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# KING

Knowledge for INtegration Governance

## Targets for Integration Policy in Europe: Which Europe do we want for 2030?

**Walter Kindermann**

KING Project – Public Administration  
KING Overview Paper n.4/October 2014



# KING - Knowledge for INtegration Governance

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The KING project's objective is to elaborate a report on the **state of play** of migrant integration in Europe through an interdisciplinary approach and to provide decision- and policy-makers with **evidence-based recommendations** on the design of migrant integration-related policies and on the way they should be articulated between different policy-making levels of governance.

Migrant integration is a truly multi-faceted process. The contribution of the insights offered by different disciplines is thus essential in order better to grasp the various aspects of the presence of migrants in European societies. This is why **multidisciplinarity** is at the core of the KING research project, whose Advisory Board comprises experts of seven different disciplines:

**EU Policy** – Yves Pascouau

**Political Science** - Alberto Martinelli

**Public Administration** – Walter Kindermann

**Social Science** – Rinus Penninx

**Applied Social Studies** – Jenny Phillimore

**Economics** – Martin Kahanec & Alessandra Venturini

**Demography** – Gian Carlo Blangiardo

The present paper belongs to the series of contributions produced by the researchers of the “Public Administration” team directed by Walter Kindermann.

The project is coordinated by the **ISMU Foundation**.

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## INTRODUCTION

There are several characteristics of good policy. Firstly, it should be evidence-based. Secondly, it should set ambitious goals that are otherwise realistic. And thirdly, it should use instruments and measures that ensure that these goals can be achieved. These instruments have to be checked for suitability. If necessary, they have to be adapted.

What are the facts on immigration to EU member states? Even today, Europe's societies – particularly in Western Europe – are very diverse, due to the ongoing immigration. It is expected that immigration will continue in the future (e.g. Heckmann 2015: 57f.; for trends in global migration see e.g. UN-DESA/OECD 2013; IOM 2013; for Europe, see Eurostat 2014). It might stop the ageing population trend which is characterized by fall in fertility rates and rises in life expectancy. Immigration will also continue to foster the further diversification of European societies. This is clearly to be seen in Europe's metropolitan areas.

Regarding the ranking of European regions, in relation to their share of foreigners in the population, Luxemburg, Brussels or Cyprus and metropolitan areas as London and Berlin take a top position<sup>1</sup>. However, these are special cases and do not represent "typical" European regions. Among those, the ranking shows Eastern Spain (Catalonia, Valencia, and the Balearic Islands), Eastern Austria, Ireland and Hessen as well as North Rhine-Westphalia in Western Germany with a high share of foreign population. We pick out Hessen as a model.

## HESSEN AS A MODEL

Hessen is a federal state ("*Bundesland*") of Western Germany, located in the heart of Europe. It has a population of more than 6 million people; one could compare it with Ireland, Denmark, Norway or Finland. The Rhine-Main-Region with Frankfurt at its core is the most diverse and international part.

Today, people from more than 170 nations live in Hessen (see figure 1). Their countries of origin differ considerably along cultural, religious, political, and economic dimensions. This poses a major challenge to integration policy.

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<sup>1</sup> Analysis of NUTS 1 (Nomenclature of Territorial Units for Statistics)

