

Evaluation of the Immigrant Citizens Survey (ICS)



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Acknowledgements

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Responsibility for any errors lies solely with the authors.

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1. Introduction

This evaluation undertakes a critical appraisal of the “Immigrant Citizens Survey (ICS)”. The survey was funded under the European Integration Fund and jointly coordinated by the King Baudouin Foundation (KBF) and the Migration Policy Group (MPG). The survey was implemented in cooperation with research, polling and launch partners in the 7 countries covered by the survey. The survey was implemented in 2011 and 2012 and launched in May 2012.

The evaluation is based on comprehensive review of relevant project documents (proposal, technical reports, questionnaires), an analysis of the SPSS data file and interviews with representatives from the project team (the scientific coordinator at MPG and national research partners). In addition, the evaluator conducted interviews with external experts – a representative from Eurostat and a representative from the Fundamental Rights Agency – in order to solicit external expert opinions of the survey.¹

In undertaking the evaluation, special attention has been given to two key questions:

- a. What was undertaken to make the research and its outcomes comparable between the countries involved?
- b. Are these outcomes comparable with other surveys among the overall population and among specific categories within the population?

In order to address these questions, the evaluation undertook a thorough assessment of the survey’s methodology and its scientific robustness by assessing compliance with established quality criteria for quantitative studies and comparing the survey to quality criteria of comparable survey tools.

In addition, the evaluation also critically assessed whether the overall rationale of the survey were achieved, namely:

- (1) to show the usefulness of an innovative survey tool that captures the impact of integration policies and gives voice to immigrants, and
- (2) to show the feasibility of such a survey and assessing the potential to extend it, either by enlarging it to include additional EU countries, or by mainstreaming elements of the survey

¹¹ A list of interview partners is annexed to this report. Interviews are apart from exceptional cases not specifically referenced. Generally, any statement referring to individual countries is drawn from interviews with a member from the respective country team as well as background information made available to the evaluators. Summary references to opinions of partner institutions draw on all interviews conducted with partners.

into existing pan-European survey tools. In addition, its sustainability and impact were assessed. To this end, the evaluation:

- assessed the survey's innovative character,
- identified opportunities for secondary analysis as well as institutional sustainability, and
- made recommendations as to whether collection of data on the impact of integration policies for the EU as a whole or for the most important countries of immigration should be mainstreamed into general surveys or, alternatively, whether targeted surveys such as that which has been implemented by ICS would be more appropriate to reach that goal.

The evaluation was carried out in May and June 2012 by the Research Department of the International Centre for Migration Policy Development (ICMPD).

2. Overview

2.1. Objectives and scope of ICS

As stated by ICS website,² a variety of data sources provide policymakers and the wider public with quantitative measures concerning integration situations (e.g. the European indicators of migrant integration or comparable national or local indicators) and integration policies (notably the MIPEX). However, as of yet there are no tools that would provide quantitative measures on the impact of immigration and immigrant policies on third-country nationals as well as their perception of these policies. Against this background, the main rationale of the ICS was to fill this gap. In so doing, the ICS meant to provide a better understanding of how immigration and immigrant policies relate to the needs and problems of the target beneficiaries, thereby also helping to put policy in context (Interview with ICS Coordinator). In particular, the ICS should test whether integration policies matched the expectations and needs of immigrants across Europe.³

Apart from the immediate survey goals, the implementation of the survey was also understood as a test of whether a targeted survey constituted an appropriate tool to capture personal experiences of people as diverse and hard-to-reach as immigrants from outside the EU.⁴

Finally, the collection of information on personal experiences and migrants' views on policies through the ICS explicitly aimed at increasing the voice of immigrants in the development of integration policies and thus to give the main target group of immigration and immigrant policies a say in the policy process.⁵ To this end, the ICS aimed at

- increasing the knowledge of immigrants' needs, experiences, and aspirations – and of policy impacts among policy makers,
- assisting policy actors in creating more effective integration policies and addressing the other factors that influence the integration process, and
- demonstrating the value of surveying immigrants for informing policies and public discourse.

² See <http://www.immigrantsurvey.org/about.html> (accessed 17 July 2012).

³ Huddleston Thomas and Tjaden Jasper Dag (2012): Immigrant Citizens Survey, How immigrants experience integration in 15 European cities. Brussels: King Baudouin Foundation and Migration Policy Group, page 3.

⁴ Huddleston Thomas and Tjaden Jasper Dag (2012): Immigrant Citizens Survey, How immigrants experience integration in 15 European cities. Brussels: King Baudouin Foundation and Migration Policy Group, page 3.

⁵ Huddleston Thomas and Tjaden Jasper Dag (2012): Immigrant Citizens Survey, How immigrants experience integration in 15 European cities. Brussels: King Baudouin Foundation and Migration Policy Group, page 10.

The ICS covered 15 cities in seven countries, including Belgium (Antwerp, Brussels, Liège), France (Lyon and Paris), Germany (Berlin and Stuttgart), Hungary (Budapest), Italy (Milan and Naples), Portugal (Faro, Lisbon and Setubal) and Spain (Barcelona and Madrid). The topics addressed included questions on integration policy-related issues falling into five main themes: employment, language, civic and political participation, family reunion, and long-term residence and citizenship.

Figure 1: Overview cities covered by ICS⁶



2.2. Implementing partners

As mentioned above, the project was carried out under the joint coordination of the King Baudouin Foundation and the Migration Policy Group. At the national level, implementing organisations included the following scientific, polling and launch partners. In Belgium, the scientific partner was the Université Libre de Bruxelles (Coordinator: Dirk Jacobs) and the

⁶ All graphs produced with [ggplot2](#) package in the open-source programme [R](#).

polling partner was IPSOS Belgium. In France, the scientific partner was the Fondation Nationale des Sciences Politiques (Coordinator: Antoine Jardin), the polling partner was IPSOS France and the launch partner was France Terre d'Asile. In Germany, the scientific and launch Partner was the Expert Council of German Foundations on Integration and Migration (Coordinator: Anne-Kathrin Will) and the polling partner was the IFAK Institut GmbH & Co. KG Markt- und Sozialforschung. In Hungary, the scientific partner was MTA Etnikai-nemzeti Kisebbségkutató Intézet (Coordinator: Andras Kovats), the polling partner was ICCR Budapest Alapítvány and the launch partner was Menedék Hungarian Association for Migrants. In Italy, the polling, scientific and launch Partner was Fondazione Iniziative e Studi sulla Multietnicità (Coordinator: Giancarlo Blangiardo). In Portugal, the scientific partner was the High Commission for Immigration and Intercultural Dialogue (Coordinator: Catarina Reis Oliveira), the polling partner the Centro de Estudos de Opinião Pública and the launch partner was the Fundação Calouste Gulbenkian. For Spain, the University of Leicester (Coordinator: Laura Morales) acted as the scientific partner, the polling partner was the Centro de Investigaciones Sociológicas and the launch partner was the Centre d'estudis internacionals a Barcelona.

