



# North Rhine-Westphalia: Land of new integration opportunities

## 1. Federal state government report

Children

Adolescents

Family

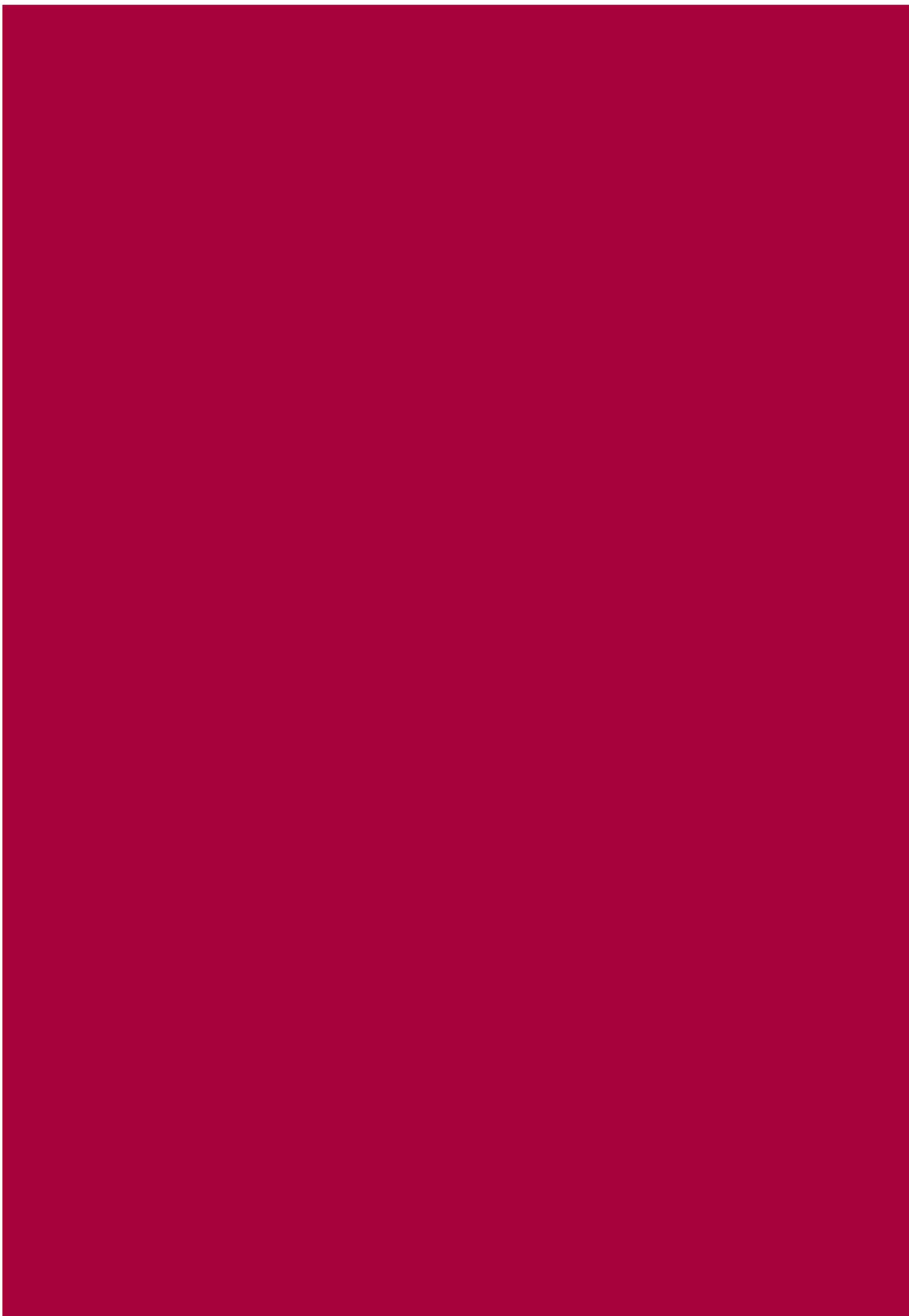
Women

Seniors

Generations

**Integration**

International cooperation



## **Key results**

### **North Rhine-Westphalia is becoming the land of new integration opportunities.**

During the first three years of the 14th legislative period, the basis to transform North Rhine-Westphalia into a state of new integration opportunities has been established and strengthened. In his government declaration of 13 July 2005, Federal State Premier Dr. Jürgen Rüttgers pronounced that the main goal of the new government was to create equal opportunities for men and women, for both native Germans and immigrants. For the first time a ministry in Germany carries the term "integration" in its title. The Ministry for Intergenerational Affairs, Family, Women and Integration focuses on key issues of state policy that are of paramount importance for the Land's sustainability.

### **Integration policy in North Rhine-Westphalia indicates efficient organizational structures and dedicated staff.**

North Rhine-Westphalia has precisely modernized its efficient integration policy infrastructure during the past three years. With a great variety of programmes and projects, such as the "KOMM-IN North Rhine-Westphalia - innovation in municipal integration work", the integration agencies, the education network, etc., and with the help of dedicated professional staff, the prerequisites for successful integration were being created and secured.

### **Processes of integration take place locally, in the municipalities, cities and districts.**

Processes of integration take place locally. In municipalities, cities and urban districts, it is decided whether people with and without migration backgrounds can live together successfully. The North Rhine-Westphalian Federal State Government honours the numerous efforts for more integration put forth by the municipalities, and is determined to participate in promoting the further development of such accomplishments.

## **The “Integration Action Plan” of 27 June 2006 is being implemented step by step.**

The “Integration Action Plan” is the State Government’s action plan for implementing its integration policy. It defines practical steps towards a successful integration policy in 20 different areas. The Interdepartmental Integration Committee (IMAG) under the auspices of the Ministry for Intergenerational Affairs, Family, Women and Integration, established by cabinet decision on 15 November 2005, coordinates and controls the implementation process.

