



Effectiveness measurement of Danish municipalities integration policies from 1999 to 2007

March 2009

Summary

This effectiveness measurement shows which Danish municipalities have taken adequate integration initiatives in offering education to or finding employment for refugees and family reunified persons under the Danish Integration Act during the period 1999 to 2007.

The analysis shows that the municipalities' integration initiatives have become more effective. Thus, refugees and family reunified persons under the Danish Integration Act are finding employment or starting education more quickly than previously. Fifteen percent of refugees or family reunified persons who arrived in 2000 got a job or started education after one year and this figure rose to 29 % concerning those who arrived in 2006. This means that the proportion of refugees and family reunified persons who arrived in 2006 and who got a job or started education after one year has doubled compared to those who arrived in 2000. The progress is also significant when you look at the figures for employment or education after two, three, four, five or six years' residence. This progress is possibly attributable to more efficient integration initiatives.

The purpose of the effectiveness measurements of the municipalities' integration initiatives is to create a basis for exchanging experiences between the municipalities so that the less efficient authorities can learn from the more efficient ones.

Listed in alphabetical order, the ten municipalities that have been the quickest in getting refugees and family reunified persons under the Danish Integration Act into jobs or education in the period analysed are: Billund, Frederikshavn, Halsnæs, Hedensted, Horsens, Høje-Taastrup, Hørsholm, Ishøj, Tårnby and Vallensbæk. Six of these municipalities were also amongst the top ten in the previous analysis from 2007: Billund, Frederikshavn, Halsnæs, Ishøj, Tårnby and Vallensbæk.

The ten slowest municipalities in the period analysed are: Dragør, Frederiksberg, Langeland, Lemvig, Lolland, Nyborg, Odsherred, Skive, Sorø and Tønder (listed in alphabetical order). Compared to the previous measurement six municipalities are once again on the list, these are: Dragør, Lemvig, Lolland, Nyborg, Skive and Tønder. Thus, in both the current and the previous measurement refugees and family reunified persons took the longest to find employment or begin education in these municipalities. There is a difference of 16.5 months between the quickest and the slowest municipality in this measurement.

For the country in general, 47 % of the integration cases ended in employment or education in the period 1999-2007 while every other case was unclosed in the period. There has been a significant

improvement compared to the previous measurement (1999-2004) when only one out of three cases ended in employment or education.

Background

Since the Danish Integration Act came into force in 1999, the municipalities have been responsible for the integration of newly arrived refugees and family reunified persons. The heart of the integration initiatives is the special three-year introductory programme which the municipalities must offer newly arrived refugees and family reunified persons. The purpose of the programme is to provide the newly arrived with better opportunities of finding employment or entering education and to ensure they are able to manage on a par with other citizens in society.

Experience shows that it takes time for the majority of refugees and family reunified persons to find employment or start education. However, the number of refugees and family reunified persons who have found employment or have started education has risen significantly in recent years. The following analysis shows this as well. The reasons for this are thought to be both more focused efforts in the municipalities as well as the positive economic development.

The purpose of the effectiveness measurement of the municipalities' integration initiatives is to create a basis for exchanging experiences amongst the municipalities. Through continuous exchange of experiences it will be possible to streamline integration initiatives.

The effectiveness measurement of the municipalities' integration initiatives is based on how quickly newly arrived refugees and family reunified persons under the Danish Integration Act find employment or start education following their arrival in the municipalities and up to eight years thereafter. Thus, the analysis includes refugees and family reunified persons covered by the Danish Integration Act who arrived in the period 1999 to 2006 and the survey investigates to what extent they have found employment or started education up to and including 2007.

Within the municipalities and the refugees and family reunified persons, there may be preconditions which we have been unable to include in this effectiveness measurement, due to lack of data, for example, which is why the effect measurement does not give definitive answers. However, the measurement offers a far better comparison of the municipalities than simple key figures as it takes into account a number of crucial differences between the municipalities including differences in the characteristics of refugees and family reunified persons. The selected background variables can account for 70 % of the differences between the municipalities' success in finding work for or offering education to refugees and family reunified persons.

