



**Immigrant  
citizens  
survey**



# How **immigrants** experience **integration**

in 15 European cities

**Immigrant Citizens Survey**  
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**in 15 European cities**

A joint publication of the King Baudouin Foundation, Brussels,  
and the Migration Policy Group, Brussels

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# “Foreword”

The King Baudouin Foundation, the Migration Policy Group, and their partners set out to test whether integration policies matched the hopes and needs of immigrants across Europe. They also set out to test whether an underused tool—a targeted survey—could capture the personal experiences of people as diverse and hard-to-reach as immigrants from outside the EU. The Immigrant Citizens Survey was carried out in 15 cities in 7 European countries.

The Immigrant Citizens Survey is part of the King Baudouin Foundation’s work to bring immigrants’ voices into the public debate on migration and integration. Immigrants are at the centre of these debates in many EU member states but they are hardly visible in them. While opinion polls among the general public are often used in these debates, opinion polls among immigrants are hardly available. The King Baudouin Foundation, together with the Oak Foundation and the Calouste Gulbenkian Foundation as co-funders, were therefore delighted to receive further financial support from the European Commission that we needed to undertake this survey for the first time.

The results of this one year endeavour are striking. While the public debate focuses mostly on problems of integration and only little on the successes, this survey shows another picture. Immigrants are more positive about their situation and experience of integration policies than one might expect: they appreciate certain integration offers (such as language and integration courses in the country), want to be part of the society that they live in (interest in learning languages, voting, long-term residence and citizenship) and are generally as satisfied with their life as most people in the country.

Notwithstanding these successes, the survey also captures many of the problems that immigrants face. We should not forget that this survey focused on the general situation of legally-resident first-generation immigrants born outside the EU. To some extent, other studies which focussed on specific immigrant communities show another picture.

However, this survey points out that problems in some migrant communities should not be generalised to all first-generation immigrants

This publication is only a first step in analysing all the results of the survey. In the next months, more work will be done to analyse the results in detail for specific immigrant groups, cities, and countries, also in comparison to other studies, such as the Migrant Integration Policy Index (MIPEX). Finally, an evaluation of this survey’s methodology will help to improve and encourage other surveys.

It is our hope that governmental and non-governmental actors will make use of the Immigrant Citizens Survey as a database and as an example. They can discuss the results with migrants and their associations and recommend more informed and effective policies. Policy actors can also better inform the public about integration. The results are a chance to talk more about immigrants as people, who face realities and choices that are not very far from most people’s lives.

We take this opportunity to thank the 19 partner organisations of the Immigrant Citizens Survey for their outstanding collaboration. This pioneering survey would not have been possible without the hard work of all scientific, polling and outreach partners.

*King Baudouin Foundation and Migration Policy Group  
May 2012*





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# “Key findings”

## Employment



Problems on the labour market are often local, from few legal contracts in Southern Europe to discrimination and distrust of foreign qualifications in Northern Europe.

For immigrants, the major problem is job security.

25-33% of working immigrants feel overqualified for their job.

Educated immigrants often get their foreign qualifications recognised if they apply, but few apply.

Most working-age immigrants want more training.

Immigrants have greater problems balancing training, work, and family life than most people do in the country.

## Languages



Immigrants generally speak more languages than the average person in their country of residence.

For immigrants – like for most people – time is the major problem for learning a new language.

Getting information on learning opportunities may be more difficult for immigrants than general public.

Wide range of immigrants participated in language or integration courses.

Participants highly value courses for learning language and often for socio-economic integration.

## Political and Civic Participation



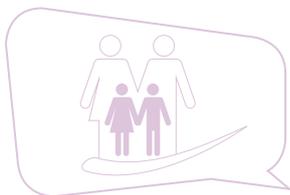
Most immigrants are interested in voting (often as much as nationals are)

Most immigrants want more diversity in politics – and many are willing to vote in support of it.

Immigrants' broader participation in civic life is uneven from city to city and organisation to organisation.

Whether immigrants know or participate in an immigrant NGO depends heavily on their local and national context.

## Family Reunion



Only limited numbers of first-generation immigrants were ever separated from a partner or children.

The majority of separated families have already reunited in most surveyed countries.

Most separated immigrants today do not want to apply for their family, some because of family choices but others because of policy obstacles.

Family reunion helps immigrants improve family life, sense of belonging and sometimes other integration outcomes.

## Long-term Residence



80-95% of immigrants are or want to become long-term residents.

Most temporary migrants in new countries of immigration also want to become long-term residents.

The average person applies not long after the minimum period of residence.

Documents and powers of authorities cited as major problems for applicants in certain countries.

Long-term residence helps most immigrants get better jobs and feel more settled.

## Citizenship



Around 3 out of 4 immigrants are or want to become citizens.

The few uninterested in citizenship often either do not see the difference with their current status or face specific policy obstacles.

Major reasons not to naturalise are difficult procedures in France and restrictions on dual nationality in Germany.

Naturalisation more common among established immigration countries and among facilitated groups in Hungary and Spain.

Immigrants who are eligible for naturalisation often take years to apply.

Citizenship helps immigrants feel more settled, get better jobs, and even get more educated and involved.

# “Key findings”



Background characteristics



Reasons against participation



Problems with participation



Perceived effects on people's lives



Future aspirations



Knowledge



Time and waiting



# Introduction



# “ Introduction ”

The King Baudouin Foundation and the Migration Policy Group have piloted a new type of European survey whose aim is to increase the voice of immigrants in the development of integration policies.

Integration actors have several tools to learn about the national integration policies and integration situations across Europe. The Migrant Integration Policy Index (MIPEX) uses 148 policy indicators to measure whether national policies guarantee equal rights, responsibilities, and opportunities for legal immigrants. However, actors do not know whether these policies are having the intended effect on people and, above all, why or why not. The European Indicators of Migrant Integration (also known as the Zaragoza indicators) use 14 core outcome indicators to monitor whether foreign or foreign-born people have an equal position in society in terms of their employment, social inclusion, education, and active citizenship. Still, these outcome indicators give integration actors no better idea of whether policies are having the intended (or unintended) effect and, again, why or why not. These diverse reasons and relationships that drive the integration process cannot be captured by indicators alone. More types of data and analysis are necessary to evaluate how integration policies interact with many other policy, societal, and individual factors to affect the integration process.

