

Summary

The immigrant integration monitor : a new way of monitoring the integration of immigrants

Objective of the Integration monitor

Concrete objectives and strategies are essential for an effective integration policy, but knowledge about the effectiveness of the policy is also required. For this knowledge, an insight into the course of integration and the effects of the policy is needed. The occasion for the development of the Integration monitor was the Minister for Immigration and Integration's need for an instrument that could be used to assess the effects of the 'New Style Integration Policy'. Is integration being realised through the policy spearheads of 'Acquisition of basic tools', 'Interaction' and 'Accessibility'? On the basis of data provided by Statistics Netherlands (CBS), the WODC is currently developing an instrument that can measure the progress of groups of immigrants in various social areas. This instrument can serve as an aid in the evaluation of the current and future policy. By monitoring the development progress of immigrants over the course of time and by comparing groups of immigrants, it becomes clear for which groups and in which social areas social participation is progressing well and for which groups this is not so much the case. This provides an opportunity to obtain a deeper insight into the effectiveness of the policy.

Research methods

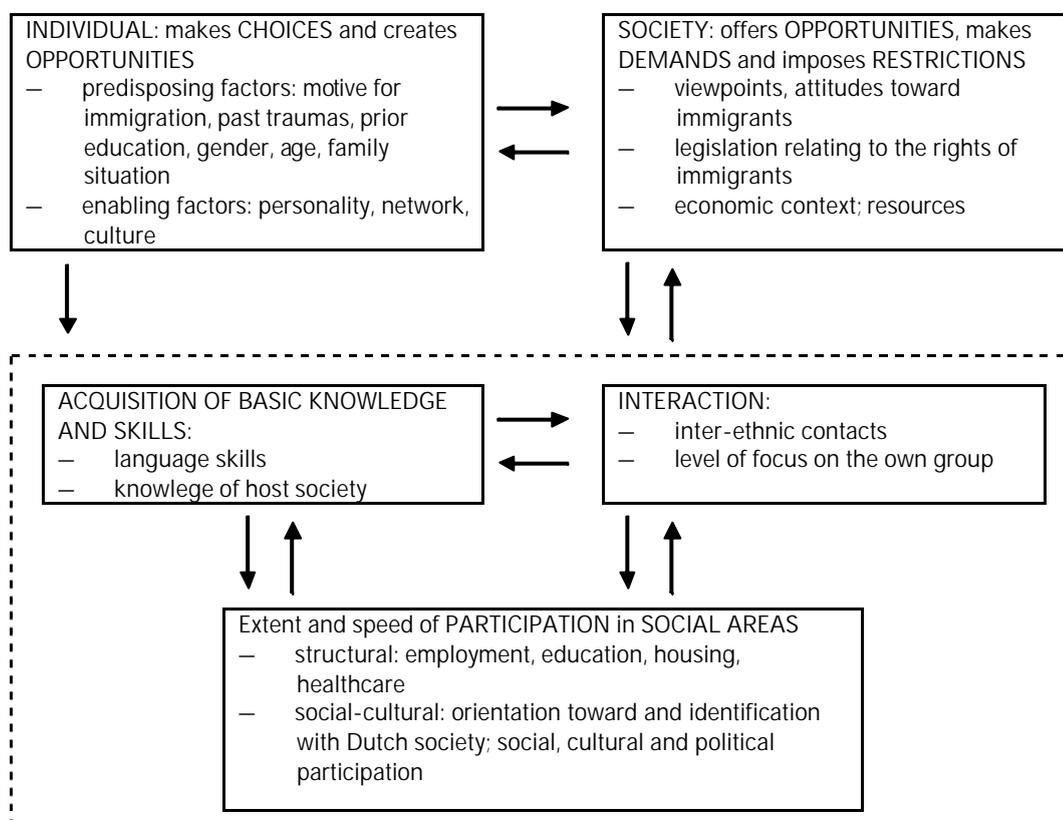
What is new in this study is the fact that we do not just focus on the position of the well-known immigrant populations from the traditional countries of origin (Turkish, Moroccan, Antillean and Surinamese populations), but that we also look at smaller, less well-known immigrant populations. We are also making an initial start on describing the *integration process*, which is essential for evaluating policies. We do this by mapping out the position changes in the labour market of newcomers from 1999 over a period of a number of years.