3. Target group, selection of countries and cities and questionnaire development

3.1. Definition of target group and compliance

The target population of the survey was defined as

- all persons not born in the country (i.e. first generation migrants), who
- were citizens of third countries (i.e. countries other than the EU/EEA countries or Switzerland) or stateless at the time of the interview or who had acquired citizenship after birth,
- had been resident in the country of investigation for more than a year,
- held or were renewing any type of legal immigration status at the time of the interview, and who were
- aged 15 or older.

The universe of persons covered by the survey thus captures all persons *who are or have ever been subject to immigration legislation as third country nationals* and who were long-

term immigrants according to international standard definitions of migration.⁷ Persons born as third country nationals in another EU country who migrated within the EU can be considered as slightly different to the group of immigrants who come from outside of the EU, but it makes up only a negligible share of the sample. Also covered are humanitarian migrants (asylum seekers, recognized refugees and beneficiaries of subsidiary protection). This rather broad definition clearly excludes two other major groups of immigrants: EU-citizens and immigrants illegally staying in the country of residence. Irregular immigrants who have legalised their stay are, however, covered by the ICS. This is particularly important in Spain and to a lesser extent in Italy, where regularised migrants make up a significant share of the overall population of third-country nationals.

The target group as defined above was applied in all countries covered by the survey. Due to sampling issues, however, there are differences in the actual coverage of the target population, although these are minimal in most cases. The main outlier is Germany, as – due to the lack of information on country of birth in the dataset used as a sampling frame (population registers) – only persons not holding German citizenship could be sampled.

Given the focus of the survey on legally staying non-EU migrants' experiences of integration policies, the definition of the target population is appropriate and well reflects the survey's focus. However, one could also question the exclusive focus on immigrants from third countries. Indeed, there are good reasons to not lose sight of the commonalities in migrants' experiences of the overall political opportunity structure, including integration policies as well as the commonalities in their individual migration and integration trajectories *irrespective of their legal status*.

While EU nationals living in another EU member state are subject to different rules and enjoy a status almost equal to that of citizens, they often face similar problems as third-country nationals, e.g. when it comes to accessing labour markets, in regard to which both third country nationals and EU nationals face issues regarding recognition of qualifications, even if EU nationals are subject to more favourable common rules defined at the European level. In addition, third-country nationals who have since been naturalised may have been subject to a specific set of immigration and immigrant policies, but are no longer as citizens.

Given the sheer quantitative importance of irregular migration in some EU Member states, notably Italy and Spain, and the fact that many irregular migrants had been legally staying in

⁷ United Nations (1998) *Recommendation on statistics of international migration*, Statistical Papers Series M, No 58, Rev 1, New York.

the country at one point in time, it could be argued that they too need to be considered in evaluating the impact of immigration and immigrant policies. In addition, regularisation of irregular migrants itself could also be considered an integration measure which recognizes the de facto presence of immigrants and provides them with residence and other associated rights. Including both groups would have allowed an assessment of the impact of regularisation, and a comparison between the experiences of the two groups with experiences of third country nationals who have entered legally and EU citizens.

At the same time, the policy framework applicable to these different groups, as well as the policy objectives, differ markedly. As the focus of the ICS is to specifically evaluate the impact of the policy framework on legally staying third-country nationals, it can be argued that it makes sense to focus on this group only. Thus, from the perspective of the state, irregular migrants are expected to return, either voluntarily or by force, and therefore should not integrate. As a corollary, they should not be considered as a target group of integration policies, even if the reality in many Member States is sometimes more complex. EU nationals, on the other hand, while often de facto covered by integration measures, notably on the local level, are not subject to many of the integration policies specifically targeting third-country nationals, such as compulsory integration measures and other measures linked to admission policies. In addition, their superior legal status puts them in a different legal position, and provides them with superior rights to entry and residence as well as to family reunification.

Nevertheless, while there are indeed marked differences in the legal and policy framework between these different groups, a future repetition of the survey should consider the feasibility of a broader target group, in particular an extension of the survey to EU citizens.⁸ In particular, a major rationale for including EU citizens could be derived from the Tampere agenda which endorsed the objective to approximate the rights of (long term resident) third country nationals to that of EU-citizens. Including EU citizens would have provided an opportunity to evaluate whether this goal has been achieved, while also shedding light on the difficulties still encountered by EU citizens in accessing their rights as well as on their perception of integration policies. This would also be in line with the approach taken by the MIPEX, which generally uses the highest normative standards (including those applying to EU citizens for some areas) to evaluate immigration and immigrant policies.

⁸ Irregular migrants arguably constitute a group whose inclusion in such a survey would be more difficult to justify in the context of the consensus among EU MS that their return should be the preferred policy option.

There are also methodological reasons for a broader definition of the target group. In particular, the inclusion of EU citizens in the survey would have offered a control group which would have allowed an assessment of the different impacts of different sets of policies on generally comparable groups of migrants. In regard to citizens of EU Member States which acceded to the EU in 2004 and 2007, respectively, the inclusion of EU citizens as a control group would also have offered an opportunity to assess the effect of enlargement and the related status change on individual migrants.

Nonetheless, there are strong practical reasons which speak against the broadening of the target group. Most importantly, a broadening of the target group would have necessitated a considerable increase in the size of the country samples, which would have inevitably come at a much greater cost. Including EU citizens also would have necessitated changes in the design of the survey questionnaire, as not all questions are equally applicable to both groups.

