

# Integrationspolitik und ihre Wirkung in Europa – Nutzen oder Hindernis? [Integration policy and its impact in Europe – Benefit or Barrier?]

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Panelsprache: Englisch und Deutsch

Over the last ten years, a large number of European states have implemented compulsory language training and testing as well as training and testing of the history and sociopolitical structure of the country as a precondition for access to a permanent residence permit. In some states, immigration under the title of family reunification is tied to a test of knowledge of the language of the host country; some states have implemented language conditions also for labor migration. On the continent, these types of policies usually are referred to as “integration policy”, whereas in the UK the term “integration” is not that widely used and comparable measures often are framed as policies on local cohesion.

“Integration” also has become a buzz-word at the European and the international level. With its “Common Basic Principles on Integration”, the European Union has sketched a distinct understanding of the term, which is currently implemented in the Member States through projects funded by the “European Integration Funds”. Handbooks for practitioners and a European website on integration are further tools for developing a common European understanding through the application of the “Open Method of Coordination”. “Integration indicators” aiming at measuring the success and failure of integration policies are currently being developed by the European Union, but also by EU member states, the OECD and other international organizations in order to make integration measurable.

These developments have been associated with a profound reframing of the meaning of integration. Whereas in the 1980s and 1990s, integration discourses were strongly linked with a rights-based approach, since the late 1990s the duties of immigrants to socio-culturally adapt to their country of residence have become dominant, which was often also linked to a broader debate on migration control, in particular with regard to family formation and family reunification. Despite these common trends, national migration policy trajectories still strongly influence national integration policies.

The workshop will debate the development of integration policies in Europe from a comparative perspective. The panel mainly addresses the peculiarities of national integration policies, discusses similarities and differences of several national approaches and raises the question to what extent recent developments can be termed “European developments”. In this regard the influence of EU policies on framing national integration policies will be discussed as well.

## **Call for paper**

We welcome all papers that analyse:

- integration policies in specific countries both within the EU and beyond;
- EU integration policies.

Papers that focus on issues other than those discussed in the two existing papers (i.e. language requirements in integration policies and how to measure the success of integration policies) are particularly welcome.

Proposals for papers should contain the panel title, a provisional paper title and a brief summary of the paper of about one page, explaining the research question, methods and results.

Please send paper proposals to Julia Dahlvik ([julia.dahlvik@univie.ac.at](mailto:julia.dahlvik@univie.ac.at)) by 15 April 2012.

The programme committee will select the best two papers together with the panel organiser.

We will inform accepted speakers by 15 May 2012.

Full draft versions of the papers should be sent to the organizers by 1 September 2012. They will be published online so that the conference participants can read the paper in advance of the presentation.

Those not residing in Vienna may apply for co-funding of their travel costs.

## **Existing papers**

### **The thickening of integration in Europe – a return of active demographic policies?**

Bernhard Perchinig (Universität Wien/ Donau Universität Krems)

A large number of member states have implemented compulsory integration requirements and tests over the last few years as a precondition of access to permanent residence and access to the status of a long term resident, which, according to EU-law, includes a secure residence status and a set of rights in the fields of labor market access, access to goods and services and to education and health akin to those of citizens. Making access to this status dependent on successfully passing a language and integration test, access to secure residence and legal empowerment is limited to persons proving a certain level of intellectual capabilities, whereas those failing the tests are held in a status of legal uncertainty. Furthermore, a few EU member states also have introduced pre-entry language testing, which has led to a self-selection effect reducing the number of applicants with a low level of education, and in particular of young and lowly educated Muslim women. In another few countries, also labor migration now is linked to proving of a certain level of language competency, thus transferring the matching of employers and employees, which usually is understood as a core function of the market, back to the state.

Introducing these types of policies, states are venturing in a policy field which has largely lost political acceptance following WW II and the collapse of communism, the active control of socio-demographic, socio-cultural and religious traits of the population, which characterized both European fascist and communist regimes. Drawing on the empirical results of the two EU –

funded projects “INTEC” and “PROSINT”, which both comparatively analyzed the development and implementation of pre- and post-entry integration policies in six (INTEC) and nine (PROSINT) European countries, the paper will analyze integration policies as an example for the return of active demographic policies trying to actively shape the socio-demographic characters of the migrant population by selective immigration control and limiting access to secure residence through integration testing. It will discuss this “thickening of integration” from a Foucaultian bio-politics perspective and from the perspective of a club-theory of the state and in particular analyze the role of social science and migration research in the ongoing return of active demographic policies.

## **The use of integration indicators for measuring the impact of integration policies in Europe**

**Vortragende:** Alina Cibeá und David Reichel (ICMPD)

The implementation of integration indicators has boomed over the past years. Many European countries, municipalities as well as the European Union (EU) have developed so-called *integration indicators*. The main purpose of integration indicators is to measure the integration of immigrants and their descendents as well as the impact of national and local integration policies. At the level of the European Union, the importance of evaluating integration policies has been put forward several times since the Hague Programme. For this purpose Europe-wide integration indicators have been developed, aiming at “monitoring the results of integration policies in order to increase the comparability of national experiences and reinforce the European learning process”.<sup>1</sup> However, looking at the data needs and methodological requirements for conducting proper impact analysis, the question remains open regarding what kind of information the indicators actually provide and what sort of conclusions can be made on the basis of the results. Furthermore, the challenge is further enhanced by the general difficulty to measure the impact of policy measures, particularly in view of the absence of clear definitions of integration and given the different ways in which states operationalise integration.

The presentation will comparatively analyse the implementation of *integration indicators* in four European countries: Austria, Germany, France and the United Kingdom as well as in the EU. Based on results from research projects<sup>2</sup> carried out at ICMPD, the policies and practices of evaluating integration policy measures with special focus on the use of indicators will be explored. The presentation will also include a discussion on the data needs and methodological challenges of measuring effects and effectiveness of integration policies.

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<sup>1</sup> European Council (2010): The Stockholm Programme — An open and secure Europe serving and protecting citizens, (2010/C 115/01).

<sup>2</sup> Mainly based on the results and research of the following two projects: “WIKAN” and “European Integration Indicators”. See: <http://research.icmpd.org/1605.html?&F=ygcceptppuqnt> and <http://research.icmpd.org/2124.html?&F=ygcceptppuqnt>.