to. In reality, the immigration concept is more of a psychological than sociological or statistical concept. The migration concept usually refers to a diverse group of people who - not always - risk social exclusion or who are insufficiently integrated in the host society, nationals from non-EU countries (although this definition does not include countries classified as developed, such as USA, Canada or Japan) or, even, nationals from a European country with an immigration background (immigrant parents or co-ethnic immigrants - such as the case of Germany).

In order to establish integration indicators we must say that, except in the case of some countries (Denmark, The Netherlands), the concept of immigrant is yet a valuable statistical category. That is to say, the group of immigrants is not yet clearly defined monitor it and its integration processes.

A common denominator for all concepts (and countries) which does not include, in any way, the case study of each reality, is possibly the concept used by the EU in a pragmatic way and which refers to immigrants as those people who are nationals from third countries living in EU countries.

To the diversity on definitions on who an immigrant is, a very different set of integration approaches and national policies regarding integration can be added. These are related both to the history of each country – and, therefore, its policy in this respect – as the host country of the immigrant, as well as the immigrants in each country. Obviously, immigration of nationals from third countries which have not been a colony of the host country is not the same as immigration from those countries which have been colonies. These

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<sup>1</sup> Secretariat of State for Immigration and Emigration. Ministry for Labour and Social Affairs. June 2004

countries share a common language and part of the culture, and share in common more than other nationals from more countries whose cultural distance from the host country is greater.

Thus, a great variety of policies and national programmes are simultaneously being applied in Europe with the same aim of favouring integration and social cohesion, but creating a *de facto* set of rights and responsibilities which is very different from one country to another.

At the same time, integration policies also identify similarities related to the efforts which each country performs to favour immigrant integration. The shared idea is that integration is good, desirable and necessary, although the content of this intention and strategies vary from country to country. For the same reason, there is a logical ambiguity in the European dialogue on what exactly integration is and how it should occur. Countries with more solid traditions in immigration integration policies have progressed to define its meaning and attempt to act accordingly. Perhaps the clearest examples can be found in the Netherlands or Denmark. Thus, for example, in the Dutch report drawn up within the framework of this project, it is pointed out that integration implies a process which leads to the granting of citizenship and the participation in the society where immigrants establish their place of residence. With this general description, the idea of process is emphasized and minimum target parameters and / or a desired final situation are not considered. Integration in the Netherlands is related to three spheres or dimensions: legal / political, socio-economic and socio-cultural.

In Denmark, immigrant integration is defined in similar terms as those of the Netherlands and priority areas are identified as employment, language skills, educational level and housing.

On the contrary, other countries such as Spain and Italy are far from having a final concept of what integration is and, for the time being, these countries are progressing in the definition of inclusion and integration plans where they share sociological concepts on integration and guiding principles. For example, in the Strategic Plan on Citizenship and Integration 2006-2009<sup>2</sup>, the guiding principles are:

- Integration as a bi-directional process
- A comprehensive approach
- Shared responsibility
- A strategic plan as a framework for cooperation
- Universality of public agencies
- Integration as one of the transversal elements in general policies

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<sup>2</sup> This report has been published on the website of the Ministry of Work and Foreign Affairs, as part of a selective consultation process. Secretariat of State for Emigration and Immigration, General Directorate for Immigrant Integration, June 2006.

In Italy, according to the information provided in the national report, integration is a process involving socio-economic integration, promoting the social mobility of immigrants which implies immigrants' human and cultural capital.

Likewise, without a general consensus existing on what integration is exactly, there does at least seem to be a common view of the actors and/or integration fields involved in the process. Thus, in large integration plans and/or country reports it is recognised that integration involves:

- a) the immigrant groups themselves
- b) The host society, meaning the native-born population, but also institutions and organisations

In the Dutch report, the interdependent relationship between the host society and immigrant population is clearly described. It indicates that interaction between these two parties determines the direction and results of the integration process. Obviously, these parts are not equal in terms of power (political) and resources. The host society has more power, its institutional structure and its response to new immigrants is a lot more decisive for the result of the integration process than the individual effort of the immigrant subject.

Therefore, integration processes do not only occur at the individual immigrant level, a level at which integration is measured in terms of accommodation, work and education, and through the immigrant's social and cultural adaptation, and participation in the new society. Integration is basically a collective and interdependent process with the host society.

Apparently, another generalised consensus on behalf of policy-makers and practitioners in various countries<sup>3</sup> is to progress in operative definitions on immigrant integration from the identification of areas or common basic dimensions for social inclusion-integration. Some of these areas are employment, education, housing, health and, in addition to these, others which are not recognised as basic but which are priority areas and strategic areas promoting social cohesion. In the "Handbook on Integration for policy-makers and practitioners" published by the European Commission in 2004, a chapter is devoted to the area of citizenship participation, from various approaches, understanding that this is a key area to boost a sense of belonging, intercultural dialogue and social cohesion.

The current trend, which is a priority for the European Commission, is to attempt to create a community policy in order to guide and / or suggest actions for member states on immigration matters. Thus, there are

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<sup>3</sup> "Handbook on Integration for policy-makers and practitioners". European Commission 2004, page 74.

various documents which progress in this direction. In the Common Agenda for Integration of Nationals from Third Countries in the European Union (Communication of the Commission to the Parliament on 01/09/2005), seven basic principles are clearly defined which progress in the definition of priorities for Europe and each of the member states.

A relatively common approach on immigrant integration in the region necessarily requires a common evaluation system that provides results and allows conclusions on a comparative level. In particular, to analyse results of integration and to ascertain if this integration is successful. The background problem is that there is not yet an agreement on what can be regarded as successful integration. That is to say, which aspects should become apparent both for immigrant population as well as host population to show that successful integration has been achieved. In reality, real "successful integration" involves a broad scope of intentions and challenges.

Different literature on the matter reveals different ways to achieve a successful integration. Some ways includes the need to share the host society's lifestyles and respect the rules established (an assimilations' point of view), while others stress out the need to favour social cohesion through respecting differences of ethnic minorities (a multicultural point of view). Between one focus and another, there is a wide diversity of programmes and policies which are put in action to favour integration and, in reality, the majority of the countries use support programmes which are "half way" between one model and another.

From a more operational perspective, success of integration is usually identified as the achievement obtained by the immigrant population within their daily lives which are critical to achieve a dignified life (education, employment, etc). Nevertheless, real advancement in successful integration requires the knowledge of measurable quantitative and qualitative characteristics which can provide the type of objective criteria necessary to affirm that acceptable integration exists for immigrant population in the European Union. This need brings about the need for a common system to measure integration.

## **2.2. On the need to progress in common knowledge and assessment. Why a common measurement system is necessary.**

The first question to resolve on this issue should be what the objective of a common measuring integration and establishing a monitoring system is. Solving this question is not an easy task as there are several positions that go from, on the one hand, the measurement of the effects of integration policies and, on the other hand, the integration itself as a complex process and not necessarily as the direct effect of integration policies. Obviously, in this report, we do not intend to provide a univocal answer to the current debate in different areas of thought and analysis in Europe. For now we can say that the main priority is to

define a position and act in consequence. The position which appears to be the most flexible to achieve progress would be to recognise the need for a common measurement system which allows a better knowledge on the ways the integration process is being developed in Europe - in which areas, who it affects to, what the challenges are, which Good Practices are already known etc-. This position would also imply the recognition of the mainstreaming role of integration policies to improve social and economic policies in the different states – as an example, an education policy that favours immigrants integration would favour the generation of equal opportunities for them-.

Thus, we can conclude that a common assessment system on integration should first serve to get to know, on the basis of previously selected areas, how integration is progressing in Europe using quantitative and qualitative information. Obviously, this knowledge is accompanied by necessary comparisons among countries which allow monitoring over time. These comparisons refer to information on the integration phenomenon and not exclusively to the impact of national policy.

The second question to resolve is the current feasibility of possessing a common and operative assessment system.

2.2.1 Is it possible to pursue an indicator system under the current circumstances? What could be the possible obstacles to achieve this aim?

At this time the availability of a common, perfect and operative assessment system is a goal which is too ambitious for the Europe of 25 members, even in the case of countries sharing more or less similar immigration traditions. An assessment system is based, among other factors, on a set of homogeneous indicators which allow a substantiated selection of areas for measurement. Obtaining a common assessment system would, therefore, involve the identification of dimensions and indicators which can be homogeneous and comparable for their articulation. And it is here where we find a complex and individual set of problems which are a barrier to this challenge. The complex network of situations we are referring to is:

- The diversity of integration models currently available in Europe to act on immigrant population and/or the host society. In spite of the fact a common discourse is starting to spread on bidirectional integration models where priority actors and models are recognised, each country acts in conformity with its own priorities and traditions, and also in relation to the various groups existing in each country. This is why a variety of areas and indicators are collected or are available in each situation. Thus, indicators are not “aseptic” tools. Indicators also reflect different approaches and integration models; they reflect different elements, areas and priority actors.

- Associated to the previous factor, although it is not exactly the same, we have data and registers existing in various countries which are also very diverse. This is related to the priorities each country has on a national level, but also related to the levels of development both for integration policies and, mainly, the monitoring systems implemented.
  - In some countries (Netherlands, Denmark or the United Kingdom) we find clearly articulated systems to monitor integration<sup>4</sup>, starting with priority areas and indicators which allow monitoring over different time periods and for specific immigration groups. In Denmark, we have the "Database on immigration". This database is administered by Denmark National Statistics (Statistics Denmark) and it brings together a wide number of population statistics. It is based on a Civil Register System which allows constant updating of information on gender, age, country of origin, nationality, etc. In the Netherlands, Integration Monitoring is part of a project carried out by the Centre for Research and Documentation (WODC) [Wetenschappelijk Onderzoek- en Documentatiecentrum] of the Ministry for Justice in cooperation with the Netherlands' Institute for Statistics [Centraal Bureau voor de Statistiek]. In the United Kingdom, we find the Commission for Racial Equality which develops ethnical monitoring: the process of gathering and analysing data on immigrants (Ethnic monitoring).
  - The flip side is represented by countries such as Spain, Italy or Greece which do not have articulated immigration monitoring systems, that is to say, systems specific to this aim, although they do have diverse sources reporting on employment, social security, etc. Thus, the diversity of sources and data makes continuous monitoring an impossible task. The information sources and resources are frequently unknown or inaccessible<sup>5</sup>.
- In almost all countries, areas or indicators of a qualitative or subjective nature, as the Migration Policy Group<sup>6</sup> calls them, do not provide sustainable tools to progress in their monitoring. Areas such as the feeling of belonging, the acceptance of the host society or work satisfaction on behalf of immigrant population are still difficult to measure in almost all countries. Some countries, such as Denmark for example, are starting to implement research tools such as questionnaires to extract this type of information but, obviously, these tools involve an important allocation of funds

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<sup>4</sup> Models which refer to the interdependence between the host society and immigrant population.

<sup>5</sup> The Spanish local administrative entities (councils) have a local registry that includes basic information, - name, age, address, housing, etc) of immigrant people legally established in that territory. They also have this information on immigrant people that are illegally established in that territory. This local registry is updated annually.

<sup>6</sup> A group of experts led by Jan Nielssen and Yongmi Schibel, in the Manual on Integration for policy-makers and practitioners, published by the EC's General Directorate for Justice, Freedom and Security.

and their application over time is not always certain enough to allow monitoring. Other countries are very far from executing tools to detect, in a permanent way, qualitative or subjective indicators. As a general rule, at European level, operative capacity to progress in the development of this type of indicators is not obvious, although there is a clear need in this respect. Even so, some efforts to extract, process and assess information relative to more qualitative indicators in Europe are visible. The Study "Social Assimilation of Immigrants" (available on the OECD website)<sup>7</sup> analyses integration in the host society from a social point of view in several European countries (Spain, France, Ireland, Denmark, Portugal, Belgium and Austria). To achieve this, the perception of immigrants on integration on the basis of social contacts and relationships with the neighbourhood has been analysed.

- In the event certain consensuses are reached on priority spheres or areas of immigrant integration (both qualitative and quantitative). There is also a relevant diversity in the cataloguing, classification and building of indicators, that is to say, information which is operatively observable and measurable. Thus, for example, in some publications on Europe's reality in this respect, we find indicators mentioned as such which, in reality, do not allow a practical approach or direct approach to reality, but they require the break-down and selection of additional information to access data and carry out possible analyses. When reviewing available literature which progresses in the identification of indicators on immigrant integration we find, among others, the participation of immigrants in civil society referred to the area of Political and Legal Integration (STUDY ON IMMIGRATION, INTEGRATION AND SOCIAL COHESION Annex 1 Indicators on Integration)<sup>8</sup>. Questions arise on the indicator entitled "participation of immigrants in civil society" such as: How does it make itself apparent? Which types of sources exist to verify this? Which data allows this participation to be measured? To sum up, it requires review, adjustment and organisation. At the same time, we recognise the importance of this type of information to analyse immigrant integration, although we are far from common assessment at this point in time within Europe.
- Another important question which also impacted the lack of common assessment systems is the position of states to work on indicators measuring different aims in immigration. Studying the available literature and, in particular, the reports drawn up by the six countries taking part in the framework of the I3 project we find a mix of elements and concepts. There is a mix of indicators showing results of integration with others measuring policies and, in particular, with services or

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<sup>7</sup> [http://www.oecd.org/statsportal/0,2639,en\\_2825\\_293564\\_1\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/statsportal/0,2639,en_2825_293564_1_1_1_1_1,00.html)

<sup>8</sup> Study on immigration, integration and social cohesion. Focus Consultancy Ltd and Erasmus University Rotterdam, Faculty of Social Sciences. European Commission, Employment and Social Affairs DG, October, 2005.

support devices provided by states for immigrant population (such as in the cases of Spain and Portugal). It is basic to distinguish between policy and result indicators. The first indicators refer to amount and/or quality of services, devices and / or help in health, training, employment, etc. The latter indicators refer to the situation or effectively achieved condition by the target group, for example, participation levels on the immigrant labour market. One type of indicators reflects the real integration situation, while the other the intentions and actions of states.