What distinguishes the ICS from many other targeted international surveys is that it captures third-country nationals as a whole rather than selecting individual groups of migrants. A typical approach taken by other targeted surveys, by contrast, is to target only selected, larger groups of immigrants. In so doing, several surveys target the same groups across several countries, such as the Six Country Immigrant Integration Comparative Survey ([SCIICS](#)), which sampled Turkish and Moroccan immigrants who arrived within a certain time span and originated from selected regions of origin within these countries, or the TIES Survey ([The Integration of the European Second Generation](#)), which sampled descendants of immigrants from Turkey, former Yugoslavia and Morocco in 15 cities in 8 European countries (cities: Paris, Strasburg, Berlin, Frankfurt, Madrid, Barcelona, Vienna, Linz, Amsterdam, Rotterdam, Brussels, Antwerp, Zurich, Basle, and Stockholm).⁹ Other surveys select specific target groups in each country such as the [EU-MIDIS](#), for which two ethnic groups and a control group from the “majority population” were sampled in each of the EU-27 countries.¹⁰

Both project participants and external experts interviewed for this evaluation agreed that the decision to focus on immigrants in general and not on “the usual suspects” was a good one. Although it will be difficult to compare sub-groups across cities, the target group has the major advantage of capturing the diversity of backgrounds and providing a broader picture.

⁹ In both surveys, not all groups were sampled in all countries.

¹⁰ The two groups selected were not necessarily the quantitatively most significant groups. Rather, the survey aimed at sampling groups of a sufficient size to undertake random sampling who were also vulnerable to or at risk of discriminatory behaviour and in a marginalised socio-economic position.

Due to the special sampling technique in Hungary, Italy and Portugal, where quotas were applied, only major immigrant groups were sampled in these countries. While this introduces an element of incomparability between the countries, it is hard to see how this could have been avoided except by similarly sampling specific groups across all countries, which in turn would have the major disadvantage of not being able to capture the diversity of situations or by investing considerably more resources into implementation of the survey.

In conclusion, the selection and definition of the target group can be evaluated as considerably justified, reasonable and practical. In addition, the target group was also well achieved in all countries, with the exception of Germany.¹¹

3.2. Selection of countries and cities

The selection of cities and countries was driven by several considerations, including relevance of immigration from third countries, diversity across countries and cities as well as feasibility of conducting the survey. The country selection should provide a mixture of national and local contexts. The cities do vary in their overall population size and in the share of immigrants residing in each of the cities, but all cities host a significant number of immigrants within their respective countries. In Belgium almost half of all immigrants reside in one of the three cities covered. The three Portuguese cities in Portugal, Faro Lisbon and Setubal even host some 70 percent of all immigrants in Portugal.¹²

The selection of countries was also based on feasibility of the conducting a survey within the framework of the project. Within countries, cities were selected on the basis of pragmatic and theoretical considerations. All country partners selected cities which host a significant share of immigrants. In Germany, Stuttgart was selected as a medium sized city with a significant share of immigrants in the city. Apart from being the capital and largest city in Germany, an additional rationale for selecting Berlin was to be able to cover a part of (former) Eastern Germany. In addition, the availability of accessible population registers for sampling played a role for the selection of the two cities. In France, the size of the immigrant population led the French team to decide to include suburban areas. In Italy, the two cities covered – Milan and

¹¹ Only foreign nationals were sampled due to unavailability of data on country of birth in the population register. However, a certain share of naturalised immigrants were de facto covered by the survey, as information on citizenship may not always be updated in the population register upon naturalisation.

¹² Huddleston Thomas and Tjaden Jasper Dag (2012): Immigrant Citizens Survey, How immigrants experience integration in 15 European cities. Brussels: King Baudouin Foundation and Migration Policy Group, page 14.

Naples – were selected because of their relatively high share of immigrants, but also because they represent Northern as well as Southern Italy. Budapest is by far the largest city in Hungary and also hosts the majority of immigrants. In the case of the two major Spanish cities surveyed by the project – Madrid and Barcelona – they are not only the two largest cities in Spain and host to considerable migrant communities, but there have also been comparable surveys on these particular cities, allowing for cross-checking of the quality of the sample of the ICS.

The scope of the survey in terms of geographical area covered can be considered as having fully achieved the objective to provide a good mixture of national and local contexts. It is a special advantage that, except for Hungary, at least two cities are covered for each country, which makes it possible to compare both national and local contexts.

As a result of the geographical selection of cities, the results of the survey well reflect the experiences of immigrants living in different European cities.

3.3. Questionnaire development

The initial questionnaire was developed by the coordinator and reviewed and commented on by project partners. In the review process, the questionnaire was considerably cut down in order not to overburden respondents. The topics covered were selected based on the relevance for integration policies and debates on integration of immigrants (citizenship, employment, family, language, political participation and residence), with the objective to evaluate existing policies and assess which policies are useful for integration. The questionnaire does not go into detail and also leaves out certain areas which the project team considered to have already been well covered by other surveys, such as political participation covered by the [LOCALMULTIDEM](#) survey or anti-discrimination covered by the [EU-MIDIS](#). Some questions were adopted from general opinion surveys (e.g. [Eurobarometer](#), [European Value Study](#)) in order to allow for comparisons between immigrants and the total population in the countries surveyed.

In general, designing cross-national survey questionnaires can be quite challenging, as widely differing national or local contexts may require considerable efforts in arriving at

questions that work equally across all countries.¹³ In addition, not all topics may be equally relevant in all countries or they may be difficult to frame in a way that is applicable to all countries. Project partners, however, saw no major issues in regard to the overall harmonisation of topics addressed in the questionnaire, but remarked that sometimes questions had to remain on a rather general level for the sake of comparability. A few elements in the questionnaire were adapted in the countries, reflecting, for example, differences in the types of residence permits available or different terms used for language/integration courses.

The translation of the questionnaire was done by project teams for their respective native languages (i.e. the country of residence language(s)), and other languages were translated centrally (professional translators organised by coordinator) and double-checked by project members. In addition to English (in which the original questionnaire was prepared), the questionnaire was available in national languages of the countries included in the survey as well as in seven other languages (Albanian, Arabic, Chinese, Russian, Serbo-Croat, Turkish and Vietnamese). Some countries used bilingual interviewers. According to project team members, no major problems relating to language were encountered in the implementation of the survey. However, the project team reported certain difficulties concerning questions on respondents' residence status concerning both the present and in the past, where some respondents had difficulties comprehending the question. The Hungarian team also reported that a number of respondents simply were not aware of their residence status/type of permit either upon immigration or at the time of interview. The fact that questions on the legal status of immigrants can be problematic and may produce results of limited validity or solicit a high share of non-responses or "don't know" responses is well known from previous surveys. However, it can be interpreted as a relevant result in and of itself and raises major issues regarding the design of migration policies and the administration of immigration law.¹⁴

3.4. Conclusion and assessment

The scope of the survey in terms of countries and cities selected, topics covered and design of questionnaire was well elaborated. It is especially positive that duplication of existing

¹³ This is, for example, the case in regard to areas highly sensitive to differences in national regulation, such as social policies (e.g. receipt of welfare benefits) or certain aspects of labour market policy (e.g. legal definition of occupation).

