

Integration in plain figures?

Approaches to integration monitoring in Germany¹

The decade now approaching its end was characterised in Germany by profound political, legislative and institutional changes with regard to integration policy. Such changes include, for example, the reform of the citizenship law which came into force in 2000, the introduction of integration courses throughout Germany as a result of the Immigration Law (2005) and the adoption of the National Integration Plan (2007). In this context, the question increasingly arises as to whether and how to determine the successes and failures of Germany's integration policy. This is exemplified by the idea expressed in the Federal Government's declaration on the National Integration Plan that "successful integration policy must be measured by clear indicators ... These need to be reviewed on a regular basis and become a foundation for continuous reporting and evaluation".²

This leads into the subject of the present policy brief, the development of so-called "integration monitoring" that has experienced a boom in Germany in recent years. It concerns the attempt to formulate statements about the state and changes in immigrant integration by means of regularly collated statistical parameters (indicators).³ The following section provides a brief overview of the development of integration monitoring in Germany before leading into an analysis of the similarities and differences between selected approaches. The extent to which the measurement of integration as a *state* or *process* also permits assertions as to the *effectiveness of integration policy* is one of the central questions addressed in the conclusion. Overall, the policy brief is intended to contribute to an assessment of the potential, and also the limits, of current integration monitoring.

This paper does not discuss corresponding developments in other countries or on a European level, although they do provide important reference points for Germany. In December 2009, the Swedish EU presidency presented for the first time specific recommendations for common European integration indicators in the areas of occupation, education, social inclusion and active citizenship.⁴ Somewhat further developed, by contrast, are indicator systems with which a normative evaluation of integration policy and the legal framework in (primarily) European states is undertaken. These do not, however, measure integration itself.⁵

Overview of the development of integration monitoring

The local municipalities in Germany, especially the large cities, have played a pioneering role in the development of indicators and monitoring systems for integration. For example, Wiesbaden, the state capital of Hesse, initiated an indicator-supported reporting system as early as 2003 that has been updated annually ever since. The Wiesbaden monitoring is part of the local integration concept adopted in 2004 and has served as a model for many other cities, such as Wuppertal.⁶ The nature and implementation of local municipality monitoring, however, differ considerably in the detail, with the result that there are now a large number of different forms of monitoring. Both larger and smaller German cities are developing and trying out various approaches, using, as a point of orientation, recommendations for measuring integration published, among others, by the Municipal Association for Administration Management (KGSt) in 2006 and the Bertelsmann Foundation in 2008.

The Federal Government and the federal states only seized upon the subject of integration monitoring later on, although there were already approaches made towards social reporting on migrants in Germany in the 1980s.⁷ An important push arose from the new possibilities for data analysis offered by the microcensus of 2005 with the concept "persons with a migration background".⁸ For the first time, comprehensive integration data became available not only on foreign nationals, but also on immigrants with German citizenship and their descendants. The microcensus is accordingly an important source of data for approaches to monitoring that have since developed on both a federal state and Federal Government level. This applies, for instance, to the "First Integration Report" presented by the state government of North Rhine-Westphalia in 2008⁹ and a joint monitoring attempt by the federal states.¹⁰ Even the indicator set and the report based on it that appeared in 2009 for the Federal Government Commissioner for Migration, Refugees and Integration¹¹ are strongly oriented towards the microcensus. The Federal Office for Migration and Refugees (BAMF) has been pursuing its own approach to integration reporting since 2008 with its "Integration report"¹², which makes detailed analyses of certain areas but does not work with pre-defined indicators.

In addition to the state authorities already mentioned, foundations and private research institutes have also been active in the field of integration monitoring for some time. The Bertelsmann Foundation has already been referred to with its “basic data set” on integration as a recommended means of measuring integration in the communities. It also operates an Internet portal that provides selected integration-related data on communities with 5,000 inhabitants or more.¹³ The Expert Council of German Foundations for Integration and Migration intends to present its first “integration barometer” in spring 2010 as part of its annual report. Its aim is to carry out a representative survey to determine the subjective experiences, attitudes and expectations of people with and without a migration background in the areas of migration and integration, including an assessment of the relevant policies. The survey is to be repeated every year, with some questions to remain constant and others varying according to prevailing priorities.¹⁴

Finally, reference should be made to two studies carried out by research institutes in 2009 that can likewise lay claim to being a form of “integration monitoring” (in the sense that it has been announced that they are to be repeated). The study “Unutilised potentials. On the situation of integration in Germany” conducted by the Berlin Institute for Population and Development¹⁵ has provoked considerable media attention, partly because it includes a new element in the form of the calculation of “total values” of integration. Based on such values, migrant groups, federal states and cities were placed in order of rank. The “IW Integration Monitor” of the Institute of German Industry in Cologne¹⁶ also ranks the federal states, although on the basis of different

data and using a different procedure than the Berlin Institute.