Once current obstacles to be faced in the creation of a common integration measurement system are identified, we are able to affirm that a map full of divergences is drawn. At first sight, this could have determined the failure the enterprise. However, progress in common steps in immigrant integration is a priority for the EC and Member States and some important contributions in this respect had already occurred. These contributions provided support to advance in the common challenge.

The Experts' Committee for Integration and Inter-Community Relations of the Council of Europe is still drafting an indicators instrument as a reference for policy-makers and practitioners responsible for drawing up immigration policies. This instrument identifies - they suggest - eight main areas for integration: employment, education, housing, healthcare, nutrition, information and culture. Within each area, indicators are suggested.

On the other hand, in the EC Manual on Integration for Policy-makers and Practitioner has an entire chapter (chapter 3) devoted to indicators. This chapter suggests that various types of indicators exist (different aims and target groups) to measure integration. Some are of statistical nature and others are more qualitative. They indicate that the adequate combination would be a mix of both types of indicators:

"Objective" and "subjective" indicators can be developed to apprehend diverse aspects of integration. "Objective" and "quantitative" indicators are normally of a statistical or legal nature and they measure, for example, employment and unemployment rates or the access to certain rights granted by law, such as the right to vote in local elections. "Subjective" or "qualitative" indicators tend to observe attitudes or perceptions, for example, satisfaction at work or the feeling of belonging to a certain country or environment. As governments start to pay more attention to personal dimensions involved in integration and, in particular, the frequency and intensity of social interaction, subjective indicators are gaining in importance." Page 73.

In any case, in order to progress towards a common measurement of integration, a consensus should also be reached regarding operative definitions on what an indicator is and the characteristics to bear in mind to guide its final selection.

### 2.3 Indicators and characteristics: reliable data

There is extensive bibliography on evaluation theory and practice that proposes definitions on indicators<sup>9</sup>. A functional and sufficiently clear definition for our aims is: An indicator is a sign, characteristic or a variable through which we approach the knowledge of a property, situation or aim which cannot be directly and conceptually measured. An indicator is a relative –not absolute- measuring instrument which describes an existing situation or the changes and trends over a period of time.

In other words, these are measurements and, for this reason, their nature is linked to the quantitative character, although more qualitative (subjective) indicators are increasingly being developed in the form of raising questions and giving specific opinions about an aspect that is to be evaluated, compared or measured.

In a very operational manner, indicators are key elements that link:

- The need for information
- to the data that must be collected

They help to filter relevant data for our work, showing a specific situation, changes or results, clarifying what is expected to be achieved and the data required to verify success.

Therefore, through these indicators it is possible to identify and select information, as much as possible, which must be a priority to establish an appropriate evaluation and monitoring system. In line with this logic, to monitor the integration of immigrants in Europe well, the system of indicators must cover the need to establish priorities over which type of data is basic, significant and relevant.

Simultaneously, these indicators should have the following characteristics: SMARP Criteria

SMARP

Significant  
Measurable

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<sup>9</sup> - Inter-American Development Bank. Handbook for the Evaluation of Projects for prevention and elimination of child labour. Sustainable Development Department, Social Development Division. 2003.  
ILPES – CEPAL. Methodological guide for the preparation and evaluation of projects (preliminary version), 2003.  
- Baca Urbina, G. (1993). Evaluación de Proyectos. México: Edit. Mc. Graw Hill, 2a. Edic.  
- Sapag Chain, Nasir; Sapag Chain, Reinaldo. *Preparación y Evaluación de Proyectos*. Ed. McGraw Hill, 4ta Ed. 2000

|                                      |
|--------------------------------------|
| Appropriate<br>Realistic<br>Possible |
|--------------------------------------|

- Significant: Relevant to the reality dealt with
- Measurable: Measurable in the environment and group
- Appropriate: Directly related to the performance of the project, programme, intervention, etc.
- Realistic: Applicable to interventions
- Possible: Existence of data sources and verification to collect them, deal with them and analyse them.

The latter condition: existence of verification sources is undoubtedly a critical characteristic to apply a monitoring system. It is not very rare to see social planners discuss if an indicator may be defined/built regardless of the existence of verification sources or if the identification of indicators necessarily requires the existence of verification sources. In the first case, inexistence of the source, enormous work focused on building possible sources would be required, which is difficult to say the least. In the second case, the basis is a condition of reality which not only facilitates and speeds up the work but it also, mainly, delimits and provides an exact context for the available data and, therefore, the verification of the indicator. In this respect, an indicator exists only if it has reliable sources for it to be verified. Should this not be the case, the alleged indicator is nothing but a principle, no doubt necessary, which will most probably not allow us to measure and analyse the situation.

In the context of evaluation of social planning/action, the indicators are also inter-dependent when one intends to understand and analyse the development of the results or changes occurred.

In terms of integration of immigrants the understanding of the degree of integration taking place, who is affected, what are the challenges, etc., will be determined by analysing various indicators in different action fields. In other words, knowing about the integration of immigrants in Europe will depend on a set of indicators in several areas that will allow:

- a) A general analysis on integration as it should occur in different social areas affecting different people (integration does not only occur in the labour, educational, or health fields, etc., but is rather a global achievement based on each one of these fields)
- b) The achievement results obtained in each field (indicator) determine and assist the others. Maybe the use of the language of the host country allows for better employment opportunities for immigrants and, at the same time, this will make social contacts easier and these contacts could probably help to their sense of belonging.

Finally, an appropriate system of indicators must avoid the risk of data saturation. A system of indicators must be flexible and efficient, which means that selecting too much information (indicators) that block the measuring mechanisms and make the evaluations become impossible or non-operational situations must be avoided.

#### **2.4 Towards building a common system of indicators: Three integrated views: national, local approach and from the affected group itself: immigrants and indigenous society.**

As it has already been said, in Europe different fields, groups and even projects have been identified which depend on European financing and which are progressing in the identification of indicators of integration of immigrants. The challenge that has been raised, project I3, and which is intended to be explained in this report, is the identification-building of a system of indicators based on three approaches:

- The national approach to integration of immigrants
- Integration in cities. The local environment as a main means of integration.
- Integration by the groups themselves, obviously the immigrant population, including a specific perception of women and the host society.

To integrate these three perspectives is not an easy task because, apart from the difficulties explained in the previous section about the national monitoring systems of immigration, there are others related to the two incorporated fields: The diversity of local systems and the subjectivity of the affected populations. We can anticipate that the pooling has been successful in terms of data exchange and the detection of discussed specific obstacles (also common) and this has allowed the production of a list of common indicators to contribute to the European dialogue in terms of indicators.

In the European dynamic on integration of immigrants and, in particular, in the complexity of the subject, progression in the migrants participation and the multi-sectorial building has become an urgent matter, both for immigration policy planning and with respect to monitoring and evaluation systems. It has been proven beyond doubt that this type of approach is not only efficient but it also subsequently facilitates the committed involvement of those who supported their building (organisations, groups, etc.).

It will also allow us to make progress in knowing about integration in objective as well as subjective fields; both of which are equally important to speak properly of successful integration. This would require not only the identification of indicators, both quantitative and qualitative, but also detecting possible sources and improving the tools used for data collection (for instance, surveys) to show subjective aspects of the host population as well as of the immigrants. Thus, in theory, an evaluation system could be generated which in the long run would:

- Deal with indicators from different fields (objective and subjective) in terms of integration. Inter-dependent fields, on which, as a whole, successful integration depends.
- Rely on different kinds of support and basic verification sources: civil society associations, immigrants, assisting organisations, public services, companies, etc.

However, to reach that point one must start by expressing firstly what we have in common, and secondly what we do not have in common, and, thirdly, what we need to build a system of indicators based on these three perspectives. This is the aim of project I3 and the following chapters explain their contribution.

## 3 - NATIONAL VIEWS ON INDICATORS OF INTEGRATION OF IMMIGRANTS IN 6 COUNTRIES.

Before starting to directly deal with which are the national indicators proposed by the countries taking part in the project, it is necessary to express here the concepts of who is an immigrant and what is integration exactly. These questions are being discussed in different areas and no agreement has been reached so far, although there are certain general proposals that reflect the various realities. It is important to clarify this because, in countries with more developed indicators, these concepts form part of their work.

### 3.1 Definition of immigrant

There is no uniformity in the definition of immigrant population and/or the population involved in the process of integration of immigration. We find several situations:

#### Denmark and the Netherlands

Both countries have a model that deals with the composition of minorities and groups with immigration sources and the position of people through (attribution of) a country of origin and not their current or previous nationality.

In the populations or minorities considered to be immigrants other distinctions are established related to the place of birth of the person: in another country (first generation and immigrants, strictly speaking) or in the host country (second generation or descendants). Both situations may also be contemplated as foreign nationals (when they keep their nationality of origin) or nationals if they have acquired the nationality. Thus, the categories of "immigrant" and "descendant" are compatible with that of "national" or "foreigner".

These distinctions become effective at the official level through National Institutes of Statistics and are used in the monitoring processes of integration. The classification between EU and non-EU is not used.

#### Germany

The situation in Germany is characterised by the inexistence of the term immigrant (*Einwanderer* or *Zuwandere*) at the official level of counting immigrants. The distinction in the statistics is based on the traditional dichotomy of "German/foreigner". The criterion for differentiation is thus citizenship and not the fact whether a person immigrated or not. The classification of EU/non-EU is generally not used either

within this dichotomy. However, some national statistics allow to filter out EU foreigners from non-EU foreigners.

In Germany, two facts complicate the statistical situation: on the one hand members of the so-called second generation of immigrants (i.e. born and socialised in Germany) are predominantly included in the category of foreigners as long as they are not naturalised (or born after 2000 when the citizenship Law changed and hence this group receives German citizenship automatically by way of birth). On the other hand Germany admitted and continuous to admit so called ethnic German immigrants (*Aussiedler*), more than 2.4 million since 1990. This group stems from Eastern European countries and the former Soviet Union. They are or were members of German minorities, in particular in Poland, Romania, the Russian Federation and Kazhakstan. They are admitted to Germany under privileged conditions. One of these privileges is immediate access to German citizenship upon arrival. Thus, they do not show as foreigners or immigrants in the German statistics, but as German nationals, despite the fact that they are recent immigrants. As an effect, German statistics are skewed in a double way with regard to the immigrant population. At present, there are several proposals for modification, such as using the categories of "foreign born" or using the category "person with immigrant background" (*Person mit Migrationshintergrund*). However, this discussion is in its initial stage. So far no agreement has been reached how to adjust the statistical system to social reality. However, on the local and municipal level these new approaches are already operationalised (namely in the cities of Wiesbaden and Stuttgart). On the national level, the microcensus, a one percent sample of the German population applied the category "Immigration background" for the first time in 2005.

### **Italy and Spain**

The third situation is that of Italy and Spain where the terminology is not too unified in the official sources: Some of them refer to immigrants and others to foreigners: Both categories appear to have multiple divisions, depending on the legal status, community or non-community origin, immigration time (first or second generation), etc. From a similar situation, however, several proposals derive.

- Portugal believes in identifying, in a pragmatic and minimalist manner, the immigrant population with third country nationals, regardless of their social and economic situation, that is to say, without excluding the integrated groups or groups considered as such to avoid stigmatising immigration.
- Italy proposes to include all the population that lives in a territory that is foreign (EU and third country nationals). Simultaneously, in order to establish comparisons, it also suggests considering the indigenous population as target population in the integration monitoring processes.

- Spain, in the Citizen and Integration Strategic Plan, does not propose any exact definition of who is an immigrant although it presumes that immigration refers to non-community people.

In the definition of each one of the countries, if we refer to the diversity of cases it is impossible to find a common denomination about who is an immigrant, although it doesn't seem to be necessary to do this to monitor integration, forcing reality and creating not very functional and operational definitions. However, it does seem to be necessary to distinguish common elements in the various definitions. From the reports drawn up within the framework of the project and also from the analysis meetings held, a common denominator, which is subsequently conditioned and/or qualified by the diversity of each case and reality, is to consider that an immigrant in Europe is a national person from third countries, therefore coinciding with the functional definition used by the European Commission.

### 3.2 What is integration?

The reports show explicitly or implicitly concurrence with the Council declarations (14615/04) and of the European Commission (Common agenda for integration. Structure for the integration of citizens from third countries in the EU; COMM 2005 (389) when they describe the integration of immigration as a two-way process in which both parties, immigrants and the host society, are involved.

In an explicit manner, the reports from Portugal and Italy have conveniently taken the EU guidelines into consideration and used them a basic guideline to establish integration policies in these countries.