For our analyses we used CBS data for the years 1999, 2000, 2001 and 2002. This data is linked in such a way that it is possible to provide an insight into the developments over this period. In this report we present data, for the aforementioned study years, regarding the social participation of all immigrant groups which, in 1999, consisted of more than 10,000 persons, whereby we differentiate by age group, generation, duration of stay and gender. These results are controlled for a number of background characteristics, in order to estimate what the situation would be if all groups had the same composition.

The innovative aspect of the Integration monitor lies not only in the fact that we also include the smaller immigrant groups in the study. It is important that we pay ample attention to the time-related changes that can be observed for cohorts of newcomers. Based on administrative data, we are able to empirically monitor specifically delineated groups, because data is linked at an individual level - needless to say, with due observance of privacy requirements. This way we can provide an insight into the *course of the integration process* in society.

Integration domains: knowledge and skills, social contacts and social participation

In its development of the Integration monitor, WODC considered the individual immigrant, who arrives in the Netherlands with his personal history, knowledge and skills, as the starting point. The way in which this immigrant's social participation progresses is influenced by this baggage but also, for instance, by the achieved level of education in the Netherlands, the nature of the contacts he or she establishes and by society-related factors, such as perception and discrimination toward immigrants and the economic situation. The following model provides a schematic overview of the domains that are relevant to integration.



Indicators

In the selection of indicators it is important that the focus is not only on the question in which areas, and because of which factors, does participation stagnate, but also - most importantly - on the question *what things are going well, and for whom?* Which groups, or parts of groups, such as certain age groups, are able to find employment relatively quickly? Can we then learn something from their experiences?

This distinction is expressed in the two types of indicators used: risk indicators and opportunity indicators. This initial report contains information about the following indicators, with the note that this list will be further expanded in the future.

(Current) opportunity indicators	(Current) risk indicators
<ul style="list-style-type: none"> - performance in education - attending mixed schools (for the purpose of this report: attending schools in mixed neighbourhoods) - being in paid employment - proportion of those working on a self-employed basis - living in a mixed neighbourhood - having inter-ethnic social contacts (for the purpose of this report: mixed marriages) 	<ul style="list-style-type: none"> - attending segregated schools (for the purpose of this report: attending schools in segregated neighbourhoods) - unemployment - dependency on welfare - health-related inability to work - dependency on benefits - living in a segregated neighbourhood - having mono-ethnic social contacts (for the purpose of this report: mono-ethnic and immigration marriages)

Results

Education: performance and school composition

With regard to the 'performance in education' indicator, data is available about the results of the final exams in secondary education and about the progression through to higher education. The proportion of students attending mixed or segregated schools is estimated on the basis of the number of immigrants in the neighbourhood where students live in the year 2001-2002. For each of the researched years the proportion of students passing their final examinations in secondary education is lower among students from allochthonous origin than among students from the autochthonous population. The differences are greatest in VWO (*pre-University education*) (up to 17 percentage points) and smallest in preparatory vocational education (VBO) (4-9 percentage points).

Between 1999 and 2002 there is an increase in the number of students passing their examinations for all origin groups. In VBO, the difference between ethnic and autochthonous students becomes smaller over the years. Turkish students do worst in all levels of education. The expectation that the second generation would be more likely to pass their final examinations is not supported by the figures, especially in VBO and MAVO (*lower general secondary education*).

Chinese and Ethiopian students have shown to perform well in 2001-2002. Their chances of passing their final examinations are comparable to those of autochthonous students. Among Antillean and Chinese students especially, there is a significant degree of progression through to higher education. In fact, Chinese HAVO (*higher general secondary education*)/VWO students are even more likely to move on to University education after their secondary education than young people from the autochthonous population.

The analyses show that students who live in more segregated neighbourhoods do not do as well in education. Needless to say, this does not mean that segregation alone is the

cause of poorer performance. One relevant aspect is the fact that, as children from allochthonous origin live in the Netherlands longer, they are more likely to move on to University education. Another notable connection is the link to the municipality in which the student lives. Students who live in Rotterdam, The Hague or Utrecht have a greater chance of moving on into higher education than students in other municipalities.

Social position: employment and benefits

Labour participation is a key indicator for integration. Data on benefits (unemployment benefits, welfare and disability benefits) is also relevant.

