

FIRST SIGNS OF IMPROVEMENT: Danish National Integration Barometer 2013

The Danish Government launched the National Integration Barometer in November 2012 to render visible the Government's goals of the integration effort and to monitor developments towards the goals on an annual basis. The first readings of the Barometer show improvements in the educational field, but no changes in the field of employment, the share of recipients of public benefits and the crime rate. The Barometer also reveals the first measurements of the progress made to reach the goals of active citizenship, equal treatment, self-determination, Danish language skills and vulnerable neighbourhoods.

The first results returned by the Integration Barometer show a positive development in the educational field, but no changes in the field of employment and the crime rate. The share of persons receiving public benefits also remains unchanged (see overview of status and developments in those four fields in Table 1).

National Integration Barometer

The Integration Barometer is intended to put focus on the Government's integration goals and follow the annual progress made to meet the goals, both at national and municipal levels. The Barometer is to make all players in the integration field head towards the same goals and make timely interventions if developments are not satisfactory.

The Barometer focuses on immigrants and descendants of non-Western origin because earlier analyses found that this target group faces the biggest challenges in terms of integration.

The Integration Barometer consists of a nationwide barometer and 98 local barometers showing developments in the individual municipalities.

The nationwide integration barometer measures developments in nine aspects of the integration programme: work, education, Danish language skills, responsible citizenship, equal treatment, self-determination, public benefits, vulnerable neighbourhoods and crime. Each field is measured by one or more indicators. Developments are measured mainly on the basis of data originating from Statistics Denmark and data collected through an annual questionnaire study.

The local integration barometers measure developments in the individual municipalities within the following fields: work, education, Danish language skills, public benefits, vulnerable neighbourhoods and crime. Their purpose is to provide an overview of local developments towards national goals where statistics broken down at municipal level are available. This overview may be useful as local integration programmes comprise many focus areas and accordingly involve many players. The players who are to collaborate on the tasks are from different administrative divisions, offices and entities at the town hall or from different institutions outside the local administration.

Local integration barometers also provide local authorities with a basis for monitoring developments in other municipalities. That makes it possible for local authorities to share experiences with each other about developments and efficient integration programmes.

The circumstances of the municipalities are not directly comparable. When comparing municipalities, it has to be taken into account that local conditions differ as do also the backgrounds of immigrants and descendants. The Government has initiated benchmarking analyses of municipal integration programmes in different fields like employment and education. Such benchmarking analyses will in fact take into account the different circumstances of the municipalities.

Still considerable gap in employment rates

A job makes it possible for the individual citizen to support himself and contribute to the community. Immigrants and descendants of non-Western origin (subsequently referred to as New Danes) do not have the same attachment to the labour market as persons of Danish origin. It is therefore relevant to measure whether the difference between the proportion of New Danes in employment and the employment rate among persons of Danish origin increases or decreases. This development is measured by an indicator calculating the

employment rate gap, that is, the difference in the employment rate of New Danes and the employment rate of persons of Danish origin.

For 2012, the Barometer readings revealed an employment rate gap of 27 percentage points between the rate of New Danes aged 25-64 years and persons of Danish origin of the same age bracket. The employment rate gap between the two population groups remained unchanged from 2011 to 2012. The reason is that the employment rate of persons of non-Western origin aged 25-64 years was 50 per cent in both 2011 and 2012 and that the employment rate of persons of Danish origin of the same age bracket was 77 per cent in those two years.