A survey is a useful tool to evaluate policy effects and monitor integration as a two-way process. However, one tends to hear from only one side of that process: the general public. Plenty of national and EU surveys reaffirm the average person's views on what immigrants do or should do and what the government does or should do about immigrants. This opinion data is of little use for the evaluation of integration policy impacts and the improvement of integration outcomes.

**Immigrants themselves are the untapped resource to inform and improve integration policies.** Too few immigrants are included in most

general opinion surveys, which may exclude non-EU citizens, while national and EU surveys seldom set the specific targets and budgets necessary to obtain a representative sample of immigrants.

Special surveys of immigrants—one remedy to this—tend to be rare, general, and non-comparable across countries. During this project, 42 existing national and international surveys of immigrants were reviewed from Europe, Australia, Canada, New Zealand, and the United States.<sup>1</sup> Most targeted surveys ask immigrants the same types of general questions that are asked to the public. More specific questions tend to focus on immigrants' general opinions or participation. These surveys often do not directly relate to specific integration policies and services. Few immigrants are asked about their experiences or their perceptions of the effects of specific policies on their societal integration. When they are asked, such questions are sometimes formulated in a vague 'customer satisfaction' tone, such as: Was this service 'helpful', 'useful' or 'satisfactory'? It is hard for survey respondents or users to interpret the meaning because these questions are not linked to the purpose of the policy, such: Was this service helpful for finding housing? Getting a job? Getting more involved in your community?

The few good examples of immigrant surveys at European level are focused on specific areas of integration policy. The first ever EU-wide survey of immigrants, the EU Fundamental Rights Agency's 2008 EU-MIDIS study, asked about specific groups' perceptions and experiences as victims of discrimination and crime. The EU Labour Force Survey is improving its ad hoc module on migrants and the labour market for 2014. The Localmultidem project, funded by the European Commission, focused on immigrant political participation and active citizenship in several European cities. Other useful surveys are qualitative in nature (e.g. May 2011 Qualitative Eurobarometer on Migrant Integration; 2008 Highly Active Immigrants, also known as POLITIS).

1. The PROMINSTAT database is a comprehensive inventory of statistical datasets on migration, integration and discrimination in Europe and currently contains descriptions of more than 1,200 statistical datasets. [www.prominstat.eu/prominstat/database](http://www.prominstat.eu/prominstat/database)

All things considered, little remains known about how immigrants assess what they, the government, and the general public are doing on integration. As a result, policies and services are often based on a limited appreciation of immigrants' needs, experiences, and aspirations, or of the impact of current actions on their lives. This knowledge gap affects policy- and opinion-makers, researchers, service providers, and the immigrants themselves.

One way for integration actors to get a fuller picture of the impact of their integration policies is to ask immigrants themselves. **The Immigrant Citizens Survey is the first transnational survey that is directly relevant for policy-makers in many areas of integration at local, national, and European level.** This survey of non-EU-born immigrants in 15 cities in seven EU Member States was large enough to capture the insights of the people that are living through the policies being discussed across Europe. Its design was inspired by "needs assessments," "client feedback" or "citizens surveys", which search for solutions to address societal problems and improve overall satisfaction in society. Immigrants were asked for their assessment of whether policies are relevant, implemented, used, and have an impact on their own lives.

Though integration is local, many policies are national and, increasingly, affected by EU law and European trends. The way that national and EU policies are implemented at local level may change from city to city. To evaluate which policies are improving integration, the same types of immigrants were asked the same questions in the same way across cities and countries. Eighteen major European general surveys from the past five years were reviewed and several questions were used in ICS in order to compare the experiences of surveyed immigrants in these cities to the general public in the country. These include Eurobarometer surveys, the European Social Survey, the European Values Study, and the European Quality of Life Survey. Striking similarities and differences emerge in various areas of life between local and national experiences.

The survey covered the following countries and cities:

- *Belgium (Antwerp, Brussels, Liège)*
- *France (Lyon and Paris)*
- *Germany (Berlin and Stuttgart)*
- *Hungary (Budapest)*
- *Italy (Milan and Naples)*
- *Portugal (Faro, Lisbon, and Setubal)*
- *Spain (Barcelona and Madrid)*

Each section tackled a different area of integration:

- *Employment*
- *Languages*
- *Civic and political participation*
- *Family reunion*
- *Long-term residence*
- *Citizenship*

Each section posed the same types of questions to immigrants as past or potential beneficiaries of different policies and services:

- *Background characteristics*
- *Current level of satisfaction*
- *Future aspirations*
- *Awareness of policy*
- *Reasons against participation*
- *Problems with participation*
- *Perceived effects on their lives*

The project brought together scientific partners with some of the most experience in surveying immigrants. The team also worked in partnership with national civil society actors, so the results are easy to use for policymakers, practitioners, and immigrants.

The King Baudouin Foundation and the Migration Policy Group aim for the ICS findings to:

1. *Increase knowledge of immigrants' needs, experiences, and aspirations – and of policy impacts.*
2. *Assist policy actors in creating more effective integration policies and addressing the other factors that influence the integration process.*
3. *Demonstrate the value of surveying immigrants for informing policies and public discourse.*

# Methodology

## Target population

Legally-resident non-EU foreigners and naturalised citizens have much to say and valuable hands-on experience to share as the **direct beneficiaries of the wide range of integration policies in most EU Member States**. The Immigrant Citizens Survey (ICS) aimed to reach those:

- *not born in the country (first-generation immigrants)*
- *who are or were non-EU citizens or stateless persons (born as citizen of country other than EU/EEA countries or Switzerland)*
- *residing in the country for more than one year*
- *holding or renewing a legal immigration status*
- *15 years or older.*

The ICS sample includes holders of all types of legal statuses: For reasons of comparability across countries, the sample excludes second-generation immigrants born in the country and undocumented migrants.

The seven ICS countries are not only most of Europe's major countries of immigration, but also a mixture of new and old countries of immigration across Europe's regions. The cities selected in each country were those with major non-EU populations, which depended on the size and spread of the country's immigrant population and the diversity of local and regional contexts. A minimum of 300 to 400 successful interviews per city was set in order for the results to be considered statistically representative and within the efficient zone in terms of confidence interval (sampling error).