Thus, integration monitoring in Germany is at a particularly interesting stage at the time of publication of this policy brief. A large number of partly similar, partly competitive approaches aim to measure the success of integration to date. The next section examines in more detail the similarities and differences found in selected forms of monitoring.

Comparison of six approaches

Reference is made to the following approaches:

- at the community level, the monitoring of Wiesbaden;
- at the federal state level, the integration report presented by North Rhine-Westphalia in 2008 as well as the federal states’ joint indicator set;
- at the Federal Government level, the “Integration report” produced by the Federal Office for Migration and Refugees as well as the indicator set and the report based on it for the Federal Government Commissioner;
- and as an example of a non-state report applicable on various regional levels, the study carried out by the Berlin Institute.

The following sections provide an overview of these forms of monitoring on the basis of seven characteristics. It should be noted that they are at different stages of development. Thus the federal states’ joint indicator set has been recently tested in a pilot study; no decision has yet been made as to its final form

Table 1: Selected monitoring systems: their aim and interpretation of integration

	Wiesbaden	Integration report NRW	Federal state indicator set	BAMF integration report	Indicator set for Federal Commissioner	Berlin Institute
Aim of monitoring	“Regularly demonstrate and interpret the state of the integration process and its development.” Identify successful processes and deficiencies; instrument of sensitisation and early warning, strategic controlling function.	“Inform Parliament and the professional public about the state of integration in North Rhine-Westphalia.”	“Integration policy needs reliable and sophisticated data that provides information as to whether and in what way the integration of people with a migration background/history of immigration is accomplished and in which areas there are deficiencies and a need for intervention.”	The aim is “to provide a wide range of users in politics, government, associations, business and science with basic information on integration.”	“Measurement of the state and development of integration of persons with a migration background by comparison with the total population.”	The “Index for Measuring Integration” (IMI) is designed “to expose existing difficulties in the immigration situation to date, and to identify particularly problematic groups”.
Understanding of integration	“Permanent process of integrating immigrants and people with a migration background into the receiving society; equalisation of their conditions of life without cultural assimilation.”	Aim of integration policy in NRW: “Equality of opportunity without differentiation according to social, ethnic or religious origin.” No complete adaptation to the culture and traditions of the receiving society.	Not explicit. Focuses on aspects of structural integration (comparative measurement of migrants v. non-migrants).	BAMF definition: integration as a long-term process with the aim of “including in society all people living permanently and legally in Germany” and enabling comprehensive and equal participation in all areas of society.	Integration as equal opportunities for participation in central areas of society. Equalisation of the living conditions of persons with a migration background with those of the total population.	“Mutual process of equalisation between people with a migration background and the already resident population.”

Source: Own compilation. Quotations are taken from the reports and documents listed in the bibliography and from the relevant websites.

or the nature of the ensuing reporting. The reports for the Federal Government Commissioner and of the Berlin Institute and the state of NRW have each to date only been presented once, whereas Wiesbaden can meanwhile look back over six years of integration monitoring. Comparisons are nonetheless possible, despite these differences in their stage of development.

1) What is the aim of monitoring?

Almost all of the examined approaches explicitly pursue the aim of depicting the *state* of integration for the respective regional unit (local municipality, state (*Länder*) level, national level). However, there are also references to the procedural character of integration by means of formulations such as “state of the integration process and its development” (Wiesbaden). Two approaches differ somewhat in this respect: the Federal Office for Migration and Refugees is endeavouring to provide “basic information on the subject of integration” for various user groups, while the Berlin Institute aims above all to demonstrate which immigrant groups experience particular integration problems. In fact, however, both these organisations are conducting first and foremost a state diagnosis.

2) Integration in what sense?

The term integration is not always explicitly defined in the forms of monitoring under consideration. Table 1, however, shows two central elements:

- “equality of *opportunity*” and “participation on *equal terms*” for people with and without a migration background as an aim of integration policy,
- and the “*equalisation*” of conditions of life between the two groups.

The aspect “equality of opportunity” can be illustrated through the example of migrants’ acquisition of German citizenship. There is no doubt that naturalisation increases the opportunities for political and social participation since, among other benefits, it is associated with the unrestricted right to vote on all political levels.¹⁷ In the case of Wiesbaden this aspect is even used twice as an indicator, firstly as the proportion of foreigners with a claim to naturalisation, and, secondly, the number of foreigners who actually become citizens per 100 of those entitled to apply. Thus an indication is given as to how many foreign men and women could technically achieve legal equality of opportunity and how many actually make use of this possibility. Table 2 shows that between these two indicators there exists a considerable, and over the course of time, constant gap: about half of the foreign citizens in Wiesbaden would be entitled to apply for German citizenship, but of these only 2.5 to 4.2 % are naturalised per year.

