Country Report Germany

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A. Key institutions involved in data collection

The Federal Statistical Office (Statistisches Bundesamt, DESTATIS) is responsible for the compilation and publication of official population statistics, but most official data are collected at the local level based on local administrative population registers. After being passed to the regional level, the data is aggregated, processed and stored at the regional statistical offices (Statistische Landesämter). At the regional level of each federal state (Land), information is often only available as aggregated counts.

The following data sources are most significant in the field of migration and integration.¹

Local population registers
The official population data are collected by approx. 5,300 municipal population registers (kommunale Melderegister). In some federal states (Länder), namely Bremen, Hamburg, Berlin and Rhineland Palatinate, these registers are centralised. In Länder without such a centralised population register, microdata are passed on from the local level to the statistical offices of the Länder, which collate the data at the level of each Land. For statistical purposes, DESTATIS compiles aggregated population data at national level based on data received from each Land and publishes the results on a regular basis. A centralised population register is planned to be implemented by 2011.² By establishing a complementary nationwide data storage, which will be accessible via online-services, the quality and topicality of data shall be improved.³

The administrative local population registers cover all residents registered in the area of a certain local population register unit. Non-nationals and nationals are both obliged to register within a week of entry to the country or in the event of a change of their main place of residence. Besides variables on the last and current place of residence, information on the day of moving-in, date and place of birth, nationality, religion (“catholic, protestant or other”), sex, marital status, and ID card or passport number is recorded.⁴ As the administrative data contain an identification code for each person, links to marital status data and to naturalisation files are possible. In the former case, data on natural population movements (births, deaths and marriages), which are initially recorded in the local civil registers where the event takes place, are transferred to the respective municipal population register. In the latter case, naturalisations are notified to the local population registers by local naturalisation authorities or the Federal Administrative Office (Bundesverwaltungsamt, BVA). The identification of household and family units is practically impossible in the local population registers. Households are not recorded as such as there is no link between dwellings and their registered inhabitants while only underage children are linked to their parents by a common number until they turn 18. Administrative data exchanges between different municipal registers take place whenever changes of main or second place of residence occur. The identification code is, however, in most cases not transmitted between different local population registers.⁵

¹ A list of key datasets on migration and integration is presented in the annex (table 1).
² The centralised register is supposed to complement the existing local and regional population registers. In preparation of the nation-wide population register, some Länder (e.g. Bavaria) have already started to systematically transfer the information contained in the local registers to regional centralised data storages.
³ This does not refer to the population registers which are centralized at the regional level of each Land.
Therefore, tracking of person-based data is extremely limited. As data storage within the population registers is committed to specific purposes, the information is also deleted in the respective register in the event of relocation or death. With regard to the planned central population register, the introduction of a unified cross-departmental identification code has already been precluded.

Nationals and non-nationals are obliged to (de)register in cases of a change of residence across national borders. Based on the registration and deregistration forms processed by the local population registers, movements of people entering and leaving the country are counted and considered as international migrations. This data is collected at the statistical offices of each Land and compiled at national level as a responsibility of DESTATIS. Basic data are published on a monthly basis, supplemented by a more detailed annual publication. The latter encompasses the categories of citizenship, country of origin, destination, age and sex. The variable ‘place of birth’ is not transferred from the local to the regional level and therefore not included in the aggregated migration statistics. These statistics derive exclusively from the administrative (de)registration procedures; they refer to cases, not to persons as such, which limits the accuracy of these statistics due to the fact that persons may relocate several times during one year and hence are counted as several cases. Another aspect that reduces the quality of these statistics is that they are based on registration and deregistration of the individual person. Against the background of the presumably high number of cases of non-deregistration upon emigration, the figures overestimate the number of actual migrants (BMI/BAMF 2007: 12-13). Another insufficiency derives from a lack of information on the duration of stay. An inherent shortcoming of statistics on migration flow, based on such a registration and documentation systems, is that they fail – by nature – to provide any information on irregular and thus undocumented migration.

Central Register of Aliens

Another important official data source of non-nationals is the Central Register of Aliens (Auskänderzentralregister, AZR), which is (since 2005) the responsibility of the Federal Office for Migration and Refugees (Bundesamt für Migration und Flüchtlinge, BAMF). The register-based data are processed by the Federal Administrative Office (Bundesverwaltungsamt, BVA) on behalf of the BAMF. By storing and transferring the information on foreigners in Germany, the BAMF supports various administrative bodies in the implementation of legal regulations on foreigners and asylum seekers (Central Register of Aliens Law, AZRG, Sec.1 (2)). Based on the information in the AZR, the BAMF publishes annual national statistics on residence permits in the form of stock 7 broken down by, amongst others, country of citizenship (Staatsangehörigkeit), country of birth and duration of stay.8

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6 The AZR was introduced in 1953.
7 The data are available daily on request. Flow data are not published though they could theoretically be generated due to consistent AZR numbers since 2005. Prior to 2005, statistics on the purpose of stay could not be generated on the basis of the AZR.
8 The compliance of the data storage and processing in the AZR was challenged by an Austrian citizen who felt discriminated against on the grounds of nationality due to the storage and processing of his personal data in the AZR. The European Court of Justice held on 16 December 2008 (Germany vs. Huber, Ref.: C-524-06) that Germany's AZR practice does not satisfy the requirement of necessity laid down by Article 7 (e) of Directive 95/46/EC due to the fact that it does not only process those personal data necessary for the application of the national residence legislation. It remains open for the time being how the German legislator will respond to this ruling and how the relevant legislation and/or practices will be amended accordingly.
The AZR comprises a general database and a visa database. The general database encompasses information on foreigners whose stay in Germany exceeds three months, including EU nationals, refugees and asylum seekers; German citizens with multiple citizenship are not included. Entries in the general database are based on notifications of the local immigration authorities (Ausländerbehörde). These immigration authorities acquire the information directly from foreigners, who are obliged to register at the immigrant authorities upon entry to the country, as well as from other administrative authorities (e.g. border control authorities, local population registers). Data between local population registers and the AZR are exchanged so that deregistration from the local registers leads to deregistration in the AZR. Due to inconsistencies regarding the (de-)registration procedures (e.g. assumedly high number of foreigners who leave the country without deregistering from the local population registers), the figures in the AZR are higher than the actual number of foreigners legally residing in Germany, which became apparent through the update and re-adjustment of the AZR, carried out by the BVA between 2000 and 2004.

Information is collected on issues of registration, name(s), place and date of birth, citizenship(s), marital status, identity documents, last place of residence in the country of origin, immigration and emigration, legal status and administrative acts such as expulsions, residence bans and deportations. There are optional questions on religious affiliation and the citizenship of the spouse/life partner.

Upon entry in the AZR, an identification number is assigned to each registered person. According to the Immigration Act (2005), this AZR number is kept, and existing records are not overwritten in the event of changes so that this historical information is maintained (Bilger & Kraler 2006: 417). The AZR is not publicly accessible; it serves as the main basis for the compilation of various statistics on non-national residence, published on a regular basis, for instance, by DESTATIS.

The visa database as part of the AZR contains information on all visa applicants. This includes variables such as the applicant’s passport number as well as the type of visa and issue of application. The database maintained at the BAMF is updated by the German consulates abroad and therefore also covers visa applications from abroad.

**Database on asylum seekers**

At the BAMF, data on all asylum applicants are registered, based on the information provided by its regional offices, and kept in the database “Migration, Asylum. Reintegration and Integration System” (Migration, Asyl, Rückkehrförderung, Integration und Sicherheit, MARiS), operational since 2003. MARiS contains meta-information and all kinds of documents related to each application procedure and outcome, including the applicant’s sex, country of origin and, in some cases, ethnic origin (the latter since 1995). An identification number is assigned to each applicant. With this number, historical information of each applicant is kept, and, thus, longitudinal data analysis

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9 An AZR file is deleted, for instance, if a person de-registers at the local authorities due to emigration, if the foreigner becomes a German citizen or if the authorities delete the file themselves due to the assumption that the person has moved away.

10 It has to be mentioned that the Federal Foreign Office (Auswärtiges Amt, AA) as the institution responsible for visa decisions maintains its own visa database. This second database is kept separately without linkage to the AZR. Data in the BAMF visa database do not correspond with data collected at the Ministry for Foreign Affairs.
would be, in theory, possible.\textsuperscript{11} Files are deleted ten years after the final decision on the asylum application and in case of naturalisation. The MARiS database system is accessible only for employees of the BAMF.\textsuperscript{12} Aggregated statistics on asylum procedures are published on a monthly basis by the BAMF. More detailed statistical information (e.g. on ethnic origin, type of persecution due to which the asylum status was granted) are provided within the annual Migration Report. Furthermore, statistics on the number of revocations of asylum recognitions (differentiated by previous asylum status and nationality) are made available on a regular basis.

**Data on naturalisations / Naturalisation statistics**

Data on naturalisations are collected by the local naturalisation authorities who process the applications from residents in the respective administration units. In the event of successful application, these local authorities notify the municipal population register on the change of citizenship. Each naturalisation (case) and the previous nationality recorded by the local offices are transmitted to the statistical offices of the \textit{Länder} which collect the data and send it to DESTATIS. DESTATIS publishes annually nationwide figures of naturalisations broken down by previous nationality and legal basis of the naturalisation. Applications for naturalisation from abroad are directly and centralised processed by the Federal Administrative Office (BVA).