## Comparable sampling method

The Localmultidem project is the source for this survey's sampling methods and for most of the ICS scientific partners. The comparable ICS guidelines required the use of a stratified random sample. The sample would preferably be based on country of birth, or, if this is not possible, on nationality. The sample was drawn from the best available national sources—censuses, local population registers, or other registers—in order to best capture the non-EU-born immigrant population. Particular attention was paid to raising the response rate of this specific and

hard-to-reach population, as well as to overcoming any language problems. Interviews (around 40 minutes in length) were conducted face-to-face in all countries, except France (telephone interviews).

## Sampling methods<sup>2</sup>

### Belgium

Statistical wards were randomly selected in proportion to the penetration of the non-EU immigrant population, excluding areas of low penetration (less than 10% of non-EU nationals). The population data was provided by the national statistics office (ADSEI/DGSIE) from January 2008. The figures used were based on nationality (the best available alternative to country of birth). For each selected ward, a map was created with the first address to be visited and the route to be followed. For wards with high non-EU population densities, a random route was applied. For low density wards, addresses were screened by focused enumeration. The response rate for Belgium was 37%. It should be noted that the specific survey questions on interest and problems with training and MPs with immigrant backgrounds were partially answered through a call-back procedure.

### France

Given the French legal context, it was not possible to use full registers of the immigrant population as the basis for sampling. Instead, stratification was made according to the share of immigrants within the general local population using an exhaustive list of neighbourhoods in the selected cities. Neighbourhoods were then randomly picked out and a corresponding database of telephone numbers was created. From this list, individuals were randomly selected and a filter question was asked at the beginning of the interview to ensure that only those who belonged to the target population participated. As a result of this sampling frame, the interviews were conducted by telephone and in French only. The benefit of this sampling method is that it reaches individuals in very diverse neighbourhoods and from diverse migration waves. Gender and national origin were monitored during the fieldwork, without applying quotas. It should be noted that the specific survey questions on the effects of naturalisation and

<sup>2</sup> This is a synthesis of the technical reports of the countries. The full technical reports can be found on the ICS website [www.immigrantsurvey.org](http://www.immigrantsurvey.org)

MPs with immigrant background were partially answered through a call-back procedure.

### **Germany**

All cities with a high percentage of immigrants are located in the western part of Germany. Berlin was therefore added to the sample in order to achieve more of a balance, even though the capital has a lower percentage of foreigners. The selection of Stuttgart as the second city was based on the availability of registry data on the city's population and the costs to polling partners. The registered data collected by cities does not include the country of birth. The decision was thus taken to select the non-EU/EEA nationals who had moved to the city from abroad. As such, some naturalised immigrants were present in the sample by accident; neither their share in the sample nor their experiences are representative of naturalised citizens. The other conditions set out in the ICS guidelines for the definition of the target population were successfully met. A simple random sample of the target population (based on nationality) was selected from the register. No stratification was used. The response rate in Germany was 38%. Interviews were face-to-face, using computer-assisted personal interviewing (CAPI).

### **Spain**

The sampling frame was drawn from local population registers, which include both authorised and unauthorised immigrants (Spanish National Institute, June 2011). A simple random sample was selected from all residents belonging to the target group. Due to the geographical dispersion of the sample, the decision was made to split it into three sub-samples, clustered in neighbourhoods. The sub-samples were extracted with probability of selection proportional to the number of cases in the neighbourhood. The sample was therefore no longer a simple random sample but rather a probability sample, for which weighting was necessary. The gross response rate in Madrid was 37.5% and 37.7% in Barcelona.

### **Centre of aggregation methodology: Italy, Hungary, and Portugal**

In Italy, Portugal and Hungary, sampling was based on the 'centre of aggregation' method in order to overcome incomplete or lacking registers on the immigrant population. Briefly, interviewers surveyed immigrants in predetermined locations regularly

visited by the immigrant population (such as public parks, service providers, places of worship, markets, etc.). Weights were then used to re-proportion the sample, based on an additional set of information about a number of aggregation centres that the target population of immigrants regularly visit.<sup>3</sup> In Hungary and Portugal, where this method was implemented for the first time, a few difficulties were reported in assessing the importance of each centre of aggregation for the immigrants who frequent it. These fieldwork difficulties did not, however, result in a biased sample. In Portugal, some centres of aggregation were not 'exclusive' and had to be grouped after the fieldwork had been carried out. It should be noted that an incorrect routing in the questionnaire in Portugal led to a partial call-back procedure on the questions on the effects and expectations of family reunion. The response rate was 56.1% for the Italian cities and 47% for the Portuguese cities (none calculated for Hungary).

### **Weights**

The 'sample weight' accounts for the different probabilities of respondents being included in the study caused by the differing sampling designs in the various countries. It adjusts the samples obtained so as not to give too much weight to responses from individuals with higher probabilities of inclusion in the survey.

A second weight, 'city weight', is used for comparing aggregate country results. This weight, which includes the sample weight, takes into account each city's non-EU foreign-born population as a percentage of the country's overall non-EU foreign-born population. This is to avoid the overrepresentation of the immigrant population of one city against that of another within in the country sample. This weight was calculated on the basis of the percentage of non-EU foreign-born individuals residing in each city in comparison to the percentage in the country as a whole. The percentage of non-EU citizens of each city was used in Germany.

No weight was applied to the Hungarian sample. Most immigrants reside in Budapest, which was the only city represented in the sample. City weighting does not apply to France, as official statistics of this type do not exist. The French sample was designed on the basis of the estimate that the immigrant population in Paris is twice as large as that in Lyon.

3. For more details on the 'centre of aggregation' method, see Baio G., Blangiardo G., Blangiardo M. (2001). "Center sampling technique in foreign migration surveys: a methodological note". *Journal of Official Statistics*, vol. 27, 3, 2011: 451-465 (<http://www.jos.nu/Articles/abstract.asp?article=273451>).