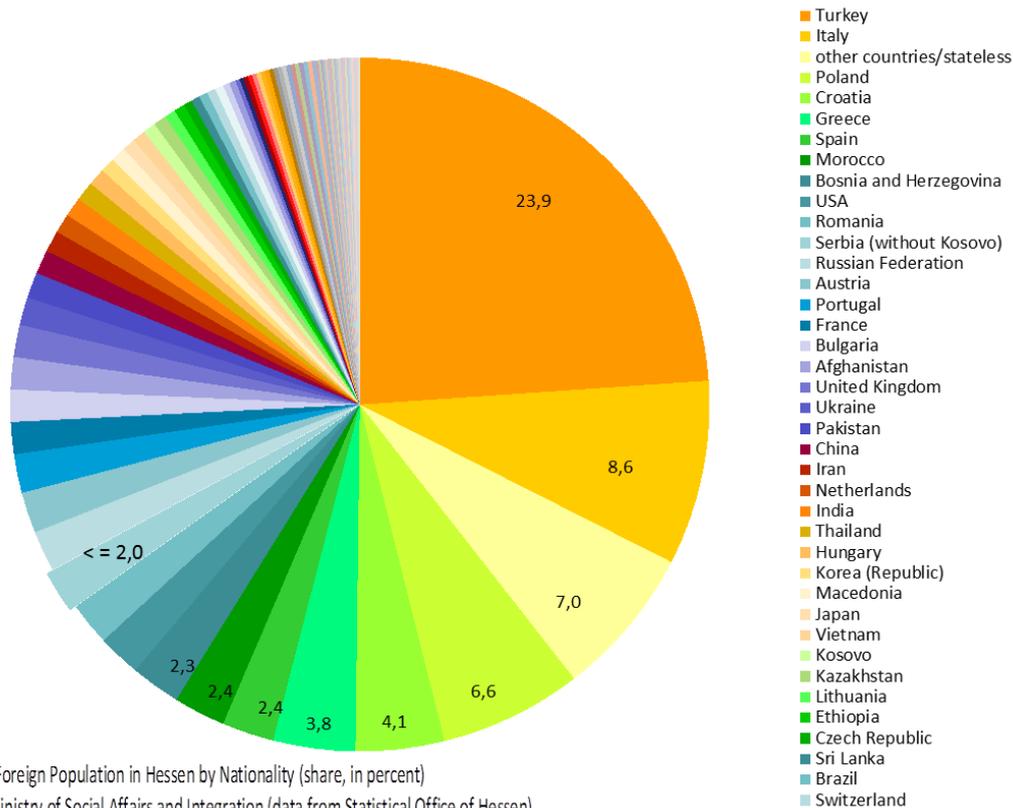
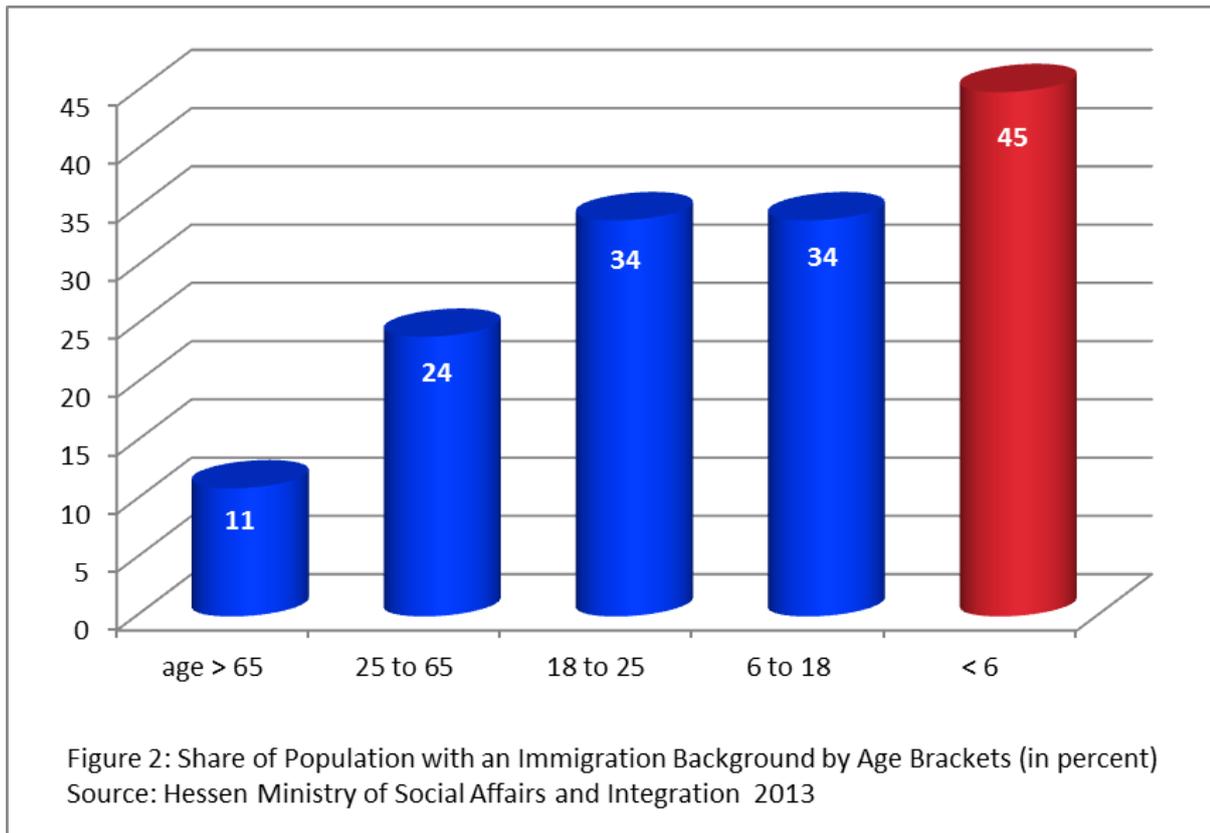