The second stated aspect, that of the “equalisation of conditions of life” between immigrants and the native German population, means, in practice, that the similarity or dissimilarity of the distribution of characteristics in both groups is measured. Thus, for example, the first indicator report for the Federal Government Commissioner shows that among 18 to 25 year olds without a migration background in the year 2007, 1.6 % had no educational qualifications, whereas the proportion of those of

Table 2: Indicators on naturalisation in the Wiesbaden monitoring system

Year	Proportion of foreigners entitled to apply for naturalisation (in %)*	Naturalisations per 100 entitled to apply
2000	48.1	4.2
2002**	49.1	3.2
2003	49.1	3.9
2004	49.4	3.1
2005	50.5	2.5
2006	52.1	3.1
2007	51.6	2.9

Source: State capital Wiesbaden 2008. Own compilation.

* Entitlement to apply for naturalisation: at least 16 years old, resident in Germany for at least 8 years, secure residence permit.

** No data published for 2001.

the same age with a migration background was two and a half times greater at 4.4 %.¹⁸ This, then, concerns directly comparable figures of migrants and non-migrants. Other examples of this type are the proportion of homeowners or the proportion of the population receiving minimum benefits payments.

Finally, there is still a third aspect which can be understood as a precondition for the alignment of opportunities and conditions of life and which therefore also plays a role in monitoring: the openness of the receiving society. The fact that openness of this kind has to exist at a social and institutional level is more or less explicit in the understanding of integration for all approaches. This finds expression in indicators such as the “proportion of bicultural marriages” (Berlin Institute) or the “number of registered racist, xenophobic or anti-Semitic acts of violence” (federal states’ indicator set). Even the proportion of people with a migration background employed in various areas of work, such as the civil service, can be regarded as a measurement of this aspect.

3) How many indicators are used?

With the exception of North Rhine-Westphalia and the Federal Office for Migration and Refugees, all forms of monitoring work with pre-defined indicator sets. Two basic tendencies can be identified here:

- There is an attempt to keep the number of indicators manageable, or, if necessary, to reduce them. Thus, for example, in essence only 15 indicators are used for the Berlin Institute study. The federal states working group is accordingly of the opinion that “the listing of a large number of key figures and indicators without a secure data base [...] should be expressly avoided”.¹⁹
- In both cases without pre-defined indicator sets, a comprehensive range of observations are made on a given theme based on various data sources. Thus, for example, the subject of vocational training is dealt with in the context of the BAMF “Integration report” both on the basis of official statistics on vocational education and university degrees and by means of microcensus and other survey data.²⁰

Table 3: Indicators, dimensions and data sources for selected monitoring systems

	Wiesbaden	Integration report NRW	Federal state indicator set	BAMF integration report	Indicator set for Federal Commissioner	Berlin Institute
Indicators	26 pre-defined indicators	No pre-defined indicator set	7 primarily demographic key figures and 28 indicators	No pre-defined indicator set	100 pre-defined indicators (2009 report recommends reduction to 53)	15 basic and 5 “dynamic” indicators (changes between the first and second generation)
Dimensions/areas	Four dimensions, divided into eleven areas: (1) Legal integration (2) Education system (3) Labour market (4) Housing market (5) Value convergence (6) Language acquisition (7) Health (8) Period of residence and intent to remain (9) Multicultural cohabitation (10) Social contacts (11) Naturalisations	In essence, schooling and labour market participation, income and risk of poverty. In other chapters data concerning the population structure in NRW, immigration, emigration, naturalisation and citizenship.	Six areas: (1) Early education and language promotion (2) School and training (3) Work and income (4) Health (5) Housing (6) Criminality, violence and discrimination	Four dimensions, divided into 22 areas. To date 6 working papers: (1) Basic data on immigrant population (2) Naturalisation (3) Language integration (4) Schooling (5) Professional and academic training (6) Housing and inner city segregation	14 areas: (1) Legal status (2) Early education and language promotion (3) Education (4) Training (5) Labour market (6) Social integration and income (7) Integration within society (8) Housing (9) Health (10) Demography (11) Media use (12) Intercultural acceptance (13) Politics (14) Criminality, violence, xenophobia	Four areas: (1) Assimilation (2) Education (3) Gainful activity (4) Social security and five dynamic indicators. The term “Assimilation” accounts for the proportion of persons with German citizenship as well as the scale of bicultural marriages.
Data sources	Not detailed individually, various (local) sources, some from local surveys.	Microcensus, various official and administrative statistics. Supplementation planned by surveys on social integration.	Microcensus, various official and administrative statistics.	Microcensus, various official and administrative statistics, sources of empirical social research.	Microcensus, various official and administrative statistics, sources of empirical social research (e.g. SOEP).	Exclusively the 2005 microcensus.

Source: Own compilation.

4) Which dimensions are covered?

A frequently used, four-dimensional integration model distinguishes between structural integration (acquisition of positions and rights), *cultural integration* (acquisition of knowledge and skills), *social integration* (formation of interethnic networks and relations) and *identificational integration* (development of feelings of belonging).²¹ In two approaches (Wiesbaden and BAMF) these dimensions are broken down into subsections, while the remaining forms of monitoring work at this classification level from the outset.