The effectiveness measurement is prepared by the Danish Institute of Governmental Research (AKF) on behalf of the Danish Ministry for Immigration, Refugee and Integration Affairs. For a more detailed review of assumptions and model, please refer to AKF's overall analysis "Benchmarkinganalyse af integrationen i kommunerne målt ved udlændinges beskæftigelse 1999-2007" (Benchmark analysis of the integration in the municipalities measured by employment of aliens 1999-2007) which is available from the websites of the Ministry for Immigration, Refugee and Integration Affairs and www.AFK.dk.

Nation-wide development

Table 1 shows the number of integration cases¹ nationwide that have resulted in employment or education for at least six consecutive months nation-wide. The table shows that 40 % of the integration cases resulted in employment of at least six consecutive months while 7 % have ended with standard education of at least six consecutive months. Thus, 47 % of the integration cases ended with employment or education while every second case in the period remained unclosed. The newly arrived who were included at the end of the analysis period may, however, still be involved in an introductory programme.

Table 1: Number of integration cases which have ended with employment or education (at least six months) in the period 1999-2007 for male and female refugees and family reunified persons under the Danish Integration Act.

		Employment	Education	Neither employment nor education	Number of cases
Employment or education for at least six months	Men	49 %	4 %	46 %	18.351
	Women	34 %	8 %	58 %	27.081
	In total	40 %	7 %	53 %	45.432

Source: Benchmark analysis of the integration in the municipalities measured by the aliens' employment 1999-2007, AKF, January 2009.

Compared to the effectiveness measurement from March 2007, nine percentage point more people have - according to this new measurement - found employment or started education before the end of the analysis period. This progress may partly be due to the fact that the analysis period has been extended or attributable to more effective initiatives on the part of the municipalities.

Amongst the cases for male refugees and family reunified men, 49 % ended with employment or education. This is a significant progress compared to the same study in 2007 when 39 % of male refugees and family reunified cases ended up finding employment or starting education. The corresponding proportion amongst female refugees and family reunified women is 34 % which corresponds to a nine percentage points increase compared to the previous measurement. Thus, the overall picture is, as in the other years, that more men than women are employed or in education.

The following table shows the numbers who have found employment or started education for at least six months within the first eight years after being granted residence permit in Denmark without corrections for the different circumstances of the municipalities and new arrivals.

¹ The analysis includes 45.432 cases in the measurement period. Please note, that the number of integration cases does not accurately reflect the number of persons in the analysis as some move to another municipalities before finding employment or starting education and they are therefore included in the analysis with more than one case (about 17 % move from one municipalities to another during the analysis period).

Table 2: The proportion (observed) of refugees and family reunified persons who have found employment or started education of at least six months in the period 1999-2007 divided according to the year of residence permit and number of years after residence permit without correction for different characteristics.

Year of residence permit	Number of years after residence permit							
	1	2	3	4	5	6	7	8
1999	18.7	30.2	39.5	47.2	52.0	56.0	60.0	64.0
2000	15.2	26.4	36.7	43.8	50.4	55.3	60.0	
2001	15.7	26.4	38.0	46.4	53.3	59.5		
2002	17.7	30.6	42.7	52.3	59.9			
2003	18.4	35.0	48.7	59.8				
2004	24.1	41.0	55.5					
2005	25.4	44.0						
2006	29.0							

Source: Benchmark analysis of the integration in the municipalities measured by aliens' employment 1999-2007, AKF, January 2009.

Fifteen percent of refugees and family reunified persons who arrived in 2000 found employment or started education after one year in Denmark and this figure rose to 29 % concerning those who arrived in 2006. This means that the proportion of refugees and family reunified persons who arrived in 2006 and who found employment or started education after one year has doubled compared to those who arrived in 2000.

The proportion of refugees and family reunified persons who arrived in 2000 and who after three years' residence have found employment or started education is 37 % while the corresponding proportion of refugees and family reunified persons who arrived in 2004 is 55.5 %. These calculations are not corrected for the different circumstances of the municipalities and the new arrivals. To take into account the different circumstances and thus the economic developments as well as any change in the composition of new arrivals it is necessary to calculate the *expected probability* that they would have found employment or started education within a given number of years after residence permit based on the statistic model. The model predicts the typical probability from a number of background factors. If you detract the observed proportions (calculated as probability) from the expected probability, table 3 shows whether persons under the Danish Integration Act have found employment or started education more quickly or more slowly than the model predicts.

Table 3: Development in the probability of employment or education for at least six months in the period 1999-2007 divided on the year of residence permit and number of years after residence permit corrected for different characteristics.