# Description of the sample

TABLE 1: SAMPLE SIZE

Country	City	N	Share of country's non-EU foreign-born living in city <sup>a</sup>	Percentage of male respondents
Belgium	Antwerp	318	10,6%	54%
	Brussels	413	35,1%	62%
	Liège	296	3,9%	62%
France	Lyon	316		40%
	Paris	672		41%
Germany	Berlin	600	7,1% <sup>a</sup>	51%
	Stuttgart	602	1,7% <sup>a</sup>	56%
Hungary	Budapest	1201		51%
Italy	Milan	397	6,9%	52%
	Naples	400	0,9%	40%
Portugal	Faro	406	11,3%	52%
	Lisbon	450	46,8%	53%
	Setubal	403	11,7%	49%
Spain	Barcelona	411	5,5%	49%
	Madrid	583	11,4%	44%

## SAMPLE SIZE

The Immigrant Citizens Survey was carried out in seven European countries from October 2011 to January 2012. In total, 7,473 immigrants born outside of the EU were surveyed in 15 cities. Table 1 presents the number of immigrants surveyed in each city (N).

## GENDER, AGE, RESIDENCE

The following section provides background information to give a better understanding of the sample. Table 1 shows the percentage of male respondents in each city. For example, there are fewer male respondents in Paris, Lyon, and Naples. There was a large proportion of homecare workers, who are predominantly female, in the Naples sample.

Figure 1. How old are you?

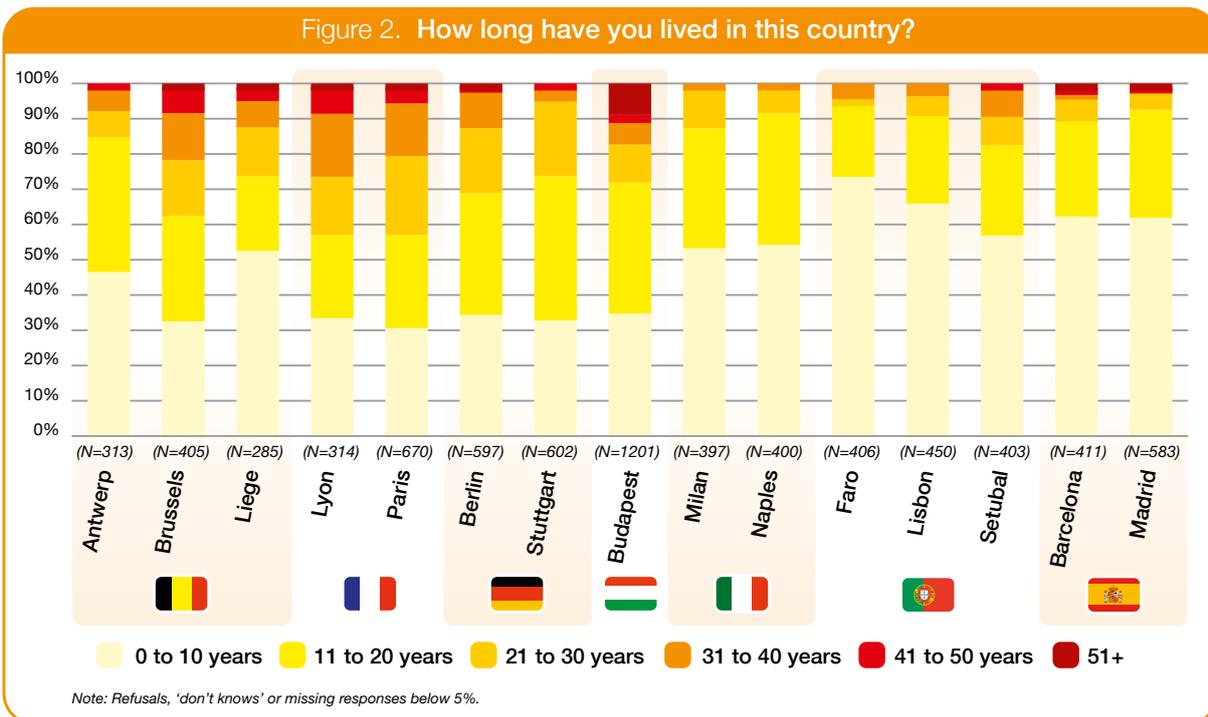
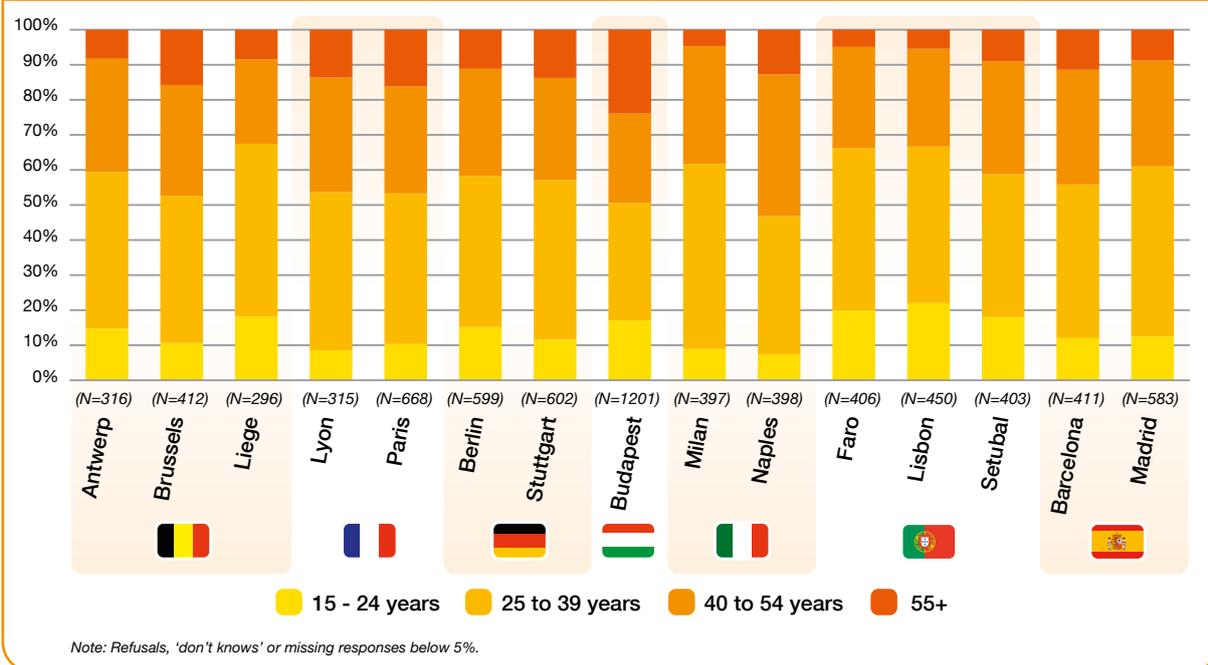


Figure 1 presents the age distribution of the sample along four categories.<sup>4</sup> Immigrants in the sample are mostly aged 25 to 39 years. The sample for Budapest, Naples, Paris, Lyon, and Brussels contains older populations of immigrants. In comparison, samples for Milan, Liège, Faro, and Lisbon have younger populations.