In terms of content, it is clear that all forms of monitoring focus on structural aspects of integration, which is linked to the relatively good availability of data in this area. Details on migrants’ legal status and period of residence, citizenship, naturalisation, education, training and participation in the labour market are included in just about every approach, as are data relating to income and the risk of poverty. The inclusion of additional areas depends on the approach. Where cultural or identificational integration in particular are concerned, however, there are often difficulties in finding and interpreting suitable indicators. Wiesbaden offers an interesting example here, once again. Under “cultural integration” its monitoring reveals the annual total fertility rate of foreign and German women. Over the course of time from 2000 to 2007 a downward trend is detectable among the former (from 1.81 to 1.67), while there is an upward trend among the latter (from 1.24 to 1.33).²² Whether

this can be interpreted as “value convergence” as the relevant title in the monitoring report suggests, or whether other factors play a role here is, however, hard to say.

5) Where does the data come from?

Three types of data are used:

- the microcensus is an important data source for all the presented approaches with the exception of Wiesbaden; in the case of the Berlin Institute it is even the only source. This sample-based survey primarily gathers data on structural integration, such as educational qualifications and also on areas such as housing and health.
- another source is official and administrative data. Examples of this are unemployment figures from the German Federal Employment Agency or police crime statistics. To date, they mostly only distinguish according to nationality. On the other hand, they do, as a rule, concern full surveys and not just random samples.
- use is also made of surveys conducted during empirical social research; such surveys inquire in particular into “soft” integration-related facts. At the federal level, the German Socio-Economic Panel²³ must be mentioned as an important source of this type and contains, for example, data on the migrants’ subjective assessment of their state of health and on their political involvement.

The variety of data sources should be regarded in principle as positive, since official statistics in particular cannot cover all aspects of relevance to integration and therefore need to be complemented by empirical social research. There are, however, also problems resulting from different survey concepts with the outcome that there is a lack of comparability among the different sources. To counteract this, attempts have been made to include the category “Migration background” in official and administrative data. This concerns, for example, the above-mentioned data on unemployment.

6) Whose integration is measured?

Whose integration is to be measured, and by comparison with whom, is by no means clearly and consistently explained. The following differences can be found in the monitorings carried out to date:

- persons with and without a migration background (possibly also: persons with a migration background and the total population).
- foreign and German nationals. A special case of this is the comparison of naturalised citizens with foreigners of the same origin.
- first generation (born abroad) and second generation (born in Germany), alternatively also differentiation according to age groups.
- men and women.

- selected countries or regions of origin. This is the most disputed differentiation, among other reasons because there is the fear of encouraging the “ethnicising” of the integration debate (see conclusion).

The fact that the selection of the observed groups has a considerable influence on the results is shown in the following example from the 2008 integration report for North Rhine-Westphalia. If we first observe the unemployment rate²⁴ for people with and without a migration history, the difference is considerable (17.9 % versus 7.7 %). Still higher is the proportion for foreign nationals (21.7 %) and especially for those of Turkish citizenship (26.1 %). Even so, the figures for naturalised former Turkish citizens at 19.4 % are clearly lower than those for their fellow countrymen who are not naturalised. The better socio-economic placing of migrants who have acquired German nationality is, meanwhile, attested to many times over and underlines the necessity of data sets for integration monitoring that are as extensively differentiated as possible.

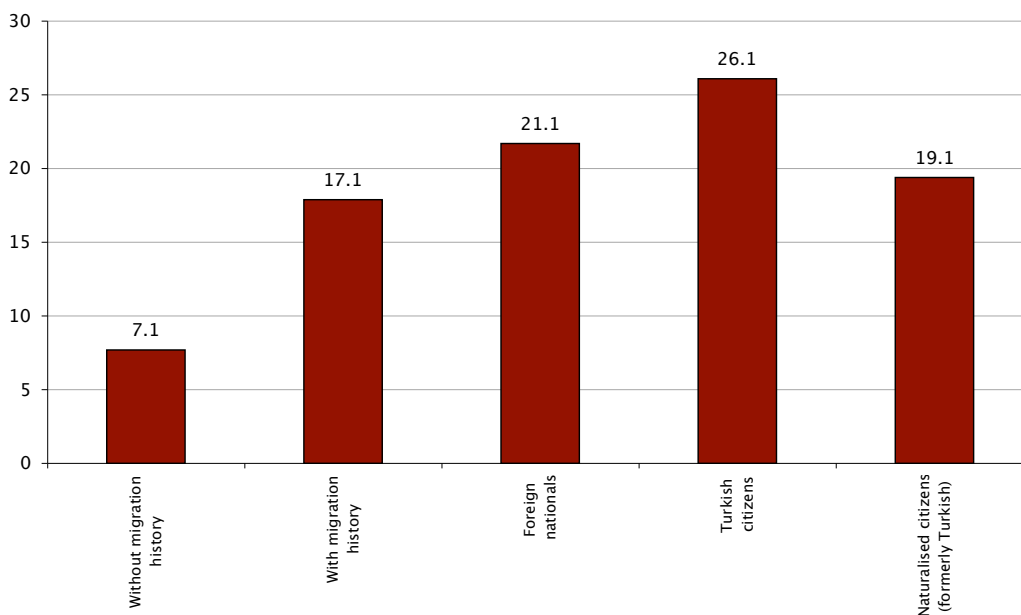
7) Are there any more extensive analyses?