Year of residence permit	Number of years after residence permit							
	1	2	3	4	5	6	7	8
1999	-1.2	-2.8	-4.6	-4.5	-4.8	-4.2	-2.2	0.0
2000	-2.8	-3.6	-3.8	-4.1	-2.5	-1.0	1.8	
2001	-1.8	-3.0	-1.8	-0.7	1.2	4.1		
2002	-0.5	0.2	1.7	3.9	6.4			
2003	1.2	5.8	8.8	12.3				
2004	5.2	9.1	12.1					
2005	5.2	10.0						
2006	7.1							

Source: Benchmark analysis of the integration in the municipalities measured by aliens' employment 1999-2007, AKF, January 2009.

The table shows that the probability of finding employment or starting an education for those persons who arrived in 1999 is less than expected for all the years. After one year the probability is -1.2 percentage point lower than expected, after three years -4.6 percentage points and after seven years -2.2 percentage points lower than expected. This means that in general those who arrived in 1999 are slower than expected at finding employment or starting education based on the characteristics of the municipalities and the new arrivals.

There is a shift for persons arriving in 2002 and after, as after two to three years in Denmark they find employment or start education more quickly than predicted by the model. Persons who arrived in 2002 are 1.7 percentage points more likely than expected to be employed or in education after three years in Denmark and after five years in Denmark this figure raises to 6.4 percentage points.

In 2006, the likelihood of being employed or in education after just one year in Denmark is 7.1 percentage points higher than expected.

Please note that the falling unemployment from 2004 and beyond may have affected the results somewhat even though we have attempted to correct for this in the model (by allowing for the development in unemployment). Furthermore, changes to the composition of new arrivals may also have a certain influence despite the model correcting for this. In general, the results in table 3 does show a positive development and indicate that persons under the Danish Integration Act today find employment or start education more quickly than before.

The results of the municipalities for all new arrivals under the Danish Integration Act

The municipalities are ranked according to how successful their integration initiatives are by measuring how quickly refugees and family reunified persons under the Danish Integration Act find employment or begin education. As far as possible we have taken into account the different conditions facing the municipalities both regarding the local labour relations within the municipalities and the characteristics of refugees and family reunified persons (e.g. country of origin, health, gender and age). A more detailed description of the method behind the measurement can be found on page 10 and the remaining pages or in AKF's background report.

The results of the municipalities are presented in five categories: very good, good, average, poor, very poor. These five categories group those municipalities which are ranked close to each other. Furthermore, in the two most extreme categories (very good and very poor) you can see which municipalities stand out at both ends of the scale. This presents the ten municipalities which are placed at the top and bottom respectively in the effectiveness measurement. Table 4 below shows the ranking of the municipalities in five categories based on the calculated effectiveness measures.

Table 4: Ranking of Danish municipalities with at least 80 refugees and family reunified persons in five categories, in alphabetical order and compared to how good the municipalities are at getting new arrivals under the Danish Integration Act into employment or education in the period 1999-2007.

Very good	Good	Average	Poor	Very poor
Allerød	Albertslund	Brøndby	Assens	Dragør*
Ballerup	Bornholm	Fredensborg	Bogense	Faxe
Billund*	Faaborg-Midtfyn	Gladsaxe	Brønderslev-Dronninglund	Frederiksberg*
Egedal	Glostrup	Helsingør	Esbjerg	Haderslev
Frederikshavn*	Gribskov	Herning	Favrskov	Langeland*
Frederikssund	Guldborgsund	Holstebro	Fredericia	Lemvig*
Greve	Herlev	Hvidovre	Furesø	Lolland*
Halsnæs*	Kerteminde	Ikast-Brande	Gentofte	Lyngby-Taarbæk
Hedensted*	Middelfart	Kalundborg	Holbæk	Mariagerfjord
Hillerød	Odder	København	Kolding	Nyborg*
Hjørring	Ringsted	Køge	Lejre	Odsherred*
Horsens*	Roskilde	Næstved	Morsø	Ringkøbing-Skjern
Høje-Taastrup*	Rudersdal	Rebild	Norrdjurs	Skive*
Hørsholm*	Rødovre	Stevns	Odense	Sorø*
Ishøj*	Silkeborg	Struer	Randers	Svendborg
Jammerbugt	Slagelse	Varde	Solrød	Tønder*
Skanderborg	Sønderborg	Vesthimmerland	Syddjurs	Viborg
Tårnby*	Vejen	Vordingborg	Thisted	Århus
Vallensbæk*	Vejle	Åbenrå	Ålborg	

Source: Benchmark analysis of the integration in the municipalities measured by aliens' employment 1999-2007, AKF, January 2009.
* marks the ten quickest and the ten slowest municipalities in the categories very good and very poor.