In the event of naturalisation, the file of the naturalised citizen is deleted in the AZR and, if applicable, in the MARiS database.

The BVA publishes statistics on registrations and applications of ethnic German migrants (\textit{Spätaussiedler}): persons who are German in the sense of Article 116 of German Basic Law are entitled to German citizenship. Their applications are processed at the BVA. The relevance of the resulting statistics on ethnic German migrants has to be seen in the context that official stock data on this sub-group of immigrants are very limited.\textsuperscript{13}

**Microcensus**

A statistical key data source on the situation of migrants in Germany is the Microcensus, which is part of the official statistics. It is the most comprehensive longitudinal survey in Germany in terms of sample size and scope of topics. Since 1957, it has been conducted annually by DESTATIS and covers one percent of all households in Germany (approx. 820,000 individuals). Thematically, it focuses mainly on occupation and qualification (employment/education), labour markets, and household and family structures. Additional questions on topics, such as housing conditions and health, are included every four year. Since 2005, the Microcensus has differentiated not only by nationality, but has also applied a complex differentiation by migration background

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\textsuperscript{11} Theoretically, data in the MARiS database could be linked with data collected in the general database of the AZR, as the AZR numbers are contained in both databases. Due to data protection reasons, this is, however, not possible.

\textsuperscript{12} Besides the administrative MARiS database, a separate database, called “Intelligent Data Evaluation” (\textit{Intelligente Datenevaluation}, IDE) exists for statistical and technical purposes. IDE is linked to MARiS and updated on a daily basis. Due to data protection reasons, IDE can also only be accessed by the BAMF. Special data processions are implemented on request.

\textsuperscript{13} Beside the statistics produced by the BVA, ethnic German migrants can only be identified in (mostly internal) employment statistics and only for the period of five years subsequent to the acquisition of German citizenship.
which makes use of a combination of the criteria nationality, personal migration experience and naturalisation.\textsuperscript{14}

**Non-official survey-based microdata**

As access to most administrative data is restricted for external users and results are often only available as aggregated results, surveys are considered an important data source. A variety of panel surveys have been established in Germany since the early 1980s. These surveys cover topics that are of particular importance for analysing integration processes, but are not sufficiently covered by official statistics.

The **German Socio-Economic Panel** (*Sozio-ökonomisches Panel, SOEP*), conducted by the German Institute for Economic Research (*Deutsches Institut für Wirtschaftsforschung, DIW*)\textsuperscript{15}, and the bi-annual German General Social Survey (*Allgemeine Bevölkerungsumfrage der Sozialwissenschaften, ALLBUS*), conducted (since 1980) by the ZUMA (*Zentrum für Methoden, Umfragen und Analysen*) have been established as two of the most important surveys which provide microdata for scientific research projects on a regular basis. Both surveys do not only collect data on objective living conditions, but also on the attitudes of migrants and the receiving society. The SOEP is a multi-topic representative panel survey of private households which has been conducted annually since 1984; a supplementary over-sample of foreigners is included; since 1994, an additional sub-sample of migrants has become part of the SOEP survey.\textsuperscript{16}

In addition to these main surveys, various statistical data have been generated through other surveys, such as the Representative Survey\textsuperscript{17} or the regional multi-topic integration survey by the *Zentrum für Türkeistudien* (ZfT);\textsuperscript{18} the respective datasets are, however, not publicly accessible.

\textsuperscript{14} The Microcensus 2005 applied a wider definition of migration background identifying those Germans with a migration background who were born in Germany; such a broader understanding of migration background, which takes into account the parents' migration history and naturalisation, is applied every fourth wave of the Microcensus.

\textsuperscript{15} DIW is an independent, non-profit academic institute involved in basic research and policy advice.

\textsuperscript{16} In addition to these sub-samples, the SOEP contains various items (e.g. place of birth, nationality) that allow for an identification of persons with a migration background.

\textsuperscript{17} Several other regular surveys have generated relevant statistical data on migration and integration. Between 1980 and 2001, six rounds of the Representative Surveys (*Repräsentativbefragungen*) among foreign population from Turkey, (former) Yugoslavia, Italy and Greece have been carried out on behalf of the federal ministries in charge of employment. The BAMF is currently conducting a follow-up survey which additional includes Polish persons into the sample; first preliminary results were published in early 2008 (BAMF 2008).

\textsuperscript{18} The research institute Centre for Studies on Turkey (*Zentrum für Türkeistudien, ZfT*) has conducted an annual multi-topic integration survey, representative for the adult population of Turkish origin in the *Land* North Rhine-Westphalia, since 1999.
B. Historical evolution of national data collection system/ data collection practices and policies on data collection

Trends in the collection, storage and usage of microdata have, on the one hand, been strongly determined by legal developments and by a general climate of public suspicion of data misuse, on the other. The usage of official data on the individual level by scientific institutions is largely determined by the development of the Federal Statistics Law (Bundesstatistikgesetz, BStatG), which was first passed in 1953 and was later revised twice.

As there were not any explicit regulations for the distribution of data on the individual level to scientific institutions in the 1953 law, data was circulated in the form of “formally anonymised data” (formal anonymisierte Daten), i.e. direct identifiers such as names, addresses or social security numbers were deleted in the datasets. The first amendment to the BStatG in 1980 led to very restrictive regulations for the circulation and use of microdata. It was required that data would only be passed on in an absolutely anonymous form. In 1987, a second amendment to the BStatG was necessary in order to comply with the requirements established by the population census ruling (Volkszählungsurteil) held in 1983. These revised regulations inducted the concept of “factually anonymous data” (faktisch anonymisierte Daten), which has become the most widespread form of distributed microdata files in Germany: data can be circulated to independent research institutions or universities for research purposes under certain preconditions (e.g. official contract with DESTATIS or a regional statistical office) even if the anonymity cannot be guaranteed (Sec. 16 (6) BStatG). It has to be ensured, however, that an assignment of data to concrete persons by data users (disclosure of confidential data) is accompanied by or faces a disproportionately enormous amount of time, costs and manpower (Sec. 16 (6) BStatG). The usage of factually anonymous data is a privilege of the scientific community. People without affiliations to independent research institutes or universities are only allowed to make use of data on the individual level under the restriction of higher disclosure barriers.

Another more recent amendment also relaxed the previously strict rules on using personal data for research purposes: until the new Data Protection Act of 2003, Germany had one of the strictest data protection laws in Europe.19 The Data Protection Act of 2003 transposed the Council Directive 95/46 EC with regard to the conditions for collecting “special categories of personal data” (besondere Arten personenbezogener Daten). Generally, public statistical offices and official authorities are subject to stricter supervision with regard to the production of sensitive data (including data on religion and ethnicity) than private organisations. Section 3 (9) of the new Data Protection Act contains exemptions from the prohibition on collecting data on sensitive subjects. So far, there have been only few initiatives in the area of collection of “ethnic” data in Germany and case law on the collection of such data is still limited (ECRI 2007: 56).

Due to a rising interest in microdata on the part of the scientific community and a general interest in improving the exchange of information between statistical offices and researchers, a “Commission for the improvement of the knowledge infrastructure between science and statistics” (Kommission zur Verbesserung der informationellen Infrastruktur zwischen Wissenschaft und Statistik, KVI) was initiated by the Federal

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19 The Federal Data Protection Act (Bundesdatenschutzgesetz) was initially passed in 1977.
Ministry of Education and Research (Bundesministerium für Bildung und Forschung, BMBF) in 1999. Upon the recommendations of the KVI, official data producers have established various data warehouses for the storage and (regulation of the) distribution of microdata since 2002. To make it easier for research institutions to access relevant official statistics at the individual level, these data warehouses do not only centrally store data, but also provide access to data in various forms and information on methodology.

Changes seem also to be necessary with regard to the compilation of census data. The need for a new census in Germany is high as current figures are based on updates of results from the latest population censuses in 1987 (West Germany) and 1981 respectively (East Germany, GDR). It can be assumed that the present population and dwelling figures, which are determined by means of updating, overestimate the actual numbers. These inaccuracies partly derive from historical changes, such as the German reunification, and population shifts such as movements between Eastern and Western Germany. It has also to be stated that the results showed a large gap between the data derived from the census and the AZR data.

Ever since the last census was taken in 1987, there has been a strong public coalition against the development and implementation of a new traditional census. Due to this public resistance, it has proven impossible since 1987 to conduct another traditional census. Germany will, however, take part in the EU-wide census round in 2011. In the scope of this forthcoming EU wide census round, a register-based census will be carried out in Germany; data on citizenship (Staatsangehörigkeit), country of birth and country of origin will be collected on the basis of the population registers (Sec. 3 ZensG 2011), and data on citizenship and migration background (immigrated him-/herself or parent(s) after 31 December 1955), including previous place of residence abroad and year of arrival in Germany (of surveyed person or his/her parent(s)), as well as data on religious affiliation (mandatory for those of the Christian Churches and voluntary for those of other religions) will be gathered through the household survey (Sec. 7 ZensG 2011).