## **Learning German early in life is the key to successful integration. Here, North Rhine-Westphalia acts as a national pioneer.**

The Federal State Government has created and professionally developed a mandatory pre-school language training scheme. It is the first federal state to have introduced legislation for testing the language abilities of all children two years prior to their enrolment in school. The budget for language training has been increased substantially from 7.5 million Euros in 2005 to 28 million Euros in 2008. In the kindergarten year 2007/08, this budget covered special language training programmes for about 91,500 children for a period of six months, one year or two years prior to starting school. Following the language ability tests in 2008, about 36,000 children have been newly enrolled in language training for the kindergarten year 2008/2009. This means that a total of some 67,000 children aged between four and five years are receiving special language training this year. In the course of the language ability tests in 2008, 36,000 children due to start school in two years’ time were certified as being in need of special language training. These children have been included in the language training programmes from kindergarten year 2008/2009 onwards. Language training is governed by the new Children’s Education Act (“KiBiz”, Kinderbildungs-gesetz), which entered into force on 1 August 2008.

## **An area-wide network of family centres has been established to provide additional facilities for education, counselling and assistance.**

In the course of only two years, the Federal State Government has raised and implemented the concept of family centres. The pilot phase in the development of family centres has been completed successfully with the certification of 261 family centres.

The area-wide establishment of family centres in North Rhine-Westphalia started on 1 August 2007. From the beginning of the kindergarten year 2008/2009, some 1,500 family centres have been receiving annual state grants of 12,000 Euros, in addition to individual subsidies for day-care facilities, family education and counselling. The State Government has set itself the goal to convert 3,000 day-care centres for children in North Rhine-Westphalia into family centres by 2012.