Figure 1: Foreign Population in Hessen by Nationality (share, in percent)  
 Source: Ministry of Social Affairs and Integration (data from Statistical Office of Hessen)

One in four inhabitants in Hessen, roughly 1.54 million people, have an immigration background<sup>2</sup>. The majority of people with an immigration background, about 862,000 people, have German citizenship. One third of the citizens with an immigration background was born in Germany. The other two thirds immigrated (thus they are “foreign-borns”). Since 2005, the population of immigrants has increased by more than 100,000 people. There has been a significant increase in foreign immigration since 2010, especially from new EU member states and Southern Europe, resulting in a growing net population. Currently, the number of new applications for asylum is rising as well.

Immigrants now have diverse educational backgrounds. However, on average their education level is lower than that of the native population. About four to eight percent of the total population are Muslims. (Hessisches Ministerium der Justiz, für Integration und Europa 2013b: 5; Fuhr-Becker 2013; Fuhr-Becker/Wilkens 2015) On average, people with an immigration background are younger than the population without immigration background. Today, one out of two children under the age of six has an immigration background (figure 2). (Hessisches Ministerium der Justiz, für Integration und Europa 2013a: 5)

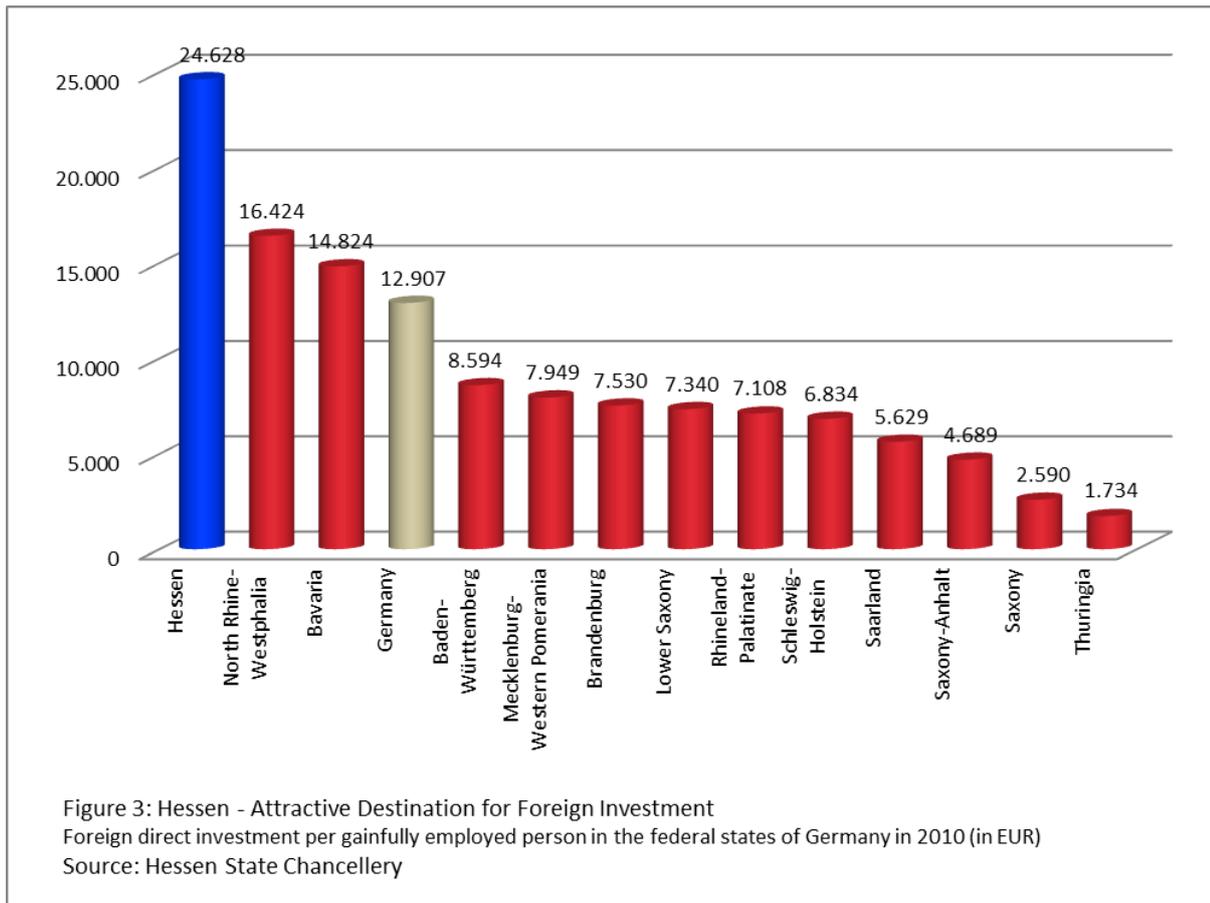
<sup>2</sup> As defined by the German Federal Statistical Office, a person with an immigration background includes "every person who immigrated into the present territory of the Federal Republic of Germany after 1949, every foreigner born in Germany, and every person born as a German in Germany but who has at least one parent who is an immigrant or was born as a foreigner in Germany."