C. Key coordination and linking

The coordination of official statistics is undertaken by DESTATIS. Instead of a centralised system of data collection and storage, however, the existing structures rather show a deeply entrenched federalism operating in data collection and data storage.

The system of data collection can be divided into three different (geographical) levels: the federal level, the regional level (Land), and the local level (municipalities).

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20 The methodology applied for the census in 2011 is a register-based census as laid down by the Census 2011 Act (Zensusgesetz, ZensG 2011), passed in May 2009: data of the local population registers and other administrative datasets will be retrieved, matched and analysed. Supplementary surveys on buildings and dwellings will be conducted. According to the Act on the Preparation of the Census (Zensusvorbereitungsgesetz, ZensVorbG 2011) from 2007, an address and dwelling register and a separate index of places will be established by DESTATIS in preparation for the census.

21 The regional statistical offices do not function as subordinate authorities, but rather are independent institutions.
Approximately 90% of official data are collected, processed and stored at the regional (Länder) statistical offices or, respectively, at the local level (DESTATIS 2003: 908). Most registers, with the exception of the AZR, are maintained at the municipal level.\(^{22}\) The register based data are transmitted, mostly in the form of registration forms, every month from the local level to the respective regional statistical office. Each regional statistical office is responsible for the data collection of its own Land. At the regional level, data is aggregated and also transmitted to DESTATIS, which compiles the aggregated data for statistical purposes and publishes the results on a regular basis. Due to the great extent of aggregation at the regional level, microdata on various subjects only exists at the local level.

DESTATIS is also in charge of carrying out the Microcensus – the most comprehensive longitudinal survey in Germany in terms of sample size and scope of topics and considered an essential component of the official statistics. Since 1957, it has been conducted annually by DESTATIS covering one percent of all households in Germany (approx. 820,000 individuals) and generates microdata relevant to issues of migrant integration.

**Data archiving** is done by a wide range of institutions dealing with official statistical data. Until recently, such centralised concepts of data processing and archiving hardly existed. In recent years, several data warehouses have been established in order to provide researchers with a better access to data at the individual level and more comprehensive information on the data via online information systems.\(^{23}\) Most data warehouses do not only regulate the access to data, but also offer advisory services.\(^{24}\) There is a joint data warehouse of the statistical offices of the Länder, which was initially conceptualised as a three-year pilot project (starting in March 2002), and a data warehouse of DESTATIS, which was established in September 2001. There is cooperation between these two data warehouses with the objective of improving access to microdata and tackling the problems of decentralisation. Moreover, there is a data centre situated in the Federal German Pension Insurance (Deutsche Rentenversicherung Bund). The Research Data Centre of the German Statutory Pension Insurance (Forschungsdatenzentrum der Rentenversicherung, FDZ-RV) provides data of the German pension funds for scientific research.\(^{25}\) Data on employment and labour are provided by the data warehouse at the Institute for Employment Research (Institut für Arbeitsmarkt- und Berufsforschung, IAB), and the international data service centre at the Institute for the Study of Labor (Internationales Datenservicezentrum beim Institut zur Zukunft der Arbeit, IZA). As a private, independent research institute, the IZA focuses on the economic analysis of national and international labour markets.

With regard to **surveys**, several other important institutions are involved as a network in the system of data collection, storage and distribution. The German Social Science Infrastructure Services (GESIS) network provides services in support of social science research including the storage and provision of survey data. Services include

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\(^{22}\) This does also not apply to the four Länder Bremen, Hamburg, Berlin and Rhineland Palatinate, which operate a centralized population register.

\(^{23}\) Upon the recommendation of the KVI, official data producers have been established various (centralized) data warehouses for the storage and (regulation of the) distribution of microdata since 2002.

\(^{24}\) These users groups do not only differ in terms of their demand for data, but are also subject to varying legal restrictions to the access of individual data due to different disclosure risks.

consultation on methodological questions. GESIS is divided into three local centres: (1) Social Science Information Centre, Bonn; (2) Central Archive for Empirical Social Research, University of Cologne (ZA); and (3) Centre for Survey Research and Methodology, Mannheim (ZUMA). The two latter institutes are of special importance in terms of data collection. The ZA stores information material (data, questionnaires, coding plans) and the results of empirical studies in order to prepare them for secondary analyses and to make them available to the interested public.

The ZUMA primarily offers methodological services and encompasses departments dealing with specific social surveys. Among others, the German Microdata Lab, which focuses on the collection and documentation of microdata derived from the Microcensus, is part of the ZUMA. In addition, the ALLBUS Department of the ZUMA has been organising the German General Social Survey every two years since 1980.

Beside the GESIS network, the German Institute for Economic Research (DIW) as the non-profit academic institute responsible for the conduction and regulation of the data access to the German Socio-Economic Panel (SOEP) should be mentioned. The SOEP is a wide-ranging representative panel survey of private households in Germany which has been conducted annually since 1984.

Due to the predominance of survey data in Germany - and among those, just some panels - opportunities for linking different datasets are generally low. Linking information between administrative datasets or between administrative datasets and the corresponding scientific datasets is also very limited. This has to be seen in the context that, on the one hand, data protection regulations are – despite of some recent relaxations – still very restrictive. On the one hand, the administrative datasets do not always fulfil the requirements for linking. Unique identifiers of cases/people which would be necessary for combing datasets, for instance, do not always exist. Moreover, identification numbers are often not kept at all, or merely kept for administrative procedures. In case of changes of entries, historical data is often overwritten or deleted.

The local population registers do contain a serial number for each registered person that allows linkages to civil status data and to naturalisation files. The identification code is, however, in cases of relocation usually not transmitted between different municipal population registers. Therefore, possibilities of linking population registers to achieve cross-sectional and longitudinal information on all cases are lacking.

With regard to the registration of foreigners, efforts to maintain historical data have been enhanced in the past few years. Within the AZR, a unique identification number (AZR number) is assigned to each registered foreigner. The AZR numbers are also used for data exchanges with subordinate administrative agencies. Following the new Immigration Act in 2005, these AZR numbers are maintained and records are not overwritten when changes occur. Furthermore, historical information is maintained with regard to asylum procedures. Information on asylum applicants is recorded in the MARiS database. With the help of unified identification numbers, which are assigned to each asylum seeker upon application, historical information is kept.

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26 In four of the 16 German Länder data is kept in a centralised population register.
D. Concepts and definitions

The concept of ‘usual residence’ refers to the persons’ intention to stay not only temporarily in Germany. Although the respective minimum duration of stay is not clearly defined, the legislator usually assumes such a usual residence for all German citizens as well as for foreigners whose stay in Germany exceeds six months. Apart from some exceptional groups,27 every person is obliged to register at the local population register within a week after she/he has taken up residence in the respective municipality. Every foreign in Germany requires a legal residence status which is usually issued by the local immigration authorities. The municipal register and immigration authorities pass on every entry to the BAMF, which administers the national register for foreign residents, the AZR. The AZR contains an individual file for each foreigner who stays longer than three months in Germany (see chapter A on key data sources).

Many official statistics differentiate solely according to citizenship (Staatsangehörigkeit) and do not identify the migrant’s ethnic/national origin, religion or belief. Therefore, relevant migrant groups such as ethnic German migrants (Spätaussiedler) and other Germans with a migration background (i.e. naturalised citizens or German children of foreigners) cannot be identified in statistical datasets on various topics. Due to the differentiation merely between people with German citizenship and foreigners in many official statistics, in-depth analysis of integration and migration of sub-groups is very limited.

Significant progress concerning the data situation occurred with the implementation in the 2005 German Microcensus of a complex indicator of migration background taking into consideration the citizenship, migration history and naturalisation of the respondent as well as of his/her parents (see chapter A on key data sources). Moreover, the register-based Census 2011 will allow for an identification of the migration background through a combination of indicators such as nationality and migration history (country of origin, year of arrival in Germany) of those who immigrated to Germany after 31 December 1949.

Instead of the category “foreigners”, new categories like “persons with a migration background” or “Germans of immigrant origin” have arisen in public debates and in research. These changes, however, have not necessarily sparked a modification of statistical categories (ECRI 2007: 57): in many other surveys in the field of migration and integration “citizenship” (Staatsangehörigkeit) is still the prevailing concept, though there are tendencies to include further variables that allow for the identification of people with a migration background.

27 According to the Federal Framework Act on Registration Law (Melderechtsrahmengesetz) passed in 2002, foreign diplomats, members of foreign armed forces or tourists who are accommodated in tourist accommodation are not included in the definition of the people covered by the local population registers. In some Länder, seasonal workers are also excluded from the obligation to register in case of short-term stay (up to two months).
E. Availability of data

E.1. Core demographic data on immigrants and migration control

E.1.a Population stocks

Two statistical sources on the population stock are to be distinguished: (1) the Central Register of Aliens (AZR) and (2) the continuous update of the population statistics (Bevölkerungsfortschreibung). The AZR contains detailed data on all non-nationals with a minimum duration of residence of three months; it is primarily based on individual data recorded by the local immigration authorities, which are transmitted to the BAMF, and on internal asylum statistics, administered by the BAMF itself. In contrast to the AZR, the second statistical data source draws upon the general population statistics based on the latest census (1987) and the continuous update of these population statistics through local registry authorities, municipal population registers and courts, which pass on relevant information (e.g. on births, deaths, marriage, immigration and emigration) to the statistical offices of the Länder; it covers the entire population, broken down by sex, age, family status, but solely differentiates between the categories “Germans” and “entire population”. The quality of these statistics relies primarily on the residents’ consistent (de-)registration and the systematic internal process of passing on relevant changes to the statistical offices. As local immigration departments are not legally obliged to report relevant changes to the local population register authority, some changes in the non-German resident’s status may not be passed on and hence may not be included in the update of population statistics.

