Measuring Migrant Integration Policies

The benefits from immigration increase with better integration of immigrants – both from an economic as well as from a social point of view. The active participation of immigrants in the labour market and in public life is as important for the immigrants as for the social cohesion and the economy in the host country. This is why the integration of immigrants is a topic high up on the policy agendas of EU countries.

There is a wide range of different approaches to facilitate integration. National and regional integration policies target cultural, social, educational and economic aspects of life. Besides this, effective integration programmes have to take into account the reasons why people migrate. The policies that are in place today differ considerably between countries. Hence, it is difficult to compare the policies and to measure the effectiveness of different integration programmes. Existing indicators that intend to measure migrant integration can focus on comparing and assessing the integration policies and/or on measuring the outcomes of these policies.

An indicator with a strong focus on migrant integration policies is the Migrant Integration Policy Index, or MIPEX (2015).[1] It measures and compares immigrant integration policies of all EU Member States, Australia, Canada, Iceland, Japan, South Korea, New Zealand, Norway, Switzerland, Turkey and the US. The overall index is formed by 167 indicators, which are grouped into eight policy areas. The index ranges from 0 (failed integration) to 100 (successful integration). The eight policy areas of MIPEX are labour market mobility, education, political participation, access to nationality, family reunion, health, permanent residence and anti-discrimination. The first MIPEX was published in 2004 and the 2015 version is the fourth round of the index.

Figure 1 summarises the MIPEX score for different country groups: It shows that immigrants face more obstacles in emerging destination countries with fewer immigrants and higher levels of anti-immigrant sentiment (the Baltics, Japan, Central and Southeast Europe; EU13 average is 41/100). Wealthier, older and larger countries tend to grant more equal rights and opportunities (EU15 average is 60/100), which holds even more for traditional countries of immigration (67/100 on average for Australia, Canada, New Zealand and the US). But political will certainly matters just as much as tradition, since more inclusive integration policies may both encourage more immigrants to settle permanently and the public to trust immigrants more. Within Europe, national policies are stronger and more similar in the areas that are covered by EU law.

Figure 2 shows the overall MIPEX score with data from 2010 and 2014. Denmark passed considerable reforms to assimilate its policies to the ones in the other Nordic countries. Germany improved the targeted support for migrant integration and reformed its dual nationality policies. Many countries have made smaller improvements, either by reinforcing current programmes (Portugal and the US) or by improving procedures (France, Ireland, Japan, Switzerland and Turkey), or by implementing EU law (Czech Republic, Poland, Hungary, Italy, Lithuania and Romania). The Netherlands and the UK show the largest drop in the MIPEX score from 2010 to 2014. This is due to cuts in targeted support and the residence restrictions implemented in both countries.

Bertelsmann (2015) publishes another index for migrant integration[2] (see Table 1). The Sustainable Governance Indicators (SGI) aim at comparing and analysing policy performance and governance capacities in the OECD and EU. There are three rubrics: Policy performance, democracy and governance. The integration report is part of the rubric policy performance and analyses how effectively policies support the integration of migrants into society.

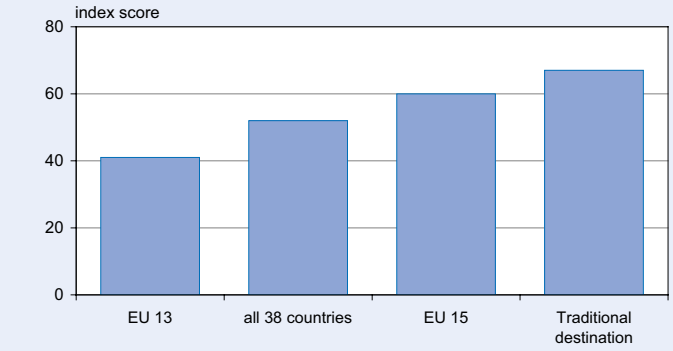
A major difference of the integration index in the SGI and the MIPEX is that the SGI combines policies with policy outcomes. The table shows the SGI-integration indicator 2015. It is a combination of an index of integration policy and two education and two labour market indicators.

While MIPEX focuses on integration policies, the integration index of Bertelsmann (2015) combines policies and outcomes. A third way of dealing with the difference of policies and outcomes is used by the OECD/European Union (2015): They focus on policy outcomes. The *Indicators of Immigrant Integration 2015* present a comparison across all EU and OECD countries of the outcomes for immigrants and their children. Their 27 indicators are organised in five policy areas: Employment,

[1] This project is led by the Barcelona Centre for International Affairs (CIDOB), and the Migration Policy Group (MPG).

[2] The index has also been published for the years 2009, 2011, and 2014.

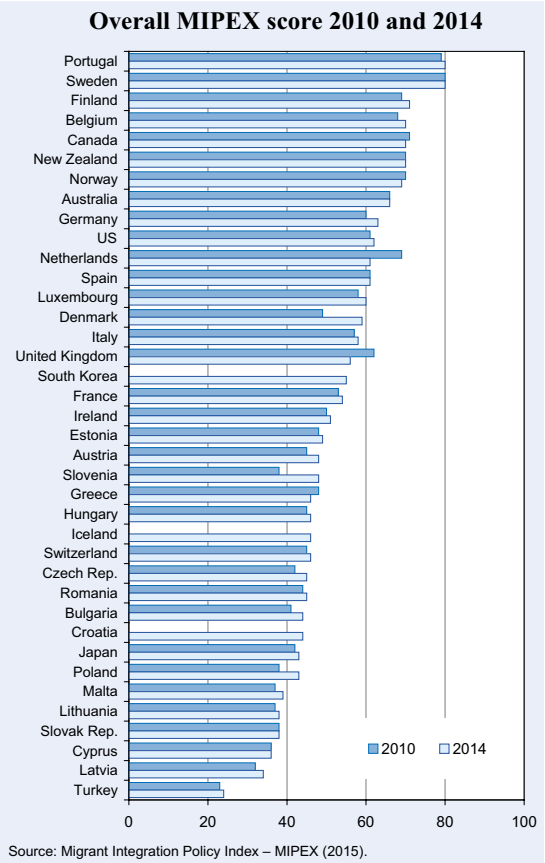
Figure 1



EU 13: Bulgaria, Croatia, Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Romania, Slovak Republic, and Slovenia.
EU 15: Austria, Belgium, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Luxembourg, Netherlands, Portugal, Spain, Sweden, United Kingdom.
Traditional destination: Australia, Canada, New Zealand, US.