In the future, this percentage will even continue to grow. In 2030, there will be more immigrants coming. Then, the today six-year-old children will be 21 years old. That means: In 2030, one of two young adults will have an immigration background.

Other European regions experience similar situations: not only metropolitan areas such as Paris, Amsterdam, Berlin, London and Milan but also many less cosmopolitan regions. There, in large segments of the local economy diversity is normal. Diversity brings different experiences, knowledge and abilities as well as views that may enrich working life and support production and innovation. Companies operate globally and have customers from all over the world, they have branch offices in many foreign locations and they have ethnically diverse workforces.

Today, Volkswagen, BMW, Mercedes, Audi are at home all over the world. Likewise, medium-sized enterprises such as Buderus or Fresenius act at a global level. This holds true for Hessen too: Hessen has the highest level of foreign direct investment among all German federal states (see figure 3).



## CHALLENGES IN INTEGRATION POLICY IN EUROPE

All in all it is not surprising that globally oriented regions attract many immigrants. But, even if diversity is normal in economy – metropolitan areas are not only attractive to immigrants who easily adapt to business life. In contrast to traditional immigration countries such as Canada, Australia or New Zealand EU member states do not have a targeted immigration regime. Most European countries show interest in highly-skilled immigrants. But due to the existing immigration laws no real immigrant selection can take place. As a consequence Western European countries attract many immigrants who cannot keep up with demands of modern knowledge society. And that means: lots of efforts are necessary to promote integration in society and work.

Therefore, within Europe integration policy governments not only have to focus on diversity but still have to set their target at breaking the following *circulus vitiosus*: Poor language skills and therefore lower educational level complicate access to labour market which leads to lower employment rates and an increased rate of poverty. This process ends up where it started: at a lack of integration of vulnerable migrant groups.



Figure 4: Circulus Vitiosus of Non-Integration  
Source: Kindermann (2014)

There is an analogy between states and clubs in professional football. Clubs as Real Madrid are able to attract the world's best players. But clubs with fewer financial resources only have a chance to be successful in the competitive world of football if they support the young generation. This is the current situation in EU member states. To harness the special potentials migrants have to offer considerable investments are necessary, particularly in developing human capital through education. These investments could be profitable within twenty to thirty years. (Regarding the economic returns to investments in early childhood education see Institut der deutschen Wirtschaft 2010).

An example for a good practice is the Hessen education policy<sup>3</sup>: In the year 2002 data suggested that a third (35.7 percent) of six-year-olds with an immigration background were not ready for school. Out of those who did enter school, four in ten (44 percent) had to repeat 1st grade.