The ten municipalities in the category "very good" which are marked with an asterisk (*) are those which did best in the period analysed. Listed in alphabetical order they are: Billund, Frederikshavn, Halsnæs, Hedensted, Horsens, Høje-Taastrup, Hørsholm, Ishøj, Tårnby and Vallensbæk. In these municipalities, refugees and family reunified persons under the Danish Integration Act were the quickest to find employment or start education. Six of these municipalities were also marked amongst the ten best in the previous measurement from 2007 (see Appendix 1). These were Billund, Frederikshavn, Halsnæs, Ishøj, Tårnby and Vallensbæk.

In the category "very poor" ten municipalities have also been marked with an asterisk (*) because they have fared the worst in the period analysed. These are: Dragør, Frederiksberg, Langeland, Lemvig, Lolland, Nyborg, Odsherred, Skive, Sorø and Tønder (in alphabetical order). Compared to the latest measurement (see Appendix 1), six municipalities are the same as before, these are: Dragør, Lemvig, Lolland, Nyborg, Skive and Tønder. Thus, both in this and the previous measurement refugees and family reunified persons took the longest to find employment or start education in these municipalities.

On average, on a nationwide basis, it takes 45 months before refugees and family reunified persons find employment or start education for at least six months. In the fastest municipalities it takes 9.4 months less than expected and in the slowest municipalities 7.1 months longer than expected before refugees and family reunified persons have found employment or started education. That means there is a difference of 16.5 months between the fastest and the slowest municipalities².

² However, these durations are calculated based on the restricted average duration of up to six years. This means that the differences between the municipalities would actually be greater if you looked at a longer period because some cases do not close in the six years. However, the municipalities' relative ranking compared to each other would remain the same.

Compared to the previous measurement which included the period 1999-2004 (see Appendix 1), 14 municipalities have advanced one category and seven municipalities have advanced two categories. Herning, Jammerbugt, Odder, Rebild, Rudersdal and Vejen municipalities are the ones which have advanced two categories. The municipality of Gribskov has advanced three categories (from very poor to good). The positive development may be due to these municipalities taking especially effective initiatives in recent years. In contrast, 19 municipalities have moved one category down, five have moved two categories down and two municipalities (Furesø and Morsø) have moved three categories down. Both Furesø and Morsø municipalities have moved from the "very good" to the "poor" category. Thus, these municipalities need to take a closer look at how their initiatives have changed from 2004 to 2007 and what the reasons for this development may be.

Please note that the effectiveness measurement measures the municipalities' integration success throughout the whole period from 1999 to 2007. In other words, those municipalities which have changed their initiatives significantly at the end of the period will probably not see the results in the effectiveness measurement before in the long term.

The results of the municipalities for introductory allowance beneficiaries

A partial analysis has also been carried out of refugees and family reunified persons under the Danish Integration Act who receive introductory allowance. The municipalities are responsible for offering this target group in particular an introductory programme which will ensure that the individuals become self-supporting through employment as soon as possible. The analysis method used for this target group is the same as in the previous analysis where the duration from residence permit until the new arrivals find employment or starts education is assessed. Again, the analysis is corrected for the characteristics of the individuals and the different conditions of the municipalities. Table 5 shows the results ranked into five categories.

Table 5: Ranking of Danish municipalities with at least 80 refugees and family reunified persons in five categories, in alphabetical order and compared to how good the new arrivals under the Danish Integration Act on introductory allowance are at finding employment or starting education in the municipalities in the period 1999-2007.