Describing the state and development of integration is the core concern of the presented approaches. Additionally, more extensive approaches may be found, for instance using multivariate data analyses on selected areas of integration (Federal Government Commissioner) or the calculation of a comprehensive index derived from individual indicator values (Berlin Insti-

Table 4: Measurement and reference groups plus depth of the analysis of selected monitoring systems

	Wiesbaden	Integration report NRW	Federal state indicator set	BAMF integration report	Indicator set for Federal Commissioner	Berlin Institute
Measurement and reference groups	Predominantly foreigners/Germans, for approx. one third of indicators persons with/without migration background. No differentiation according to country of origin or generation.	In total 13 groups, including Germans/foreigners, naturalised citizens, Turkish population as a whole and differentiated according to naturalised citizens and Turkish citizens. “Population with a history of immigration” as a specific term in NRW (slight deviation from the definition “migration background”).	Predominantly persons with/without migration background, also including foreigners/Germans. Further differentiation according to country of origin and/or generation not currently specified or left to individual federal states.	Predominantly persons with/without migration background, also including foreigners/Germans. As far as possible, differentiation according to the countries of origin Turkey, Greece, Italy, Poland, former Yugoslavia or secession states and the Russian Federation, as well as ethnic Germans. No systematic differentiation according to generation.	Predominantly persons with/without migration background as well as the total population, also including foreigners/Germans. No differentiation according to country of origin (EU-25 sometimes shown separately), for those with a migration background, however, according to generation (with/without migration experience).	Persons with a migration background, subdivided into eight groups of origin: ethnic Germans, Turkey, EU-25, Southern Europe, former Yugoslavia, Far East, Middle East, Africa. Comparison with “native population” (born in Germany, German nationality from birth, parents with the same characteristics).
Additional analyses	No, tabular presentation of data (time series) and brief content annotation.	No, tabular presentation of data (predominantly time-related) and detailed annotation.	Currently not decided.	Partly own data analyses (e.g. with ALLBUS). Details on sources, state of research and theoretical issues for the area of integration.	Yes, multivariate analyses of six areas.	Yes, calculation of a comprehensive index (IMI) based on indicators.

Source: Own compilation.

Figure 1: Unemployment rate for different population groups in NRW (%)

Source: MGFFI (2008: 141), calculated on the basis of the 2006 microcensus.

tute). On the basis of this index the Berlin Institute has also drawn up “rankings” of migrant groups, federal states and cities; in other words, *evaluative comparisons* heavily predominate in this study.²⁵ In the report for the Federal Government Commissioner, by contrast, more far-reaching analyses were designed to *explain* whether the differences discerned between people with and without a migration background could indeed be attributed to this background or to other factors (e.g. educational status). The results have varied according to the area being assessed. Thus it transpired that people from migrant families are more likely to be unemployed than comparable indigenous Germans, despite having, technically, equivalent educational and professional qualifications. By contrast, when considering socio-structural factors, having a migration background was found to have no significant influence on health.²⁶

Conclusion

Integration reporting in Germany is currently a very diverse and heterogeneous field. This reflects firstly the historic fragmentation of responsibilities in the area of integration policy between the municipal, state (*Länder*) and federal level and, secondly, the different needs to which the monitoring systems are a response. For example, a municipality may be interested in socio-spatial matters (segregation, urban development) and afford such matters considerable attention in its reporting, building on locally available data. On the state level, by contrast, such topics may well play no part because they are not immediately politically explosive or because relevant data are missing.

Against this background, it remains to be seen how far the various federal levels in Germany can in future agree on joint standards and indicators for measuring integration. Despite differences with regard to data and political interests in the design of monitoring systems, there are clear moves towards a

networking between actors. Especially at the federal state and Federal Government level the question of international adaptability also arises (see the references to current developments at the European level in the introduction). Here the development and implementation of joint indicator systems is considerably more difficult since different national traditions of data collection clash with one another and also since institutions with considerable influence on the integration of immigrants – such as the education and training systems – are fundamentally different in structure.²⁷

There is often an expectation that monitoring is able to provide immediate information

as to whether the selected integration policy is successful. Any link between integration monitoring and an evaluation as to the effectiveness of political measures should, however, be regarded as problematic. It is, of course, natural that political actors should be interested in the results of measures for promoting integration that they have financed. However, the first EU handbook on integration has already indicated that “outcome indicators do not necessarily answer the question whether and to what extent policy measures actually have an impact on immigrant integration. Immigrants may succeed in integrating independently of, or even despite government policy”.²⁸ This can be illustrated by means of an example: if the labour participation rate of migrants rises over a specific period, then this may be the result of a general economic recovery and associated improvements in the labour market (which should then also affect the labour force participation of natives), or alternatively the result of a labour market policy programme targeting migrants. In this case, integration monitoring can observe an improvement but cannot provide evidence as to the underlying causes and their relative weight. The measurement of the effects of specific integration measures requires tailored evaluation.²⁹