DESTATIS compiles annual statistics on the foreign population based on the continuous update of the population statistics, supplemented by additional data from an extract of the AZR encompassing information on age, sex, nationality, residence status, duration of stay and country of birth (“in the country or abroad”). The AZR and the updated population statistics differ significantly regarding the applied definition of the target groups covered (foreign population) as well as due to the differing registration procedure; thus both sources must not be directly linked: whereas in the AZR only those foreigners occur that stay more than three months, such a limitation does not apply to the update of the population stock, which covers all registered residents, including those with a (shorter) temporary residence. Consequently, the latter dataset displays a higher number of foreigners than the AZR. Between 2000 and 2004, the Federal Administrative Office (BVA) updated the AZR statistics by matching them with the local departments – which shows the inaccuracy and the overestimation of foreign residents within the AZR: according to the outcome of this update, the total number of non-Germans residing in Germany was significantly lower than the figures prior to the re-adjustment (Opfermann, Grobecker & Krack-Roberg 2006: 481-482).

E.1.b Migration flows

The main data source on migration flow is the official inflow and outflow statistics, which is compiled by the Länder Statistical Offices and, subsequently, DESTATIS using the data on (de-)registration recorded in the local population registers: every German or

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28 For more information on the AZR, see chapter A on key data sources and section E.1.c on legal status.
non-German person\textsuperscript{29} is obliged to register at the local authorities within a week after taking residence in a German municipality and to de-register when relocating.\textsuperscript{30} Further important sources are the first permits recorded in the AZR for immigration data and the expiring permits that are not renewed for emigration data. Due to different registration procedures and groups covered, the official international migration statistics can not be directly compared to the corresponding AZR figures. Some other statistics are available that are relevant to assess the immigration of specific migrant groups, primarily ethnic German migrants (who do not occur in the AZR), asylum seekers and persons who have tried to enter German soil illegally. The Federal Administrative Office (Bundesverwaltungsamt; BVA), for instance, keeps inflow statistics on recently immigrated ethnic German migrants (Lederer 2004: 55), the BAMF administers a database on asylum seekers (MARiS) and the Federal Police collects data on foreigners caught when trying to cross the German border illegally.

**E.1.c Legal status of immigrants**

The main data source on the legal status of non-nationals is the general database of the AZR which contains detailed information on the legal status of all (registered) non-nationals who stay in Germany for more than three months. The statistics differentiate according to the following aspects:

- type of legal status, i.e. type of residence permits
- residence certificate: certificates for EU citizens, toleration certificates chiefly for rejected asylum seekers (\textit{Duldung}) and residence certificates for asylum seekers during the pending asylum procedure (\textit{Aufenthaltsgestattung})
- since 2005, specific purpose of residence (BMI/BAMF 2007: 106)

The MARiS database records all persons who apply for asylum in Germany; it contains meta-information on the procedure and information on the individual asylum case, including the legal status of the applicant and the outcome of the asylum procedure. The data registered in MARiS feed into the AZR, although both datasets are not directly linked.\textsuperscript{31}

The Federal Administrative Office (BVA) keeps inflow statistics on immigrated ethnic German migrants (\textit{Spätaussiedler}) and their accompanying family members. Since these immigrants receive German citizenship automatically when entering Germany, they are not included in the AZR. Reliable stock statistics on \textit{Spätaussiedler} residing in Germany do not exist (Lederer 2004: 55).

The Federal Employment Agency (BA) keeps statistics on foreigners who immigrate temporarily in order to work in Germany within the legal scope of the \textit{Decree on Exceptions of the Recruitment Ban} (ASAV) or the \textit{Employment Decree} (BeschV). Most of these persons are also included in the AZR, e.g. \textit{Werkvertragsarbeiter} (Sec. 39 BeschV or Sec. 3 ASAV) or \textit{Gastarbeiter} (Sec. 40 BeschV or Sec 2 ASAV). The BA is also in charge of the statistics on short-term (seasonal) foreign workers

\textsuperscript{29} Some groups are exempted from the obligation to register (see chapter A).
\textsuperscript{30} Registration with a previous place of residence abroad is considered a case of inflow; de-registration without a new registration at another municipality within Germany is considered a case of outflow.
\textsuperscript{31} In theory, it would possible to link both datasets as the individual AZR number is included in the individual MARiS file; for the time being such a linkage between both is prohibited, mainly for data protection reasons.
(Saisonarbeitnehmer; Sec. 18 BeschV), who are not systematically included in the AZR. A linkage between the BA statistics and the AZR is not possible.\textsuperscript{32}

\textbf{E.1.d Citizenship}

Nationwide population (stock) data on naturalised persons do not exist, as the files of naturalised persons are deleted from the AZR after their naturalisation application has been ultimately approved. Although naturalised persons are, in principle, only registered as “German” in the local population register, the local registers\textsuperscript{33} are considered a relevant data source for three reasons:

- They allow for an identification of those persons who have acquired German citizenship by birth on the basis of the ‘option model’ provisions (Sec. 4 (3) or Sec. 40b StGB).
- The local registers contain the category ‘further nationalities’, relevant in case of multiple citizenship
- An increasing number of municipalities have introduced the category “naturalisation” in their local register – though this category is not a compulsory element in the population register according to the Registration Framework Act (Melderechtsrahmengesetz).\textsuperscript{34}

The national and regional statistics allow for a differentiation by sex, former nationality, the legal naturalisation ground and the maintaining of the ‘old’ nationality (dual/multiple citizenship). Separate statistics on naturalisation are available which specify automatic acquisition of citizenship by birth within the scope of the ‘option model’, i.e. children of non-German parents according to Sec. 4 (3) and Sec. 40b StGB (Waltrauch 2006: 273; German Parliament, printed matter 16/8092 on 14.02.2008).

On the basis of Sec. 16 (2) Federal Statistics Act (Bundesstatistikgesetz, BStatG), independent academic institutions are entitled to gain access to ‘factually anonymised data’ of the naturalisation statistics for scientific purposes.

Since August 1999, newly arrived Spätaussiedler and their accompanying children and spouses have no longer been included in these naturalisation statistics. As a result, they are hardly distinguishable from native Germans in the local population registers\textsuperscript{35}, which makes the BVA (inflow) statistics on the admission of Spätaussiedler a proxy data source relevant to citizenship.

In addition to these statistics, several surveys - most importantly the Microcensus, the bi-annual ALLBUS and the SOEP - have generated data on citizenship and naturalisation which are particularly relevant since they allow for statistical analysis of the linkage between socio-economic characteristics and the (intended) acquisition of citizenship (see, for instance, Diehl & Blohm 2003).

\textsuperscript{32} The BA registers neither individual persons nor cases of entry, but the number of placements, which does not allow for a direct conclusion on the number of persons.

\textsuperscript{33} Applications for (non-automatic) naturalisation are registered primarily by local naturalisation authorities (Bilger & Kraler 2006: 419).

\textsuperscript{34} Statistics on the loss of nationality are not available in Germany (Waltrauch 2006: 310).

\textsuperscript{35} Some municipalities have statistically identified Spätaussiedler using the variable “place of birth” and other indicators available in the local population registers.
E.1.e Asylum seekers and refugees

The administrative centralised asylum database MARiS, administered by the BAMF, contains data on every asylum applicant – with an individually assigned PIN code. The MARiS database feeds into the Central Register of Aliens (AZR), in which relevant information on the legal status and the purpose of residence (‘humanitarian reasons’) is recorded; moreover, the AZR allows for an identification of granted asylum seekers differentiated by their legal status and by the grounds on which the asylum status was granted. Hence, the AZR represents the main stock data source on refugees and of asylum seekers. It is not linked with the MARiS database for data protection reasons, although such a linkage would – in theory – be possible.

A relevant proxy data source on asylum seekers (stock) are the national statistics on recipients of subsistence payment on the basis of the Act on Benefits for Asylum Seekers (Asylbewerberleistungsgesetz, AsylbLG). According to Sec. 1 AsylbLG, certain groups of refugees (mainly asylum seekers whose applications are pending or have been rejected) receive this type of (reduced) subsistence payment. The authorities in charge of granting these benefits are obliged to keep statistics (Sec. 12 AsylbLG) which differentiate by recipient’s residence status/certificate.

Since 1993, asylum seekers whose applications are yet to be decided upon have been systematically included in the general immigration (flow) statistics (Lederer 2004: 117). Since 1995, when the asylum statistics started to differentiate between initial asylum applications and follow-up applications, the statistics on initial asylum applications have generally been read as ‘asylum inflow statistics’ (ibid.: 58-59).