Therefore, the Hessen Government decided for intense and expensive measures and changed the school law: For the age group 3 to 6 German classes were introduced in kindergarten which were followed by up to 16,000 children (there are about 50,000 school beginners in Hessen every year). For the children about 4 years a language test was set up. For those who did not perform well in the test, a pre-school course of German (for the period of one year) was offered and later, if still needed, special classes in first grade with intensive language training. For these measures more than 1000 teachers were deployed.

For the results which were obtained within ten years see figure 5. The percentage of children with an immigration background not ready for school had decreased to 12.4 percent, the share of pupils that had to repeat 1st grade was reduced to 17 percent.

<sup>3</sup> In Germany, the educational system lies primarily with the federal states. On the Hessen education system see Hessisches Ministerium der Justiz, für Integration und Europa (2013c).

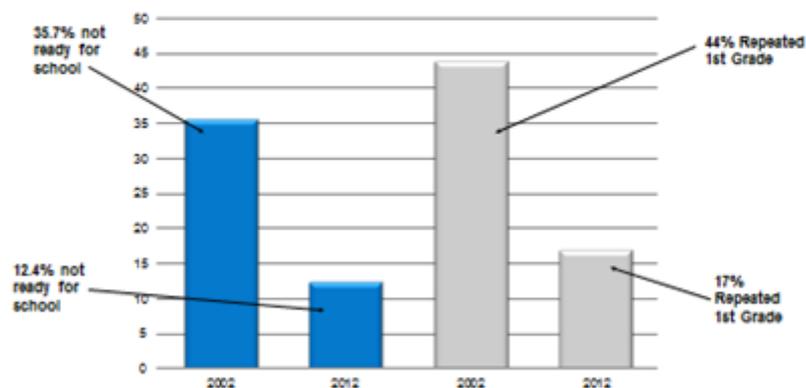


Figure 5: Results of Language Measures in Early Education  
Source: Kindermann (2014)

This is only one example for measures in integration policy which can (and have to) be introduced to mobilize the resources of migrants. Today, we have a huge number of young doctors, lawyers, engineers and journalists with an immigration background. Some are the children of illiterate and uneducated immigrants. When the number of migrants is that huge and when a big part of them is poorly educated – as is the case in Europe today – then integration measures need to address all topics of importance to society. It was decided in Hessen to develop integration policy in a way which might be called “Integration Mainstreaming”.

## INTEGRATION MAINSTREAMING IN HESSEN

With the new government’s formation in 2009, the Vice Prime Minister was appointed to Minister of Integration. This was to underline the importance of integration for Hessen’s politics. The integration approach adopted can be best described by the term “Integration Mainstreaming”. (For detailed information, see Hessisches Ministerium der Justiz, für Integration und Europa 2012.)