Very good	Good	Average	Poor	Very poor
Allerød	Albertslund	Bogense	Assens	Brøndby*
Ballerup	Faaborg-Midtfyn	Fredensborg	Brønderslev-Dronninglund	Frederiksberg
Billund*	Glostrup	Helsingør	Esbjerg	Furesø*
Bornholm	Greve	Hillerød	Favrskov	Gladsaxe*
Egedal*	Gribskov	Hjørring	Faxe	Lejre
Frederikshavn	Guldborgsund	Hvidovre	Fredericia	Lemvig*
Frederikssund*	Herning	Ikast-Brande	Gentofte	Lolland*
Halsnæs*	Jammerbugt	Kalundborg	Haderslev	Lyngby-Taarbæk*
Hedensted*	Kolding	Køge	Holbæk	Mariagerfjord
Horsens*	Odder	Næstved	Holstebro	Morsø
Høje-Taastrup*	Roskilde	Rebild	København	Nyborg*
Hørsholm*	Rudersdal	Ringsted	Norddjurs	Odsherred*
Ishøj*	Rødovre	Solrød	Odense	Ringkøbing-Skjern
Kerteminde*	Silkeborg	Stevns	Randers	Skive*
Middelfart	Slagelse	Tårnby	Sorø	Svendborg
Skanderborg	Struer	Vejle	Thisted	Syddjurs
Sønderborg	Varde	Vesthimmerland	Viborg	Tønder*
Åbenrå	Vejen	Ålborg	Vordingborg	Århus

Source: Benchmark analysis of the integration in the municipalities measured by aliens' employment 1999-2007, AKF, January 2009.

* marks the ten fastest and the ten slowest municipalities in the categories very good and very poor.

The following ten municipalities where refugees and family reunified persons who are receiving introductory allowance find employment or start education the quickest are in alphabetical order (marked by asterisk*): Billund, Egedal, Frederikssund, Halsnæs, Hedensted, Horsens, Høje-Taastrup, Hørsholm, Ishøj and Kerteminde.

The ten municipalities, however, marked by an asterisk in "very poor" category are those where refugees and family reunified persons took the longest to find employment or start education in the period 1999-2007. These are the municipalities of Brøndby, Furesø, Gladsaxe, Lemvig, Lolland, Lyngby-Taarbæk, Nyborg, Odsherred, Skive and Tønder.

On average, on a nationwide basis, it takes 52.5 months before refugees and family reunified persons on introductory allowance following their arrival find employment or start education. In the fastest municipality this happens 11.5 months faster than expected while the slowest municipality is 5.3 months slower than expected. Thus there is a difference of 16.7 months³ between the fastest and the slowest municipality.

2007 saw the publication of an effectiveness measurement of how quickly introductory allowance beneficiaries became self-supporting or started education. This new measurement differs from the previous one in that the measurement now focuses on employment and not self-support. Previously, self-support might have included persons who were supported by their spouses, for example. In this analysis the introductory allowance beneficiaries must be employed for six consecutive months before they are viewed as successful.

Using the effectiveness measurement

The effectiveness measurement does not provide any definitive answers as to which municipalities are the best/poorest at integrating refugees and family reunified persons under the Danish Integration Act as conditions may exist within the municipalities and the refugees and family reunified persons which cannot be included in this survey. This may be the immigrants' educational background, work experience from their native country as well as how motivated they are in finding employment or starting education. However, the measurement offers a far better comparison of the municipalities than simple key figures as it takes into account a number of crucial differences between the municipalities, including local labour relations and differences in the characteristics of refugees and family reunified persons.

The analysis is especially useful for creating exchanges of experiences between the municipalities so that those municipalities which according to the analysis are less efficient can learn from the more efficient ones. By focusing on what the efficient municipalities do differently in their efforts it is possible for all municipalities to become better at implementing their daily integration initiatives. Thus, the Ministry for Immigration, Refugee and Integration Affairs will encourage the municipalities to a greater exchange of experiences regarding the planning and implementation of the integration initiatives.

Previous surveys of the municipalities' integration initiatives suggest several circumstances which have a significant impact on the effect of the initiatives⁴. Organisation and prioritisation of the

³ However, these durations are calculated based on the restricted average duration of up to six years. This means that the differences between the municipalities would actually be greater if you looked at a longer period because some cases do not close in the six years. However, the municipalities' relative ranking compared to each other would remain the same.