E.1.f Irregular migration

In Germany, data on all three CIREFI categories relevant to irregular migration – (1) refusal of entry, (2) apprehensions and (3) removed foreigners – are collected, primarily by the Federal Police (Bundespolizei) and the Federal Criminal Office (Bundeskriminalamt, BKA). The data situation regarding the category “removed foreigners” is much poorer than regarding the first two categories.

The Federal Police, primarily in charge of border control, systematically collects data on foreigners caught when trying to cross the German border illegally or on those who have previously entered German soil illegally (inflow data on illegal entry). These statistics include apprehensions by the Federal Police (or another authority in charge of border control) at the border directly (land, sea, airports) and partly within the country.

36 The Federal Police is the successor authority of the Federal Border Protection Authority (Bundesgrenzschutz). The renaming and restructuring of the former Federal Border Protection Authority came into effect in 2005.
37 This refers to the Water Police Hamburg and Bremen, the Bavarian State police and the Federal Costums Administration.
38 Foreigners without a legal residence status or a toleration certificate who are apprehended by the police (and do not want to file an asylum application) but cannot be deported immediately are accommodated – distributed among German Länder according to a certain quota – in temporary accommodations (Sec. 15a AufenthG). The BAMF administers respective statistics on these distributed illegal migrants – differentiated by nationality.
These nationwide statistics, which refer to cases instead of persons,\(^{39}\) are based on a joint compilation of data gathered separately by individual departments of the Federal Police and other border control authorities. The data allow for identifying those cases of unlawful entry which were organised through a human trafficking organisations or a trafficker, including the number of illegal migrants who made use of these human trafficking services. The data differentiate by nationality of the apprehended migrants (and the human traffickers) and according to where the apprehension took place – land border, sea border or airport.\(^{40}\) The detailed statistical overview is provided by the Federal Ministry of the Interior (\textit{Bundesinnenministerium}, BMI) in the annual Schengen Report.

The Federal Police also collects data on refusal of entry and – to some extent – on deportation\(^{41}\); German law differentiates between two types of deportation, \textit{Zurückschiebung} (deportation of an unlawfully immigrated person within six months after the unlawful entry) and \textit{Abschiebung} (enforcement of the obligation of a foreigner to leave Germany). Statistics on \textit{Zurückschiebung} are primarily provided by the Federal Police. The execution of the \textit{Abschiebung} lies with the municipal immigration authorities, which are also in charge of collecting data on this type of deportation (usually of rejected asylum seekers) (Sec. 71 (1) s. 1 \textit{AufenthG}). These locally collected data are sent to the \textit{Länder} ministries of the interior; the national statistics are a compilation of the \textit{Länder} statistics. Moreover, nationwide statistics on the execution of \textit{Abschiebungen} are made publicly available, for instance, within the annual Migration Report (BAMF).

Another source of information on irregular migrants (stock) is the general police crime statistics (\textit{Polizeiliche Kriminalstatistik}, PKS) compiled by the \textit{Bundeskriminalamt} (Federal Criminal Office) and annually published by the BMI. As the PKS contains data on the number of suspects (not perpetrators) broken down by types of crimes, nationality, legal status and purpose of stay, suspects who reside in German unlawfully can be identified as such. These data reflect a “relatively valid” estimation of the absolute bottom line of irregular migrants living in Germany (Lederer 2004: 212).

The PKS generally contain those cases of illegal entry registered by the Federal Police (ibid.). Despite this overlap, both sources are not fully comparable due to the differing registration criteria.\(^{42}\)

Although there are several data sources that deal with the CIREFI category of “removal of foreigners” (e.g. refused asylum applications, deportations, Dublin II request, voluntary repatriation programmes), these statistics offer hardly any direct information

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\(^{39}\) One person can be registered several times when trying to cross the border more than once.

\(^{40}\) In the context of their border control activities, the Federal Police also compiles detailed statistics on the number of discovered forged documents (i.e. passports, ID cards, visas and residence permits) that the apprehended illegal migrants tried to use in order to enter the country.

\(^{41}\) Whereas ‘refusal of entry’ prior to the successful attempt of entering the country (\textit{Zurückweisung}) is considered a law enforcement measure according to the Schengen Border Code (Art. 13), deportation is considered a measure that ends the foreigner’s (unlawful) stay in Germany.

\(^{42}\) Whereas the PKS is based on those cases that have already been investigated by the police and are passed on to the public prosecutor (\textit{Ausgangsstatistik}), the apprehension statistics of the Federal Police contain cases of prior to investigations (\textit{Eingangsstatistik}).
on irregular migration since these sources barely allow for an identification of (previously) undocumented migrants.\(^{43}\)

**E.2. Measuring integration, discrimination and diversity**

**E.2.a Employment**

The official employment statistics cover all gainfully employed persons liable to social security (neither self-employed persons nor civil servants are included).\(^{44}\) The nationwide harmonised statistics, published by the Federal Employment Agency (*Bundesagentur für Arbeit*, BA), encompass aggregated data on various occupation-related aspects, broken down by nationality, but not by migration status.\(^{45}\) The Research Data Centre (FDZ) of the BA, located at the Institute for Employment Research (IAB), provides researchers access to microdata on employment. The most relevant datasets at the FDZ are briefly described in the following\(^{46}\) (Kohlmann 2005: 437-441); as all these data sources rely – at least partially – on the official employment registration procedure, persons with a migration background can not be identified.

- The BA Employment Panel (since 1998), a two-percent sample generated from these official employment statistics, contains data on the occupational situation, on unemployment and the participation in measures of active labour market programmes. These panel data are available as Scientific Use Files (‘factually anonymised data’) as well as in a ‘weakly anonymised’ version.\(^{47}\)
- The IAB Employment Sample is a two-percent sample of all employees liable to social security, drawn separately for German and non-German employees. It links official employment data with data on unemployment benefits provided by the BA. In the IAB Employment Sample every person is assigned an individual ID number. The database covers socio-demographic aspects (e.g. nationality, age, sex, education and vocational training), occupational-related issues (including gross wages) and data on benefits granted (e.g. unemployment benefits). The data are available to researchers as Scientific Use Files.\(^{48}\)

\(^{43}\) According to an official statement of the Federal Government, only those data are registered and proceeded (in the field of deportation) that are essential for the performance of the respective administrative task (German Parliament, printed matter 16/8345 on 04.03.2008).

\(^{44}\) Employers are legally obliged to report their employees to the social insurance system (‘integrated notification procedure’), which passes the data on to the Federal Employment Agency (BA). The BA keeps a file with an individual insurance ID on every employee. These statistical data are transmitted to DESTATIS every three months in an anonymous form.

\(^{45}\) In addition to these administrative data, collected by the BA, DESTATIS has been providing monthly up-dated labour market statistics on employment and unemployment, based on the Labour-Force concept of the ILO, since January 2005. Between January 2005 and April 2007, these statistical data were collected through a large-scale (telephone) survey (factually anonymised data available as Scientific Use files); since September 2007, the data for the ILO statistics have been gathered as an integral sub-survey within the Microcensus survey.

\(^{46}\) In addition to the three databases that are presented here, the FDZ provides further two datasets, the survey-based IAB Establishment Panel and the Linked-Employer-Employee Dataset of the IAB (Kohlmann 2005: 439-440).

\(^{47}\) ‘Weakly anonymised’ data means that only that information is deleted that would allow for an identification of the individual person.

\(^{48}\) The files are made available either as ‘basic file’ (one-percent sample), which encompasses detailed information on the occupational position and branches (with a spatial break-down only by West and East
- The Integrated Employment Biographies Sample (IEBS) combines the files of four different databases (all provided by the BA) and covers history data on (1) employment, (2) reception of (unemployment) benefits, (3) participation in active labour market measures and (4) periods of job-seeking. The IEBS is updated on a regular basis and offers the opportunity of longitudinal analysis of employment biographies (see also paragraph on income).  

In addition to these official BA statistics and databases, several large-scale surveys (such as the Microcensus and the SOEP) also deal with issues of employment and generate various employment-related data; in contrast to the official administrative statistics, most of these surveys also distinguished by migration background (though applying different definitions of migration background). Particularly noteworthy is the BiBB/BAuA Employers' Survey (BiBB/BAuA-Erwerbstätigenbefragung, 2006) among 20,000 employees, commissioned by the Federal Institute for Occupational Safety and Health (BAuA) and the Federal Institute for Vocational Education and Training (BiBB). This survey covers various aspects such as job activities, work place, working conditions and issues related to education and vocational training; it differentiates not only by nationality, but also by migration background conceptualised on the basis of nationality, naturalisation and non-German mother tongue.

**E.2.b Incomes, transfers and social benefits**

DESTATIS compiles annual administrative statistics on various forms of social welfare benefits (Sozialhilfestatistik). These statistics are based on the Länder statistics (fed by the local authorities in charge of granting the respective social allowances) and differentiate between Germans, EU citizens, recognised asylum seekers, civil war refugees and other foreigners; moreover, the legal residence status of foreigners and – since 2005, in the statistics on the main type of social welfare benefit – the migration background of the recipient is recorded, but not included in the statistics published. DESTATIS also compiles annual statistics on parental benefit (only differentiating between Germans and non-Germans) and on subsistence on the basis of the Act on Benefits for Asylum Seekers (AsylbLG), including types of allowances, on the legal residence status/certificate and nationality of the recipients.