**All-day school programmes are continuously further developed - an improvement especially for children with a migration background.**

The all-day educational facilities in North Rhine-Westphalian schools are continuously being extended. By 1 August 2008, 216 general secondary schools (Hauptschule) and 25 special schools (Förderschule) with extended facilities for full-day tuition were in existence. For the school year 2008/2009, the number of general secondary schools offering full-day tuition is expected to increase to a maximum of 250. In view of the great significance of all-day education, the Federal State Government decided to implement an extensive programme in April 2008 to expand all-day education at intermediate secondary schools (Realschule) and secondary schools (Gymnasium), and to offer lunch-time pedagogical supervision for all students from junior secondary school (Sekundarstufe I) who do not attend an all-day school but have lessons in the afternoon. For this purpose, the Federal State Government has budgeted an additional 75 million Euros for building projects and 75 million Euros for personnel costs up to 2010. From 1 August 2008, a total of 183,951 open all-day school places are available at 2,927 secondary schools, including about 150 special schools. By 2009, a total of 205,000 all-day places are to become available in secondary education, so that for more than a quarter of all primary school children a place will be available at an all-day school. The afternoon programmes of child and youth services, provided in cooperation with schools, also address pupils with a migration background. 2.7 million Euros stemming from the child and youth welfare budget have been allocated for this purpose.

**The North Rhine-Westphalian Federal State Government successfully campaigned for legislation regulating the right of residence (Bleiberechtsregelung).**

At the conference of State Ministers and Senators of the Interior in November 2006, agreement was reached on a right-of-residence regulation. Moreover, the Federal Government has introduced new legislation to regulate old cases (Altfallregelung) and to grant a right of residence to integrated children of tolerated foreign residents. Up to 31 December 2007, a total of 29,025 applications for residence permits were recorded on the basis of the right-of-residence decree issued by the North Rhine-Westphalian Ministry of the Interior on 11 December 2006 and/or the new law regulating old cases. Some 13,000 persons have been granted residence permits; about 3,500 applications have been declined. The remaining applications are still under review

**Integration courses as instruments for successful integration have approved.**

386 providers of integration courses in North Rhine-Westphalia were approved by the Federal Office for Migration and Refugees (BAMF) in 2006. This way, an area-wide network of integration course opportunities was ensured. In 2006, 76,401 persons nationwide (15,967 persons in North Rhine-Westphalia) completed an integration course. Of these, a total of 50,952 persons attended the voluntary final examinations for the German language certificate. 36,599 (71.8 %) of these candidates passed and obtained the German language certificate. The largest group of participants in the courses were Turkish citizens (26.8 %), 7.7 % indicate Russian roots.

**The 'Social City' programme upgrades districts which indicate a high proportion of inhabitants with a migration history.**

With the inter-departmental 'Social City' action programme, the Federal State Government is pursuing the goal of upgrading districts concentrating on structural, social, economic and environmental problems. The target is meant to lead to a noticeable improvement of living conditions in urban problem areas with an above-average proportion of immigrants. The State's urban development budget for 2008 includes an al-

location of 76 million Euros for the 'Social City' programme, which is organized jointly by the Federal and State Governments. Under this integrated action programme, 48 multi-purpose projects are currently being subsidized in 42 urban districts.

#### **4.1 million people in North Rhine-Westphalia have a migration background.**

Not only the approximately 1.9 million foreign persons, but a total of 4.1 million people in North Rhine-Westphalia have a migration background. For more than every fifth inhabitant of North Rhine-Westphalia, migration is part of his/her personal or familial identity. This clearly shows that immigration and integration are no marginal topics but concern the heart of our population and society. 638,000 former foreign citizens who have become Germans by naturalization are living in North Rhine-Westphalia. The largest group of immigrants - apart from emigrants - are people with a Turkish citizenship. More than 850,000 persons in North Rhine-Westphalia are either Turkish citizens or naturalized former Turks.

#### **More detailed data: not just information on foreigners and Germans, but on people with a migration background.**

In the most recent report, not only data from the living conditions of Germans and foreigners is provided for, but also data stemming from the largest group of people with a migration history. This constitutes a significant improvement in the quality of data. The most important source of such data is the micro census, an annual survey carried out on 1% of the population, which will be evaluated on a regular basis in the course of continuous integration monitoring. The data on 13 different groups with and without migration backgrounds will be examined. In addition to the micro census, the report is based on extensive additional data collected from other sources.

#### **Dramatic decline of birth rates in North Rhine-Westphalia.**

From 1964 to 2006, the number of new-born children in North Rhine-Westphalia dropped from 300,425 to 149,925, being halved within just approximately 40 years. Without the immigration of resettlers of German descent and foreign citizens, the

demographic development in North Rhine-Westphalia would have been even more negative.