The percentage of employees among the different origin groups differs greatly. Surinamese and Antilleans, but also people originating from the Cape Verde Islands, Ghana and the Philippines are employed relatively often between 1999 and 2002. Labour participation on the part of Turks and Moroccans is much less. For the latter, the difference with the autochthonous population is nearly 20 percentage points. Among new immigrant groups, such as people from Afghanistan, the percentage of persons who are employed also lags behind considerably.

Within the different ethnic groups there are often significant differences between the first and the second generation. In most cases, the participation of the second generation is greater. A lower labour market participation on the part of the second generation can often be ascribed to the low average age. A relatively high percentage of young people in migrant groups means a lot of people in education.

In various immigrant groups there are high numbers of independent entrepreneurs. Especially among immigrants from China, Egypt and Hong Kong the proportion of self-employed people is high. This makes it clear that these immigrants have sufficient understanding of and contacts in Dutch society to start a company.

In conjunction with limited labour participation, many ethnic groups are over-represented in terms of benefits figures. Turks and Moroccans especially are unfit for work more often when compared with the autochthonous population. Within the Turkish origin groups we can also see this over-representation in the second, Netherlands-born generation. Surinamese are also often in receipt of disability benefits. The analyses show that benefits dependency is associated with the proportion of people from non-western origin in the neighbourhood. Further investigation will have to determine to what extent this pattern is found among the separate origin groups. One notable fact is the very high risk that older immigrants have of becoming dependent on welfare. Among Moroccan and Antillean women aged between 55 and 65, the percentage of ABW (*National Assistance Act*) benefits paid in 2002 was as high as 43% and 35% respectively, but also men in the traditional origin groups are highly over-represented in the welfare statistics as well. Of the new groups, a relatively high percentage of Afghans are dependent on welfare.

The changes in the number of employed people and benefits dependency:

36,826 newcomers monitored between 1999 and 2002

We can draw important conclusions by monitoring a group of nearly 37,000 new immigrants over a period of time. This approach shows that, in the period from 1991 to 2002, Moroccan and Turkish men in particular found a job relatively quickly. Of these men, approximately 60% was in paid employment within four years. Compared to men, Turkish and Moroccan women participate less often, but in the period in question their participation in the labour market also clearly increases: their participation percentages

more than double. The percentage of employed women increases from 14.7% and 11.5% respectively to 33.0% and 27.8%. However, Antillean women are represented in the labour market in considerably higher numbers and the Surinamese cohort of female newcomers has higher numbers of employed persons than the group of male immigrants. Among immigrants from new origin countries such as Iraq, Afghanistan and Somalia the proportion of employed persons is low.

The unfavourable position of the Afghans is also demonstrated if we look at how the participation of groups of newcomers changes over time: other asylum immigrants, such as the Somalis and the Iraqis, may also often be dependent on welfare in the beginning, but for the 1999 newcomers the ABW percentage after four years is approximately 17% for the Iraqis compared to over 50% for the Afghans.

Contacts between the allochthonous and the autochthonous population

Marriage to an autochthonous partner makes it easier for people from allochthonous origin to gain access to autochthonous networks. Such a mixed marriage may also be an incentive to learn and use the Dutch language. As a consequence, it may be expected that immigrants in a mixed marriage have better opportunities in the Dutch labour market. This has indeed proven to be the case.

In the research period, immigrants in a mixed marriage have more chances of finding employment. Such marriages are mostly entered into by Antilleans and people from western origin, and more often by women than by men.

For the second generation, we can see a different trend between 1999 and 2001 among Turkish and Moroccans compared to other origin groups. Men and women born in the Netherlands of Turkish and Moroccan parents will choose a partner from the country of origin relatively often, whereas in other origin groups there are significantly more mixed marriages.

The future

Needless to say, based on the indicators currently available we can only provide a general picture of the extent and certainty of the process of integration. Furthermore, the material provides insufficient opportunities to determine the extent to which connections found between, for instance, the type of marriage and the extent of the benefits dependency are based on a causal connection. In the future, the Integration monitor will need to be expanded with supplementary data, so that more aspects relating to integration can be described and analysed, thus improving the quality of the information.

In this report it has become clear what opportunities we currently have for mapping out developments over time. We will expand these long-term analyses in the future. These expansions will relate to the length of the period to be analysed and the comparisons between different cohorts.

Privacy guarantee

The research for the Integration monitor is based on a dataset with anonymised data, in which origin groups of at least 10,000 persons have been included. In order to prevent any individuals being recognisable we will, where necessary, only present analysis results that are based on at least one hundred individuals.