⁴ See for instance Hansen et al. (2006): "Flygtninge og familiesammenførtes integration på arbejdsmarkedet - har kommunernes integrationsindsats betydning for integrationen?" (Integration of refugees and family reunified persons in the labour market - are the municipalities' integration initiatives important to the integration?) FOKUS, as well as Rambøll Management (2005): "Integration i udvikling" (Developing integration).

integration area are, for example, crucial. It would appear that those municipalities that have been successful in their integration initiatives have often had a specialised organisation exclusively devoted to working with this target group. The political prioritisation of the integration area is also crucial, for example, in terms of clear policy aims for the integration initiatives. In other words, these are circumstances which the municipalities are able to influence themselves.

Strengthened knowledge distribution

The Ministry for Immigration, Refugees and Integration Affairs are currently strengthening the knowledge distribution within the integration area. As part of the "Satspulje agreement" for 2008, a total DKK 13 million has been earmarked to implementing a number of initiatives which should ensure pro-active knowledge distribution within the integration area.

Among other initiatives, an accessible knowledge website will be created to provide the players with an overview of the existing knowledge within the integration area, and binding network co-operation is to be established between knowledge centres and players. An independent steering group has been created, tasked with bringing knowledge about integration closer to the players. At the same time, the steering group will assist in communicating the existing knowledge, both practical as well as more theoretical, to the players in a relevant and accessible format. The steering group which will consist of nine representatives from knowledge centres and players with practical as well as research experience from the integration area is served by the secretariat of the Ministry for Immigration, Refugee and Integration Affairs.

The first task of the steering group is to establish a number of interdisciplinary networks and a knowledge portal about integration. The further work will be based on the networks focusing on interdisciplinary co-operation - also across municipal sectors - and the networks focusing on specific challenges and topical themes. To begin with, work will continue on establishing networks for "The exposed families - an interdisciplinary effort" as well as "Reception of refugees".

Furthermore, a new network will be established focusing on "Effectiveness measurement and performance management" between the players within the integration area. This will ensure knowledge sharing and experience exchange vis-à-vis the preparation and use of effectiveness measurements as well as performance management/result-based management, which will also contribute to making the efforts more effective.

Learn more about the positive experiences of the integration initiatives

In the Ministry for Immigration, Refugee and Integration Affairs the consultancy Integration Service has special knowledge about the municipal integration initiatives in practice. The Integration Service collects and communicates experiences from municipalities, companies, educational establishments etc. particularly within the areas of employment and education.

The Integration Service is a consultancy service open to all municipalities. The co-operation with the municipalities is based on the municipalities' varying need for consulting services of varying degree and on the different levels within the municipal administrations.

Fact box 1: Integration Service (ITS)

ITS assists the municipalities in strengthening their integration initiatives through:

- **Service desk:** Telephone and email advice, setting up contacts, sending out materials etc.
- **Individual municipality service:** Consultancy visits and co-operation programmes with the municipality
- **Interdisciplinary municipality service:** Knowledge bazaars, series of seminars and theme activities
- **Network activity:** Experience exchange and knowledge distribution across municipalities
- **Co-operation and development projects:** Consultancy services to pool-supported projects
- **Publications:** Method leaflets, booklets, website etc.

ITS has established itself as a single entry point for the municipalities so that each of the consultants is the direct entry for the municipalities. The geographical distribution of contacts as well as contact information can be found on the website.

Link: www.nyidanmark.dk/integrationservice

The Integration Service furthers the good efforts from 2008 by prioritising the pro-active contact, thematised communication of good practice, increased network co-operation as well as close involvement of the municipalities in new development partnerships with other players. Increasingly, the Integration Service assists municipalities in supporting the overall coordination and organisation of their integration initiatives across local administrations, departments and institutions.

Read more about the Integration Service on the website of the Ministry for Immigration, Refugee and Integration Affairs or contact the consultants directly.

The method behind the effectiveness measurement

This effectiveness measurement is a further development and update of previous effectiveness measurements. Thus, effectiveness measurements have been published in 2004, 2005, 2006 and 2007. The same base model is used in the analysis as in previous analyses, namely a so-called duration analysis model. An outline of the data basis of the effectiveness measurement can be seen in fact box 2.

When calculating the base model, all municipalities in Denmark are included but the grouping of municipalities where refugees and family reunified persons find employment or start education the fastest includes only those municipalities with more than 80 refugees and family reunified persons under the Danish Integration Act. This means that 94 of the country's 98 municipalities are included in the ranking. The reason for this limitation is that the calculation of the effectiveness measure is associated with particularly high uncertainty in the case of municipalities with very few immigrants.