Age is also partly related to the question of the length of immigrants' residence in the country. Figure 2 shows that the southern European cities surveyed have more recent immigrant populations. Conversely, northern European cities have a higher proportion of immigrants that have settled for a longer period of time.

4. The age groups were taken from Eurostat pilot study on migrant integration (See: Eurostat, Indicators of Immigrant Integration: A Pilot Study, (Luxembourg, 2011) ISSN 1997-0375).

## LEGAL STATUS UPON ARRIVAL

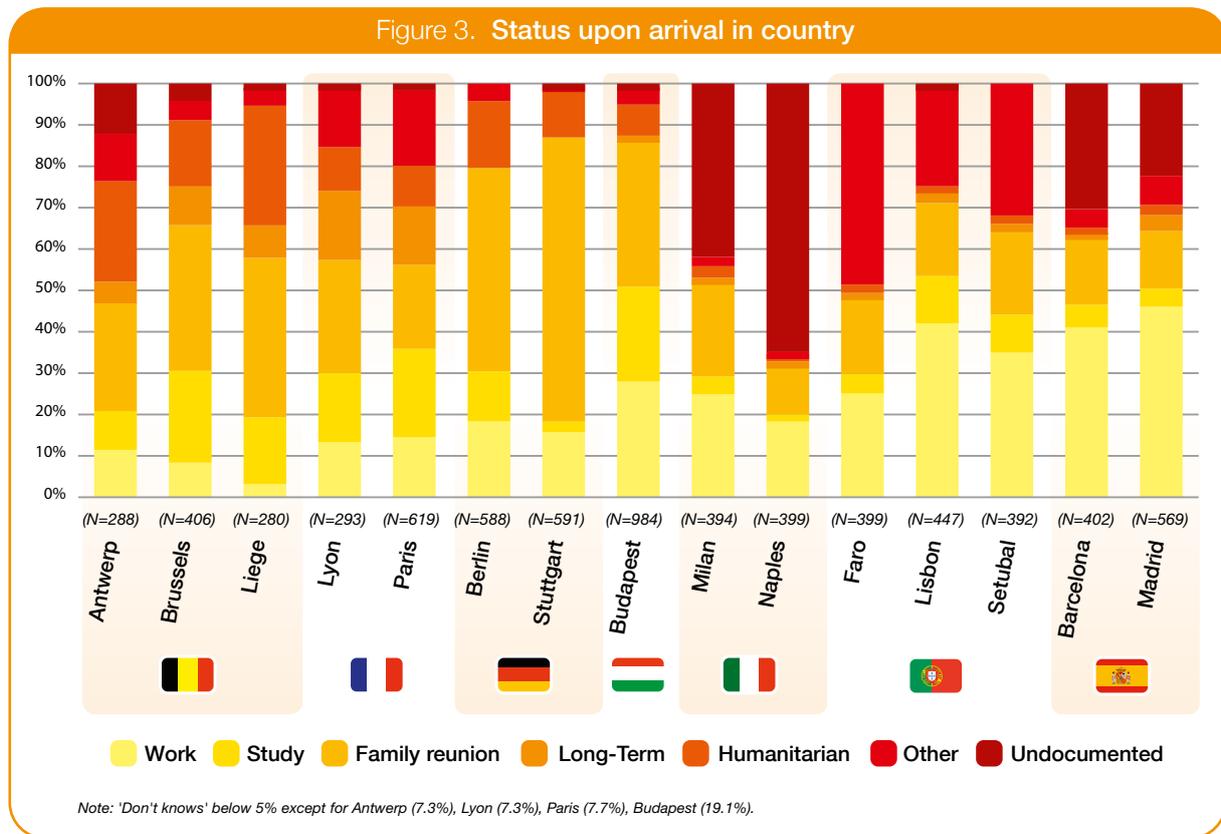


Figure 3 presents the legal status of the surveyed immigrants when they first arrived in the country. In the northern European cities, the largest group of immigrants arrived through family reunion. The proportion of humanitarian migrants is larger in Budapest and the northern European cities, especially Belgium. The southern European cities in our sample have a different profile. A higher percentage arrived with a work permit in Italian, Portuguese, and Spanish cities. A large share of the immigrants in Naples and Milan reported arriving

without documentation, as did a considerable proportion in Barcelona and Madrid. This might reflect differences in the undocumented population across Europe and/or differences in the acceptability of reporting an undocumented status across Europe. The rather large 'other' category in Portugal includes autorizações de permanência. This one-year status (renewable for up to five years) was issued to visa overstayers in an irregular work situation or to immigrants arriving with a tourist visa between 2001 and 2007.