¹⁴ If immigrants cannot be expected to be fully aware of their legal status and immigration rules, immigration authorities have a greater duty to provide adequate support and information to their clients in a proactive manner and in administrative proceedings, to act in their best interests, for example, when it comes to informing clients about the possibility to apply for permanent residence, or indeed citizenship.

targeted surveys was avoided and comparability with general opinion surveys was achieved by using similar questions.

4. Data generation

4.1. Sampling designs

The main objective of the sampling design was to obtain a sample which is as representative as possible. In each country the best available data source was used as a sampling frame in order to capture the total target population as defined above. In the end a variety of methods were used across the countries, while within countries the same methods were applied. If available, a stratified or simple random sample was drawn from a population register. This was only possible in Spain and Germany due to unavailability of up-to-date registers in other cities. In Spain a simple random sample was drawn from local population registers, which was clustered afterwards based on geographical dispersions. The quality of the sampling frame allowed for calculating selection probabilities of each sampled individual and a proper weight was provided. In Germany, local population registers served as the sampling frame. Here the main problem was the unavailability of information on country of birth in the registers. As a result, only a sample of non-nationals who moved to Germany from abroad could be obtained. The German sample thus deviates from the common definition of the target population due to a sampling bias. In Belgium wards with a higher share of non-EU citizens (wards with a share of third-country nationals below 10 percent were completely excluded) were randomly selected and a random routes strategy applied (fully random routes in high density wards and random routes with nearest neighbour selection in other wards). Consequently, a full random selection within each stratum was obtained. Because only wards with a higher share of third-country nationals were sampled, the sample does not include immigrants living in areas with low proportions of immigrants. In France, persons were sampled from telephone lists in selected neighbourhoods due to unavailability of an alternative sampling frame. In contrast to other countries, the survey in France was thus exclusively conducted via telephone. In addition, it was only conducted in French. In the remaining three countries and six cities, respectively, a comparably new technique for sampling hard-to-reach populations was implemented, namely, the “centre of aggregation” sampling strategy. According to this technique, respondents are selected from among those present at a number of pre-selected locations (i.e. “centres of aggregation”, which are considered as important places at which the target population can be found. At the end of the interview, respondents are asked which centres they regularly visit, which allows one to

calculate specific weights according to the likelihood of persons to be in the sample, and to obtain Horvitz-Thompson estimators of variance. Centres of aggregation can be places such as public parks, service providers, churches or mosques, etc. The main challenge of the technique is to assess the importance of each centre. The technique was well tested and elaborated previously in Italy, but was implemented for the first time in Hungary and Portugal.

The detailed implementation of the centre sampling technique cannot be fully assessed from the technical reports, however, it appears that the method was properly conducted in all cities and the technique is considered to be an innovative alternative to obtain representative samples in cities and countries where no sampling frame is available. In terms of the quality of the sample that can be obtained using this technique, true random selection within centres, obtaining the right profiles of attendance and the coverage of centres of the target population, remain major issues.

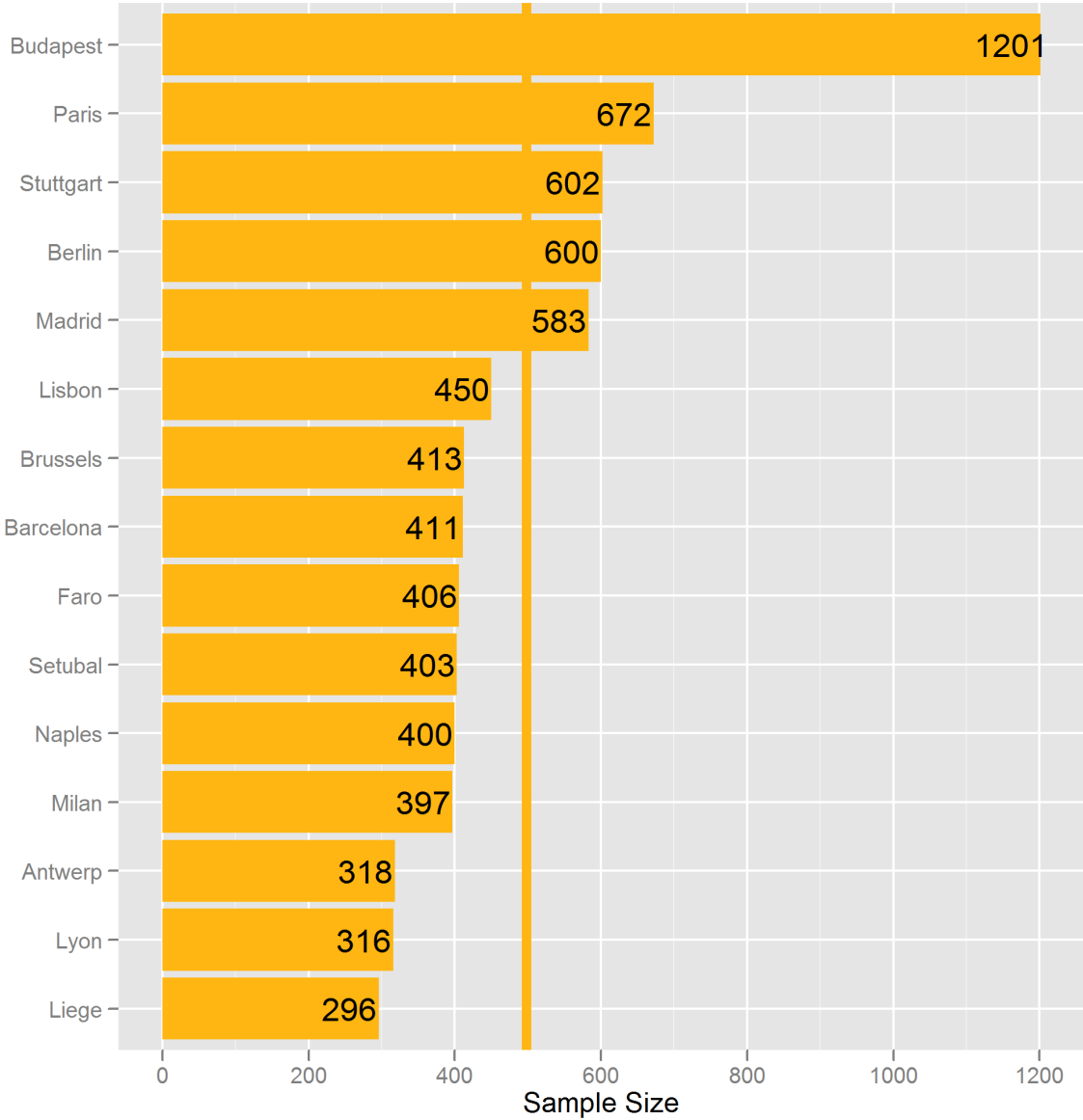
Project partners were generally satisfied with the eventual strategy adopted and considered the method ultimately applied as the best strategy, given the practical constraints in each of the countries/cities. In this context, project partners also appreciated the flexibility provided in the project design to arrive at country specific sampling strategies. Project teams, however, are aware of specific biases due to specificities of sampling designs and this was also reflected in the analysis of the project report.