An important issue is the differentiation between groups according to their country or region of origin. Essentially in Germany this point concerns migrants of Turkish origin who are attested poor integration results. Ultimately, the question is just what does “origin”, i.e. a particular nationality or particular migration background, stand for? For individual migration history and social structures of groups? For different legal positions that have an influence on the chances of integration? For (elusive) cultural differences, perhaps regarding the value placed on education?

To a certain extent all of these answers are right but they do not represent a complete truth. “Origin” is a collective term for a large number of factors that influence integration. If, however,

we dispense entirely with the various forms of differentiation, a great deal of information is lost. Any integration monitoring will lose much of its information value if it relates only to large heterogeneous groups such as “foreign nationals” or “persons with a migration background”. To avoid this, it would be sensible to at least provide information about the most important groups of origin and combine this with an analysis of socio-demographic factors, social background and/or social milieu (cf. the approach of the SINUS Institute³⁰). A “balanced interweaving of statements about groups of origin and social milieu”³¹ of the kind promoted by the Expert Council of German Foundations for Integration and Migration, is, however, very difficult to put into practice and would require new methods of data collection and analysis.

In summary, it can be seen that integration monitoring as a new branch of social reporting in Germany is still at an early stage of development. Various problems still need to be resolved, but this field of work also offers a great deal of potential for the future. Integration monitoring is no “craze for measuring” migrants, as the professor of education Franz Hamburger³² polemically expresses it, but can – when sensibly carried out – reflect the state and development of integration processes and help to make informed decisions with regard to integration policy. That said, the point of criticism levelled by Hamburger and others³³ is apt: the receiving society must be taken into consideration far more than to date if integration is not to be perceived unilaterally as an adjustment to be made by migrants.

Endnotes

- ¹ The author is a researcher at the Federal Office for Migration and Refugees (BAMF). This document exclusively describes her personal perspective.
- ² Bundesregierung (2007:15).
- ³ Cf. Ohliger (2007: 20).
- ⁴ Cf. Swedish Presidency (2009) and as a background paper on the subject Niessen et al. (2009). This was preceded by a series of related political statements, Council decisions and preliminary conceptual work. For these, see inter alia: the Council of Europe (1997), Entzinger/Biezeveld (2003) and Niessen/Schibel (2005). Several EU-funded research projects in which there has been German involvement have also been involved in the development of integration indicators in recent years. See, for example, Beauftragter des Senats von Berlin für Integration und Migration (2007) and Berliner Institut für Vergleichende Sozialforschung (2007).
- ⁵ For example, *the European Civic Citizenship and Inclusion Index* (Geddes et al. 2005) and the subsequent *Migrant Integration Policy Index* (Niessen et al. 2007), in short MIPEX.
- ⁶ Stadt Wuppertal (2008).
- ⁷ Worbs/Friedrich (2008: 255ff.).
- ⁸ The microcensus is the annual official collection of representative statistics on the population and the labour market in Germany with a sample size of 1 % of the population. In total about 390,000 households comprising 830,000 persons take part in the microcensus. The census is conducted jointly by the Federal Statistical Office and the statistical offices of the federal states. Persons with a "migration background" are defined in this context as: all immigrants migrating to the present territory of the Federal Republic of Germany after 1949, as well as all foreigners born in Germany and all born as Germans in Germany with at least one immigrant parent or one foreign parent born in Germany (Statistisches Bundesamt 2007: 6).
- ⁹ Ministerium für Generationen, Familie, Frauen und Integration (2008).
- ¹⁰ Länderoffene Arbeitsgruppe (2009). The pilot study report was published in March 2010 after finalisation of this article. http://www.mgffi.nrw.de/integration/5_IntMK/Konferenz_2010/index.php.
- ¹¹ ISG/WZB (2009).
- ¹² See http://www.bamf.de/clin_170/nn_1026360/SharedDocs/Projekte/DE/Migration/Forschung/Integration/laufende/forschung-integrationsreport.html. The BAMF project also includes a database available on the internet at <http://integrationsreport.bamf.de>.
- ¹³ See <http://www.wegweiser-kommune.de/themenkonzepte/integration/daten/IntegrationsDaten.action?>
- ¹⁴ See http://www.svr-migration.de/?page_id=25.
- ¹⁵ Woellert et al. (2009).
- ¹⁶ Riesen (2009).
- ¹⁷ EU foreigners may vote in Germany on a local and EU level; by contrast, citizens of Non-EU countries cannot vote at all.
- ¹⁸ ISG/WZB (2009: 44).
- ¹⁹ Länderoffene Arbeitsgruppe (2009: 3).
- ²⁰ Siegert (2009).
- ²¹ For theoretical principles see e.g. Esser (1990) and Heckmann (2001).
- ²² Landeshauptstadt Wiesbaden (2008: 7).
- ²³ The Socio-Economic Panel (SOEP) is a representative panel survey of private households in Germany, conducted annually since 1984 among the same persons and families. The study now includes about 20,000 adults living in more than 10,000 households and is conducted by the German Institute for Economic Research (DIW).
- ²⁴ Number of immediately available unemployed persons aged between 15 and less than 65 years per 100 economic active persons of a corresponding age.
- ²⁵ Cf. Kunz for criticism (2009).
- ²⁶ ISG/WZB (2009: 17f.).
- ²⁷ Heckmann (2001).
- ²⁸ Niessen/Schibel (2005: 57).
- ²⁹ Filsinger (2008).
- ³⁰ Wippermann/Flaig (2009).
- ³¹ Sachverständigenrat (2009: 2).