Source: Migrant Integration Policy Index – MIPEX (2015).

Figure 2



Source: Migrant Integration Policy Index – MIPEX (2015).

education, social inclusion, civic engagement and social cohesion.

The comparison of migrant integration policies and indexes that summarise countries' policies are important to see where a country stands in terms of its integration effort. Analysing the integration outcomes, such as education and labour market statistics, and monitoring them over time, helps to measure the effectiveness of integration policies. But a key indicator that characterises the different needs of different migrants is the reason why these people migrate. The "International Migration Law and Policy Analysis" – IMPALA database project, which is compiling a new database on immigration regulations, can fill this gap. This new database will distinguish between policies that target economic migration, family reunification, asylum and humanitarian migration, student migration, and acquisition of citizenship.[3]

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References

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[3] See Beine et al. (2014) for preliminary evidence from IMPALA.

Table 1

Sustainable governance indicators 2015: Integration

Rank	Country	Score	Integration Policy [1]	Upper Secondary Attainment [2]	Tertiary Attainment [3]	Unemployment [4]	Employment [5]
1	Canada	8.8	CAN	CYP	SWE	AUS	EST
2	New Zealand	8.4	NZL	ISL	AUT	CYP	IRL
3	Estonia	8.1	AUS	POL	DNK	HUN	ISL
4	Australia	8.0	FIN	CHL	CHE	LVA	MLT
5	Lithuania	7.9	DEU	LUX	CYP	ROU	POL
6	Ireland	7.8	LUX	KOR	NOR	USA	ROU
7	UK	7.8	NLD	EST	HRV	CAN	KOR
8	Finland	7.6	NOR	LVA	ISL	NZL	CAN
9	Norway	7.6	AUT	LTU	LTU	ISR	CZE
10	US	7.6	DNK	ESP	USA	POL	GRC
11	Germany	7.5	EST	GBR	EST	CZE	NZL
12	Iceland	7.5	IRL	HUN	FRA	GBR	USA
13	Denmark	7.3	LTU	NOR	JPN	JPN	AUS
14	Netherlands	7.2	PRT	DNK	LVA	LTU	BGR
15	Luxembourg	7.1	SWE	ITA	BEL	TUR	PRT
16	Latvia	7.0	CHE	CAN	DEU	CHL	ITA
17	Spain	7.0	GBR	NLD	SVK	IRL	LVA
18	Austria	6.9	USA	SVK	CHL	SVK	SVN
19	South Korea	6.9	BEL	HRV	KOR	EST	GBR
20	Switzerland	6.9	FRA	CZE	ESP	BGR	TUR
21	Greece	6.8	GRC	IRL	FIN	PRT	CHE
22	Czech Rep.	6.7	ISL	ISR	ITA	HRV	FIN
23	Cyprus	6.6	ISR	JPN	NLD	MEX	DEU
24	Israel	6.6	ROU	AUS	CAN	ITA	LTU
25	Italy	6.6	ESP	FIN	GBR	GRC	NOR
26	Portugal	6.6	CZE	NZL	IRL	KOR	CYP
27	Poland	6.5	HUN	GRC	CZE	ESP	ESP
28	Slovak Republic	6.5	ITA	SVN	HUN	SVN	AUT
29	Sweden	6.4	LVA	AUT	GRC	ISL	HRV
30	France	6.3	POL	BGR	PRT	DEU	MEX
31	Hungary	6.3	SVK	BEL	AUS	MLT	SVK
32	Japan	6.0	KOR	SWE	NZL	FRA	FRA
33	Romania	6.0	CHL	CHE	SVN	LUX	ISR
34	Belgium	5.8	CYP	USA	ISR	FIN	JPN
35	Chile	5.8	JPN	FRA	LUX	DNK	DNK
36	Croatia	5.6	SVN	DEU	MLT	NLD	BEL
37	Slovenia	5.5	TUR	ROU	POL	AUT	HUN
38	Bulgaria	4.8	BGR	MLT	BGR	CHE	CHL
39	Turkey	4.6	HRV	MEX	TUR	BEL	LUX
40	Malta	4.2	MLT	PRT	MEX	SWE	NLD
41	Mexico	3.6	MEX	TUR	ROU	NOR	SWE

Notes:
[1] This question covers integration-related policies comprising a wide array of cultural, education and social policies insofar as they affect the status of migrants or migrant communities in society. Policies fostering the integration of migrants will ensure migrants' equal access to the labour market and education, opportunities for family reunion and political participation, the right of long-term residence, effective pathways to nationality as well as protection from discrimination and equality policies.
[2] Ratio of foreign born to native born population with at least upper secondary attainment (ISCED 3 and above), age group 25-64 years.
[3] Ratio of foreign born to native born population with tertiary attainment (ISCED 5 and above), age group 25-64 years.
[4] Foreign-born to native-born unemployment rate, age group 15-64 years.
[5] Foreign-born to native-born employment rate, age group 15-64 years.

Source: Bertelsmann (2015).