Table 1: First trends observed in the nationwide integration barometer

Goal/indicator	Status (most recent reading)	Developments since first reading
Goal 1 - Employment <i>More immigrants and descendants of non-Western origin will find jobs</i> 		
Employment rate gap between immigrants and descendants of non-Western origin and persons of Danish origin aged 25-64 years	27 percentage points (1 January 2012)	0 percentage points
Goal 2 - Education <i>More immigrants and descendants of non-Western origin will complete an upper secondary education or a higher education programme</i> 		
Proportion of immigrants (aged 0-12 years at arrival) and descendants of non-Western origin achieving at least a pass at the 9th grade lower secondary school leaving examinations in written Danish and applied algebra	83 per cent (school year of 2011/2012)	6 percentage points
Proportion of immigrants (aged 0-12 years at arrival) and descendants of non-Western origin aged 20-24 years having completed at least an upper secondary education programme	53 per cent (1 January 2012)	2 percentage points
Proportion of immigrants (aged 0-12 years at arrival) and descendants of non-Western origin aged 25-39 years having completed a higher education programme	24 per cent (1 January 2012)	1 percentage points
Goal 7 - Public benefits <i>Fewer immigrants and descendants of non-Western origin will receive public benefits</i> 		
Gap in rate of recipients of public benefits between immigrants and descendants of non-Western origin aged 16-66 years and persons of Danish origin of the same age bracket	15 percentage points (2012)	0 percentage points
Goal 9 - Crime <i>Fewer immigrants and descendants of non-Western origin will commit crimes</i> 		
Proportion of male immigrants and descendants of non-Western origin aged 15-29 years convicted of a criminal offence	6 per cent (2011)	0 percentage points

The municipalities with the most pronounced reduction in the employment rate gap are Lemvig (minus 5 percentage points), and Sorø and Assens (both minus 4 percentage points). At the other end of the scale, the municipalities of Morsø (plus 5 percentage points) and Favrskov (plus 4 percentage points) were some of those with the largest increase in the employment rate gap.

Improvements in the employment field

Education is essential to both the individual and to society as such. The Government has set the goals that 95 per cent of any youth cohort born in the same year will complete at least an upper secondary education programme in 2015 and that 60 per cent of all young people will take a higher educational programme in 2020. To reach these goals for the whole population in any youth cohorts, it is essential that more New Danes will complete an upper secondary or a higher education programme. The main focus of the Barometer is on immigrants who came to Denmark at a tender age and on descendants as they grew up in Denmark and should have the same educational level as young persons of Danish origin.

Developments in the educational field are measured using three indicators: the proportion of pupils obtaining at least a pass at the 9th grade lower secondary school leaving examinations in written Danish and applied algebra; the proportion of all persons aged 20-24 years having completed at least an upper secondary education programme; and the proportion of all persons aged 25-39 years having completed a higher education programme.

The Barometer shows an improvement in all three indicators from 2011 to 2012:

- 83 per cent of immigrants (aged 0-12 years at arrival) and descendants of non-Western origin achieved at least a pass at the 9th grade lower secondary school leaving examinations in written Danish and applied algebra in 2012. In 2011, the corresponding proportion was 77 per cent.
- In 2012, 53 per cent of all immigrants (aged 0-12 years at arrival) and descendants of non-Western origin aged 20-24 years had completed at least an upper secondary education programme. In 2011, the corresponding proportion was 51 per cent.
- In 2012, 24 per cent of all immigrants (aged 0-12 years at arrival) and descendants of non-Western origin aged 25-39 years completed a higher education programme as against 23 per cent in 2011.

Many municipalities have seen a very positive development in the educational field. The municipalities of Frederikssund (plus 27 percentage points), and Rudersdal and Fredensborg (both plus 21 percentage points) were the municipalities experiencing the greatest increase in results at the 9th grade lower secondary school leaving examinations in written Danish and applied algebra among immigrants and descendants.

The proportion of New Danes aged 20-24 years who had completed at least an upper secondary education programme increased the most in the municipality of Solrød (plus 27 percentage points), while the municipalities of Faxe (plus 10 percentage points) and Vejen (plus 8 percentage points) saw the greatest positive development in the proportion of immigrants and descendants aged 25-39 years who had completed a higher education programme.

Gap in rate of recipients of public benefits remains unchanged

It is a challenge to a welfare society when its citizens of the economically active age receive public benefits instead of having a job or studying. Unfortunately, the proportion of New Danes receiving public benefits is particularly high.

The Barometer measures developments in this field by an indicator calculating the *gap in the rate of recipients of public benefits*, that is, the difference in the proportion of New Danes and persons of Danish origin aged 16-66 years who do not support themselves, but receive public benefits (except for sickness benefits and early retirement benefits).