4.2. Samples achieved

According to the target set by the coordinators, a minimum of 300 to 400 interviews should have been conducted in each of the cities in order to have a decent confidence interval for the estimates based on the survey. The average sample size achieved in the 15 cities was 498, with the highest sample of 1,201 persons achieved in Budapest. In Paris, the two German cities, Stuttgart and Berlin, as well as in Madrid, samples of just below 600 to 672 were accomplished. Altogether eleven cities reached at least 400 in their samples, while the sample in Milan collected information from 397 persons. Lower samples were reached in Antwerp (318), Lyon (316) and Liege (296). The overall sample size achieved for all 7 countries and 15 cities was 7,473 persons.

These sample sizes are comparable to other targeted survey such as the Localmultidem and the TIES surveys, with the former having somewhat larger samples and the latter having somewhat lower samples of around 250 per target group (Moroccans, Turks, natives) and city.

Figure 2: Comparison of samples achieved in the ICS:



Non-response among immigrants is an issue that has received increasing interest in survey research in the past years. Previous research in non-response patterns among immigrants showed that certain groups of immigrants show higher non-response rates than non-migrant groups. This is largely due to higher non-contact rates and, to a much lesser degree, to higher refusal rates.¹⁵ Indeed, some immigrant groups show considerably higher cooperation

¹⁵ See on Spain Morales/ Ros forthcoming: Comparing the response rates of autochthonous and migrant populations in nominal sampling surveys: the LOCALMULTIDEM study in Madrid. In: Font Joan and Mendez Monica (Ed.): Surveying ethnic minorities and immigrant populations:

rates compared to natives. The main reasons for non-cooperation in the ICS were lack of time of respondents, notably in the case of the centre-sampling technique, where higher rates of non-response were reported at public spaces. Non-response because of language problems was largely irrelevant as all teams except the French team employed multilingual interviewers and translated questionnaires. Even in France, where interviews were conducted in French only, no major issues were found in regard to non-response.

Other problems reported were, for instance, that professional interviewers had to adapt to the new techniques used in the survey.

Assessing the quality of the sample in terms of representativeness of groups captured is very difficult, especially due to absence of comparable surveys or data from other sources.

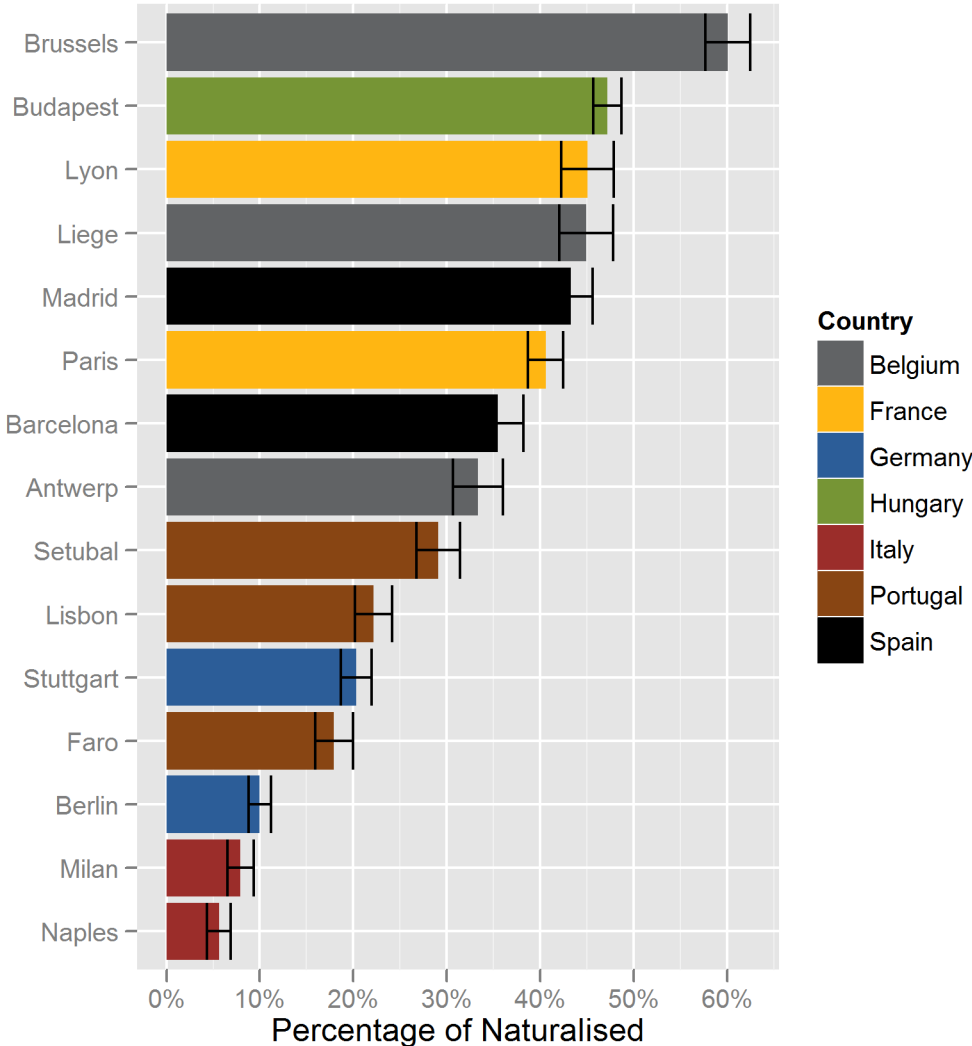
It can be considered a strength of the survey that it collected information on naturalised and not (yet) naturalised immigrants. The percentages of naturalised immigrants vary significantly across countries and cities. Some project partners compared the nationalities in their samples with available data. These comparisons suggest that the samples are representative in terms of respective shares of groups of origin. For instance, in France only small deviations from census data were observed. Assessing the representativeness of samples based on the centre sampling technique is more difficult due to the fact that a quota for nationality groups was used and weighting was done afterwards.