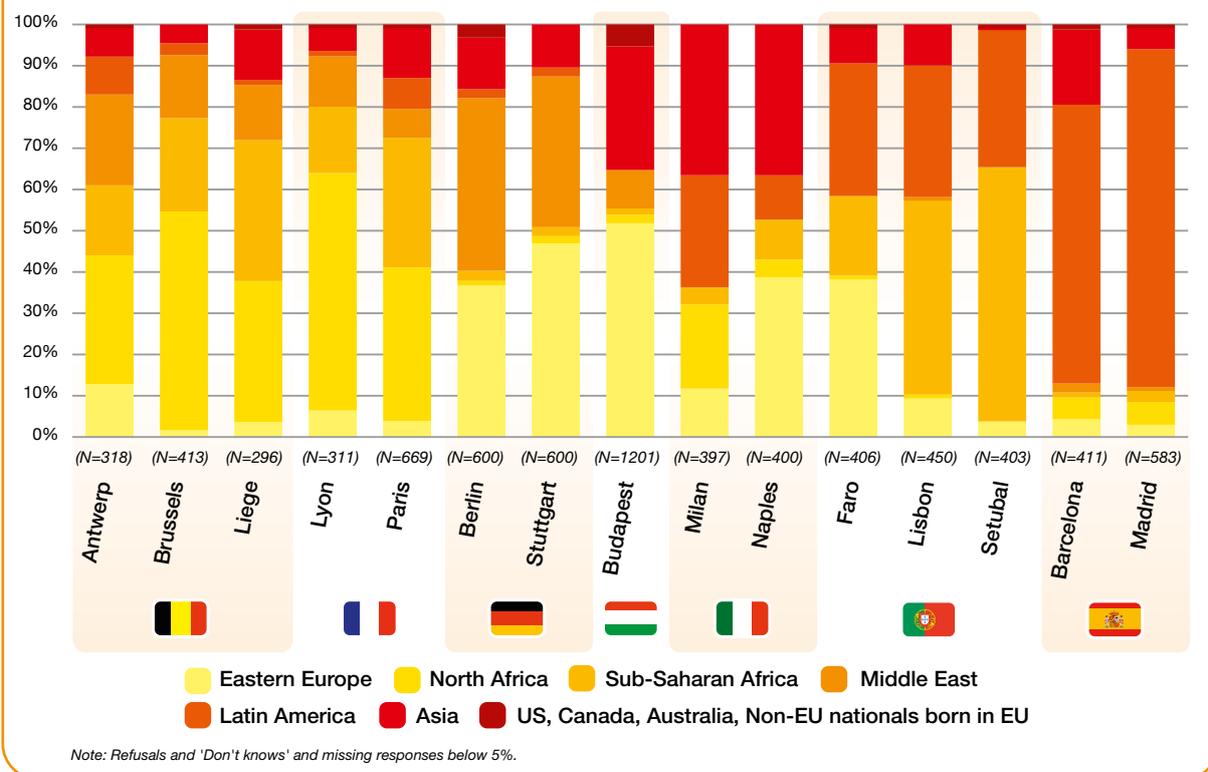
## REGION OF BIRTH

Figure 4 shows that region of birth varies greatly across cities. In the Belgian and French cities, most immigrants originated from Africa – primarily from North Africa (more than 30% in each city). High numbers of immigrants from Turkey are present in the German city samples, together with Eastern Europeans. Asians and Eastern Europeans are the predominant groups in Budapest. The profiles are

diverse but slightly different in Naples (more Eastern Europeans) and Milan (more Latin Americans and North Africans). Lisbon and Setubal are mostly home to Sub-Saharan Africans and Latin Americans. Finally, Latin American immigrants constitute the vast majority in Barcelona and Madrid. More broadly, most immigrants in the two Spanish cities come from 'countries with historical ties' to Spain<sup>5</sup> (81% of the sample).

5. Angola, Brazil, Cape Verde, East Timor, Guinea-Bissau, Mozambique, and São Tomé and Príncipe.

Figure 4. Where were you born?



## LANGUAGE COMPREHENSION

Immigrants were also asked to list their mother tongue/s and their other language abilities. The proportion of native speakers of the national language/s differs significantly between countries. There are many Hungarian native speakers (ethnic Hungarians) in Budapest (37%), and a large number of immigrants from the francophone world in Lyon (50%) and Paris (45%). The high numbers of native Spanish speakers in Madrid and Barcelona (80% and 67% respectively) reflect the significant proportion of immigrants from Latin American countries. In Portugal, the proportion of native speakers is also high: 46% in Faro, 65% in Lisbon and 81% in Setubal. These results reflect the sizeable presence of immigrants from Lusophone countries (75% of the sample in the three Portuguese cities).<sup>6</sup> Of the immigrants surveyed, there were no Italian native speakers in Italy and no Catalan native speakers in Barcelona.

A great effort was made to help interviewed immigrants overcome language problems in every country but France (due to the sampling method).

The questionnaire was available in the countries' languages, in addition to seven non-EU languages (Albanian, Arabic, Chinese, Russian, Serbo-Croat, Turkish, and Vietnamese). A third party (e.g. a family member) could also participate in the interview to assist the respondent. When possible, multilingual interviewers conducted interviews in Hungary (36% of interviews), Belgium (10%), Italy (9%), and Portugal (2%). They used English, Chinese, Vietnamese, Arabic, Turkish, Russian, Sinhala, and Tagalog. In a last step, the level of understanding of the questions was assessed by interviewers.

The survey assessed the language abilities of the immigrants surveyed in order to check the quality of the data. Respondents who were assessed by the interviewer on the basis of all these factors as having 'never' understood the questions were excluded from the data set. Following further individual checks, only one more other person was excluded due to limited language knowledge, no use of non-EU language facilities, and inconsistent responses to the questionnaire.

6. Angola, Brazil, Cape Verde, East Timor, Guinea-Bissau, Mozambique, and São Tomé and Príncipe.



# Employment



# “ Employment ”

What's your job situation?

What type of organisation do you work for?

Does your job use all your skills?

Is your education sufficient?

What reasons prevent you from participating in a training course?

How many years have you worked?

How much education do you have?

What problems have you had finding jobs?

Have you applied to get your qualifications recognised and was your application accepted?

# “ Key findings ”



Problems on the labour market are often local, from few legal contracts in Southern Europe to discrimination and distrust of foreign qualifications in Northern Europe.

For immigrants, the major problem is job security.



25-33% of working immigrants feel overqualified for their job.



Educated immigrants often get their foreign qualifications recognised if they apply, but few apply.



Most working-age immigrants want more training.



Immigrants have greater problems balancing training, work, and family life than most people do in the country.

For working-age immigrants – as for most people – a decent job provides security against poverty and many opportunities to interact with others in society. Immigrants' economic participation is shaped through the interaction of many factors. These factors range from personal characteristics and skills, such as language proficiency and qualifications, to structural problems in the labour market. These include discrimination and occupational segregation, informal employment, temporary work, and the recognition of qualifications.

In the long term, European labour markets cannot afford to miss out on the full potential of immigrants, women, the elderly, the young, and other vulnerable groups.