The Barometer reveals a gap in the rate of recipients of public benefits of 15 percentage points in 2012 as the proportion of New Danes receiving full-time public benefits was 30 per cent while the corresponding proportion of persons of Danish origin was 15 per cent. The gap between the two population groups remained unchanged from 2011 to 2012.

The gap increased the most in the municipalities of Struer, Odder and Kerteminde (plus 4 percentage points in all three municipalities). Some of the municipalities which saw a decrease in the gap were Albertslund, Bornholm, Ikast-Brande and Vordingborg (1 percentage point down in all municipalities).

The proportion of young male offenders remains unchanged

Crime is a serious problem, in particular to the victims of crime and to society as such, but also to the offenders themselves. The crime rate among young male New Danes is particularly high compared with other population groups.

The Barometer shows that 6 per cent of all male New Danes aged 15-29 years were convicted of a criminal offence in 2011. By comparison, the corresponding proportion of men of Danish origin aged 15-29 years was 2 per cent. The proportions remained unchanged from 2010 to 2011, both among male New Danes and men of Danish origin.

The municipalities of Fredericia, Odsherred and Gribskov saw a significant drop in the proportion of male New Danes convicted of a criminal offence from 2010 to 2011 (4 percentage points down in all municipalities). At the other end of the scale, Langeland Municipality (plus 10 percentage points), Lolland Municipality (plus 5 percentage points) and Hillerød Municipality (plus 4 percentage points) experienced the largest increase in the proportion of male New Danes aged 15-29 years convicted of a criminal offence.

The first measurements of status

The Barometer collects data measuring responsible citizenship, equal treatment and self-determination through an annual questionnaire study. The results of the first study carried out in the autumn of 2012 form the basis of the first measurements of progress towards these goals. The results of the next survey are anticipated towards the beginning of 2014, and then developments within these fields will be presented (see overview of the first measurements of status in Table 2).

The majority of New Danes are politically active

The Government wishes Denmark to be a country in which everybody feels welcome regardless of his background and involves himself actively in the community. It is therefore essential that New Danes feel recognition of their contribution to society. More New Danes are to involve themselves in associations, which will contribute to stronger personal networks and the creation of a sense of community, and to involve themselves actively in society in general.

The Barometer measures active citizenship by three indicators. The first measurements of status made on the basis of the questionnaire study show:

- that 48 per cent of all New Danes feel that other people in Denmark recognise the contribution made to society by persons with an immigrant background. By comparison, 36 per cent of persons of Danish origin feel that other people in Denmark recognise the contribution made to society by persons with an immigrant background.
- that 55 per cent of New Danes are members of an association. The same applies to 82 per cent of persons of Danish origin.
- that 64 per cent of New Danes are politically active in the Danish society. The same applies to 82 per cent of persons of Danish origin.

Every other citizen feels discriminated against

Discrimination and social exclusion of New Danes to Denmark is not acceptable as it constitutes a barrier to their integration into the Danish society.

Results of the questionnaire study show that 48 per cent of New Danes have experienced discrimination during the past year due to their ethnicity.

One in four New Danes experiences social control

All citizens must have equal opportunities and freedom to make their own choices in life. Young people must have the right to freely choose a partner and spouse and decide on their own choice of career and friends. It is also important that all children experience already in their tender years that girls and boys are treated equally and are of equal worth.

The Barometer measures self-determination by three indicators. The first measurements of status made on the basis of the questionnaire study show:

- that 24 per cent of New Danes aged 18-29 years feel that their families restrict their right of self-determination when it comes to the right to find a boyfriend/girlfriend and marry a spouse of their own choice.
- that 6 per cent of New Danes aged 18-29 years feel that their families restrict their right of self-determination when it comes to the right to freely choose a profession and friends.
- that 4 per cent of New Danes aged 18-29 years do *not* support gender equality.

Six in every ten immigrants have no problems with the Danish language

Good Danish language skills are required for successful integration into the Danish society. For that reason it is essential that all new citizens and their children learn Danish. Newcomers to Denmark are entitled to three years of Danish language education. New Danes children are also offered various possibilities of improving their Danish language skills at day-care institutions and schools, such as language stimulation activities.