**The Report from Portugal** states that the recent systematisation of the integration policy of immigration has been designed by following community guidelines. In Portugal, Government Decrees 4/2001 and 34/2003 contain the programme of the 17th Government of Portugal: "Our obligation is to provide access to basic existence and integration conditions. In exchange, immigrants must accept and exercise the basic social co-existence rules offered by the Constitution".

**In Italy**, Law 40/1998 ('Turkish-Napolitan Law') and its subsequent Consolidated Text (Decree 286/1999) dealt with immigration in a structured manner and not as an emergency situation, although with the newly modified Law 189/2002 (Bossi-Fini law) the immigration policy returned to the restrictive perspective of "law and order". The report from Italy is ambitious in the theoretical approach and it ideally aims at an inclusive concept of social cohesion that encourages full compliance with the guidelines of the EU in terms of social cohesion, inclusion of minorities and fight against all forms of discrimination. In terms of rules, the approach of equality of rights and obligations and equality in treatment started to be adopted with the 1998

Law and the Consolidated Text of 1999, acknowledging civil rights and obligations of immigrants who live and work in Italy. Pursuant to section 3 of Law 40/1998 integration would be understood as a process of non-discrimination and inclusion of diversity. The integration process is contemplated as a dynamic and bi-directional process that entails changes and re-adaptations affecting the foreign population as well as the indigenous population, under the protection of dignity and personal integrity as the main principle. From this perspective the Commission on Integration Policies created in 1998 proposed a reasonable integration model based on the following two dimensions: personal integrity and positive interaction. This model has worked as a basic theory for the first attempts to develop a system of integration monitoring. Thus, the report from Italy believes in the conceptualisation of integration related to social cohesion and it would derive from the capacity of societies to reach the inclusion of all their minorities, and not so much from individual efforts to integrate. For this purpose, integration must be understood as a property of European societies rather than the particular effort of certain persons and groups. From this, another perspective arises, which is to take into account the "viewpoint of the immigrant population" in the concept of integration: the migration project must not be understood as a perfectly defined programme, but as a dynamic and complex process, in which the immigrant continuously assesses the alternatives and obstacles offered by the context and re-defines its migration project. The degree of success of an integration project will be determined by the evaluation made by external observers of the host society as well as the immigrants themselves.

**In Spain**, a new Citizenship and Integration Plan has been drafted for 2006-2009, which is in the process of being passed by the Council of Ministers. This Plan has been based on the conceptualisation of integration, proposed by the EU Commission. Therefore, integration would be considered as a bi-directional, dynamic and continuous process of mutual adaptation affecting all citizens, immigrants and indigenous people and the institutions of the host country. The result of this process would be the attainment of an inclusive society that guarantees full economic, social, cultural and political participation of immigrants under conditions of equality of treatment and equal opportunities.

Implicitly, it is inferred from the **report from Denmark**, from the fields pointed out when considering monitoring of integration, that it shares this community perspective.

The Danish Government has the clear goal of improving integration. The fundamental values of society, such as democracy and equality of the sexes, must enjoy general recognition. More immigrants should have a job, the young immigrants and descendants of immigrants should become as well educated and trained as young ethnic Danes, and the ghettoisation problem should be addressed. The Ministry is working with a large number of indicators based on data from Statistics Denmark as well as other sources (evaluations and ad hoc analyses). The indicators are used both to collect information on integration developments, but also to monitor the observance of the provisions of the Integration Act by the local councils. The indicators thus form a comprehensive monitoring system. When drafting the national report

the Ministry of Refugee, Immigration and Integration Affairs was in the process of selecting five central political goals for immigration and integration which will guide the further search for data for monitoring integration.

**The report from the Netherlands** presents a comprehensive model of what is understood as integration of immigrants, according to the policy defined in the New Style Integration Policy letter, which is also in line with the general perspective of the EU. The report of the Netherlands provides enough theoretical and methodological elements from a policy of integration of immigration that has been applied for many years, that is to say, that has been legally implemented and with resources. The recent New Style Integration Policy Letter (2003) proposes integration as "a process that leads to obtaining shared citizenship and the participation in the society in which immigrants establish their residence". *In particular, it is established that an integrated group will have the following specific conditions: a) good command of the Dutch language, b) to proportionally take part in structural social fields (employment, education, and housing), c) to keep inter-ethnic contacts; and d) the members are subject to the basic rules of the Netherlands (the Constitution).*

The concept of integration in the Netherlands (pursuant to their report) is understood as a process with multiple dimension (legal and political; social and economic, and social and cultural) and, although the most determining one is the legal and political dimension, the process will be done across all of them. Furthermore, they insist on the plurality of persons taking part, immigrants themselves taken individually and as a group, as well as the host society with its public service institutions. This perspective allows, for instance, cross-integration (in all dimensions) and inter-generation integration. The resulting theoretical model allows to deal with diversity among groups and between generations (or cohorts) in each group, as well as basic principles that clarify the current processes and mechanisms of integration of all the immigrants: personal capacities or human resources, social networks as insertion support and social resources. In this context it is important to highlight the clarity and convincing nature of their definition of integration, it has nothing to do with establishing some minimum legal conditions that the immigrant population should reach. Integration is more like a process than a status to be attained.

**The report from Germany**, also implicitly, infers that their position is in line with the EU approach. With regard to coherent integration policies and the debates about it the situation in Germany is fairly recent, as a new Immigration Law was enacted in 2005. Its rules (such as the obligation to take German language courses for new immigrants) have only been implemented since January 2005. A coherent integration concept (and thus also a monitoring system) on the national level has not yet been passed. The discussion is emerging. However, on the *Länder* level (Federal States) and on the municipal level several integration concepts have gradually been put into political practice. As an echo effect of these local and

regional endeavours measuring and monitoring integration is being discussed in Germany on all levels: local, regional and national.

Therefore, and leaving the difference between countries aside, it could be said that all the positions explicitly or implicitly coincide with the general approach of the European Commission which proposes that integration is a two-ways process based on mutual rights and obligations of the legally resident third-country citizens and the host society, which provides for full participation of the immigrant (Communication of the Commission to the Council, to the European Parliament, to the European Economic and Social Committee and the Committee of Regions, on immigration, integration and employment. Brussels 03.06.2003). This means that:

- The host society must guarantee formal rights of immigrants in such a way that these people may participate in the economic, social, cultural and civil life, etc.
- Immigrants must follow the rules and fundamental values of the host society and actively participate in the integration process, without having to give up their own identity.

Experts highlight the importance of devising integration as a two-way process, where the attitudes of host societies, their citizens, structures and organisation, are also implied. This process takes several years, in many cases even after citizenship has been obtained and even until the second or third generation. It is upheld on a commitment when the host society intends to take in immigrants and offers them opportunities to be familiar with the language, basic values and customs, and when the immigrants, in turn, show determination to form part of the host society (page 16 and 20 in the "Handbook on Integration"). The Council gathers these ideas and defines integration as a process of two-ways and continuous, dynamic and long-term, mutual adjustment, which requires the participation not only of the immigrants and their descendants but also of all the residents. The integration process involves adaptation on the part of the immigrants, both women and men, all of whom have rights and obligations in relation to their new country of residence. It also involves the host society, which must create opportunities for the full economic, social, cultural and political participation of the immigrants. Therefore, it encourages member states to consider and make immigrants as well as nationals participate in the integration policy, and to clearly communicate their mutual rights and responsibilities ("Press Release. Session No. 2618 of the Council. Justice and Internal Affairs". Brussels, 19th November 2004).

Under the heading of integration one can detect a mixture of general and specific approaches targeting different groups and addressing a variety of issues. (Page 10 in "Handbook on Integration"). Although the use of one exact definition of integration may be too restrictive, the determination of some basic dimensions of integration may be useful as a "work definition" or as operational-pragmatic guidance to foster integration.

In the documentation consulted the concept of integration refers to several facets of economic, social, cultural and civil life, both in the public and the private sphere. Below there is an outline with the main fields most frequently mentioned:

- a) Work, employment and social security,
- b) education,
- c) health,
- d) housing,
- e) social services
- f) basic knowledge of the language, history and the institutions;
- g) observance of values ( respect for law and values of host societies);
- h) access to the institutions and public and private services, inter-cultural competence, inclusion of the matter of immigration in the formulation and application of other policies;
- i) interaction between immigrants and citizens of the member states, inter-cultural dialogue, social networks, citizen participation, participation in the civil society, social participation;
- j) participation in the democratic process and in the formulation of policies and integration measures, especially locally;
- k) population attitudes;
- l) means of communication.

The fields or dimensions mentioned in the table define the extensive range of areas on which several countries are currently working and/or are perceived as priority for integration. The selection or priority areas on integration proposed by each country involved in the project, in some way or other, is reflected in this table.

We now describe the proposals obtained about areas and indicators of integration to deal with the evaluation and monitoring of integration.

### **3.3 Fields and Indicators of Integration**

Some national reports chose to present a limited number of priority fields and verifiable indicators for which not only verification sources are available but it is also possible to collect data every six or twelve months as they rely on specific devices for this purpose, that is to say permanent monitoring on the integration of immigrants. This is the case in the reports from Denmark and The Netherlands.

Other reports chose to present a thorough list of fields and indicators irrespective of whether there are sources to verify them which requires the application of quantitative or qualitative methods for their collection and analysis. In these reports objectively verifiable indicators are presented which can be monitored, mixed with other possible or "ideal" ones (some of them subjective) for which no reliable sources have been found. This is the case in the reports from Germany, Italy, Portugal and Spain.

We now present the indicators proposed by each one of the countries.

**Denmark** considers four main fields (employment: 2 indicators; education: 2 indicators; housing: 2 indicators, linguistic proficiency with 1 indicator. A fifth field called "others" which includes 3 indicators: A total of 5 fields and 10 indicators.

| Subject                  | Indicators  |
|--------------------------|---|
| <b>Employment</b>        | <ul style="list-style-type: none"> <li>• Employment rate of immigrants and descendants, and Danes (age group 16-64) (can also be determined by gender).</li> <li>• Participation rate for immigrants and descendants, and Danes (age group 16-64) (can also be determined by gender).</li> </ul>  |
| <b>Educational level</b> | <ul style="list-style-type: none"> <li>• Proportion of immigrants and descendants (age group 16-24) undergoing upper secondary or vocational education (can also be determined by gender).</li> <li>• Proportion of immigrants and descendants (age group 25-64) who have obtained occupational qualifications (can also be determined by gender).</li> </ul>   |
| <b>Housing</b>           | <ul style="list-style-type: none"> <li>• Proportion of immigrants and descendants in public housing.</li> <li>• Spread of immigrants and descendants among Danish municipalities.</li> </ul>  |
| <b>Language skills</b>   | <ul style="list-style-type: none"> <li>• Number of refugees and persons reunited with their families who have passed a Danish language test (statistics not yet available).</li> </ul>  |
| <b>Other indicators</b>  | <ul style="list-style-type: none"> <li>• Crime rate: proportion of immigrants and descendants convicted of a crime (can also be determined by gender).</li> <li>• Marriage: proportion of immigrants and descendants married to a foreign spouse (can also be determined by gender).</li> <li>• Election participation of immigrants and descendants at general and local elections compared with Danes.</li> </ul> |

**The Netherlands** selected 4 fields (results in education, labour market position, social contacts and crime) and 13 indicators. For 2006, the incorporation of other indicators mentioned at the end of the table have been contemplated.

| Dimension  | Indicators  |
|--|---|
| <i>Performance in education</i>                        | <ul style="list-style-type: none"> <li>• success rates of secondary-school pupils in final examinations;</li> <li>• extent of entry into higher education;</li> <li>• choice of course of study in higher education;</li> <li>• graduation from higher education</li> </ul>   |
| <i>Labour market position</i>                          | <ul style="list-style-type: none"> <li>• level and rate of labour market participation (as an employee or as someone who is self-employed)</li> <li>• the use of social benefits by newcomer cohorts;</li> <li>• trends in labour market participation;</li> </ul>  |
| <i>Social contacts:</i>                                | <ul style="list-style-type: none"> <li>• the number of mixed marriages;</li> <li>• marriages with partners from the country of origin;</li> <li>• composition of residential areas according to the proportion of individuals from ethnic minorities within them</li> </ul>   |
| <i>Crime:</i>  | <ul style="list-style-type: none"> <li>• Suspects being questioned by the police;</li> <li>• type of offence</li> <li>• Recidivism.</li> </ul>  |
| <i>Indicators to be added in 2006. Different areas</i> | <ul style="list-style-type: none"> <li>• more data on migrants' participation in secondary education</li> <li>• school drop out</li> <li>• participation in 'vocational training'</li> <li>• number of migrant employees in different branches of industry, trade and the public sector.</li> <li>• social contacts Dutch and immigrant populations in schools and at the work place</li> <li>• utilisation of primary health care and use of medicine</li> </ul> |

**Portugal:** In Portugal the models of dimensions and distribution of indicators proposed by Entzinger and Biezeveld in 2003 and Marques 2005 have been adopted. The Marques model considers three essential points or inter-dependent dimensions: social and economic integration (it includes access to health care and social protection); social integration (it includes housing and establishing a network of relations); cultural integration (language command and adaptation to the culture of the host society). Apart from each one being of multiple dimensions, the integration into the labour market is considered to be essential because it interrelates with civil and social rights, that is to say, integration in the contribution systems (tax and social) and access to housing. The Entzinger and Biezeveld model includes a similar arrangement: social and economic dimension (employment, social security, school results and acknowledgment of abilities, housing); cultural dimension; political and legal dimension; behaviour in the host society. A total of 33 indicators that cover 4 dimensions are proposed.