### **People with a migration background are younger than the average population.**

Some 3.4 million German citizens, but only 158,440 foreign residents in North Rhine-Westphalia are older than 65 years of age. The proportion of persons over the age of 65 is 21.1% among Germans, but only 8.3 % among the foreign population. More than every fifth German is older than 65 years, but only every twelfth foreigner. The latter thus contribute substantially to “rejuvenating” the population of North Rhine-Westphalia.

### **When taking the immigration of resettlers into account, many mainly rural areas show an outstanding integration performance.**

Especially the mainly rural regions of North Rhine-Westphalia have absorbed a particularly large influx of resettlers and ethnic German repatriates over the last decades. Between 1989 and 2006, a total of 137,744 resettlers moved into the administrative district of Detmold with its roughly 2.1 million inhabitants. By comparison, 128,782 resettlers, just 10,000 less, came to the much larger administrative district of Düsseldorf with a population of 5.2 million. In absolute figures, the administrative district of Arnsberg takes first place in the absorption of resettler immigrants with 149,800 persons in the period from 1989 to 2006.

### **Significant decline: “immigration waves” are no longer an issue today.**

Immigration into North Rhine-Westphalia has declined for a number of years. Only in 2007 the number of immigrants increased in comparison to the previous year; mainly due to the positive economic development. The times of a high immigration surplus like in the 1980s and 1990s are over. A total of 190,000 persons immigrated in 1995, compared to about 135,000 in 2007. According to immigration statistics, 8,680 Turkish citizens moved to North Rhine-Westphalia in 2006, while 9,081 moved away.

### **Particularly strong decline in resettlers and asylum seekers.**

From 1995 to 2007, the immigration of asylum seekers dropped from 29,018 to no more than 5,140 persons. During the same period, the number of ethnic German repatriates declined from 44,938 to merely 1,266. Migration for family reunion has also quite obviously passed its peak. This equally applies to the immigration of children. In total only 10,155 persons have migrated to North Rhine-Westphalia for family reasons, compared to 12,158 in 2006.

### **Immigration of highly skilled professionals and entrepreneurs remains well below expectations.**

In spite of the booming economy and the frequently deplored shortage of skilled labour, only 111 highly skilled professionals (Article 19, Residence Act - Aufenthaltsgesetz) obtained settlement permits in North Rhine-Westphalia in 2007. Of these, only 24 actually immigrated from abroad, 87 had already been living in Germany for some time. The picture for self-employed persons is similar. In 2007, 595 foreign citizens obtained a residence permit (Article 21, Residence Act), 30 were granted a settlement permit. A total of only 82 self-employed persons actually immigrated to North Rhine-Westphalia from abroad, 543 were already living in Germany. The target of reforming the Immigration Act (Zuwanderungsgesetz) to make Germany attractive for highly qualified persons has obviously not been reached.

### **No contradiction between targeted immigration of highly skilled professionals and the necessity for qualification.**

Targeted immigration can contribute to overcoming acute shortages on the labour market. However, this issue must be addressed first and foremost by further qualification of native staff. Consequently, targeted opening of the labour market to highly skilled professionals and self-employed persons is no alternative to the necessity of qualifying the domestic workforce, but a logical supplementary measure. There is no contradiction between qualification measures and targeted immigration of highly skilled persons - which is the only group under consideration. Restrictions on the immigration of low skilled persons must remain in place.

### **Negative trend: more Germans are emigrating.**

For many years, the number of Germans leaving the country is much higher than the number of foreigners immigrating to Germany. Hence, the migration balance is negative, and this trend has gained momentum in the last few years. 28,787 German citizens moved from North Rhine-Westphalia to foreign countries in 2007, only 18,345 immigrated from abroad. The emigration surplus among Germans rose again sharply in 2007 to 10,477 persons, compared to 8,594 in 2006 and 6,130 in 2005.