The Federal Employment Agency (BA) compiles and publishes aggregated statistics on recipients of unemployment benefits (ALG I and ALG II); these statistics differentiate between Germans and foreigners and are primarily based on administrative data recorded by the local offices of the BA.

Using the administrative data recorded by the BA, the database Integrated Employment Biography (IEB) was set up as a meta-database in 2004 which comprises several separate data sources, including statistics on the reception of unemployment benefit.

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49 The IEBS data are available as Scientific Use Files and in a ‘weakly anonymised’ version.
50 The BiBB/BAuA Employers' Survey is a representative survey, carried out solely in German, which excludes foreigners who do not speak German sufficiently well.
51 The definition of migration background seeks to identify ethnic German migrants and naturalised migrants; the concrete defining criteria are not nationally harmonised (SGB XII; BGBl. I, p. 3022; 27.12.2003).
this meta-database, individual but anonymous data are kept (the insurance number is used as the individual ID number) which allows for longitudinal research on personal employment histories and reception of unemployment benefits. It differentiates between Germans, non-Germans and, additionally, ethnic German migrants. A two-percent random sample of the IEB database (IEBS) is available for researchers (Scientific Use File and ‘weakly anonymised’ version).

Since 2004, the Statutory Pension Insurance Body has provided relevant statistical data at its Research Data Centre of the (Forschungsdatenzentrum der Rentenversicherung, FDZ-RV) on retirement, disability and rehabilitation; the datasets differentiate between Germans and non-Germans and are published once a year. These cross-sectional and longitudinal datasets are available as Scientific Use Files to researchers.

Due to the lack of relevant administrative data on income, surveys constitute the main data sources that allow for a differentiation between (native) Germans and foreigners or migrants respectively. In addition, surveys also cover various aspects related to social welfare and other transfer benefits. The most relevant surveys are the Sample Survey on Income and Consumption (Einkommens- und Verbrauchsstichprobe), the Microcensus, the SOEP, the Representative Surveys and the annual ZiT survey.

E.2.c Housing and residential patterns

Nationwide administrative data on the housing situation of migrants or on ethnic segregation and mobility do not exist. On the municipal level, the population register contains relevant data (e.g. address) that would – in principle – allow for a detailed analysis of the spatial distribution and segregation of foreigners (e.g. neighbourhood concentration) and their mobility within the municipality. Local register data of currently 45 German cities (covering 19 million residents and 2,800 neighbourhoods) are being analysed within the scope of a long-term monitoring research project, conducted by the Federal Office for Building and Regional Planning (BBR); the detailed spatial data are suitable for analysing residential segregation (e.g. generating inner-city segregation indices).

Given this limited availability of administrative data, the main statistics on housing are based on surveys, most importantly the Microcensus, which encompass additional indicators relevant to housing in every fourth survey round, such as:

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52 Only the statistics on recipients of subsistence payment on the basis of the Act on Benefits for Asylum Seekers (AsylbLG) contain some relevant data on the type of dwelling in which the recipients (mainly asylum seekers during the asylum procedure or rejected asylum seekers with a toleration certificate) live. The statistics differentiate between three types of accommodation: reception centre, local refugee accommodation and decentralised accommodation.

53 Based on these local register data, DESTATIS publishes annual statistics that show the proportion of foreigners in selected German cities – though not broken down by neighbourhood which makes it impossible to make statements on segregation within the cities.

54 The complex, multi-dimensional BBR monitoring programme comprises several sub-projects including a survey on subjective perception of the individual living situation.

55 In 1987 (Germany/West) and 1995 (Germany/East) a complete registration of all buildings and flats was conducted; furthermore, a one-percent sample of all buildings and flats was analysed on a non-regular basis (last round in 1993), which also contained a question on the nationality of the persons living in the flat (Greece, Italy, Turkey, Spain, Yugoslavia, other EU countries, others) (Statistisches Landesamt Rheinland-Pfalz 2003: 124). The data generated by this survey are accessible to researchers ‘on-site’.
• flat/building type
• size (m² and m² per capita)
• gross rent (total and per m²)
• year of construction (building)
• number of dwelling units in the building

Additionally, the SOEP, the Representative Survey and the annual ZfT survey contain various questions on the housing and dwelling situation of migrants.

**E.2.d Health and access to Healthcare**

Systematic administrative data on the migrants' health or their access to healthcare are not available; consequently, the most insightful data in this field stem from surveys. Significant surveys that contain health-related data on the situation of foreigners or migrants are the ALLBUS, the SOEP and the Microcensus, the latter encompassing specific key indicators on, amongst others, the health situation, the individual entitlement to health care, and access to health institutions, body-mass index, smoking habits and vaccination coverage. The BiBB/BAuA Employers' Survey 2006 (see paragraph on employment in this chapter) contains data on health situation of employees with a particular focus on the impact on working conditions on health issues, average duration of sick leaves, disability and self-assessments of the general state of health. A particularly remarkable survey is the large-scale German Health Interview and Examination Survey for Children and Adolescents’ (KIGGS)\(^{57}\), which differentiates not only by nationality, but also by migration background; it covers various aspects of health situation and relevant behaviour.

The Federal Health Reporting (GBE)\(^{58}\) provides basic aggregated statistics on, for instance, the average age of deceased persons by nationality, mortality rates, infant mortality, stillborn children and premature death during the first seven days of life or the proportion of foreigners among deaths resulting from the use of drugs. It is important to mention that the GBE does not generate new data, but draws upon various already existing data sources and, hence, relies on the quality of these sources. As only a few

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\(^{56}\) Due to the deficiencies in data collection and systematic monitoring, it appears very difficult to make empirically reliable statements on the health situation of migrants. According to the prevailing opinion among health experts, the population-based data collection on the situation of migrants' health continues to be, inadequate. Even though there is a range of non-official reports, the lack of nationwide reports and longitudinal analyses continues, and the data collection appears rather unsystematic: most studies examine only few indicators, focus only on specific groups of migrants or only have a regional coverage; this causes problems in generalising statistical findings. Despite the large number of descriptive studies on migrant health, analytical migrant studies are still scarce (Razum and Zeeb 2006).

\(^{57}\) KIGGS is a representative study, carried out by the Robert-Koch-Institute (Robert Koch Institute, RKI), on the health situation of children and young people (aged 0-18). The sample of the survey encompasses almost 18,000 people, including a representative sub-sample of migrants (2,590 people with a migration background). Data of the KIGGS study are accessible for independent research institutes and researchers (also from abroad) within the scope of cooperation agreements with the RKI. At the end of 2008, Public Use Files (PUF) have been announced to be available under the precondition of well-founded reasons; commercial use is excluded (http://www.kiggs.de/experten/SOP_KiGGS/index.4ml).

\(^{58}\) In 2008, two reports on migrant health were published by the RKI within the scope of the GBE (http://www.gbe-bund.de): (1) the report 'Migration and Health', based on a secondary data analysis of various data sources, and (2) a report, based on the analysis of the KIGGS survey data (2003-2006), specifically on the health situation of young migrants.
health-related data sources differentiate by migration background and in some survey samples only a low number of migrant respondents are included (Hommes 2003: 22-25), the GBE allows for reliable statements on the health situation of migrants only in a few thematic areas.

E.2.e Education

The official education statistics in Germany comprise four separate statistical sources, which are all detailed, but only differentiate according to nationality:

- Statistics on general (primary and secondary) education (allgemein bildende Schulen) covering a broad range of issues, such as type of school, educational achievements (i.e. school leaving certificates) and drop-outs
- Statistics on vocational education in vocational schools (berufliche Schulen) differentiating by, amongst others, type of vocational school, attainments and drop-outs
- Statistics on vocational training (Berufsbildungsstatistik) containing data on apprenticeships and apprentices broken down by, amongst others, occupational branches and main occupations, drop-outs and attainments
- Statistics on university students (Studentenstatistik) covering issues such as type of university and subjects, number of newly enrolled students, allowing for a differentiation between those foreign students who have come to Germany to study (Bildungsausländer) and those who have received their A-level in Germany (Bildungsinländer)

In addition, the Children and Youth Service (Kinder- und Jugendhilfe) statistics contain data on various aspects of pre-schools, kindergartens, nursery and day-care institutions, including the number of hours per day, the age and sex of the persons enrolled and the parents’ country of origin; the statistics also allow for an identification of children who primarily speak a language other than German at home (DJI 2008: 159-60).

The individual educational institution (e.g. pre-school, school, university) as well as the organisations in charge of apprenticeships and vocational training are obliged to record and register data on their students/apprentices and transmit these data once a year to the statistical offices at the Länder level, which passes them on to DESTATIS.