This analysis focuses solely on the new structure of the municipalities⁵. This means that to a great extent the results for municipalities which have merged from several old municipalities should be seen as weighted averages of the old municipalities' results.

⁵ As of 1st January 2007 275 municipalities were merged into 98 new municipalities.

A refugee or family reunified person who moves from one municipality to another before he/she finds work or starts education figures in the analysis as a case for each municipality until he/she finds employment or starts education. That means that the time the individual has resided in each municipality is taken into account. About 17 % move during the period analysed.

Fact box 2: Outline of the basis for the effectiveness measurement	
Success criterion	Employment or ordinary education for at least six months in the period 1999-2007. Standard education includes education entitled to student grants.
Number of integration cases	Contains 45,432 cases of newly arrived refugees and family reunified persons under the Danish Integration Act who were granted a residence permit in the period 1999-2006.
Municipal characteristics	<ul style="list-style-type: none"> • local unemployment percentage (in the commuter area) • number of jobs in the commuter area in proportion to the population of employable age
Characteristics of the refugees and family reunified persons	<ul style="list-style-type: none"> • gender • basis for residence • country of origin • age • if they are single or have a partner as well as any such partner's origin • children • year of residence permit • health • which level in the introductory Danish course the person has been placed in • if the person is a quota refugee or has a humanitarian residence permit • if they have lived in other municipalities before the current municipality of residence and, if so, for how long • if they have previously resided in Denmark • number of health insurance allowances in the year of residence permit
Data basis	AKF's research database based on registers in Statistics Denmark, the Ministry of Employment's DREAM register and data from the Immigration Agency and the Ministry for Immigration, Refugee and Integration Affairs.

The method for calculating the effectiveness measure is described in fact box 3 below. The effectiveness measure is used for grouping those municipalities which form part of the analysis. The groupings can be seen in tables 4 and 5.

Fact box 3: Description of the effectiveness measure
<p><i>The effectiveness measure</i> of a municipality's integration initiatives is calculated by first measuring the average <i>observed</i> duration from the issuing of a residence permit until refugees and family reunified persons included in the analysis find employment or start education. In order to compare - or benchmark - the municipality' integration success, the next step is to calculate the average <i>expected</i> duration. That means how quickly a new arrival is expected to find employment or start education in the municipality in question after having been granted a residence permit in Denmark. This calculation takes into account the individual municipality's general circumstances as well as the different characteristics of refugees and family reunified persons, cf. fact box 2.</p> <p>The effectiveness measure corresponds to the difference between the average observed duration and the average expected</p>

duration.

If the average observed duration is less than the average expected duration it means that it takes less time than expected (given the stated characteristics) before refugees and family reunified persons find employment or begin ordinary education for the first time. In this case the effectiveness measure will be negative which means that the municipality is successful in its integration of refugees and family reunified persons according to the effectiveness measure. Conversely, an effectiveness measure with a positive value means that it takes longer than average before refugees and family reunified persons find employment or begin standard education in the municipality in question.

For technical reasons, the effectiveness measure is based on an average (observed and expected) duration of *up to six years*. That means that the average duration in each municipality can be no more than six years. This restriction is key to the durations included in the effectiveness measurement as cases which are open after six years count as unclosed (that is to say did not find employment or start education) even though they may have ended subsequently. Thus, the calculation of the duration can be used to rank the municipalities but not to provide precise information about how long it actually takes for refugees and family reunified persons to find employment or start education.

The method used takes into account that the municipalities have a different basis for the integration of refugees and family reunified persons and that refugees and family reunified persons have a different basis for being integrated, cf. fact box 2. The selected background variables can explain 70 % of the differences in how successful the municipalities are at getting the refugees and family reunified persons to find employment or start education. Thus, if we correct for these variables, we can better compare the municipalities' integration initiatives. For a more detailed review of the method, please refer to AKF's previous reports on the effectiveness measurement which are available on both the website of the Ministry for Immigration, Refugee and Integration Affairs as well as AKF's website (www.akf.dk).

Appendix 1: Municipalities ranking in the effectiveness measurement of the Ministry for Immigration, Refugee and Integration Affairs from 2007 and 2009 which measure the employment or education of aliens.