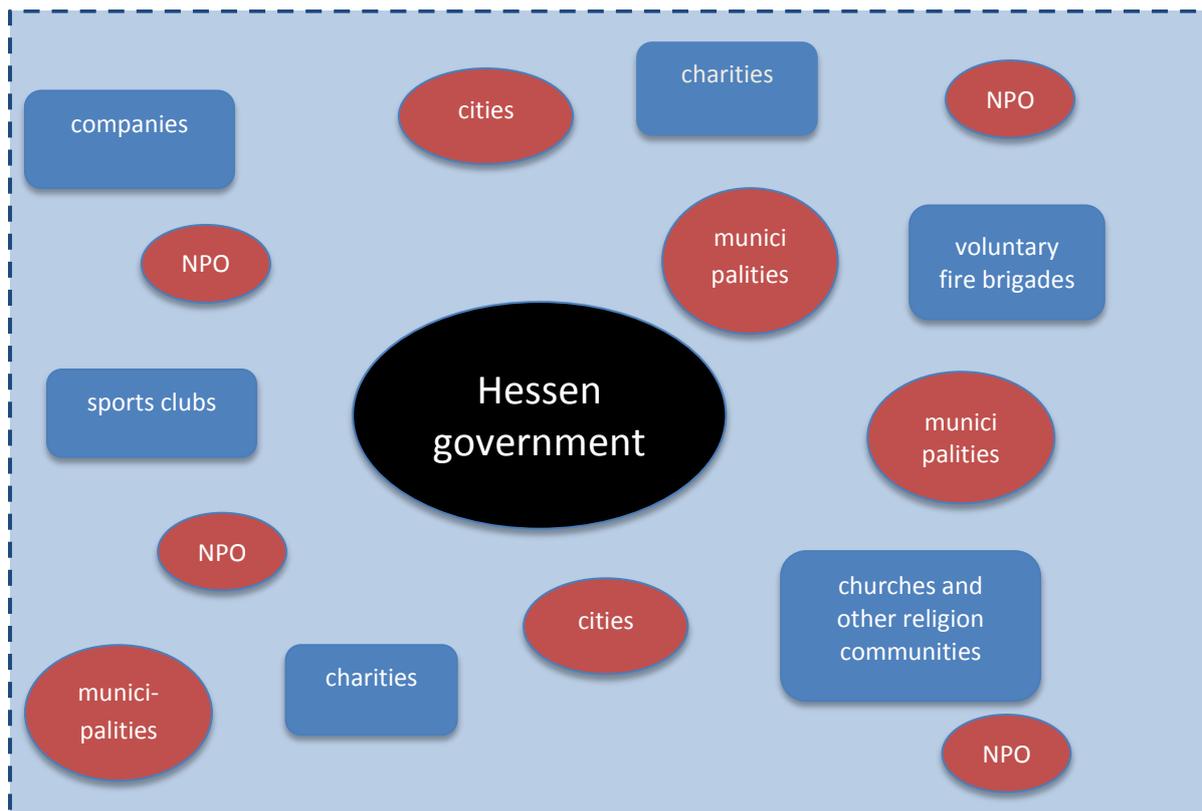


Figure 6: The Three Levels of Integration Mainstreaming  
Source: Kindermann/Wilkens (2014)

The first level of integration mainstreaming affected the government itself: Every Ministry was obliged to fulfil the integration policy tasks which fell in its general responsibilities. The Ministry of Economic Affairs was in charge of the labour market programs, the Ministry of Social Affairs for early language tuition and measures in the health and care sector. The Ministry of Education was responsible for integration measures in schools, the Ministry of Science and Art for integration projects at Hessian universities. The State Chancellery had to act in media policy issues and the Ministry of the Interior was in charge of sports, prevention and safety. As far as the Ministry of Integration had previously done these tasks it had to leave responsibility with the other ministries. It had to focus on cross-cutting issues.

On the second level, it was a central task to increase the awareness for integration in all cities and municipalities. Therefore, Hessen's Model Region Program ("*Modellregionen Integration*", 2009 to 2013) was established. The annual budget was EUR 1.3 million. The aim was to achieve and maintain a sustainable development of integration policies within local municipalities. Although only six regions were chosen to be supported financially, eleven additional municipalities participated voluntarily to share their experiences. The program fostered intensive cooperation between the Federal State of Hessen and the town councils. This cooperation - for example through workshops, meetings, project visits by the Ministry - set a new standard of multilevel governance for future integration programs – top down and bottom up. The program was evaluated by an independent research institute (see Hessisches Ministerium der Justiz, für Integration und Europa 2013d)<sup>4</sup>.

<sup>4</sup> As from 2014 on, all Hessian cities and municipalities will benefit from these experiences. By a new program called WIR ("we"), with an annual budget of EUR 3.1 million in 2014, the Federal State of Hessen aims to further facilitate intercultural awareness. The 33 counties in Hessen can employ full-time coordinators to implement strategies.

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The third level of integration mainstreaming affected the private economy and particularly the non-profit sector: Intercultural awareness in sport clubs, the voluntary fire brigades, the many non-profit organisations and big charities had to be facilitated. In modern society in Central Europe personal and organized volunteer work plays an important role not only for the realization of citizens` interests but also to fulfil tasks public budgets cannot afford any more. The argument is that non-profit organisations need to open up for migrants who are not used to the structure and culture of the German non-profit sector – to engage in the organisations or/and to benefit from their activities.