| Dimensions                | Categories                               | Indicators   |
|---------------------------|--|--|
| Social and economic       | Employment                               | <ul style="list-style-type: none"> <li>• Unemployment rate</li> <li>• Activity rate per nationality. Distribution per activity field</li> <li>• Distribution per profession</li> <li>• Professional situation</li> <li>• Rate of employers per nationality</li> <li>• Salary in similar job</li> <li>• Hours of work per week in similar job</li> </ul>  |
|                           | Social Security                          | <ul style="list-style-type: none"> <li>• Percentage of foreigners registered in work centres per nationality</li> <li>• Percentages of foreigners receiving social integration income</li> <li>• Percentage of immigrants under the Social Security System</li> <li>• Percentage of immigrants' children who receive child's benefit</li> <li>• Payment of taxes</li> </ul>  |
|                           | School results, skills and qualification | <ul style="list-style-type: none"> <li>• Number of validation of grades</li> <li>• Proportion of school attendance</li> <li>• Proportion of students who finish the school year</li> <li>• Proportion of students passing the year</li> </ul>  |
|                           | Housing                                  | <ul style="list-style-type: none"> <li>• Residential segregation of immigrants</li> <li>• Percentage of immigrants who live in standard houses</li> <li>• Percentage of immigrants who live in houses with basic facilities (toilet, bathroom, water, electricity)</li> </ul>  |
| Cultural                  |  | <ul style="list-style-type: none"> <li>• Proportion of mixed marriages</li> <li>• Proportion of children born from a Portuguese parent and an immigrant</li> <li>• Figures related to foreigners' religion</li> </ul>  |
| Political and legal       |  | <ul style="list-style-type: none"> <li>• Criteria and requirements in the processes to renew the visa</li> <li>• Criteria and requirements in the process to obtain the nationality</li> <li>• Number of people obtaining the nationality every year</li> <li>• Terms and conditions to be allowed to vote</li> <li>• Effective registration in the electoral list</li> <li>• Actual participation in the elections</li> </ul> |
| Attitudes of Host society |  | <ul style="list-style-type: none"> <li>• Image given by the media</li> <li>• Results from surveys on victimisation due to discrimination</li> <li>• Proportion of mixed marriages</li> <li>• Proportion of children from mixed couples (immigrant and national)</li> <li>• Comparative crime rate</li> </ul>   |

**Germany:** The report from Germany raises the following proposal. The idea is to provisionally establish a list of important but general issues that include all relevant aspects of integration. In particular, this report proposes a list of 8 general fields and 50 aspects of interest or indicators.

| Dimensions                                   | Indicators   |
|--|--|
| Education, Schooling and Vocational Training | <ul style="list-style-type: none"> <li>• language skills/language acquisition of immigrants</li> <li>• literacy rate of immigrants</li> <li>• rate of bilingualism among immigrants</li> <li>• rate of "high school" (=secondary) success/failure of immigrant students (within three layered schooling system)</li> <li>• rate of university students among immigrants</li> <li>• elite recruitment among immigrants</li> </ul> |
| Economy: Labour Market Participation and     | <ul style="list-style-type: none"> <li>• un/employment rate among immigrants vs. non-immigrants</li> <li>• employment rate of immigrants according to sectors</li> </ul>   |

|   |  |
|---|--|
| Self-Employment among Immigrants                                  | <ul style="list-style-type: none"> <li>• rate of self employment among immigrants vs. non-immigrants</li> <li>• labour market participation along gender lines among immigrants vs. non-immigrants</li> <li>• (per capita) tax contributions of immigrants</li> <li>• dependency of immigrants on welfare and other state subsidies</li> </ul>   |
| Demography  | <ul style="list-style-type: none"> <li>• residential segregation/residence patterns among immigrants</li> <li>• quality of immigrant housing</li> <li>• internal migration of immigrants</li> <li>• suburbanization of immigrants</li> <li>• interethnic marriages between immigrants and non-immigrants</li> <li>• return migration of immigrants</li> <li>• reproductive behaviour of immigrants (family size)</li> <li>• fertility rates of immigrants</li> <li>• ageing patterns of immigrants</li> <li>• old age care for immigrants</li> <li>• health risks of immigrants</li> <li>• mortality rate of immigrants</li> </ul> |
| Social Sphere   | <ul style="list-style-type: none"> <li>• circle of friends/ethnic composition of peer groups among immigrants</li> <li>• establishment of immigrant media in receiving society</li> <li>• media use (newspapers, radio, TV)</li> <li>• forms of identity and belonging among immigrants</li> <li>• number of racist and xenophobic attacks</li> </ul>  |
| Politics  | <ul style="list-style-type: none"> <li>• voting behaviour among immigrants</li> <li>• participation of immigrants in political parties</li> <li>• political mobilization (informal/formal)</li> </ul>  |
| Civic Life  | <ul style="list-style-type: none"> <li>• rate of naturalization of immigrants</li> <li>• participation in immigrant and mainstream organizations/associations</li> <li>• number of immigrant NGOs</li> <li>• participation in social movements</li> <li>• crime rates/delinquency among immigrants</li> </ul>  |
| Culture   | <ul style="list-style-type: none"> <li>• religious practice among immigrants (observers vs. non observers)</li> <li>• institutionalization of immigrant religions/confessions (number of registered denominations and religious sites)</li> <li>• conversion rate of immigrants to dominant religion of receiving society</li> <li>• gender roles/transition of gender roles among immigrants</li> <li>• cultural orientation towards sending/receiving society</li> <li>• access to cultural institutions of receiving societies</li> <li>• value systems</li> <li>• consumer activities of immigrants</li> </ul>                 |
| Openness of Receiving Society<br>( <i>Mehrheitsgesellschaft</i> ) | <ul style="list-style-type: none"> <li>• diversity management within administration and the increased openness of the city's administration toward migrant cultures</li> <li>• state of intercultural competence/education</li> <li>• change of institutions within receiving society</li> <li>• (equal) chances to access mainstream organizations/institutions</li> </ul>  |

|  |  |
|--|--|
|  | <ul style="list-style-type: none"> <li>diversity within curricula and modification processes of curricula and textbooks</li> </ul> |
|--|--|

**Italy:** In Italy the experience of the EQUAL ALAMEDA Project established a system of indicators of social and professional integration defined in terms not strictly economic but depending on the human, cultural and social resources of immigrants. This approach is similar to the explanations presented with the report from the Netherlands (the difference being that it is not a system that is checked at the national level, but rather a specific contribution from a project of the FSE European Social Fund) to the integration process. These dimensions that are not strictly economic are considered to be process facilitators. In short, the definition of social and professional integration offers a wide range and is multi-dimensional, with two governing principles: social cohesion and reasonable integration. The report from Italy proposes 14 subject areas, of which the first 9 are in the field of employment-education (as the main approach is the social and professional integration) and 5 in other fields: demography, education, language command, mixed marriages and housing.

| <b>THEMATIC AREAS</b>        | <b>MEASURES AND INDICATORS</b>  |
|------------------------------|---|
| <b>DEMOGRAPHIC STRUCTURE</b> | <ul style="list-style-type: none"> <li>Proportion of foreign population compared to autochthonous population</li> <li>Total of foreign nationals</li> <li>Total of extra-EU foreign nationals</li> <li>Total of foreign nationals hailing from low per capita income countries</li> <li>Population of foreign origin (naturalized foreign nationals)</li> </ul>   |
| <b>EDUCATION LEVELS</b>      | <ul style="list-style-type: none"> <li>Distribution of foreign workers according to educational qualification</li> <li>Distribution of foreign workers according to educational qualification obtained in the home country</li> <li>Distribution of foreign workers according to educational qualification obtained in the receiving country</li> </ul>   |
| <b>ACTIVE POPULATION</b>     | <ul style="list-style-type: none"> <li>Active foreign population/Total active population</li> <li>Activity ratio of the foreign population</li> <li>Distribution of foreign workers by economic sector</li> <li>Seasonal foreign workers</li> </ul>   |
| <b>AUTONOMOUS WORK</b>       | <ul style="list-style-type: none"> <li>Total of autonomous foreign workers / Total of autonomous workers</li> <li>Total of autonomous foreign workers / Total of employed foreign workers</li> </ul>  |
| <b>ENTREPRENEUR-SHIP</b>     | <ul style="list-style-type: none"> <li>Total of companies owned by foreign nationals / Total of companies</li> </ul>  |
| <b>UNEMPLOYMENT</b>          | <ul style="list-style-type: none"> <li>Total of unemployed foreign nationals / Total active foreign population</li> <li>Total of unemployed foreign nationals who receive unemployment subsidies / Total active foreign population</li> <li>Total of unemployed foreign workers / Total unemployed workers</li> <li>Total of unemployed foreign nationals who receive unemployment subsidies / Total of unemployed who receive unemployment subsidies</li> <li>Total of unemployed foreign nationals / Total of unemployed</li> </ul> |
| <b>UNIONIZATION</b>          | <ul style="list-style-type: none"> <li>Total of foreign nationals who are members of labour unions / Total active foreign population</li> <li>Total of foreign nationals who are members of labour unions / Total members of labour unions</li> </ul>   |
| <b>PROFESSIONAL</b>          | <ul style="list-style-type: none"> <li>Total of foreign nationals who are undergoing professional training / Total of</li> </ul>  |

|                                   |  |
|-----------------------------------|--|
| <b>TRAINING</b>                   | <p>employed foreign nationals</p> <ul style="list-style-type: none"> <li>• Total of employed foreign nationals who are undergoing professional training / Total of employed who are undergoing professional training</li> <li>• Total of unemployed foreign nationals who are undergoing professional training / Total unemployed foreign nationals</li> </ul> |
| <b>PROFICIENCY IN ITALIAN</b>     | <ul style="list-style-type: none"> <li>• Total of foreign nationals who are registered trainees of Italian language courses / Total of foreign nationals over 15 years of age</li> </ul>   |
| <b>SOCIAL SECURITY</b>            | <ul style="list-style-type: none"> <li>• Total of subordinate foreign workers registered with Italian social security / Total of foreign nationals over 15 years of age</li> <li>• Total of subordinate foreign workers registered with Italian social security / Total of workers registered with Italian social security</li> </ul>                          |
| <b>ACCIDENTS ON THE WORKPLACE</b> | <ul style="list-style-type: none"> <li>• Total of foreign nationals who have had accidents on the workplace / Total accidents on the workplace.</li> </ul>   |
| <b>MIXED MARRIAGES</b>            | <ul style="list-style-type: none"> <li>• Total of mixed marriages / Total marriages</li> </ul>   |
| <b>RETIREMENT</b>                 | <ul style="list-style-type: none"> <li>• Total of foreign retired workers who receive pensions / Total retired workers</li> <li>• Total of foreign retired workers within the 50 - 64 age group</li> <li>• Total of foreign retired workers aged over 65</li> <li>• Total of foreign retired workers over 50</li> </ul>  |
| <b>HOUSING</b>                    | <ul style="list-style-type: none"> <li>• Total of foreign nationals who own homes / Total of home owners</li> </ul>  |

**Spain:** The recently created Citizenship and Integration Plan for Spain identifies 13 key areas, and discussions are taking place to decide on a series of indicators for monitoring these. The areas are: reception, education, employment, housing, social services, health, children and youths, equal treatment, women, participation, public awareness and co-development. The report for Spain produced before the Citizenship and Integration Plan was adopted, gave priority to the investigation of indicators in 3 key areas: employment/training, education and housing. The gender perspective is included transversally. Currently, Spain does not have a system for coordinating the areas and indicators used (we refer to the verification of reliable sources and a permanent process to cross-check data) except in the area of education, where the State System of Education Indicators is used, based on the international system of education indicators (INES), laboriously constructed over several years by consensus at international level.<sup>10</sup>

In order to identify the indicators in Spain, 23 official documents were reviewed (plans or programmes and statistical reports). Numerous indicators were found as a result, some of which could be verified objectively, while others could not. A total of 226 indicators were found in different areas: employment/training: 105; education: 51; housing: 27; and gender: 43.

Of these,

- 91 are explicit, they are expressly considered as indicators
- 117 are implicit and have therefore been reformulated

<sup>10</sup> The INES system defines a set of indicators to monitor education in the general population, and is therefore not intended exclusively for the immigrant population. Nevertheless, some autonomous communities in Spain also use the system to extract information for the purpose of monitoring education results among the immigrant population.

- 18 are potential, they may be expanded on.