³² Hamburger (2009).

³³ Kunz (2009), Sachverständigenrat (2009).

About the author:

Susanne Worbs is a researcher at the Federal Office for Migration and Refugees (BAMF).

E-Mail: Susanne.Worbs@bamf.bund.de

References and Further Reading

- Beauftragter des Senats von Berlin für Integration und Migration (ed.) (2007): Indikatoren zur Messung von Integrationserfolgen. Ergebnisse des transnationalen Projektes „Indikatoren für die Zuwandererintegration“. Berliner Beiträge zur Integration und Migration. Berlin.
- Bertelsmann Stiftung (2008): Kernkennzahlen Integration. Definitionen. Gütersloh.
- Berliner Institut für Vergleichende Sozialforschung (BIVS) (ed.) (2007): Immigrant Generations and the Problem of Measuring Integration. A European Comparison. Berlin: Edition Parabolis.
- Bundesregierung (2007): Der Nationale Integrationsplan. Neue Wege – neue Chancen. Berlin.
- Council of Europe (1997): Measurement and Indicators of Integration. Strassbourg.
- Entzinger, H./Biezeveld, R. (2003): Benchmarking in Immigrant Integration. Report written for the European Commission, Contract No. DG JAI-A-2/2002/006. Rotterdam.
- Esser, H. (1990): Prozesse der Eingliederung von Arbeitsmigranten. In: Höhn, C. und Rein, D. B. (eds.): Ausländer in der Bundesrepublik Deutschland. Boppard am Rhein. Boldt Verlag, pp. 33-53.
- Filsinger, D. (2008): Bedingungen erfolgreicher Integration – Integrationsmonitoring und Evaluation. Expert report on behalf of the Friedrich-Ebert-Foundation. Bonn.
- Geddes, A./Niessen, J./Balch, A./Bullen, C./Peiro, M. J. (2005): European Civic Citizenship and Inclusion Index. Brussels.
- Hamburger, F. (2009): „Die Minderheit beobachten“. Interview with „Islamische Zeitung“ dated 1.7.2009, p. 13.
- Heckmann, F. (2001): Integrationsforschung in europäischer Perspektive. In: Zeitschrift für Bevölkerungswissenschaft, Vol. 26, 3-4/2001, pp. 341-356.
- Institut für Sozialforschung und Gesellschaftspolitik (ISG)/Wissenschaftszentrum Berlin (WZB) (2009): Integration in Deutschland. Erster Integrationsindikatorenbericht: Erprobung des Indikatorensets und Bericht zum bundesweiten Integrationsmonitoring, on behalf of the Federal Government Commissioner for Migration, Refugees and Integration. Berlin.
- Kommunale Gemeinschaftsstelle für Verwaltungsmanagement (KGSt) (2006): Integrationsmonitoring. Materialien No. 2/2006. Köln.
- Kunz, T. (2009): Integrationsstudie „Ungenutzte Potenziale – verpasste Chance“. In: Migration und Soziale Arbeit, 31 (2), pp. 149-152.