## CHALLENGES AND OPPORTUNITIES FOR FUTURE INTEGRATION POLICY

The EU is not responsible for integration, but it is supporting national and local integration policies with policy coordination, funding and exchange of knowledge, ideas and experiences. In this context, the Common Basic Principles for Immigrant Integration Policy in the EU were adopted by the Justice and Home Affairs Council in 2004. They have since then formed the foundations of EU initiatives in the field of integration. CBP 1 claims: ‘Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States’:

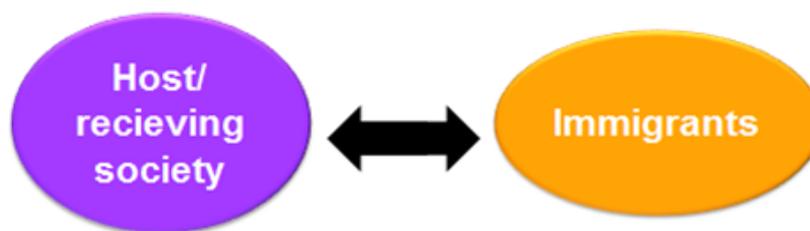


Figure 7: The Two Way – Process  
Source: Kindermann (2014)

However, migration and integration have changed during the last decade. Today we face a wide variety of immigrants (see European Commission 2013; Eurostat 2014). Therefore, this “two-way-process” has become more complex. Thus we have to consider at least three dimensions of integration, as it is suggested by Rinus Penninx.

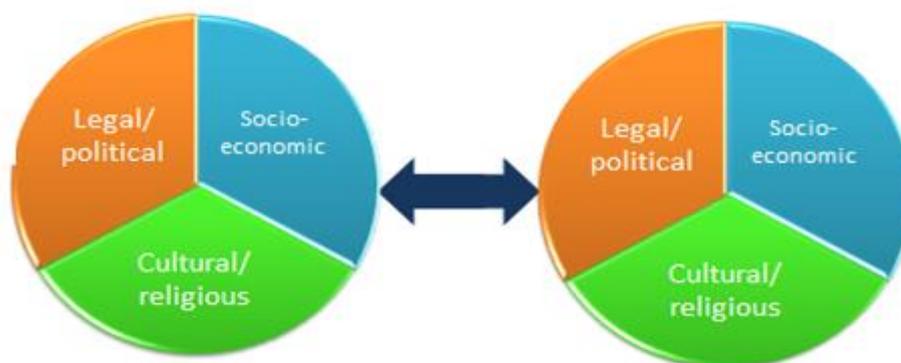


Figure 8: The Two-Way-Process – A Differentiated Viewing  
Source: Kindermann (2014)

As immigration has been a fact in Europe for a long time, it is no more a two-way-process of the migrant and non-migrant population. People who immigrated in the 1980s and 1990s have become part of today's receiving society. This holds for Hessen as well as for other metropolitan areas: immigrants of Turkey, Greece, Italy, Ghana, Iran etc. everywhere have become part of the receiving society. Their ideas, values and customs have blended with those of the native-born population<sup>5</sup>.

It is a mistake to think that identity is static in the long run. "National identity" is not static either, but fluid. It is constantly changing. Immigrants to Germany adopt „typical German“ qualities such as punctuality and order. Simultaneously, the native Germans change their habits. The Comedian Şinasi Dikmen of Turkish-Circassian descent jokes about this process: "I envy the Italiens for their handling of integration in Germany. They have simply changed the Germans into Italiens. With the first rays of sunshine the Germans enjoy sitting outside, having a *latte macchiato*. In pots on the windowsills they do not keep cyclamen any more, but different sorts of basil. However: German teenagers regard *döner* as a fast food dish of German origin." (In more detail, see Heckmann 2015: 173f.) He is right: Today's Germany is totally different from the Germany of the 1960s.

<sup>5</sup> To give an example: Opinion polls conducted by the Hessen Integration Ministry on different topics (such as immigration) show only a small difference of opinion between the population without and the population with an immigration background (Hessisches Ministerium der Justiz, für Integration und Europa 2011; Hessisches Ministerium für Soziales und Integration 2014).