It is however possible to look at the percentages naturalised in the sample and compare that to overall percentages of naturalised immigrants from other sources. This is only a rough comparison since no data are published on the specific target group in the respective cities and shares of naturalised persons vary according to cities, as shown in the graph above. Looking at data published by Eurostat, (which are for some countries still not very reliable due to small sample sizes), the general trends in the shares of naturalised immigrants can be confirmed with higher shares of naturalised in Hungary, Belgium and France and lower shares in Portugal and Italy. The higher shares of naturalised in Spain cannot be confirmed by data from Eurostat, but that might be related to specificities of the population in the two cities. The lower shares of naturalised in Germany is explained by the sampling approach used.¹⁶

methodological challenges and research strategies. IMISCOE Series. Amsterdam: Amsterdam University Press.

¹⁶ Data on naturalised drawn from European Commission (2010): Report on the quality of the LFS ad hoc module 2008 on the labour market situation of migrants and their descendants. Draft report.

Figure 3: Percentages of naturalised in the sample of the ICS



Note: Black bars (“H”) indicate confidence intervals, which show general uncertainty in the data due to probability sampling.

A comparison with percentages of naturalised immigrants from the 2008 ad hoc module of the Labour Force Survey suggests a slight under-representation of naturalised immigrants in the ICS sample in countries where the centre of aggregation sampling procedure was applied, as well as in Germany. Countries applying centre sampling also show higher percentages of recent immigrants compared to overall country specific net migration trends (see Figure 4, below).

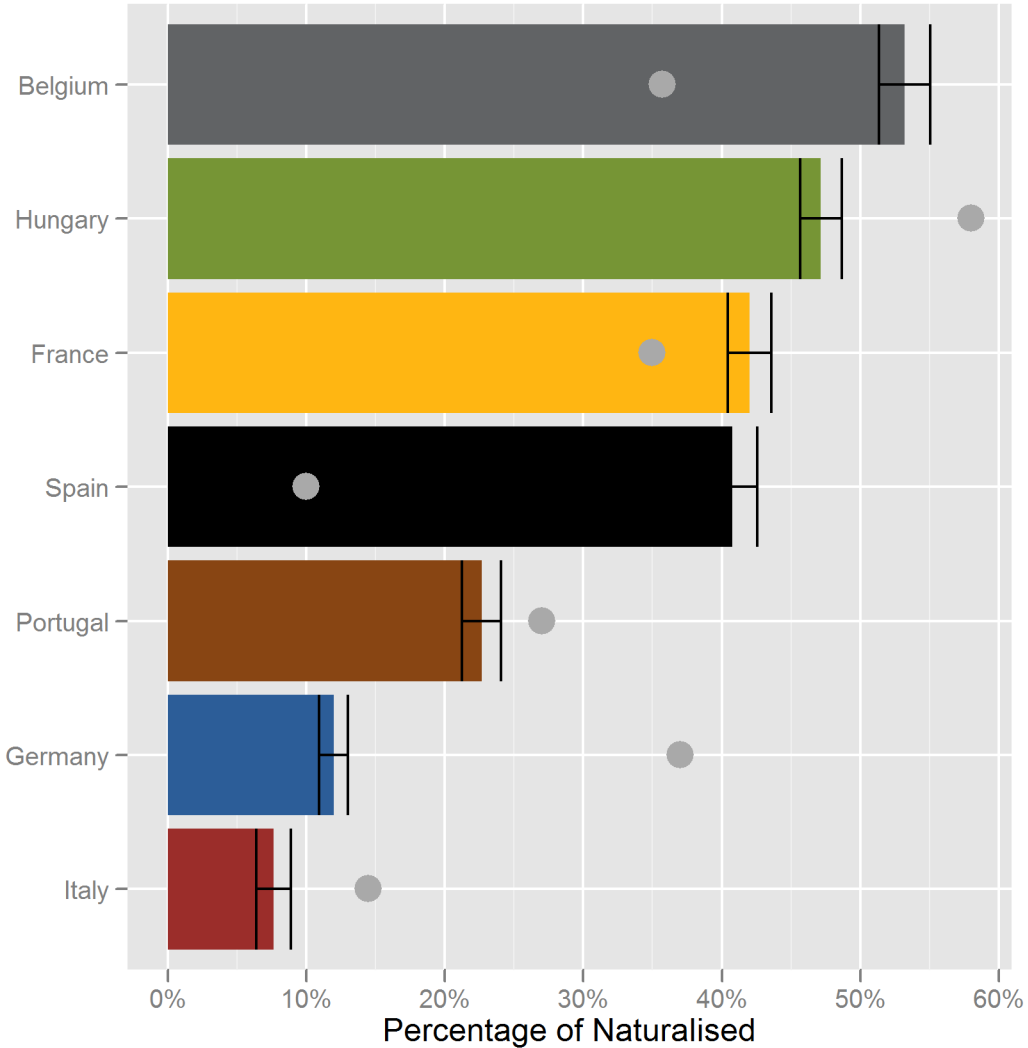
Eurostat. 11. The percentage of foreign-born who naturalised (acquired citizenship after birth) as percentage of all foreign-born naturalised plus foreign-born non-citizens from the ad hoc module 2008.