Due to the large quantity of information contained in the report for Spain, the following table represents only a sample of the explicit indicators.

| Area                    | Indicator   |
|-------------------------|---|
| Employment and Training | <ul style="list-style-type: none"> <li>• Number of foreign workers with a work permit, according to country of origin.</li> <li>• Rate of foreign job seekers as a percentage of total job seekers.</li> <li>• Percentage of company-employed foreign workers in relation to the total number of immigrant workers with a work permit.</li> <li>• Percentage of self-employed foreign workers in relation to the total number of immigrant workers with a work permit.</li> <li>• Sectors which employ foreign workers (services, farming, construction, industry).</li> <li>• Earned income of foreign workers</li> <li>• Health and safety conditions for foreign workers</li> <li>• Unemployment rate among non-EU foreigners over the age of 16.</li> <li>• Foreign workers enrolled and registered with the Social Security.</li> <li>• Participation of foreigners in programmes to improve employability.</li> </ul>   |
| Education               | <ul style="list-style-type: none"> <li>• Development of foreign students according to geographic area of origin.</li> <li>• Number of foreign students for every thousand students in non-university education, broken down by Autonomous Community</li> <li>• Number of foreign students for every thousand students in each stage of education, according to ownership of the centre / Autonomous Community</li> <li>• Specific programmes for teaching Spanish and other official languages, as well as basic elements of culture to facilitate the integration of immigrants.</li> <li>• Teachers of foreign nationality engaged to impart higher arts education.</li> <li>• Teachers of foreign nationality engaged to impart language teaching.</li> <li>• School failure and dropout rates among immigrant's women.</li> <li>• Concentration of foreign students</li> <li>• Funds set aside to help students integrate into the Spanish education system.</li> </ul> |
| Housing                 | <ul style="list-style-type: none"> <li>• Financial assistance provided to immigrants for renting state-protected housing.</li> <li>• Homeless immigrants</li> </ul>   |
| Gender cross-sections   | <ul style="list-style-type: none"> <li>• School failure and dropout rates among immigrant's women.</li> <li>• Asylum seekers: percentage of women and men.</li> <li>• Immigrant population, according to age and gender.</li> <li>• Impact of immigration on fertility rates.</li> </ul>  |

Looking at previous proposals, all countries appear to be in agreement respecting areas that should be considered a priority, namely employment and education. Also, many countries coincide in the areas of housing and use of the host society's language. Undoubtedly, identifying key areas of integration is a basic criterion for selecting common monitoring indicators and, in this case, the decision is relatively clear. The areas of employment, education, housing and language appear to be priorities. But the final decision regarding the selection of a common set of indicators for all 6 participating countries will also be taken on the basis of other criteria in connection with the indicators themselves as well as sources from which they can be verified.

- Results indicators that are not connected to the support mechanisms and/or resources provided by integration policies. As already mentioned in the frame of reference for this report, indicators should describe integration results and not the support systems of each country.
- Available in reliable sources of information that are general and national in nature, and not exclusive to a regional or local area (areas in which some countries may have developed better monitoring systems). Available, besides, in sources that allow permanent monitoring and analysis of evolution or trends, not just results at a specific moment in time.
- Allowing comparisons between countries.
- Allowing for interpretation in comparative terms with the local people
- Broken down by age and gender; even by group of origin
- In some areas with specific references to the “second generation”, or descendents.

In harmony with these criteria it is not easy to reconcile with the diversity of indicators proposed by each country (which were in some cases excessive). A common position that seems to be gaining momentum consists of using a set of minimum values, that must be well-articulated and based both on the availability of sources of verification and on the following realistic criteria: feasibility and necessity. The proposal that is finally presented in the fourth chapter of this report takes into consideration both the coinciding priority areas and the above mentioned criteria. Hence the proposal to be devised will have to be realistic, basic and provisional. It also draws on the contributions set out in the following chapter: Perceptions within the Affected Cities and Populations.

## 4. PERCEPTIONS WITHIN THE AFFECTED CITIES AND POPULATIONS

### 4.1 Perceptions of the populations: immigrants and native society

In harmony with the approach of each participating country and the European Commission respecting two-way integration – immigrants and the host society – the aim was to devise a common proposal of indicators that encompass the perceptions of each of these populations. Thus, by means of workshops carried out as part of the project (the workshops were carried out for first generation immigrants in Spain; for immigrant women in Italy; for second generation immigrants in the Netherlands; and for the host society in Germany), the views and perceptions of both populations have been identified with respect to such questions as what integration means and, in particular, the areas and indicators of integration that are considered priorities from these perspectives.

Clearly, these contributions are valid within the context of this project and are not to be projected to the immigrant and local populations as a whole. Even so, we consider it important to present their ideas as many of these coincide with the approach of participating countries, while others bring to attention matters that should be given consideration in the near future.

Below we present a set of key ideas extracted from the reports of the workshops and we proceed to analyse their convergence with the approach of participating countries in the search for common indicators.

#### **Spain: Perceptions of first generation immigrants**

- ✓ Integration means full equality of rights, duties and obligations on the part of each population – immigrants and the host society.
- ✓ The immigrant group sees the host society's perceptions of immigrants as a significant barrier: immigrants are seen as poor, needy, without a cultural heritage, uneducated, and with no rights or equality in the search for opportunities.
- ✓ To achieve integration it is necessary to provide more and better information and orientation for immigrants recently arrived in the country. Existing public services are far too scarce to handle the

demand of immigrants requiring guidance with respect to social, legal, and health matters, among others. It is also necessary to provide interpreters or specific reference points to offer information to immigrants, particularly those who do not speak the language.

- ✓ Successful integration can be achieved in the mid to long term. This should be a two-way process. It is important that both the host society and immigrants are aware of the need of participation and exchange. The host society should be willing to accept new cultural concepts and their inclusion into daily life.
- ✓ Peaceful coexistence should be encouraged and supported. It is important to “accept and be accepted”. The immigrant needs to learn and capitalise on the “knowledge” of the host country and the host society needs to absorb and be enriched by the cultural contributions of the flow of immigrants.

In the case of “recently arrived” immigrants there appear to be several specific problem areas that require particular vigilance:

- Family regrouping, to promote reuniting of transnational families. Likewise, attention must be given to the ability to reconcile work with family life. The contribution of foreign workers to the work/life balance of Spanish individuals and families should not be made at the expense of their own.
- Access to housing: assistance to rent or buy a home, exercising vigilance against potential abuse and procedures that are discriminatory.
- Access to employment and guaranteed labour rights: support for immigrants to gain access to jobs, exercising vigilance against potential abuse and procedures that are discriminatory, and penalising those that occur.
- Information and orientation regarding the individual's rights and duties in the host country.

### **The Netherlands: Perceptions of second generation immigrants**

- ✓ A feeling of “security”. In order to achieve good integration it is considered important to feel “secure”. This is directly related to “not feeling threatened” and feeling accepted by the host society.
- ✓ Language is an important tool for integration into society, but alone does not ensure adequate integration. The ability to speak Dutch does not mean the immigrant is integrated. Immigrants who speak perfect Dutch are still seen as “foreigners” by the native population and as such are

discriminated against by the labour market. In other words, the importance of language in the integration process is relative.

- ✓ There are not enough integration indicators with respect to “culture and values”, this area needs further work.

### **Italy: perceptions of immigrant women**

- ✓ Rejection on the part of women that immigrants be seen as “productivity machines” in the labour market. They feel that the Law treats immigrants as if they were productivity machines and does not contribute to their integration, given that “if you produce I’ll give you a residence permit, if you no longer have work you lose your residence permit.” This is important as a gender factor, as “traditionally” women are the first to be “expelled” from the labour market in times of crisis. Furthermore, throughout their working life many women face periods of withdrawal from the labour market to care for dependent persons, maternity, etc. (reconciliation with family life).
- ✓ Language is seen by women as the primary tool for integration. Understanding and making oneself understood not only opens up employment opportunities but also represents the first stage on the path to becoming autonomous. Furthermore, it mitigates the feeling of isolation and discrimination that can be felt when living in a place where one cannot interact with the host society. The importance of language for women is fundamental because it is the primary instrument of socialisation.
- ✓ Access to public social services is very important for integration, but women point out that above all it is the lack of information, and not the lack of services itself, that excludes immigrants from gaining access to these.
- ✓ Social participation: the importance of social networks that provide a stock of solidarity and mutual support. Having friends (Italians and immigrants, participating in associations, etc.) provides new areas of socialisation that contribute to their feeling included and help them grow in confidence.  
*«To meet women like me coming from other countries, to talk to them and to listen to their histories made me less frightened...it encouraged me to get out of home and face the new reality ... » (Lucia, 42 years, Brazil)*
- ✓ Children as positive elements of integration. Children are vehicles of communication and constitute a meeting point with the host society: schools, teachers, social services, meeting other parents etc. all contribute to women becoming familiar with the territory, the resources, other families, etc.

- ✓ Immigration as an opportunity for emancipation. It is important to bear in mind that for many women immigration represented an opportunity to become emancipated and to “grow”; they feel that coming into contact with Italian women has often been an important source of encouragement, not only to change their day-to-day habits (such as driving a vehicle) but also because they now aspire to higher education or better professional development.

#### **Germany: perceptions of the host society**

- ✓ Integration is a process, not a “result” to be arrived at after a certain period of time. Furthermore, it is directly related to equal opportunities. Therefore, the concept of integration should be regularly reviewed.
- ✓ It is suggested that immigrants actively connect to the host society, whether they participate in the labour market or not. It is even suggested that immigrants be encouraged to participate in voluntary work and get involved in associations.
- ✓ As a matter of priority it is necessary to work on integration within schools: improving teacher training in issues of intercultural pedagogy, strengthening communication between teachers and immigrant parents (even visiting immigrant parents in their homes) and improving cooperation between schools and social services.
- ✓ Immigrants should have at least a working command of the host society’s language. They should be familiar with the political system of the host society, and the fundamental principles of geography, culture, etc. The general opinion is that immigrants will be able to integrate fully once they have good knowledge of their neighbourhood, once they can contact public authorities without the need for interpretation and once they take part in the social activities of their district.
- ✓ On the other hand, the host society needs to change its defensive rhetoric with respect to immigration and integration, and refer to immigrants as a resource. Politicians should portray immigration positively. At the same time, civil service employees and workers in government offices also need to concentrate efforts on achieving a customer oriented service delivery.
- ✓ Recognition of immigrants’ qualifications and certificates should be enhanced, which would give them access to jobs that match their abilities.

#### **Lessons learned from the perceptions of the immigrant and host society populations: areas and indicators of integration**

The perceptions of the populations concur with the approach of the national reports. There, they envisage integration as a process rather than as a result associated with equal opportunities, and as such is dynamic and needs to be reviewed regularly. The perceptions also coincide with the countries and the European Commission respecting the two-way nature of the integration process. Both immigrants and the native populations expressed that the process goes both ways: immigrants should participate on an equal basis in the rights and obligations of the country in which they live, and the native society should accept change and new cultural ideas. Specifically, immigrants are asked to participate actively in social life, even taking part in voluntary activities as this will help them connect better with society in general. At the same time, some organisations within the host society highlight the need to open up to immigrants and suggest, for example, proficiency and use of a language that will facilitate communication with the major immigrant groups. Another idea emphasised is intercultural preparation for schools in order to promote interrelation (teachers, curricula, etc).

In this context, some sectors or areas of integration stand out as particularly important for progress in creating indicators – employment with guaranteed labour rights, access to housing, and the use of host society's language are likewise fundamental aspects from an immigrant perspective. Language is not necessarily in itself a factor for successful integration. It favours integration for immigrants by facilitating interrelation in other aspects, such as education, employment, health, housing, a feeling of belonging, etc. Language is an aspect that facilitates interrelation with members of the host society, provides the immigrant with autonomy and is a primary socialisation factor for the children of immigrants.

Another concept that stands out is the idea of non-discrimination and the need to break down stereotypes surrounding immigrants. Immigrants reject the idea of being seen as an excluded group, lacking a social or cultural heritage. Closely related to this point, they uphold the need to feel accepted, secure and that they are not rejected by the host society.

In the case of immigrant women mention must be made of other situations brought to light in the workshops.

Immigrant women face a specific set of circumstances that affect their opportunities and risks with respect to integration. The condition of regularity associated to obtaining a work permit in all EU countries provides immigrant women with more opportunities, but at the same time puts them at greater risk. The opportunities are in proportion to the great need in Europe for workers in the sector of personal services and caring for dependent persons, jobs traditionally held primarily by women. The risks are associated with the fact that maternity and care of family members may exclude immigrant women from the labour market, putting their residence status in jeopardy.

Another important factor from a gender standpoint is that the migratory process, in many cases, is a platform for emancipation of women immigrants, who, by coming into contact with European women and EU values, find new ways of evaluating the place of women in society and their relationships with men.

Finally, we would also highlight the role of children as vehicles for integration to the extent that their insertion and socialisation forces women to connect actively and on a daily basis with social services, schools, associations, etc. contributing to their integration. Generally, it is important to defend the maxim that “personal and family work/life balance in Europe should not come at the cost of personal and family work/life imbalance for immigrants” and to this end mechanisms should be created to facilitate family regrouping.

In conclusion, we would emphasise the areas that coincide with the approach of the countries, that is, employment, housing, language, besides other areas and indicators perhaps more subjective and difficult to measure, such as the sense of belonging and security, and social participation. In future, special attention should be paid to creating gender indicators that allow us to visualise the changes, opportunities and threats that affect women in particular.

## **4.2. Perceptions within cities. Good practices and indicators employed in Barcelona and Berlin**

At this moment, the cities of Barcelona and Berlin are applying comprehensive immigrant integration policies; in other words, they are promoting integration in various areas of life in the city. Furthermore, both these cities make use of platforms for participation among the population (associations, NGOs, Town Hall Discussion Forums, etc) and civil society networks. For this reason, as cities, they provide a good reference for choosing successful practices for integration and selecting indicators with local scope.