Overview of the municipalities' ranking in the effectiveness measurement of the Ministry for Immigration, Refugee and Integration Affairs from 2007 and 2009 which measure the employment or education of aliens.		
Municipality	Ranking in 2007 analysis (1999-2004)	Ranking in 2009 analysis (1999-2007)
Albertslund	Good	Good
Allerød	Very good	Very good
Assens	Poor	Poor
Ballerup	Very good	Very good
Billund	Very good* ^{Top}	Very good* ^{Top}
Bogense	Poor	Poor
Bornholm	Poor	Good
Brøndby	Average	Average
Brønderslev-Dronninglund	Poor	Poor
Dragør	Very poor* ^{Bottom}	Very poor* ^{Bottom}
Egedal	Very good	Very good
Esbjerg	Average	Poor
Faaborg-Midtfyn	Average	Good
Favrskov	Average	Poor
Faxe	Poor	Very poor
Fredensborg	Poor	Average
Fredericia	Poor	Poor
Frederiksberg	Poor	Very poor* ^{Bottom}
Frederikshavn	Very good* ^{Top}	Very good* ^{Top}
Frederikssund	Very good	Very good
Furesø	Very good* ^{Top}	Poor
Gentofte	Average	Poor
Gladsaxe	Poor	Average
Glostrup	Good* ^{Top}	Good
Greve	Good	Very good
Gribskov	Very poor	Good
Guldborgsund	Good	Good
Haderslev	Very poor	Very poor
Halsnæs	Very good* ^{Top}	Very good* ^{Top}
Hedensted	Good	Very good* ^{Top}
Helsingør	Good	Average
Herlev	Very good* ^{Top}	Good
Herning	Very poor	Average
Hillerød	Good	Very good
Hjørring	Very good	Very good
Holbæk	Good	Poor
Holstebro	Very poor* ^{Bottom}	Average
Horsens	Very good	Very good* ^{Top}
Hvidovre	Average	Average
Høje Taastrup	Good	Very good* ^{Top}
Hørsholm	Good	Very good* ^{Top}
Ikast-Brande	Average	Average
Ishøj	Very good* ^{Top}	Very good* ^{Top}
Jammerbugt	Average	Very good
Kalundborg	Good	Average
Kerteminde	Very good* ^{Top}	Good
Kolding	Good	Poor
København	Good	Average

Municipality	Ranking in 2007 analysis (1999-2004)	Ranking in 2009 analysis (1999-2007)
Køge	Average	Average
Langeland	-	Very poor*Bottom
Lejre	Poor	Poor
Lemvig	Very poor*Bottom	Very poor*Bottom
Lolland	Very poor*Bottom	Very poor*Bottom
Lyngby-Tårnby	Very poor	Very poor
Mariagerfjord	Very poor*Bottom	Very poor
Middelfart	Average	Good
Morsø	Very good	Poor
Norddjurs	Average	Poor
Nyborg	Very poor*Bottom	Very poor*Bottom
Næstved	Poor	Average
Odder	Poor	Good
Odense	Average	Poor
Odsherred	Average	Very poor*Bottom
Randers	Poor	Poor
Rebild	Very poor	Average
Ringkøbing-Skjern	Very poor	Very poor
Ringsted	Good	Good
Roskilde	Good	Good
Rudersdal	Poor	Good
Rødovre	Very good*Top	Good
Silkeborg	Very good	Good
Skanderborg	Good	Very good
Skive	Very poor*Bottom	Very poor*Bottom
Slagelse	Good	Good
Solrød	Average	Poor
Sorø	Poor	Very poor*Bottom
Stevns	Very good	Average
Struer	Very poor*Bottom	Average
Svendborg	Very poor	Very poor
Syddjurs	Average	Poor
Sønderborg	Average	Good
Thisted	Very poor	Poor
Tønder	Very poor*Bottom	Very poor*Bottom
Tårnby	Very good*Top	Very good*Top
Vallensbæk	Very good*Top	Very good*Top
Varde	Average	Average
Vejle	Good	Good
Vejen	Poor	Good
Vesthimmerlands	Poor	Average
Viborg	Poor	Very poor
Vordingborg	Very good	Average
Åbenrå	Average	Average
Ålborg	Average	Poor
Århus	Very poor*Bottom	Very poor
Number of municipalities	93 municipalities	94 municipalities

* marks the ten fastest and the ten slowest municipalities in the categories very good and very poor.

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