4.3. Weighting

All countries except France, Belgium and Germany used some sort of weighting to adjust the sample for selection bias. In addition, “city weights” were provided in order to adjust different sizes of immigrant populations in the cities within countries. For the latter weight, the number of immigrants from third countries in the respective city as percentage of the overall immigrant population was used. Due to unavailability of data, in France no city weight was applied, but the sampling design was based on the assumption that the immigrant population in Paris is twice as large as that in Lyon. In Hungary no city weight was used since Budapest was the only city covered.

Those weights allow for national comparisons, such as the overall share of naturalised based on the data from the selected countries, as shown in Figure 4.

Figure 4: Percent naturalised in the ICS Samples using country weight, compared to percentages of naturalised immigrants in the LFS adhoc module 2008¹⁷



Note: Black bars (“H”) indicate the confidence intervals, which show general uncertainty in the data due to probability sampling. Grey points show percentages of naturalised from the LFS adhoc module 2008.

Sampling weights were provided for those cities where the centre sampling technique was applied (Hungary, Italy and Portugal) in order to adjust for selection bias which is part of the technique. Additionally, for pragmatic reasons, the selection probabilities of respondents in the Spanish cities included in the sample weights an accounting of different selection probabilities due to clustering of the sample.

¹⁷ Data on naturalised drawn from European Commission (2010): Report on the quality of the LFS ad hoc module 2008 on the labour market situation of migrants and their descendants. Draft report. Eurostat. 11. The percentage of foreign-born who naturalised (acquired citizenship after birth) as percentage of all naturalised foreign-born plus foreign-born non-citizens from the ad hoc module 2008.

4.4. Conclusions on comparability

The flexibility in regard to the sampling strategy is a reasonable and well justified decision and reflects different opportunities for obtaining representative samples in each of the countries. The flexibility was welcomed by most project partners, while pre-defining a rigid sampling strategy to be applied in all countries was not considered a feasible or desirable alternative. Three countries could not build up a list to be used as a sampling frame and thus used the centres of aggregation sampling strategy instead. The Italian team already had extensive previous experience in employing the technique in Italy, and therefore there should not be any major quality concerns about the samples in Italy. The project teams in Hungary and Portugal, where the technique was employed for the first time, had the support of the experienced Italian team, thereby minimizing the risk of quality issues when employing new techniques. In the other countries (stratified) probability samples were obtained, yet the strategies varied strongly. The main outlier is Germany, where only non-nationals were sampled, which led to an under-representation of naturalised citizens.

In France telephone interviews were conducted in contrast to all other countries where face-to-face interviews were used. The use of mixed modes in international surveys has implications concerning measurement effects, but evidence on how mixed modes affect results of surveys is scarce. It can be assumed that replies in telephone surveys are not as much affected by social desirability as compared to face-to-face interviews.¹⁸ On the other hand, it is also reported that “satisficing” (i.e. giving indifferent responses) might be higher in telephone surveys.¹⁹

What is apparent from the project report is that the project team was well-aware of sampling bias and differences in data quality were acknowledged in the analysis of data.

Generally, it is difficult to compare the results of the survey and assess its data quality due to the uniqueness of the samples. One major achievement of the survey was to provide a unique sample of the same overall target group in 15 cities in Europe.

¹⁸ Cf. For instance Vannieuwenhuyze Jorre, Loosveldt Geert, Molenberghs Geert (2010): A Method for Evaluating Mode Effects in Mixed-Mode Surveys. In: Public Opinion Quarterly, Vol. 74, No.5, 2010, pp. 1027-1045.

¹⁹ Martin Peter (2011): A Good Mix? Mixed Mode Data Collection and Cross-national Surveys. In: ask. Research & Methods, Vol. 20 (1,2011): pp. 5-26.

The use of city weights whereby cities are given different weights according to the number of immigrants in the total national immigrant population in order to obtain a national sample, should be limited to specific analysis. As has become clear from the interviews and the review of project documents, the data clearly represent realities of immigrants *in cities* rather than for a country as a whole. This is not a drawback but an advantage as it allows researching local realities in different national contexts given the fact that all countries, except Hungary, included more than one city.

5. Coordination and external constraints

Overall, all implementing organisations expressed their satisfaction with the coordination of the whole project, with the appreciation that their efforts were as good as possible considering the given circumstances. The main challenges identified derived mainly from constraints related to the timeframe. For instance, due to lack of time it was not possible to put a robust monitoring system in place in relation to the implementation of the survey, with standardised progress reporting on a regular basis. The timeframe of 18 months during which the survey was implemented, however, is an external constraint foreseen as the maximum duration for all projects funded under the Integration Funds European Action Programme. However, the European Commission should consider extending the maximum duration to provide sufficient time for more ambitious projects such as the ICS.

Opinions were more diverging on the question of the amount of freedom allowed to the implementing organisations for taking decisions relating to the methodology. While it was generally appreciated that there was enough freedom to allow for dealing with different national contexts, particularly in terms of data availability and fieldwork, the majority of the partners also considered that the coordinator could have been stricter with partners in certain instances. However, it was generally agreed that the coordination achieved a good balance between collective decision making and central coordination. This ultimately allowed the project to keep with the timeline and to finalise the study within the set deadlines.

The major constraints mentioned by almost all partners were those related to the tight timeline and budget. Most technical difficulties in implementing the surveys in the individual cities could be traced back to these constraints. Given more time and/or budget, implementing organisations mentioned that they would have included more cities, invested more in the interviewers (e.g. by offering more training or selecting interviewers that had bi- or multilingual skills), increased the samples, added control groups, and/or even included more countries. However, all the partners agreed that the way the project was implemented

was the best given the time and budget available. Concurrent to the collection of suggestions on possible ways to improve the way it was done (learning process), all the partners mentioned that if they could repeat the survey, they would for the most part do the same and that the suggestions found in each individual case (e.g. regarding the sampling strategy) are the best available.

6. Innovative character and added value

In the countries where a dissemination event with project partners for this evaluation report was held at the time of interviews, the project report was well received, which demonstrated the high level of public interest that the topic is currently receiving. The survey was seen to bring an informed contribution to the existing debates on integration of immigrants, and it is believed that its implementation on a regular basis could lead to increasing awareness and avoiding a great amount of misconceptions about these issues.