### **4.2.1 Barcelona**

The Council of Barcelona has had a Municipal Immigration Plan since 2003. The Plan includes 16 objectives and 90 measures for promoting the integration of immigrants. The basic principles of the Plan are:

- Normalisation. - Providing the immigrant population with the same services, programmes and facilities that are provided to the population as a whole – not creating specific services except those related to the initial reception of immigrants.
- Coexistence. - Connecting people to the context in which they live and feel a part of, with equal opportunities and common projects among the population as a whole.
- Cultural diversity. - Drawing up proposals for integration of immigrants that respect and acknowledge their cultural diversity.

Hence, the majority of the Council's actions are geared towards strengthening Barcelona's services and programmes, moving across all the already established principles. Special emphasis has been given to the following areas:

- Employment: maintaining and reinforcing the active policies of the municipal labour enrolment service by means of a municipal employment office: Barcelona Activa.
- Education: support for the immigrant population to learn the official languages – Spanish and Catalan – and strengthening the school system by means of “welcome areas” and participation in drafting the City Education Plan.
- Social services: strengthening the staff of social workers in centres providing social services, opening these up to immigrants and adjusting family assistance programmes to the new situation in Barcelona, i.e. families of immigrants.
- Housing and town planning: actively promoting Barcelona's urban policies mainly focused on activities in public spaces and on policy planning. Barcelona strongly supports the idea of single urban spaces having a variety of uses, and blending residential and commercial areas with financial and technology centres.
- Citizen and intercultural coexistence: actively promoting actions that provide information on cultural diversity and the functions of organisations specifically created to encourage coexistence and non-discrimination. These organisations are the Office of Non-Discrimination and the Centre for Religious Mediation.

The latter, the Centre for Religious Mediation, is included in the sixteenth goal of the Municipal Immigration Plan, which is: “to promote the normalisation and social integration of centres of worship”. It has been selected as a Good Practice for its innovation and because of the current importance of religious tolerance for coexistence in Europe. Indicators are defined to monitor religious coexistence in the city, in association with the services provided and the results obtained.

### **Good Practice: The Barcelona Centre for Religious Mediation**

The Barcelona Centre for Religious Mediation (CIB, in its Spanish acronym) is a municipal office responsible for managing relations with all of the religious entities that have a presence in the city. It is directed to all of the population, regardless of their origin, and represents an important way to reach the

immigrant population and encourage their integration, as many followers of different religions are immigrants. It was created in May 2005.

In Barcelona the following religious communities are present:

| RELIGIOUS COMMUNITY                             | No. Communities |
|---|-----------------|
| Catholic Church                                 | 135             |
| Protestant Church (Evangelical)                 | 89              |
| Jehovah's Witnesses                             | 20              |
| Islam   | 15              |
| Buddhism  | 15              |
| Hinduism  | 10              |
| Orthodox churches                               | 7               |
| Judaism   | 4               |
| Church of Jesus Christ of the Latter-Day Saints | 3               |
| Sikhism   | 2               |
| Taoism  | 2               |
| Adventist Churches                              | 2               |
| Baha'ism  | 1               |

The focal activities of the centre are:

- Provide a channel of communication between the Council and the religious communities present in Barcelona with respect to any subject: opening or constructing new centres; seeking municipal spaces for events, festivals, etc.
- Provide the general public with information and training on the religious diversity present in Barcelona.
- Detect situations of tension or conflict of coexistence where religion is an important factor. To intervene – in a spirit of mediation – in cases where it is considered necessary.

### CIB Indicators

The CIB has designed indicators to measure the quality and efficiency of the service. These indicators have served, indirectly, to measure the integration of religious communities that are made up totally, or by a majority, of immigrants. The indicators are quantitative and qualitative, and are verified by means of registers and periodic interviews with users. The information obtained has allowed us to get to know in some depth the principal figures involved in the religious communities in Barcelona. It has also been possible to notice the different kinds of demands of the mostly immigrant population and the CIB's impact on the Group as a whole, as well as gaps existing in the service, which are being reviewed and then improved. The indicators associated with the service are reviewed on a regular basis and adapted to informational needs and to the sources available. Also, involvement on a local level makes it relatively

easy to extract information considered to be a priority, with new tools and sources of information being created for that purpose.

#### Qualitative Indicators

- Level of appreciation among religious entities that the service exists.
- Level of satisfaction among religious entities with their experiences in receiving help with paperwork.
- Level of appreciation among other municipal services that the service exists.
- Level of satisfaction among other municipal services with respect to their experiences in receiving advice or cooperation.
- Level of satisfaction among users of the information, training and inter-religious activities.
- Level of satisfaction among parties in conflict with respect to the intervention of the CIB as mediator.

#### Quantitative Indicators

- Number of intervention actions
- Number of entities or individuals who have used the information, training and inter-religious activities
- Number of situations of tension or conflict detected

#### Improvements and new indicators suggested:

- Number and proportion of places of worship that are fully regulated from an urban standpoint
- Number and proportion of religious entities that form part of the citizen participation mechanisms established by the Council
- Language skills of the heads of the religious entities.

### **4.2.2 Berlin**

The Berlin state government (Commissioner for Integration and Migration of the Senate of Berlin) has implemented an integration concept, in August 2005 which represents a turning point. Its principles and scope are:

- Integration policy is a priority transversal issue

- Integration policy is oriented towards a target group of the population in a holistic manner / a wide dimension
  - Integration policy is participative
- Scope
  - Socio-economic integration
  - Legal integration
  - Socio-cultural integration
  - Intercultural openness of the host society

The key areas for encouraging the integration of immigrants are:

- Education: to foster the integration of children and adults of immigrant origin, with particular attention to those who speak a language other than German at home. It has been established that not having a command of German is related to and affects the ability to participate and benefit fully from school.
- Occupation, employment and vocational training: to encourage and support access to and permanence in the labour market for the population of immigrant origin. Efforts to counteract unemployment caused to a large extent by the de-industrialisation of Berlin. Support for vocational training of young (second generation) immigrants with difficulties to enter the labour market because of lack of jobs. Self-employment and business entrepreneurialism among the population of immigrant origin in Berlin is likewise encouraged.
- Urban cohesion: to strengthen cohesion, reduce social marginalisation, prevent and combat spatial segregation and enable social stability of areas that require greater inclusion of its inhabitants. It sets out to redefine public administration in this area, and to reduce regional and local concentrations of poverty and marginalisation in order to prevent and /or lessen the effects or trends toward "ethnic polarisation".
- Intercultural openness: to promote and attain full equality of treatment of users of public services, effectiveness and efficiency of the public administration in its service and contact with the immigrant population: social inclusion of ethnic, cultural and other minorities. Intercultural training of public servants in different areas of public administration and actions to combat xenophobia.

Intercultural openness includes transversal aspects that must be applied in all areas of policy and communication of the administration.

- Social integration and participation: to promote political and civic participation among immigrants, making it easier for them to vote, be elected to positions within the public administration, participate in immigrant organisations and create self-organisation networks.
- Combating racism and discrimination: to encourage peaceful and democratic resolutions of conflicts and to combat racism and rightwing extremism, protection against discrimination, creating a culture of tolerance. There are two lines of action:
  - zero tolerance towards manifestations of xenophobia, rightwing extremism and anti-Semitism, by pursuing offenders to the fullest extent of the law, and involving supervision of the Office for Internal Security.
  - prevention of racism and xenophobia, strengthening the structures of democracy and civil society.

With respect to developing and applying indicators, the Senate of Berlin has managed to create and implement indicators that initially can be verified within the area of Education. For this reason, this experience is described below as a good practice.

#### **Good Practice: the “Integration through Education” programme**

The programme forms part of the integration policy of the Senate of Berlin, which aims to create a comprehensive strategy for all of its departments, making integration the responsibility of all, and improving programme coordination. It also aims to implement a system of indicators for the integration policy and a system of periodic monitoring. While it is the first integration programme to include verifiable indicators, there is also a need to improve existing data and to reach consensus on a new definition of the concept of “immigrant” that better reflects the current situation in the country.

The programme has three key objectives:

- Increase participation in education and improve success rates in obtaining school-leaving certificates among children and youths of immigrant origin, helping them achieve personal independence, and become responsible and active members of society

- Remove language barriers of parents of immigrant origin and include them in the German language learning processes of their children. Facilitate their participation in the organisations and activities of the school.
- Assist students of immigrant origin and their parents to acquire a thorough knowledge of the culture and society of the host country or to promote said knowledge among these.

The monitoring system used, identifies a series of indicators that have led to the discovery that, for example: “children and youths of immigrant origin have less education opportunities than their native German peers. They leave school with lower qualifications or without qualifications and are under-represented in vocational training schools and universities. These circumstances result in fewer opportunities to gain access to the labour market, higher unemployment and dependency on state benefits”.<sup>11</sup>

### **Suggested Indicators:**

#### Indicators for the educational success of children, youths and adults with migration background

##### Elementary education

- proportion of 6-year-olds who attended childcare facilities for at least two years
- proportion of children with a sufficient command of German before starting school

##### Primary school

- proportion of children in grade four with a (very) good command of German
- proportion of pupils aged 6 to 10 attending all-day primary schools

##### Transition from primary to secondary education

- recommendation by class teacher for type of secondary school in grade six, primary school: proportion of pupils with a recommendation for Hauptschule (secondary basic school) or Gymnasium, respectively
- proportion of transitions from primary school to the various types of secondary schools in districts with low or high unemployment rate/dependency on transfer payments
- proportion of transitions from primary school to the various types of secondary schools in districts with low or high concentrations of non-Germans/migrants

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<sup>11</sup> Report “Indicators of integration in education” of Dr. Frank Gesemann

### Secondary education (grades 7 to 13)

- proportion of students with and without migration background in grade eight according to type of school
- proportion of students with and without migration background who have to repeat a year, for each type of school
- proportion of students who have to change from Gymnasium or Realschule to the next lower type of secondary school
- school-leaving qualifications
- school leavers according to qualification
- proportion of school leavers with university entrance qualification / without school leaving certificate according to neighbourhoods
- proportion of school leavers with university entrance qualification for various cities (Berlin, Frankfurt on Main, Hamburg, Cologne, Munich, Stuttgart)

### Vocational training

- trainees according to fields, industries and occupations
- proportion of trainees in all youths of residential population (participation rate in vocational training)
- proportion of trainees who complete their vocational training
- proportion of young adults without completed vocational training in all young adults in the residential population

### Further education

- number of lessons offered for German as a second/foreign language at adult education centres in Berlin
- participation in examinations for European language certificates
- participation in German classes organised for mothers/parents of pupils with non-German native language at schools

### University

- proportion of first-year students (with German Abitur) in all school leavers with university entrance qualification
- proportion of students (with German Abitur) according to university and subject
- proportion of dropouts according to university and subject
- proportion of students who complete their university studies

- proportion of people over 18 holding a degree in total residential population over 18

Indicators for the intercultural opening of educational institutions could include:

- proportion of childcare facilities and schools applying a concept for dealing with ethnic, cultural, religious and linguistic diversity
- proportion of childcare facilities and schools applying a concept for the systematic improvement of the language skills of children and youths of non-German native language
- number of childcare facilities and schools offering bilingual activities
- proportion of schools offering German classes for mothers/parents of children of non-German native language
- proportion of kindergarten and school teachers with migration background in all kindergarten and school teachers of the respective institution
- proportion of kindergarten and school teachers who participate in courses to enhance their intercultural competences and ability to teach German in a professional manner
- proportion of parents of children with migration background involved in the work of parental councils at school.

**Lessons learnt from the experience of cities: environments and integration indicators**

The experience offered by Berlin offers an exhaustive list of indicators for monitoring the education and professional training of the immigrant group and, in many cases, comparing them with the autochthonous population. Emphasis should be placed on the effort made to distinguish indicators which allow an analysis of the subject's situation and the host environment as interdependent elements in the integration process. This Good Practice is found in a basic environment for the effective integration of the immigrant population in Europe, and this has also been reflected in the national reports. Education stands out as a strategic environment for encouraging equality of opportunities, especially for members of the second generations of immigrants.

The experience of Barcelona places us in an environment which is, perhaps, less worked on in Europe for encouraging the integration of immigrants, but which is critical in today's reality. Encouraging integration through religious tolerance is, without doubt, a challenge for any city with high levels of immigration. Barcelona provides qualitative and quantitative indicators which allow monitoring of the effectiveness of the service and user satisfaction.

If we look carefully at both experiences with regard to the task before us, the identification of common indicators in Europe, we can highlight the following:

- Both experiences have bodies of indicators referring to specific areas of integration, which are subject to review and improvements. This idea of partiality and transition must be taken on in any system of indicators implemented.
- Berlin defines its indicators according to sub-categories which are related to levels of education and/or types of education (primary, secondary, adult education, university, etc). In each of these it describes qualitative and quantitative indicators.
- Barcelona uses the distinction between qualitative and quantitative indicators.
- In Berlin, results indicators are expressed (Pupils who complete school or the Proportion of children in grade 4 with a very good command of the German language) combined with indicators of process or integration aid policy (No. of child services and schools which offer bilingual activities).
- Barcelona works, almost exclusively, with process indicators – measurement of its service – although those referring to the degree of satisfaction of users in different matters might provide readings on subjective indicators which are important for integration, such as for example the immigrant's sense of belonging and feeling of acceptance.
- Both experiences can serve as models for those cities which are working on the construction of immigrant integration indicators in those areas addressed here.

