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Evaluating the social integration of immigrants: how to measure successes and failures?

Rob Bijl

www.scp.nl

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Why evaluation and monitoring of integration in Europe?

- **following /monitoring** the complex processes of integration

- assessment of different **effects** of different integration policies and programmes

- better insight into integration **processes**: by group, by generation, by social domain

- insight into **what extent 'non-specific-integration policies**' (e.g. educational policy) contributes to integration and equal opportunities for migrants

SCP Common Agenda for Integration

EC, sept 2005:

Common basic principles:

- Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States

- Integration implies respect for the basic values of the European Union

- Employment is a key part of the integration process

- Basic knowledge of the host society's language, history, and institutions is indispensable to integration

- Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society

- Access for immigrants to institutions, as well as to public and private goods and services, on a basis equal to national citizens and in a non-discriminatory way is a critical foundation for better integration'

- Other: Frequent interaction; intercultural dialogue; encourage civic, cultural and political participation; ....

3 approaches
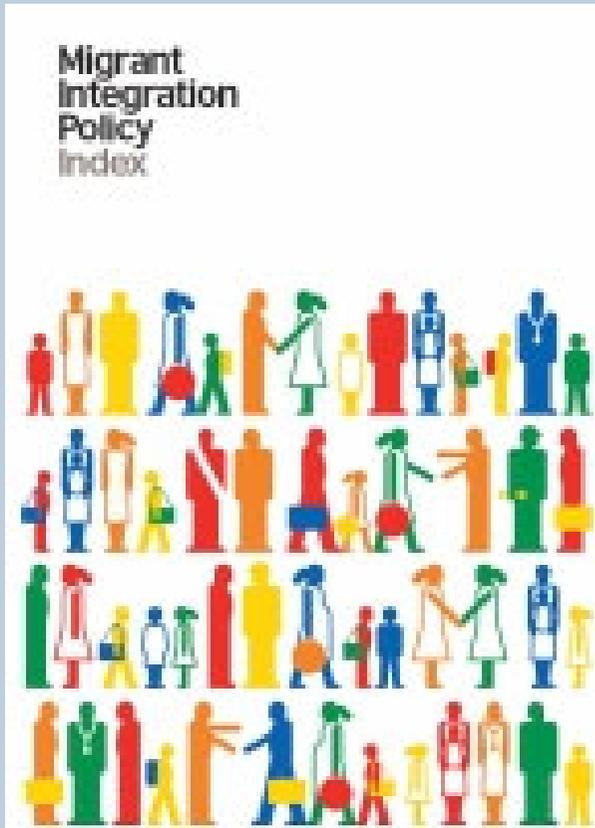
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* Migrant Integration Policy Index - MIPEX

- decription of laws and regulations per EU – country
- focus on rules and conditions: access to labour market, nationality; family reunion; anti discrimination

* EC Project Immigrants Integration Indicators I-3

- building of a common system of indicators to measure immigrant integration in Europe
- focus on people and (changes in) social position

* Integration policy: synthesis of results from evaluation and monitoring research

- actual situation and position of migrant citizens in society
- focus on effectiveness of interventions/policies

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Migrant
Integration
Policy
Index

Project
immigrants integration indicators

Outcomes
report:
proposals
for a european common system
of indicators
of immigrants integration

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Indicators on Immigrant Integration - I-3 project

- European Commision funding

- 6 member states:

  The Netherlands, Germany, Spain, Portugal, Italy, Danmark

  Aim: contribute to the building of a common system of indicators to measure immigrant integration in Europe

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What is feasible under the present circumstances? Problems/challenges!

- **different definitions**: what is a migrant? What is integration? Who is deciding about being integrated?

- **theoretical foundation**: what are relevant social domains? What are relevant indicators?

- **availability of comparable data** in different countries: registers, survey data, qualitative information

Criteria for selecting indicators: be pragmatic!

- Limited number of indicators → establishing priorities

- focus on indicators of results (what has been achieved, performance/output/outcome), not on process (amount of resources put in)

- Permanent availability of data is needed for assessment of developments in time → preferably registrations

- comparibility between countries → identical definitions, operationalisations

  > NL en DK front runners with reliable and permanent data bases

  > PT en D middle position in availability of data

  > I en S very limited in available data

Results

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- consensus about 'key areas' (cf. EU Agenda for Integration):

  1. labour market position: employment

  2. education

  3. basic knowledge about society (incl. language proficiency)

Two lists of indicators:

- 1. short-term immediate indicators: basic, necessary, realistic and national scope

- 2. medium/longterm potential indicators: datasources need to be developed in the various countries

Link between indicators and evaluation

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→ **Indicators say little about effectiveness of integration policy!**

Evaluation: what is it?

Ex ante: 'think before you act'

Assessment of *expected* costs and benefits of policy alternatives.

E.g. scenario studies, multi-criteria analyses

Ex post: 'does my intervention work?'

Evaluation of programmes that are in progress or that have been implemented: *effect* evaluation

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Ex post evaluation

Ex post evaluation:

How can we measure the effects of policies/interventions?

- **Example:** Law on citizenship education ('inburgering') in the country of origin
  - Assumptions: early knowledge of Dutch language and society → better opportunities for successful integration in Holland in the future.

Classical approach:

- (quasi) experiment: experimental and control group

Realistic Evaluation

"What works for whom in what circumstances"?

→ Open the black box

Articulation of Policy theory or Programme theory:

- Contexts

- Mechanisms: behaviour of people and organisations

- Outcomes

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Steps in evaluation (2)

How is the program /policy implemented? Throughput

- 'program integrity'
  - Management, information sharing, cooperation between participants
  - Input of money and people
  - Variations in implementation

- implementation failures
  - Bottlenecks: not anticipated side effects; appreciation by the participants (migrants); ....

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Steps in evaluation (3)

Was the policy effective?

Description:

- How: statistical information; experts' knowledge; monitoring over time: **use of indicators!**

Explanation: is there a causal relationship?

- counterfactual?

- rule out alternative explanations

- is the program theory valid or plausible?

Effect of program/policy may be assumed!

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Problems to be solved

- measurement issues:

combination of methods is needed to assess effectiveness of policy: indicators are outcome measures, they do NOT give insight into how and why processes of (des)integration occur