Particularly good press reaction was received in reaction to asking immigrants themselves for their opinions on procedures and their perceptions on integration, which was also highlighted by most of the implementing partners as one of the innovative aspects of the survey. This was mentioned particularly in Belgium, France, Germany and Hungary, given the lack of similar surveys on the perceptions of third country nationals in these countries that could also be compared to other EU countries. Comparability with other EU countries was highlighted as an added value also in countries where such issues have been at least partially addressed in other surveys.

Given the fact that the ICS provides information on integration processes in cities across different EU MS, the survey seems to be a useful complementary monitoring tool for integration policies, which suggests that it would be beneficial if it were conducted regularly and on a larger scale.

The added value of a targeted survey like the ICS was also confirmed by interview partners from Eurostat and the Fundamental Rights Agency (FRA). Both institutions also focus on issues related to integration of immigrants in their work and the interview partners from both institutions appreciated a targeted survey like the ICS as a valuable initiative. In particular, a survey among immigrants was seen as an appropriate tool to make migrants voices heard and to further inform policymaking and debates on integration.

7. Main conclusions and recommendations

In this final section the main questions posed to the evaluation are addressed, which summarises to some extent the findings of the above evaluation but also further discusses the usefulness of the ICS.

What was undertaken to make the research and its outcomes comparable between the countries involved?

Achieving a comparative and representative sample was one of the main aims of the ICS, which was achieved using different strategies. The coordinator asked all project partners to design the most appropriate sampling strategy for obtaining a representative sample of the target group, including long-term immigrants, who are or were third country nationals with legal status aged 15 or older. All countries kept to this definition, although naturalised immigrants were under-represented in the German sample due to unavailability of information on country of birth in the population registers. Aside from adhering to the definition of the target group and leaving countries their freedom in determining proper strategies to obtain a representative sample, city weights were provided which should account for different weights of cities within countries. This weight, however, is recommended to be used only in specific contexts, while general comparison among cities should be made as has been done in the final report.

The samples are considered as unique samples of third country national immigrants in 15 cities throughout Europe, which was collected based on the best available method for obtaining a representative sample of the target group.

Are these outcomes comparable with other surveys among the overall population and among specific categories within the population?

This question can only be answered tentatively. Due to the unique undertaking of surveying the well defined target group of all immigrants who have ever been subject to immigration policies related to non-EU citizens, the sample cannot be easily compared to other surveys (or data sources) because almost no comparable surveys exist. Comparisons on a general level indicate a slight over-representation of recent immigrants and under-representation of well integrated immigrants staying in the countries for a longer period of time. This can be

seen as an advantage of the survey as usually recent migrants are under-represented in surveys while immigrants who are better integrated are more likely to respond to surveys.

As concerns methodology and scientific robustness of the survey, it is clearly comparable to other surveys conducted in European cities. Everything possible within the framework of the project was done to keep quality standards as high as possible.

It is especially the innovative character of the survey in terms of a unique target group for an international survey, in particular by including questions on integration matters that have never been asked in comparable surveys, which makes the survey a rich source for further analysis and research in the area of migration and integration of immigrants. There are many opportunities for secondary analysis, especially in view of the influence and meaning of legal status and migration policies on the integration process. The survey contains rich information on legal status of immigrants and naturalisation, data which are rarely available in comparable format from international surveys, not to mention other internationally comparable data sources.

Besides the high potential for secondary analysis on integration related topics, the survey also provides a good source for methodological research and analysis due to the variety of methods applied.

Concerning the question on whether to mainstream immigrant integration matters into a general survey or to rather organise a series of specific targeted surveys in many countries, the answer is clearly, yes to both.

Mainstreaming immigrant integration matters into existing general population surveys is difficult and can only be made to a limited extent, since the aims of existing general population surveys are different from a targeted survey such as the ICS and generally must serve many different purposes and stakeholder groups. It is however important to improve the inclusion of immigrants in the samples of general social surveys, such as the Labour Force Survey (LFS) and the EU Survey on Income and Living Conditions (EU-SILC). However, the focus of these two surveys is more on socio-demographic issues related to employment and income rather than individual experiences and attitudes, although including certain questions that capture individual experiences and attitudes, for example in the next round of the ad hoc module on migrants and the labour market scheduled to be repeated in 2014, could be considered as an option.

For smaller surveys, such as the Eurobarometer and the European Social Survey, which cover issues related to subjective perceptions and attitudes among others, it will be difficult to frequently include considerable samples of immigrants due to the smaller scope and the goal to survey the overall population. That is not to say that immigrant integration matters should not be surveyed among the overall population in these surveys, as was recently done in the Eurobarometer 380.²⁰ An ideal situation would be to have enough immigrants included or oversampled in general social surveys in order to have such a control group available.²¹ However, in order to make use of existing structures and resources, special modules could be added to the ESS for instance, where the sample of immigrants could be boosted for this module.

It is highly recommended that targeted international surveys with immigrants should be conducted more often and ideally on a regular basis with a comparable design in order to allow for European comparison and policy input.

Institutional sustainability for a survey like the Immigrant Citizens Survey depends very much on the secured funding available. Given the high priority of immigration matters for current policy making in Europe, hopes are high that funding for a follow-up survey is provided in the future.

²⁰ European Commission (2012): Awareness of Home Affairs. Special Eurobarometer 380.

²¹ Jacobs Dirk (2010): Monitoring migrant inclusion in the European Union. Towards the longitudinal study of migrants' trajectories. Paper produced for the EMN-conference 2010 on "Long-term follow-up of immigrants' trajectories".

List of interviews

Person	Interview date
<u>Coordinator</u> Thomas Huddleston (MPG)	07.05.2012
<u>Country Teams</u> Dirk Jacobs (Universite Libre de Bruxelles, Country Team BE)	31.05.2012
Antoine Jardin (Sciences-Po Paris, Country Team FR)	30.05.2012
Andras Kovats (Menedek, Country Team HU))	01.06.2012
Cecilia Lindenberg (ISMU, Country Team IT)	Written input received on 01.06.2012
Laura Morales (University of Leicester, Country Team ES)	30.05.2012
Catarina Reis Oliveira (ACIDI, Country Team PT)	11.06.2012
Anne-Kathrin Will (SVR, Country Team DE)	11.06.2012
<u>Experts from relevant European institutions</u> Sami Nevala (FRA)	18.06.2012
David Thorogood (Eurostat)	04.07.2012

Evaluation of Immigrant Citizens Survey (ICS)

International Centre for Migration Policy Development, 2012