- Länderoffene Arbeitsgruppe „Indikatorenentwicklung und Monitoring“ (2009): Zweiter Bericht der Länderoffenen Arbeitsgruppe “Indikatorenentwicklung und Monitoring”. Report of the inter-state working party presented on the occasion of the meeting of federal state ministers and senators on 26 June 2009 in Hanover.
- Landeshauptstadt Wiesbaden (2008): Monitoring zur Integration von Migranten in Wiesbaden. Bericht 2008. Wiesbaden: Amt für Wahlen, Statistik und Stadtforschung.
- Ministerium für Generationen, Familie, Frauen und Integration des Landes Nordrhein-Westfalen (MGFFI) (2008): Nordrhein-Westfalen: Land der neuen Integrationschancen. 1. Integrationsbericht der Landesregierung. Düsseldorf.
- Niessen, J./Kate, M.-A./Huddleston, T. (2009): Developing and using European integration indicators. Brüssel: Migration Policy Group.
- Niessen, J./Huddleston, T./Citron, L. (2007): Index Integration und Migration. Die rechtliche Situation von Migrantinnen und Migranten in Europa (see also www.integrationindex.eu).
- Niessen, J./Schibel, Y. (2005): Handbook on Integration for Policy-Makers and Practitioners. Brussels: European Commission (Directorate-General for Justice, Freedom and Security).
- Ohliger, R. (2007): Zuwandererintegration und -monitoring in Deutschland: Ergebnisse eines europäischen Projekts. In: Auftraggeber des Senats von Berlin für Integration und Migration (eds.): Indikatoren zur Messung von Integrationserfolgen. Ergebnisse des transnationalen Projektes „Indikatoren für die Zuwandererintegration“. Berlin (from the series „Berliner Beiträge zur Integration und Migration“), pp. 18-28.
- Riesen, I. (2009): Der IW-Integrationsmonitor. Köln: Institut der Deutschen Wirtschaft.
- Sachverständigenrat deutscher Stiftungen für Integration und Migration (SVR) (2009): Sachverständigenrat begrüßt ‚Integrationsindikatorenbericht‘ der Bundesregierung. Press Release (Long version). Berlin.
- Siegert, M. (2009): Berufliche und akademische Bildung von Migranten in Deutschland. Aus der Reihe „Integrationsreport“, Teil 5. Nürnberg: Bundesamt für Migration und Flüchtlinge.
- Stadt Wuppertal/Ressort Zuwanderung und Integration (2008): Integrationsbericht 2007 der Stadt Wuppertal.
- Statistisches Bundesamt (2007): Bevölkerung und Erwerbstätigkeit – Bevölkerung mit Migrationshintergrund. Ergebnisse des Mikrozensus 2005. Fachserie 1, Reihe 2.2. Wiesbaden.
- Swedish Presidency of the European Union (2009): Presidency Conference Conclusions on Indicators and monitoring of the outcome of integration policies. Brussels.
- Wippermann, C./Flaig, B. (2009): Lebenswelten von Migrantinnen und Migranten. In: Aus Politik und Zeitgeschichte, Heft 5/2009, pp. 3-11.
- Woellert, F./Kröhnert, S./Sippel, L./Klingholz, R. (2009): Ungenutzte Potenziale. Zur Lage der Integration in Deutschland. Berlin: Berlin-Institut für Bevölkerung und Entwicklung.
- Worbs, S./Friedrich, L. (2008): Integrationsberichterstattung in Deutschland. Eine Bestandsaufnahme. In: Sozialwissenschaften und Berufspraxis, Heft 2/2008, pp. 250-269.

Additional Internet sources

- Conference of the Swedish Presidency of the European Union on the subject of integration in December 2009: http://www.se2009.eu/en/meetings_news/2009/12/14/integration_of_new_arrivals_-_incentives_and_work_in_focus
- Migration Policy Group in Brussels: <http://www.migpolgroup.com/>
- Federal Government Commissioner for Migration, Refugees and Integration on the subject of integration monitoring: http://www.bundesregierung.de/nn_774/Content/DE/Publikation/IB/2009-07-07-indikatorenbericht.html
- Federal Office for Migration and Refugees, Integration Research and Reporting: http://www.bamf.de/cln_170/nn_441888/DE/Migration/Forschung/Projekte/Integration/integration-node.html?__nnn=true
- Inter-state working party “Indikatorenentwicklung und Monitoring”: http://www.mgffi.nrw.de/integration/5__IntMK/Arbeitsgruppen/index.php
- “Innovationszirkel Integration” project of the Municipal Association for Administration Management(KGSt): <http://www.kgst.de/ueber-uns/geschaefts-und-programmbereiche/projekte-loesungen/innovationszirkel-integration.dot>

ABOUT FOCUS MIGRATION

Publisher: Hamburg Institute of International Economics (HWWI), Heimhuder Strasse 71, 20148 Hamburg, Tel.: +49 (0)40 34 05 76-0, Fax: +49 (0)40 34 05 76-776, E-Mail: info@hwwi.org
 In cooperation with: The German Federal Agency for Civic Education (bpb) and Network Migration in Europe e.V.

Editorial staff: Dr. Dita Vogel (head), Tanja El-Cherkeh, Gunnar Geyer, Rainer Münz, Antje Scheidler, Jan Schneider, Anika Kirchner, Daria Braun.

focus Migration country profiles (ISSN 1864-6220) and policy briefs (ISSN 1864-5704) are published with the support of the German Federal Agency for Civic Education (bpb).

The information contained in these publications does not necessarily reflect the opinions of the bpb and HWWI. Partial reproduction and citation are authorised, provided the source is acknowledged.

Further online resources: www.hwwi.org, www.bpb.de, www.network-migration.org, www.migration-info.de

Our country profiles and policy briefs are available online at: www.focus-migration.de