### **First increase in naturalizations after several years in 2006, but the figure dropped again in 2007.**

Only the acquisition of German citizenship secures equal rights to the full extent. The annual naturalization figures in North Rhine-Westphalia continuously declined between 2000 and 2005, rose again for the first time in 2006 and then dropped once more in 2007. 32,581 foreign citizens were naturalized in North Rhine-Westphalia in 2007. This constitutes a decline of 11.4% over 2006, when 36,758 people became naturalized. Among the foreign citizens naturalized in 2007, the largest group of 10,259 persons originated from Turkey (previous year 11,484), followed by 3,636 people from Serbia/Serbia-Montenegro (4,896 in the previous year) and 1,850 people of Moroccan origin (1,888 naturalized in the previous year).

### **Great differences between people with and without migration backgrounds in jobs, education and income.**

Integration monitoring shows that, even more than 50 years after the first recruitment of Italian “guest workers”, people with a migration background are still far behind those without a migration background in terms of jobs, income and education, with major differences existing between various groups of immigrants. The backlog is particularly large among immigrated Turkish citizens, specifically among women.

## **Naturalized immigrants show significantly better results in jobs, income and education.**

A positive aspect is the significantly better socio-economic integration of naturalized immigrants, for which statistics have now become available for the first time. This applies in particular to naturalized persons with Turkish roots. It can be seen that the comparatively unfavourable results for the foreign population are partly due to the fact that well integrated immigrants are no longer included in the statistics on foreign residents as a result of their naturalization. If foreign citizens and naturalized immigrants are considered together, the difference in comparison with the native German population is significantly smaller.

## **Great differences in labour participation: lower labour participation rate among people with a migration background.**

The labour force participation rate of Germans (aged between 15 and 65 years) in North Rhine-Westphalia is 73.5%, that of German men even over 80 %, that of German women 66.7 %. Among people with a migration background, 65.9 % are employment, among foreign citizens even fewer, only 62.2 %. The Turkish population shows the lowest labour participation rate of only 55 %. Here, the difference between men and women is particularly distinctive. With a labour participation rate of 35.6 %, only every third Turkish woman has an employment. By comparison, the labour participation rate of naturalized immigrants, 71.3 %, is only just 2 percentage points below that of native Germans.

## **People with a migration background are more prevalently employed in blue-collar jobs and much more rarely in white-collar jobs.**

More than half of the workforce in North Rhine-Westphalia (55.5 %) indicates white-collar workers, only little more than a quarter of the people (27.1 %) hold blue-collar jobs. This is a result of the rapid structural change in the economy of North Rhine-Westphalia during the past decades. The picture is quite different for people with a migration background: with 49.1 %, almost every second person is employed in a blue-collar job. Among Turkish employees, the proportion of blue-collar workers is

roughly 65 %, and only little more than a quarter (26.3 %) are white-collar workers. There are also great differences among women: only 17 % of German women in employment, 39.2 % of women with a migration background, but 54.9 % of women with a Turkish passport are employed in blue-collar jobs.

### **North Rhine-Westphalia benefits particularly from the entrepreneurial potential of people with a migration background.**

Immigrants have a high entrepreneurial potential. Every sixth self-employed person in North Rhine-Westphalia (125,000) has a migration background. In the last 20 years, the number of self-employed persons of Turkish descent has more than tripled. Self-employment among immigrants is growing and constitutes an important factor in the national economy. The proportion of self-employed persons among people with a migration background is 8.2 %, that of the overall workforce is 9.6 %. With 10.7 %, the self-employment rate among naturalized persons is even higher. The desire of people to take their careers into their own hands as entrepreneurs often goes hand in hand with their readiness to opt for German citizenship.

### **Naturalized women show a higher self-employment rate than German women.**

The contribution of self-employed women with a migration background is of great significance for the national economy. Out of 125,000 self-employed persons with a migration background in North Rhine-Westphalia, 36,000 are women - that is 28.8 %. The self-employment rate among naturalized women of 7.5 % is even higher than the overall rate for German women (6.6 %). It is remarkable that the self-employment rate of naturalized women who are former Turkish citizens (7.1 %) is substantially higher than that of women with only Turkish citizenship (4.4 %). Naturalized women in particular want to stand "on their own feet" and show above-average entrepreneurial drive.