## 5. COMMON INDICATORS FOR MONITORING INTEGRATION

Having reviewed the contributions made from the different points of view: national indicators proposed by 6 countries, the opinion of the groups (autochthonous and immigrant populations) and the local indicators referring to specific areas of municipal policy, the task now is to define a set of common indicators which brings together the three viewpoints. Drawing up a common list of indicators, which brings together the three viewpoints, must go beyond the similarity of areas or apparently equal indicators. The construction of indicators is, in itself, a complex task which requires a detailed analysis between the requirements for information and the data available to contrast it. The choice of immigrant integration indicators must take account of the complex reality regarding integration of immigrants and the network of stakeholders involved in the process. As far as these last aspects are concerned, contributions have been made by local viewpoints and those of the groups. It has thus been possible to select a set of integration areas and indicators for contributing to the construction of a European system of monitoring integration.

Before describing the common indicators, we need to look at the conditions and criteria which have determined their choice.

First of all, an operative system of indicators must not work with excessive information, even more so in the European framework, because it may break down and the efforts made to search for information would end up exhausting the system. Hence, establishing priorities with coherent, consequent and necessary information is a basic condition.

The second question refers to the differences between process indicators (or measurement of the policy of integration) and indicators of results referring to the achievements made in the process. This report is based on the common indicators being located in the second condition, as result indicators and not process indicators. Monitoring on a European level of immigrant integration should be based on reliable indicators which allow a comparison between countries on how integration is being achieved (or areas where it is lacking, obstacles, challenges) and not so much on the policy and resources which each country devotes to it.

Measurement of the support devices which each country develops has a meaning in the national, regional and local spheres can contribute to evaluate the relationship between efforts and efficiency, and ability to provide monitoring for each policy and intervention. It is also used to establish improvements in the management of the integration programmes. Furthermore, the comparison between these types of indicators could be used to find out what each country is doing and/or how many resources it is devoting to the integration of immigrants. Currently, and right now this does not appear to be a priority on the

European scale. The exchange of experiences between countries is positively valued as a means of finding out about innovative and effective programmes in integration matters. The transfer of experiences is undoubtedly important to encourage mutual learning.

In the European sphere, however, it is necessary and urgent to establish common indicators for the monitoring of integration in itself, find out its results and difficulties on a European scale and provide a breakdown of information by countries. This is why the first condition used for drawing up a common list of indicators must be: results indicators

The third question which has determined the selection of the proposed indicators is the existence of sources of verification, and the requirement that these sources are reliable and permanent, so that monitoring over time can be established. It is no use choosing indicators which cannot be verified or the source of which (for example primary through surveys) is not available on a permanent basis. It is a different thing to analyse what type of quantitative and qualitative information (objective and subjective indicators) would be interesting to address, and devote resources and efforts to the construction of sources. Establishing this distinction – existence or non-existence of the source – we can talk of real indicators as such and potential indicators associated with the detection of sources. This report has followed this classification, and further on we will find the proposal which distinguishes between: immediate indicators (available in sources) and potential indicators (some of them subjective and for which sources of information must be constructed).

Fourthly, a system of immigrant integration indicators on a European scale must allow a comparison between countries (in this case 6); otherwise there is little sense in establishing a common tool. For the same reason, it is again important to have verification sources for the selected information in all the countries and not just some of them. This situation has been critical throughout the development of project I3, with countries like Denmark and the Netherlands having monitoring systems which are supported on reliable and permanent sources for different types of information. Countries like Italy and Spain are starting to have indicators and articulated sources of verification in integration matters. Countries like Portugal and Germany are in an intermediate position, with recent systems of monitoring which are still subject to improvements and adaptations. Hence the need to restrict the common indicators selected to adjust them to this condition.

Finally, account has also been taken of the convergence of criteria between the national viewpoints, the collectives and the local proposals for the definitive selection of the key areas or dimensions of integration to draw up indicators. There appears to be no doubt, and we find references from all the viewpoints included in this project, that the areas of employment, education and language are basic in the integration

of immigrants. We also find them included in the basic common principles of the Common Agenda for the Integration of Third-Country Nationals in the European Union (Communication from the Commission to the Parliament of 01/09/2005).

- Principle 3: Employment is a fundamental part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible.
- Principle 4: Basic knowledge of the host society's language, history, and institutions is indispensable to integration; enabling immigrants to acquire this basic knowledge is essential to successful integration.
- Principle 5: Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society.

Other areas such as housing and health are included in several of the national reports. And the areas of social participation, citizenship, social contacts, sense of belonging and opening up of public services are of particular importance for the immigrant groups and the autochthonous population.

In accordance with the conditions and criteria expressed up to now, the following proposal for common indicators has been drawn up. This proposal is presented in two tables. The first establishes, by priority spheres, a set of indicators which are basic, necessary, realistic (existence of available sources in all countries) and of national scope (reflecting statistical information on a national level, not local or regional). This table reflects short-term immediate indicators.

The second table breaks down, by priority spheres, possible indicators which are subject to the detection and/or construction of sources. We reiterate that certain indicators are already measured in some countries, but not in all. This is why, on a European scale, we have placed them in the table of medium/long-term potential indicators.

### 5.1 Short-term immediate indicators

| Sphere                     | Indicators  | Observations  |
|----------------------------|---|---|
| Work and Employment Market | <ul style="list-style-type: none"> <li>• Active Population by main groups of citizenship, age, group and sex</li> <li>• Employment rate by immigration background</li> <li>• Unemployment rate by immigration background</li> <li>• Earned income per immigrant person employed</li> <li>• Number and type of labour employment contracts held by immigrants</li> <li>• Immigrant labour enrolment sectors</li> <li>• Proportion of self-employed immigrants – as entrepreneur, free-lance, etc-</li> </ul> | <p>These have to be interpreted in comparative terms with the autochthonous population.</p> <p>Broken down by age and gender; even by group of origin.</p> <p>With specific reference, in some indicators, to the so-called 2nd generation or descendants</p> |

|           |  |  |
|-----------|--|--|
| Education | <ul style="list-style-type: none"> <li>• Rate of school attendance (of those registered, effectively those who attend school regularly) – rate of absenteeism</li> <li>• Rate of school failure: drop out</li> <li>• Proportion of primary school entrants reaching the last course (ending and passing their exams)</li> <li>• Proportion of secondary school entrants reaching the last course (ending and passing their exams)</li> <li>• Proportion of immigrants with vocational training qualifications (18-25 years old).</li> <li>• Proportion of immigrants acceding to university</li> <li>• Proportion of immigrants that ends university</li> <li>• Likelihood of immigrant students expecting to complete a university level programme</li> </ul> | <p>These have to be interpreted in comparative terms with the autochthonous population.</p> <p>Broken down by age and gender; even by group of origin.</p> <p>With specific reference, in some indicators, to the so-called 2nd generation or descendants</p>  |
| Language  | <ul style="list-style-type: none"> <li>• Students with a migrant background level of knowledge of host society language</li> </ul>   | <p>The choice was made to refer to this exclusively in the school context because of the impossibility of all countries obtaining reliable data on the acquisition and use of the language by immigrants outside the school system. Although countries like Germany, Denmark and the Netherlands have language examinations for the immigrant population in general.</p> |
| Housing   | <ul style="list-style-type: none"> <li>• Rates of housing already bought by immigrants</li> <li>• Rates of housing rented by immigrants</li> </ul>   | <p>These have to be interpreted in comparative terms with the autochthonous population.</p> <p>Broken down by age and gender; even by group of origin.</p> <p>With specific reference, in some indicators, to the so-called 2nd generation or descendants</p>  |
| Health    | <ul style="list-style-type: none"> <li>• Mortality rate of immigrant population compared to that of native population</li> <li>• Morbidity rate of immigrant population compared to that of native population</li> <li>• Infant mortality rate</li> <li>• Percent Immigrant children immunised</li> <li>• Immigrant people labour accidents compared to those of native people.</li> </ul>   |  |

## 5.2 Medium/long-term potential indicators

These indicators are considered to be very important as they concern to the integration factor in the host society

|                                       |   |  |
|---------------------------------------|---|--|
| Social Participation and Citizenship: | <ul style="list-style-type: none"> <li>• No. of immigrants participating in associations(cultural associations, sport, social, neighbour associations, etc)</li> <li>• No. of immigrant associations</li> <li>• Terms and conditions of access to the right to vote.</li> <li>• Effective registration on the electoral roll</li> <li>• Effective participation in elections</li> <li>• Degree of trade union membership of immigrant workers.</li> <li>• Proportion of immigrants participating in political parties.</li> </ul> |  |
| Social Contacts:                      | <ul style="list-style-type: none"> <li>• Mixed marriages</li> <li>• Marriages with partners from the country of origin;</li> </ul>  |  |
| Opening up of the receiving society   | <ul style="list-style-type: none"> <li>• Workers in public administration who can communicate in another language used by a majority immigrant collective.</li> <li>• Equality of opportunities for accessing the dominant organisations/institutions</li> <li>• Diversity at school for adapted curricula and textbooks.</li> </ul>  |  |
| Sense of belonging                    | <ul style="list-style-type: none"> <li>• Feeling safe, accepted and not threatened in the host society</li> <li>• Knowledge of the history, language, culture and habits of the host society</li> </ul>   |  |
| Education                             | <ul style="list-style-type: none"> <li>• Immigrants host country language level</li> </ul>  |  |
| Labour Market and Economy             | <ul style="list-style-type: none"> <li>• Proportion of immigrant people with directive posts in private enterprises</li> <li>• Proportion of immigrant people with posts in public administration</li> <li>• Proportion of immigrants have saving capacity</li> <li>• Proportion of immigrants have credit /loan capacity</li> </ul>  |  |

## 6. CONCLUSIONS

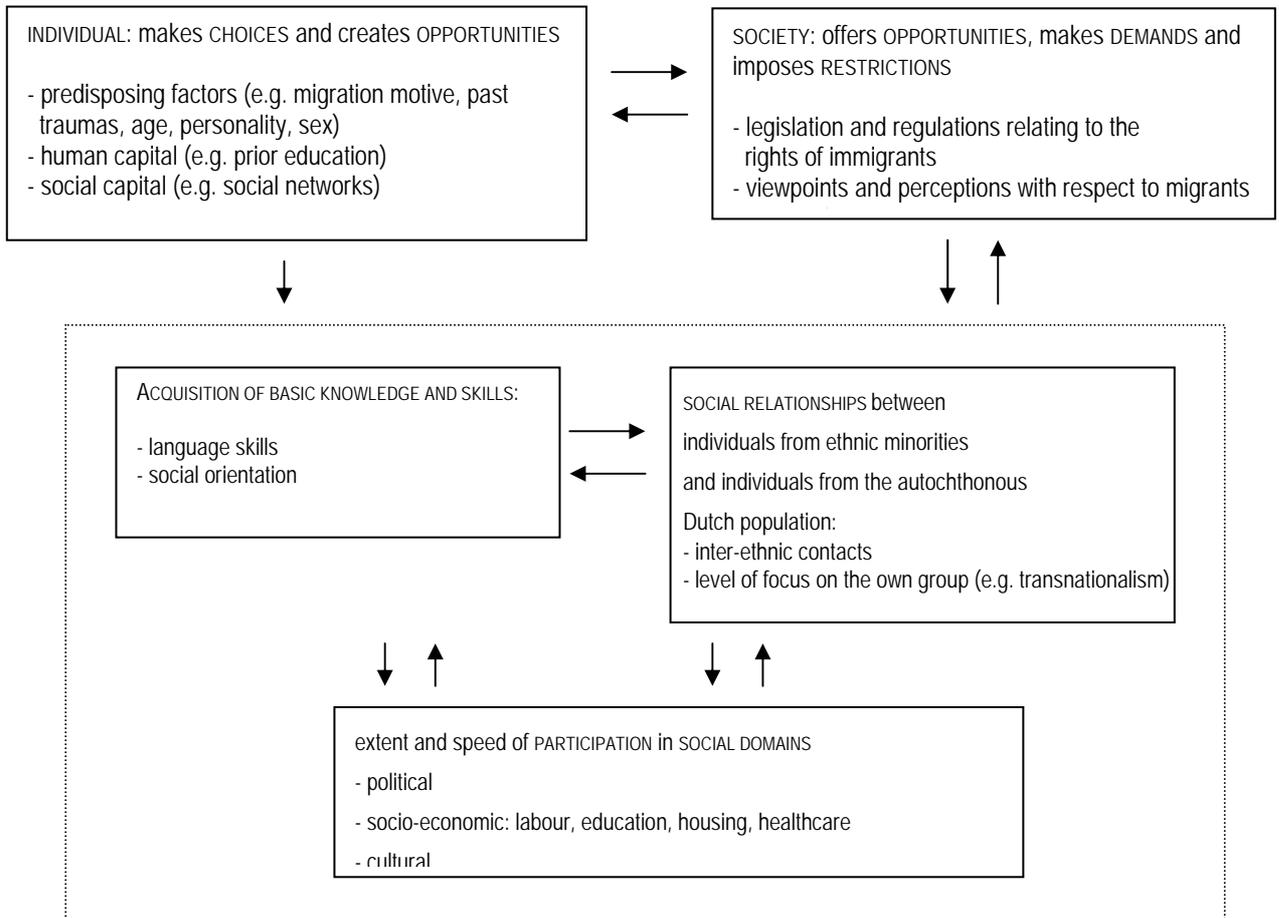
The effective application of this system of indicators in the 6 participating countries would bring with it for some countries, like Spain and Italy, the articulation of a systematic procedure for obtaining and recording the information. The information would be available, would have permanent and reliable sources, but would require an articulation of the mechanisms to make it easier to contrast the indicators. In addition, all countries would have to make progress in the detection-construction of sources for transforming the medium and long-term potential indicators into effective indicators for measuring these areas. This effort necessarily requires the provision of additional resources to improve and/or articulate national systems for monitoring immigration.