Measuring the employment situation of immigrants attracts a lot of the attention from researchers and policy-makers. Unemployment and employment rates were among the first and most comparable indicators of integration, as national databases were improved and new EU and international sources were created.<sup>7</sup> National and international organisations, such as the International Labour Organization (ILO), also pioneered data collection on discrimination in the labour market and other areas of life. Researchers are constantly subjecting all of this data to interesting forms of quantitative analysis (longitudinal, multivariate, cost/benefit, projections, and so on). The few EU governments that extensively use evidence to improve integration policies most often turn to findings on migrant employment and education, according to analysis from the 2010 Migrant Integration Policy Index (MIPEX).

At European level, the 2004 Common Basic Principles for Immigrant Integration Policy in the EU describe employment as 'key' and 'central' to immigrants' integration and their visible contributions in society. The European Commission and Member States staked out employment as the first core area for the EU's 2010 Zaragoza Indicators of Immigrant Integration.<sup>8</sup> The pilot indicator results show that non-EU citizens and those born outside of the EU, especially women, often have higher rates of labour market inactivity, unemployment, and

over-qualification. As part of the EU2020 plan, the EU Member States agreed to include the better integration of legal immigrants as part of their quantitative targets. One goal is to raise the employment rate for working-age men and women to 75%. Another goal is to reduce the number of people at risk of poverty by 20 million. Member States of the EU and Organisation for Economic Co-operation and Development (OECD) have started to monitor these rates and exchange about their places.

**The Immigrant Citizens Survey complements these 'hard' statistics with immigrants' subjective self-assessments of their own situation on the labour market.** A similar survey, the 2008 EU-MIDIS study, asked specific immigrant groups across Europe about their experiences of discrimination. ICS focuses on non-EU immigrants' ambitions, experiences, and perceived problems regarding their jobs and training. What problems did they encounter when searching for a job in their country of residence? Do employed immigrants feel that they are overqualified for their jobs? Have they applied to get their foreign qualifications formally recognised? Or are they interested in getting better qualifications?

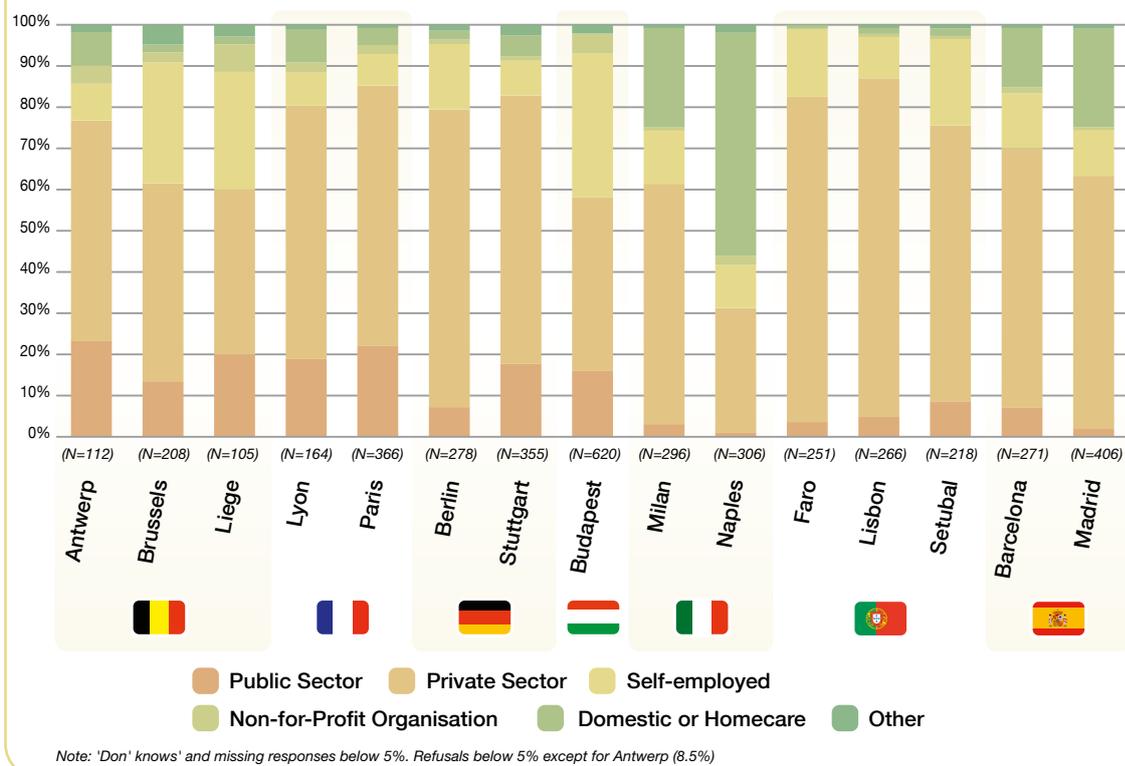
According to the 2010 MIPEX, many non-EU newcomers benefit from only 'slightly favourable' policies on labour market mobility. This is due to unequal treatment (France and, until recently, Germany), little targeted support (Italy and, until recently, Portugal and Spain), or both (Belgium and Hungary). Non-EU citizens are largely treated equally as workers under the law in Germany and in new countries of immigration such as Italy, Portugal, and Spain. Belgium, France, and Germany restrict non-EU citizens' access to the public sector; additional jobs and sectors are closed to them in Belgium and especially France. France and Germany also impose obstacles for the recognition of foreign qualifications. Europe's generally weak targeted support for immigrant workers is starting to improve. For example, Belgium, France, and Germany are now providing training packages tailored to newcomers. Portugal and Spain have created specific funds and strategic plans to support many job and training services.

7. Most recently, the EU Labour Force Survey's 2008 Ad Hoc Module on Migrants and the Labour Market.

8. Eurostat, Indicators of Immigrant Integration: A Pilot Study, (Luxembourg, 2011) ISSN 1997-0375.

9. Note that MIPEX does not cover the specific rights and services for beneficiaries of international protection.

Figure 5. In what sector do you work?