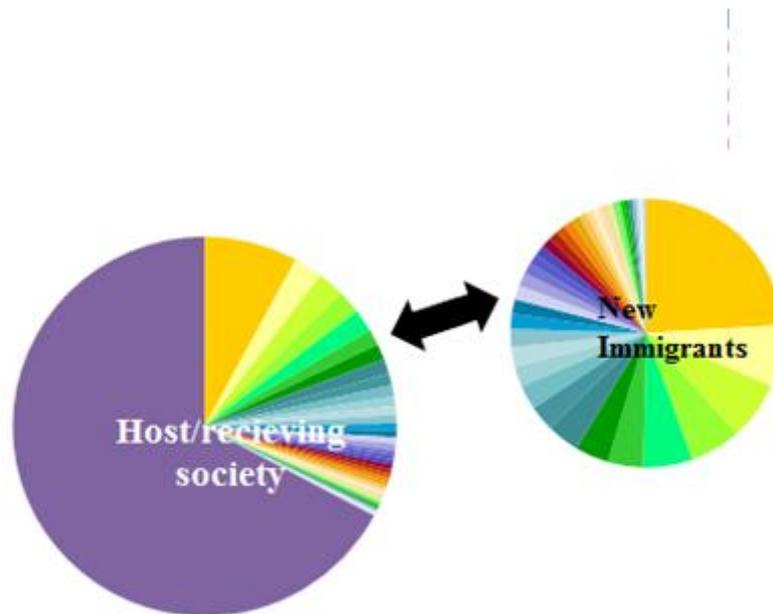


Figure 9: Relationship between Receiving Society and Newcomers  
Source: Kindermann (2014)

For good integration policy we need to ensure that the population of the EU member states develops a positive attitude towards immigration and remains favourably disposed to diversity. Such a positive social atmosphere is essential for the growing together of the member states into a social union.

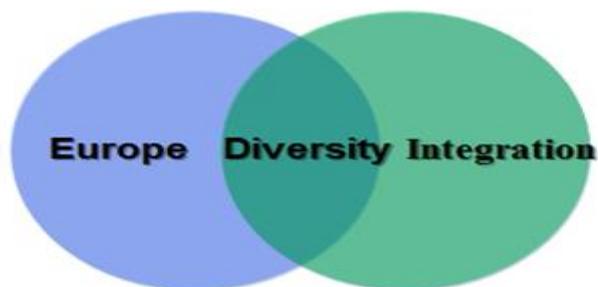


Figure 10: Figure 10: Two Sides of One Coin  
Source: Kindermann (2014)

Both tasks – European integration and immigrant integration – need to be done simultaneously. Since they are very closely related – they form „two sides of the same coin“ – they are not separable. Success in one task furthers success in the other.

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And if we defined the shape of our future integration policy as “ „Integration Mainstreaming“ – across all policy fields and in all sectors of society, at all policy levels and in the economy and society at large - the objective of a diverse “BIG WE” in the Europe of 2030 would be realistic. We must work towards being able to value diversity, towards a situation where it no longer matters where someone is from or what he or she looks like. What is important is that we share the same fundamental values and goals.

Perhaps a principle (dating from 2006) which seems to be common in some organizations in the U.S. and Canada could be adapted to the Common Basic Principles of Europe: “Immigrant Integration is a dynamic.. process in which immigrants and the receiving society work together to build secure, vibrant, and cohesive communities.”

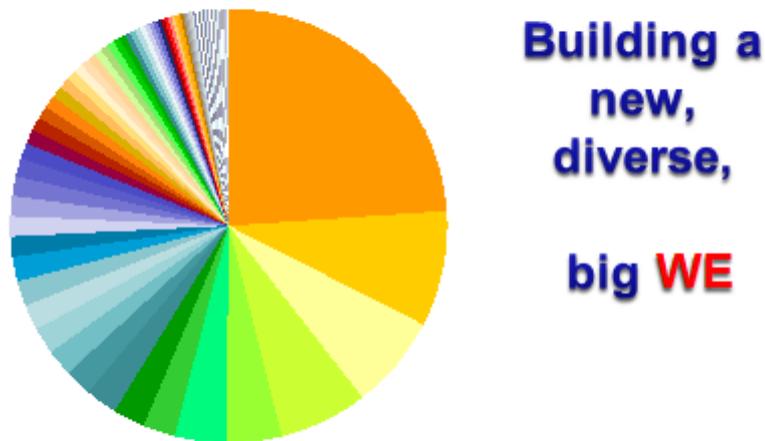


Figure 11: The Future – The 2030s  
Source: Kindermann (2014)

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