The progress made to reach the goals set by the government is illustrated by three indicators. These indicators show:

- that 89 per cent of immigrants (aged 0-12 years at arrival) of non-Western origin achieved at least a pass at the 9th grade lower secondary school leaving examinations in oral Danish and spelling proficiency.
- that 60 per cent of immigrants of Non-Western origin faced no or only minor problems because of insufficient Danish language skills.
- that 56 per cent of the students enrolled in the integration programme (newly arrived refugees and foreigners reunited with a family member in Denmark) had passed a Danish language test within three years from the first day of the Danish course.

This reading of the first indicator (the proportion of immigrants of non-Western origin achieving at least a pass at the 9th grade lower secondary school leaving examinations in oral Danish and spelling proficiency) is only available for 13 municipalities due to the limited size of the cohort. Among those 13 municipalities, Sønderborg, Randers and Fredericia returned the highest scores (97, 96 and 93 per cent, respectively), and Høje-Taastrup and Køge the lowest (73 and 76 per cent, respectively).

The proportion of students enrolled in the integration programme who pass a Danish language test within three years from the first day of the Danish course was highest in the municipalities of Rebild, Norddjurs and Varde (86, 82 and 80 per cent, respectively). Viborg, Billund and Middelfart were the municipalities which returned the lowest scores (19, 30 and 33 per cent, respectively).

Thirty-three vulnerable neighbourhoods in Denmark

The Government will reduce the number of vulnerable neighbourhoods. These areas, too, are to become vibrant and attractive and invite many people to settle there. The Government aims at reducing the number of vulnerable neighbourhoods by at least one fourth by 2016 and to half the current number by 2021.

It appears from the Barometer that the list of highly vulnerable neighbourhoods prepared by the Ministry of Housing, Urban and Rural Affairs comprised 33 neighbourhoods in 2012.

The results of the next measurement will be published in October 2013. Subsequently, it will be possible to show developments.

Table 2: The first Integration Barometer readings

Goal/indicator	Status (first reading)
Goal 3 - Danish language skills	
<i>More immigrants will learn Danish</i>	
Proportion of immigrants (aged 0-12 years at arrival) of non-Western origin achieving at least a pass at the 9th grade lower secondary school leaving examinations in oral Danish and spelling proficiency	89 per cent (school year of 2011/2012)
Proportion of immigrants of Non-Western origin facing no or only minor problems because of insufficient Danish language skills.	60 per cent (2012)
Proportion of students enrolled in the integration programme passing a Danish language test within three years from the first day of the Danish course	56 per cent (2012)
Goal 4 - Responsible citizenship	
<i>More immigrants and descendants of non-Western origin will feel included in the Danish society and involve themselves in social life</i>	
Proportion of immigrants and descendants of non-Western origin experiencing that persons with an immigrant background are recognised for their contribution to society	48 per cent (2012)
Proportion of immigrants and descendants of non-Western origin being members of an association, a club, a society or an NGO	55 per cent (2012)
Proportion of immigrants and descendants of non-Western origin being politically active	64 per cent (2012)
Goal 5 - Equal treatment	
<i>Fewer immigrants and descendants of non-Western origin will experience differential treatment</i>	
Proportion of immigrants and descendants of non-Western origin experiencing discrimination due to their ethnicity	48 per cent (2012)
Goal 6 - Self-determination	
<i>Fewer young immigrants and descendants of non-Western origin will feel restricted in their right to self-determination over their own lives</i>	
Proportion of immigrants and descendants of non-Western origin aged 18-29 years whose families restrict their freedom and right to self-determination regarding the choice of partner or spouse	24 per cent (2012)
Proportion of immigrants and descendants of non-Western origin aged 18-29 years whose families restrict their freedom and right to self-determination regarding the choice of career and friends	6 per cent (2012)
Proportion of immigrants and descendants of non-Western origin aged 18-29 years who do not support gender equality	4 per cent (2012)
Goal 8 - Vulnerable neighbourhoods	
<i>Fewer vulnerable neighbourhoods</i>	
Vulnerable neighbourhoods in total	33 (1 October 2012)