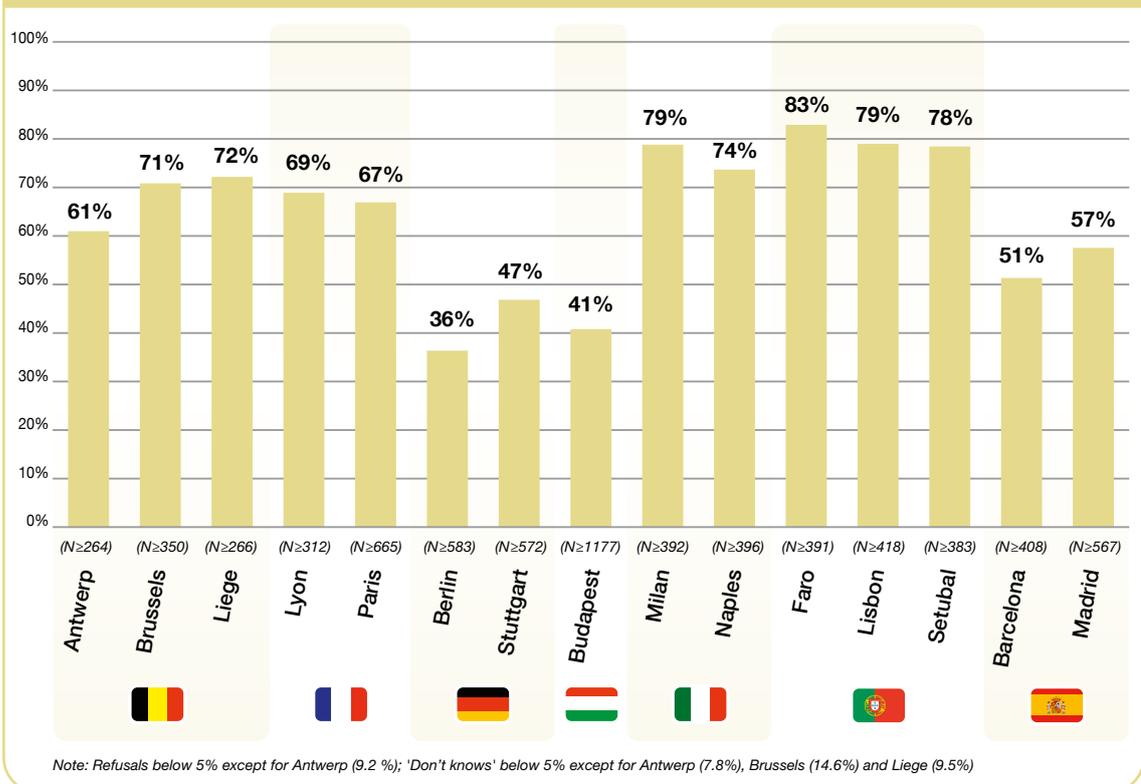


Across the ICS countries, around 15 to 25% of the immigrants surveyed are unemployed at the moment, aside from Budapest (5%) and Liège (38%). Inactive (e.g. disabled, retired) and stay-at-home immigrants are also important groups in most northern European cities (5-15%). Forty to 75 per cent of the immigrants surveyed were employed today, ranging from 40 to 50% in Budapest, Berlin, and Belgian and French cities to 60 to 75% in Stuttgart and Italian, Portuguese, and Spanish cities.

Figure 5 presents the sectors in which the immigrants surveyed are employed. Over half work for a private firm. Many more are self-employed in Budapest, Brussels, and Liège than in the other cities surveyed. A quarter of surveyed workers in Milan and over half of those in Naples are employed in the domestic and homecare sectors. Work in the public sector is more common for surveyed immigrants in Belgian and French cities, Stuttgart and Budapest compared to the other ICS cities.



Figure 6. Did you have problems finding a job?



**PROBLEMS FINDING A JOB**

In most of the cities surveyed, the majority of the immigrants who had looked for a job had encountered one or more problems, ranging from discrimination and language problems to personal constraints, the recognition of their qualifications or problems with contracts. Only in Berlin, Stuttgart and Budapest did the majority report no problems finding a job (Figure 6).

**Temporary contracts were the major problem for immigrant job-seekers in most cities.** Table 2 shows the top three problems reported by city and the percentage of immigrants who reported this problem. The most frequently reported problem was that employers only provided immigrants with temporary job contracts. The number who cited job security as a problem ranged from 32% in Antwerp to 59% in Faro.

The type and intensity of the problems experienced during the job search vary considerably across cities. Immigrants in southern European cities cited another structural problem besides job security: employers offered no legal contract to between 21 and 48% of all immigrants in these cities. In contrast, immigrants in northern European cities pointed to the way that they were treated on the labour market. Two major perceptions were that employers discriminated against them (29-44%, lower in German cities) or did not recognise their foreign qualifications (31-41%). Immigrants occasionally cited problems related to their individual skills and status. Language ranks among the two biggest problems for non-native speakers in Antwerp, Budapest, Lisbon, Faro, Stuttgart, and the two Italian cities. Smaller numbers mentioned personal constraints such as time, costs, and family (e.g. 18% in Budapest) or a limited right to work (e.g. 13% in Barcelona and 17% in Madrid).

TABLE 2: WHAT PROBLEMS HAVE YOU ENCOUNTERED WHEN LOOKING FOR WORK?

City	1 <sup>st</sup> Problem	2 <sup>nd</sup> Problem	3 <sup>rd</sup> Problem
Antwerp (N≥229, 213*)	35%	34%	32%
Brussels (N≥344)	43%	41%	37%
Liege (N≥264)	44%	41%	40%
Lyon (N≥312)	43%	35%	30%
Paris (N≥665)	40%	31%	29%
Berlin (N≥569)	19%	17%	13%
Stuttgart (N≥557, 518*)	32%	25%	16%
Budapest (N≥1166, 736*)	32%	18%	14%
Milan (N≥376)	52%	48%	38%
Naples (N≥381)	48%	43%	34%
Faro (N≥391, 206*)	63%	59%	38%
Lisbon (N≥418;149*)	54%	45%	37%
Setubal (N≥383)	57%	42%	35%
Barcelona (N≥408)	21%	21%	13%
Madrid (N≥567)	32%	29%	17%

	Language (for non-native speakers)
	Temporary Contracts
	Qualification
	Discrimination
	No Legal Job
	Personal Constraints
	Limited Right to Work

Note: The category 'Limited Right to Work' was not available in Belgium. 'Don't knows' below 5% except for Antwerp (≤12.3%), Brussels (≤16%) and Liege (≤11.1%); Refusals below 5% except for Antwerp (≤13.8%).

\* Number of responses for the 'language' category. They were generally fewer because native-speakers were excluded from the question.