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59 The only exception has been the Land Berlin, where the school statistics have been broken down (since 1997/98) not only by nationality of the student but also by non-German mother tongue.
60 A significant change has occurred regarding the data registration in the general education system: on the meeting of the Standing Committee of all Länder ministries in charge of education (KMK) in 2003, it was agreed on two amendments: firstly, a core set of data that is to be collected by the individual schools, which shall include additional data on (1) non-German language spoken in the family, (2) country of birth and (3) year of immigration. Secondly, individual data on each student (with an identification number) shall be recorded in the general school statistics. Both amendments are expected to be fully implemented until the school term 2008/09.
61 The compilation of the statistics on vocational training is organised in a different way; it also involves the offices of the Federal Employment Agency (BA), the Federal Ministry of Education and Research and the Federal Institute for Occupational Training (Bundesministerium für Bildung und Forschung 2008: 239-40).
62 The procedure of recording data for those statistics that solely distinguish between nationalities is based on the ‘solid’ and objective criterion ‘nationality’ and is hence not vulnerable for registration errors; the recording of the migration background and the predominant family language of children enrolled in
In addition to these administrative statistics, various large-scale surveys on the education attainments and qualifications of immigrants are available. Besides the Microcensus and the annual SOEP, the (longitudinal) Social Survey of the *Deutsches Studentenwerk* on the economic and social conditions of university student life (18th round in 2006), carried out by the *Hochschul-Informations-System* (HIS) every third year, is particularly noteworthy. It differentiates between native, naturalised and non-German students as well as German students with dual citizenship and contains indicator on, amongst other,

- socio-demographic background of university students
- university courses
- educational biography
- financial, occupational and dwelling situation.

International studies, such as PISA (OECD), PIRLS and TIMMS, have generated statistical data on education and educational performance of immigrants. Within these studies, data have been collected on the students’ literacy in certain fields (e.g. maths, reading, sciences) and on their social, family and migration background. The datasets are available for further statistical analysis.

### E.2.f Family and household

The two main statistical sources on family related immigration are (1) the visa database of the Federal Foreign Office (*Auswärtiges Amt*, AA) and (2) the AZR. Neither data source includes family related immigration of EU citizens. A linkage between both sources is not possible (BAMF/BMI 2007: 104-113).

1. The AA visa database contains data on family reunification visa, granted by a German embassy or consulate abroad to spouses or children under 16 or 18 respectively. The statistics are broken down by sex (of the applicant and the spouse who legally resides in Germany) and nationality of the visa applicant.

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pre-school institutions (for the Child and Youth service statistics) is, however, more vulnerable; due to the fact that the recording procedure in these pre-school institutions is not clearly regulated, it seems to differ from institution to institution (e.g. based on information provided during enrolment or gained in talks with the parents) (DJI 2008: 70).

63 The HIS Social Survey is carried out by the *Deutsche Studentenwerk* every three years among university students; the sample comprise two sub-samples, (1) native (‘non-naturalised’) and naturalised German students, German students with dual citizenship and non-German *Bildungsinländer* and (2) *Bildungsausländer*.

64 A third relevant (proxy) data source is the inflow statistics of ethnic German migrants (*Spätaussiedler*), which differentiates between those who have the status of a *Spätaussiedler* themselves (Sec. 4 (1) BVFG), their spouses and children (Sec. 7 (2) BVFG) and other family members, i.e. primarily the spouses of the children (Sec. 8 (29 BVFG).

65 The general age threshold for children to immigrate to Germany within the scope of family reunification is 16 years; children of Germans and of recognised refugees are entitled to immigrate up to the age of 18; further (hardship) exceptions apply.

66 It is possible to identify those cases in which the spouse living in Germany is German or non-German, not though whether he or she has a migration background himself or herself.
(2) Since 2005, the AZR has contained specific information on the purpose of residence ("family reunification"; Sec. 27-326 AufenthG)\(^67\) and has become more suitable than the AA visa statistics for drawing an accurate picture of the family reunification and formation: firstly, the AZR additionally covers those cases in which a foreigner is granted a family related residence title by the authorities within Germany; secondly, it includes family related immigration not only of spouses and under-age children, but also of other family members; and thirdly, the AZR data provide a breakdown not only by sex and nationality, but also by age (of the immigrating spouse, child or other family members).

The local register offices record all marriages in the municipality, including data on the nationality of the spouses. On the basis of these local data, state-wide and nationwide aggregated statistics are compiled and made publicly available. Divorces are also recorded by the municipal department in charge; these statistics also differentiates by nationality of the divorcees and are made available on Länder and national level. Moreover, the local register offices record every birth registered in the municipality and transmit these data to the statistical office of the Land, which passes them on to DESTATIS. These aggregated birth statistics are broken down by nationality of each parent and of the newly born child, the age of the mother and the marital status of the parents.\(^68\) Changes regarding the individual resident’s marital status are also recorded in the local population registers.

Besides these administrative statistics, the main data sources on family related issues are based on surveys, most importantly the Microcensus, the SOEP, the government commissioned Representative Surveys, the annual ZfT survey and the DJI Family Survey.\(^69\)

E.2.g Political participation

The data situation and availability on political and civic participation\(^70\) of foreigners or migrants is slim. Official national statistics are almost entirely lacking. Survey data are available, but can not fully make up for the poor official data situation.

Voting rights are only granted to German citizens; thus, all statistics on naturalisation, citizenship and immigration of ethnic German migrants (Spätaussiedler) are of relevance. As Union citizens are entitled to vote and – with limitation in the two Länder –

\(^67\) Since the enactment of the Immigration Act on 1 January 2005, the purpose of the residence has been recorded in the AZR. Since 2006, the AZR has constitutes an additional statistical source of information on family reunification (BMI/BAMF 2007: 106).
\(^68\) Data on marriages for the years 1991 to 1996 are accessible at the data warehouse of the statistical offices via on-site access and teleprocessing (www.forschungsdatenzentrum.de/bestand/eheschliessungen/index.asp).
\(^69\) The German Youth Institute (DJI) carried out the large-scale Family Survey (with panel elements) in three waves (1988/90; 1994, 2000) on the social situation of family and their educational and occupational trajectories; the latest survey round also included German-speaking foreigners. It was supplemented by a special survey on ‘families in precarious life situations’. The dataset is publicly accessible on the website of the DJI (http://213.133.108.158/surveys/index.php?m=msg.0&gID=2).
\(^70\) The term political participation as it is used here includes aspects of conventional political and – applying a broader definition – non-conventional political (civic) participation (Martinello 2006, Cyrus 2005).
be elected in municipal and European Parliament (EP) elections, the population statistics of DESTATIS are also to be considered relevant sources. On the local level, municipal election offices have administrative electoral registers on all residents eligible to vote (Wählerverzeichnis), which allow for a differentiation according to nationality. For data protection reasons, these voting registries are not publicly available. In some municipalities respective data are made partly available in aggregated form, solely differentiating between German and EU citizens. Only in some rare cases, data on Union citizens who run for a political office, those who are elected and those who hold a political mandate (city council, district council) are available. As EU citizens who want to vote in EP elections in Germany have to register at the municipality, data on the number of EU citizens who are eligible to vote are available – also on national level (Integrationsbeauftragte 2005: 307-308). Third-country nationals are allowed to vote and be elected in local “Foreigners’ Councils” or “Integration Councils” in many German cities (currently more than 400). Statistical data on members of these councils (e.g. nationality, age and sex) and the participation in the elections (poll turnout, percentage of those who voted in relation to those eligible to vote), are usually available on the local level, and – in some cases – on the Länder level.

Data on party membership and party preferences, election polls or participation in trade unions and other associations stem primarily from surveys. The most significant surveys are the ALLBUS, with a specific focus on political participation in the survey rounds 1988 and 1998, the SOEP, the government commissioned Representative Surveys (1980-2001) and the annual ZfT survey. Moreover, the TNS Infratest survey on volunteer engagement (1999, 2004) is noteworthy: it contains indicators on volunteering activities (with or without certain responsibilities within the organisation) in political parties or other organisations and initiatives; whereas the TNS survey in 1999 solely differentiated between Germans and foreigners, the 2004 survey round generated data broken down by migration background (country of birth, immigration to Germany, place of birth of parents) and duration of stay.

Several trade unions have released information on the number of non-German union members. Furthermore, trade unions administer internal statistics on the number of non-German work council members. Political parties registered the nationality of their members. These data, however, are only rarely made available.

E.2.h Crime and justice

The main information sources on the situation and development of crimes are (1) the Police Crime Statistics (Polizeiliche Kriminalstatistik; PKS), (2) the criminal prosecution statistics (Strafverfolgungsstatistik) and (3) the penal system statistics (Strafvollzugsstatistik). These data sources allow for an (more or less detailed) differentiation between Germans and non-Germans, but not for an identification of persons with a migration background. The Federal Criminal Police Office (BKA) compiles police crime statistics, most importantly the annually published Police Crime Statistics (PKS). The PKS constitute a

71 These national statistics offer a tentative approximation on how many EU citizens in Germany are eligible for voting as these sources contain data on most eligibility criteria (i.e. age, nationality), however, not on the duration of stay in the respective municipality (minimum requirement of three months).
compilation of all incidents subject to criminal law (statistics on cases, not on persons) registered by the police; it encompasses information on suspects, including irregular migrants, tourists, “border commuters”, other short-term visitors and members of foreign armed forces.\textsuperscript{72} The PKS also contains information on the proportion of non-national suspects (of all crimes registered), the regional distribution, and proportion of suspects disaggregated by type of crime. The data differentiate between suspects from EU member states and other non-national suspects; moreover, data are broken down by the legal status and the purpose of stay.