### **High unemployment among male and female immigrants. Income poverty too often has a migration background.**

With 17.9 %, people with a migration background are hit almost twice as hard by unemployment as the overall workforce (9.9 %). Almost 40 % of the unemployed in North Rhine-Westphalia are people with a migration background. The high unemployment rate is one of the main causes for a significantly higher risk of poverty. While the poverty risk rate among German citizens in North Rhine-Westphalia is 11.3%, 29.6 % of persons with a migration background and as many as 40.4 % of Turkish citizens are threatened with poverty. The lowest rate -10.0 % - is shown by people without a migration background.

### **Great deficit in education and qualification.**

According to the micro census, 4.9 % of all 15-year-old people in North Rhine-Westphalia leave school without having graduated; in absolute figures: 732,000 men and women. People with a migration background constitute less than a quarter of the overall population of North Rhine-Westphalia, but with 474,000 persons two third of all persons without school-leaving qualification. The education deficit among foreign citizens is even more dramatic: they constitute roughly 10 % of the overall population, but with 358,000 persons about half of them without school-leaving qualification.

### **At the same time, many immigrants have reached an above-average school education level.**

Almost every fourth person with a migration background in North Rhine-Westphalia (24.5%) has left school with a higher education entrance qualification. This figure is only marginally below that for the German population (27.0 %). The educational success of naturalized persons is particularly impressive! With 30.3 % of all persons reaching higher education entrance qualification, they show the highest rate of all status groups. This proves that the naturalized population takes a special place in terms of qualification level.

### **Over 25 % of all pupils have a migration background.**

Schools in North Rhine-Westphalia are compounded internationally. With the official school data for 2007/2008, data on migration histories were collected in North Rhine-Westphalia for the first time. 25.1 % of the pupils at public schools have a migration background, the largest proportion of pupils with a migration background, 37.6 %, is found at general secondary schools (Hauptschule), the smallest proportion (13.3 %) at secondary schools (Gymnasium). At intermediate secondary schools (Realschule), the proportion is 26.7 %, at comprehensive schools (Gesamtschule) 33.4 %, at special schools (Förderschule) 26.6 %, and at primary schools (Grundschule) 25.8 %. Altogether, it is imperative that girls indicate significantly better results than boys.

### **Turkish pupils constitute by far the largest foreign group, before Italian pupils.**

Turkish pupils constitute by far the largest foreign group in North Rhine-Westphalian schools. With a total of 162,188, almost every second non-German pupil (49.4 %) is Turkish. They constitute 5.7 % of all pupils in North Rhine-Westphalia. The second largest foreign group are 18,121 Italian children and adolescents, with Greek pupils (10,594) coming third. Almost 34,000 pupils come from Asia, 16,904 from Africa and 2,935 from America.

### **More and more Muslim pupils. The number of undenominational pupils is also on the rise.**

The number of undenominational and Islamic pupils in general-education schools in North Rhine-Westphalia has risen sharply in the last few years. The number of undenominational pupils increased by 65,586 (241,427 in total) between 1996 and 2007. In the school year 2007/08 their proportion was 10.9 %, compared to 8.0 % in 1996. Today, every 10th pupil in North Rhine-Westphalia is undenominational. Over the same period, the number of Islamic children in the schools rose by more than 60,000 to 259,550 in 2007. Their proportion increased from 9.0 % to 11.7 %.

## **Conclusion: more integration requires above all more education!**

One conclusion can be drawn: education is the key to successful integration. Information on the circumstances of people with a migration background show how appropriate and necessary the Federal State Government's approach of fostering systematic language training in early childhood and generally improving the educational system is. This will benefit especially children and adolescents with a migration background. Better educational opportunities are a vital prerequisite for preventing difficulties later on in higher education and training and at the workplace. This issue is consistently and thoroughly addressed by the Federal State Government's Integration Action Plan, and with a clear priority given to education in early childhood and at school.

## **IMPRINT**

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