Countries working in a coordinated manner according to the indicators presented are a possible task. There is a need to fix, like national points of contact on Integration, specific points of contact for liaising on assessment matters, which would lead to progress in the determination of other common indicators, standardize other categories of information and carry out comparative analyses.

Meanwhile, it is suggested that all the countries and initiatives carried out by the commission have spaces for definition of priorities and participative indicators for integration. The viewpoint of the cities and the collective are key elements for making progress in the identification of qualitative indicators referring to spheres which state research can only arrive at with difficulty. Furthermore, they make it possible to reach a commitment in participation with the future application of the tool.

The two-way nature of the process of integration of immigrants is a condition shared by all the participating states and the collectives represented, and also concurred with the European Commission proposals. This is why moving forward in a more operative way, with players and elements coming into play in this two-way process, is a necessity. To provide an example of this, we present the following diagram, which schematically defines the network of relationships and players which are in play in the integration process used by the Netherlands.

**Figure 1** shows the factors relevant for the integration process for (groups of) migrants and the relationships between these factors.



**Bijl RV, Zorlu A, A.S. van Rijn, R.P.W. Jennissen, M. Blom:**

The Integration Monitor 2005. The social integration of migrants monitored over time: trends and cohort analyses. The Hague, WODC, 2005.

This diagram will contribute to orientate a more specific and operational definition of the integration process in each country.

Recognising that integration is a complex and continuous process and not a final state, it might appear incoherent to adopt a posture in this work on prioritising results indicators to articulate a system of common indicators. In this context, we refer to results indicators in those situations which are verifiable and observable, and which take account of how integration, achievements, challenges, problems, etc, are taking place in those priority spheres. Results which are not static, which do not talk of a situation reached and no more, but of different levels of progress, and which directly affect the integration of immigrants in Europe.

A final lesson learnt from the work carried out is the need to make progress in the construction of gender indicators, and we are not exclusively referring to the quantitative information disaggregated by gender. It is also necessary to take into account different fields of social life and transversal aspects where the evolution of immigrant women quality of life could be verified: their social and labour relationships, their children socialization in the host society, the specific obstacles they find because of their condition of immigrant and women, etc.

## **6.1) Validation of the Report on Immigrant Integration Indicators**

### **6.1.1) Validation of Denmark: Comments to the I3 Final Report**

**Written by Helene Urth, MA (Law), Senior Consultant, Rambøll Management, Denmark**

The introduction of the report explains the overall aim of the report, which is to identify and select commonly agreed indicators on integration and thereby contribute to the on-going work with developing a common assessment system across EU.

Despite sound profoundness the report is not to be seen as strictly scientific in the sense that the report is not built on traditional social science methodology. The report is rather to be seen as a pilot project or as a "shared learning process" as also stated in the introduction (p. 7). The practical usefulness of the results, both the final and intermediate results, is however not to be doubted as they contain a number of important and thought-provoking contributions to the on-going work devising common indicators at EU-level on integration.

The introduction of the report also explains the four main phases of the project, although failing to reflect on the purpose of each phase (e.g. why it is important to include the perspective of immigrants or cities on indicators) and why this particular methodology has been chosen (e.g. description of the content of common methodology used in the working groups with the affected groups and with respect to the six national reports). Moreover, it is not utterly clear what the aim is of including good practices from Berlin and Barcelona and furthermore, what defines a good practice is only vaguely defined in the introduction as being a practice which is effective, innovative and from which measurement indicators could be extracted. It is certainly legitimate and makes sense to trial the indicators suggested by the national/institutional level with both the individual level including the perception by immigrants themselves, as well as the local level, in this case two different cities. However, as already indicated the report lacks reflection on this choice.

This being said, the choice of method should never hinder innovative thinking and flexibility, although, consciousness of the method selected, its strengths and weaknesses is of importance for understanding the project as well as assessing the validity and of its results.

A very important point is made in the report which is the distinction between results indicators and indicators measuring the level of service or simply activity indicators. This distinction is essential for comparing best practices and developing integration models across Europe and unfortunately often forgotten. Results based indicators increases the possibilities of building policies on firm knowledge instead of just beliefs.

The report manages to explain the importance of using meaningful and well defined indicators. Using the SMART criteria is a useful way of securing the validity of selected indicators. Much reflection is used on stressing the importance of having reliable sources to verify the indicator which indeed is important. On the other hand it seems that little attention has been paid to the often experienced ambiguity of indicators and the importance of ensuring that the indicator in question is in fact measuring what is was intended to measure and that in fact does makes sense to measure it. E.g. a high immigrant delinquency rate can be interpreted as a result of lack of integration or simply as an expression of socio-economic differences in society and in this context it is important to be aware of the fact that there may be various reasons why some immigrants tend to resort to unlawful acts. This discussion of ambiguity, usefulness and interpretation of indicators, I believe, could have added further value to the report.

Chapter 5 very thoroughly define and argue the four fundamental conditions behind the final selection of indicators (p. 51). The areas or spheres within which indicators are to be chosen are identified and convergence with EU policies is rightly demonstrated. This process seems more apparent than the process of selecting each individual indicator within the different spheres. The latter process is not clearly accounted for in the report and it would have been interesting not only to have more clarifications on why one particular indicator was chosen above another and which compromises had to be made, in particular in relation to the views of the groups affected by the indicators (the immigrants) and the cities. Also it would have been valuable to receive more information or explanations about each individual indicator e.g. definitions necessary to actually collect the requested data to the indicator. This lack of explanations or lack of a visible chain of thoughts means that the argumentation in Chapter 4 and the results of the workshops with immigrants appears to less of a value in the report. The report in general and the selection of indicators in particular, would have manifested it self stronger had the group gone one step further and taken a few of the suggested indicators and tried them out in practice by selecting the necessary data in all 6 countries.

The report contains in Chapter 4 (p. 39) some interesting viewpoints from immigrants and the host society on the use of language as a facilitator for integration. Both cities and the national institutional level call for language as one of the important factors in the integration process and have pointed out the importance of this particular indicator. This strong argumentation is probably also why language is among the selected spheres in the short-term indicator list. It is therefore of interest that the list of short-term indicators only contains one indicator on language, which at the same time is not a very expressive indicator since it only determines the language level of those immigrants who goes to school (furthermore students is not defined). Regrettably, the list of medium/long-term potential indicators does only focus on developing new spheres within which indicators should be developed, but not on improving the indicators selected for the short-terms such as the one on language.

## **Recommendations**

The lack of comparable statistics, different policies and models in Europe in the field of immigration and integration remain obstacles for the successful development of comparative data and indicators across Europe.

Despite these difficulties, the report provides a good overview of challenges to be met and discusses in detail important themes with respect to development of indicators. Based on 6 member states work in the field and a qualification by immigrants themselves, the report is a good attempt to bring forward a limited number of valid indicators and thereby contribute to an overall EU monitoring system on integration. The fact that the report does not cover the practical aspects of the implementation and collection of data with respect to the selected indicators limits to some extent its practical utility.

Development of indicators at national or EU-level is an important part of the performance management system which is already widely used in USA e.g. in the social field. To improve integration policies and measures across Europe I believe it would be of tremendous value - at both member state and EU-level - to investigate further use of performance management or result based management in the field of integration. Implementing performance management in the integration field will streamline economic spending and ensure that the money goes to the projects and measures which in fact create results. Knowing the results or effects of integration measures or project will enable us to improve the sharing of experiences across Europe on what work and what does not work in the field of integration.

## 6.1.2) Validation of Portugal: Comments to the I3 Final Report

Written by Bruno Dias, Coordinator of the National Focal Point of the European Racism and Xenophobia Information Network<sup>1</sup>

The first thing to note from the reading of the document "Immigrant Integration Indicators – Contributions to the Formulation of a System of Common Integration Indicators" is how far we still are from the objective of a common system for the measurement of the integration of immigrants. This document is, however, an important tool in order to measure that distance.

One of the reasons for the difficulty of attaining the objective of a common measure of the integration of immigrants is that integration is in itself difficult to quantify. The first step to do so would be to have a common definition of integration. This is a much discussed concept in the social sciences, with no clear and final definition. Let us not forget that, when discussing the integration of immigrants, much definitions are advanced according to which a great part of the national population would be considered unintegrated too.

But the definition of a set of indicators demands that an agreement between the member states be reached as to a common concept to be made operative. Such a conceptual fixation may be reductive, as is stated in page 26 of the report, given the several cultural and political traditions in Europe, but it is a necessary operation in order for a common measurement to be reached.

The document provides a useful discussion of the concept of integration, its several understandings its conceptual implications (pages 8-12 and 23-27). Unfortunately, and contrary to the concept of immigration, of which a common definition is given, no single definition of integration is provided. Nevertheless, a common set of dimensions that should be taken into account in every national concept is advanced (pages 26-27 and 34-35).

A set of indicators common for all the countries at the European level, and thus with a high degree of comparability among the different countries presupposes, in our view, common requirements for data collection in each member-state, which don't exist at the moment. This is the only way of guaranteeing reliable and permanent common sources of verification, as required in the report (page 52). This document also provides an important discussion concerning the basic requirements that such indicators should meet and the areas to be covered in order to address the question of the integration of non-EU immigrants. Furthermore it looks forward to the future progress in the production of sources of information in its last part.

Even more valuable, the report provides a current state-of-the-art concerning existing indicators in six countries of the European Union (pages 28-34). Some comments deserve to be made regarding the indicators for each country presented in the document.

It is written, in numerous parts of the report, the necessity of regarding integration as a two-way process (for example, in page 23) involving both immigrants and the host society. But if an indicator is “a sign, characteristic or a variable through which we approach the knowledge of a property, situation or aim which cannot be directly and conceptually measured” (page 17) then, in our opinion, the advanced indicators for each country provide a disproportionate knowledge of the aspects of integration regarding the involvement of immigrants to the neglect of the aspects involving the host society. However, the burden of integration, as the report recognises, is not to be carried solely by the immigrants. This same idea is affirmed in the contributions made to the report by the immigrants of Spain, Italy and the Netherlands (pages 36-38).

From this perspective two aspects deserve to be mentioned: the resistances of the host society, and the existing policies and legislation of the receiving state. Regarding the first, it cannot be assumed that the integration of foreigners is unanimously desired but the citizens of the host society, who may have prejudices against particular populations and may even regard the presence of foreigners in their country as undesirable. Racist and Xenophobic feelings may be harboured against populations perceived as a threat due to their difference or against populations perceived as competitors for resources, as the works of Jorge Vala for Portugal have demonstrated and as other researchers using the same analytical tool as Vala (the Pettigrew-Meertens scale) have showed for other European countries.

Therefore, it would be useful to have indicators regarding racist and xenophobic inclinations of the host society, and consider it a resistance to integration when the existence of racist and xenophobic sentiments among a large segment of the population is proven, and a condition for integration when such sentiments are largely absent. The European Monitoring Centre on Racism and Xenophobia has been working on the development of comparable indicators of racism and xenophobia, either through working with data from the Eurobarometer Survey ([http://www.eumc.eu.int/eumc/index.php?fuseaction=content.dsp\\_cat\\_content&catid=3fb38ad3e22bb&contentid=42369ad95426f](http://www.eumc.eu.int/eumc/index.php?fuseaction=content.dsp_cat_content&catid=3fb38ad3e22bb&contentid=42369ad95426f)) or developing research in each country to access the perceived discrimination from the point of view of immigrants ([http://eumc.europa.eu/eumc/index.php?fuseaction=content.dsp\\_cat\\_content&catid=4520e6a4a53ec](http://eumc.europa.eu/eumc/index.php?fuseaction=content.dsp_cat_content&catid=4520e6a4a53ec)).

The International Labour Organisation has also been conducting research in several countries using the same method to determine levels of discrimination towards immigrants and ethnic minorities in the labour market. The labour market is considered by the present report one of the major areas to take into account in the development of a common set of indicators for integration. Considering the results of this test would be an important step.

It is our opinion that the indicators presented in the report only acquire full significance if understood in the legal and political context of each country. How can we determine the signification of an indicator on the labour market or on social services if we don't know the conditions of access of non-nationals to the labour market, to jobs in the state, to unemployment and retirement benefits? Therefore, taking into account existing legislation and policies is not a useful requirement, is a necessity if we want to understand what the indicators mean. We find ourselves in disagreement, thus, with what is written in page 15 regarding the necessity for a clear distinction to be drawn between policy and result indicators. Actions and intentions of states bear on the situation effectively achieved by a group and, what is more important for the present case, only a knowledge of state policies and actions allow us to infer the situation that a group achieved, from the analysis of an indicator, thus allowing the latter to perform its function as defined in the report.