The BKA separately compiles aggregated statistics (KPMD) on politically motivated crimes (PMK), which comprise extreme right-wing, extreme left-wing and foreigners’ extremist crimes registered by the police.\textsuperscript{73} The PMK statistics on extreme right-wing crimes encompass the sub-categories of xenophobic crimes and anti-Semitic crimes. Preliminary nationwide PMK statistics are published on a regular basis within the scope of a regular parliamentary inquiry. The Ländere Offices and the Federal Office for Internal Security (Bundesamt für Verfassungsschutz) publish the final detailed statistics on politically motivated crimes at least once a year.\textsuperscript{74}

The criminal prosecution statistics (Strafverfolgungsstatistik) are based on the administrative records of the public prosecution departments and juvenile courts. The data encompass the demographic variables of convicted persons (age at the time of the crime, sex, nationality), type of crime, type of decision, type of sanction, previous convictions, and information on custody. These statistics\textsuperscript{75} differentiate between national and nonnationals, and partly also between selected sub-groups of migrants (Greeks, Italians, former Yugoslavians, Turks, and members of foreign armed forces). More differentiated data are available on request at DESTATIS. External access to criminal prosecution data between 1995 and 2004 is available as factually anonymised microdata at the data warehouse of the Länder via teleprocessing or on-site access.\textsuperscript{76} The records of the penal system statistics (Strafvollzugsstatistik) are also available as microdata at the data warehouse of the Länder.\textsuperscript{77} These data are based on administrative records on prisoners, kept by the penal institutions. The statistics, which are broken down by socio-demographic aspects, including nationality (German or non-German), encompass nationwide harmonised data on the reason for and type of imprisonment and previous convictions.

**E.2.i Discrimination**

The availability of quantitative data on discrimination against, and unequal treatment of, migrants is generally regarded as insufficient, and the quality of the few statistical

\textsuperscript{72} It is noteworthy that some of these groups of nonnationals are included in the crime statistics, but not in the general statistics on population stocks or the AZR; this has to be taken into account when comparing crime quota between nationals and nonnationals.

\textsuperscript{73} The local police departments record every crime and compile internal statistics which are passed on to the State (Ländere) Criminal Offices (LKA) which pass these aggregated data on to the BKA.

\textsuperscript{74} These annual statistics focus primarily on extremist crimes (as opposed to “extreme”), i.e. a sub-group of politically motivated crimes, and contain more detailed data on the type of crime. More information available at: www.verfassungsschutz.de/en/index_en.html (29.05.2008)

\textsuperscript{75} Due to the fact that not all Länder in the Eastern Germany compile these statistics, DESTATIS publishes only the results for Western Germany.

\textsuperscript{76} www.forschungsdatenzentrum.de/bestand/strafverfolgung (29.05.2008)

\textsuperscript{77} www.forschungsdatenzentrum.de/bestand/strafvollzug (29.05.2008); currently, data covering the years between 1995 and 2004 can be accessed on-site or via teleprocessing.
sources available are often limited in terms of their reliability, validity and/or representativeness. Irrespective of these general shortcomings, several types of datasets have been generated in the recent past that give at least some insights into issues of racial and ethnic discrimination, most importantly based on victim surveys (or surveys amongst migrants including items on experienced discrimination) and – to a lower degree – on individual (small-scale) situation testings, opinion polls on the perception of discrimination among the mainstream population and complaint data, registered by specialised anti-discrimination bodies.

**Surveys among migrants** specifically on their experiences of discrimination and unequal treatment are not common on the regional or national level in Germany; nevertheless, such statistical data exist, generally generated within the scope of European-wide surveys such as Eurobarometer or the recently concluded EU-MIDIS, commissioned by the EU Fundamental Rights Agency. While such explicit victim surveys are largely lacking in Germany, numerous integration-related surveys have been carried out on the local, the regional and the national level that contain some questions on experienced discrimination. One of the most significant examples for such integration surveys with items on experienced discrimination are the annual multi-topic representative survey among migrants of Turkish origin in the Land North Rhine-Westphalia each year since 1999 (except for the year 2007). Another relevant representative survey that covers the issues of personally experienced and perceived discrimination was carried out among 1,600 migrants of various national origins in spring 2009, commissioned by the Bertelsmann Foundation (Bertelsmann Stiftung 2009).

These statistical data on experienced/perceived discrimination are supplemented by very few surveys on the attitudes and perception of the **mainstream population** towards discrimination and anti-discrimination (policies). Similar to the data on experienced discrimination, relevant data on these issues have been obtained within the scope of several survey rounds of the Eurobarometer. In the national context, the recently concluded research project, commissioned by the German federal equality body **Antidiskriminierungsstelle (ADS)**, generated data on the perception of discrimination, anti-discrimination policies, particularly disadvantaged, vulnerable groups (ADS 2009). Numerous opinion polls are available that deal with attitudes towards migrants and minorities (e.g. longitudinal survey ALLBUS, various surveys on right-wing extremist attitudes, annual “group-focussed enmity survey” GMF), but only rarely these surveys contain items that seek to disclose the association between attitudes and discriminatory behavioural dispositions. One of these rare exceptions is the 2005 survey round of the Group-Focussed project, coordinated by a research group at the University of Bielefeld (Asbrock, Wagner & Christ 2006).

A third source of quantitative data that sheds light on ethnic/racial discrimination in Germany stems from **matched pair (situation) testings**. In recent years a few of these testings have been carried out on the local level (e.g. several cities in North Rhine-Westphalia) in Germany, primarily in the area of housing (e.g. Planerladen 2009). However, the samples tend to be rather small. Discrimination testings that examine the

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78 This representative survey among Turkish migrants (N = approx. 1000) has been carried out by the Centre for the Studies on Turkey (Zentrum für Turkeistudien) on an annual basis since 1999 (except for the year 2007). In 2008, the regional survey was supplemented, for the first time, by an additional survey in all the other 15 Länder in Germany (Sauer 2009).
access to employment are even scarcer: until today only one systematic situation testing on the access to employment was conducted in Germany, commissioned by the ILO in the mid-1990s (Goldberg & Mourinho 2000).

In addition to these survey or research based data, statistics on complaints of discrimination are to be mentioned as a relevant data source. An increasing number of specialised statutory and non-governmental anti-discrimination organisations and agencies have been systematically recording such complaints on the local and, to some extent, also on the regional and – by the federal equality body ADS – on the national level. The comparability of these complaint statistics is low – despite a positive tendency of harmonising the registration criteria and compiling joint statistics by several non-governmental anti-discrimination organisations.

F. Quality, scope and accessibility of data

Due to the historically grown federalism operating in data collection and data storage, much official statistical information in form of microdata is only available at the local level. At higher levels, the respective information is often only available as aggregated counts. Many of these nationwide aggregated data on various topics are published and provided by DESTATIS on a regular basis.

During the past years, however, the problems of decentralisation have been increasingly tackled. For instance, the envisaged set-up of a nationwide population register (to be implemented until 2011), which contains information of all local and regional population registers, is one step to improve the quality and topicality of data. In addition, trends towards restructuring data storage into more centralised, customer-oriented and online-accessible service centres have led to higher transparency and improved conditions for researchers. By establishing data warehouses, the number of microdata sets accessible has increased significantly in Germany in recent years. Such data warehouses offer different forms of data access to researchers and other interested persons. The different forms vary with regard to three criteria: target group, degree of disclosure risk (absolutely anonymised data versus only factual anonymised data), and costs.

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79 In order to make it easier for research institutions to gain access to relevant official statistics at the individual level, DESTATIS and the Länder Statistical Offices, among others, have establish a data warehouse, each for the distribution of microdata.

80 The German legal regulations have always been very restrictive in the field of distribution of official individual data. According to Art. 16 (1) of the Federal Statistics Act (BStatG), any federal statistics containing individual data records including personal and factual data have to be keep secret. There is generally no obligation to maintain secrecy for individual data records, if they are sufficiently anonymous to rule out in practice the identification of individual respondents or persons. Art. 16 (6) BStatG relaxes the regulations for the scientific community: individual data can be transmitted to independent research institutions or universities for research purposes under certain preconditions (e.g. official contract with the Federal or a Länder Statistical Office).

81 Many datasets cannot be accessed by scientific institutions in their entirety. With regard to the Microcensus, for instance, DESTATIS extracts a 70 percent subset which can be provided to researchers.
The following forms are currently offered by data warehouses:

- There are **Public Use Files** (PUF) which contain absolutely anonymised data for all interested persons.
- Moreover, there are absolutely anonymised data as specific **Campus Files** available to for teaching at universities.
- Beside absolutely anonymised records, there are forms of factually anonymised data, which are commonly available as **Scientific Use Files** (SUF) to researchers only.\(^{82}\)
- Factually anonymised data are also available through **on-site access**.
- Data access via **teleprocessing** (Datenfernverarbeitung) is a relatively new possibility for non-scientific interested persons and researchers from abroad to gain access to factually anonymised data.
- In addition, all user groups have the opportunity to order **special data processions**. In this case, users get the results of the specific data analysis without direct access to the microdata.

With the exception of Public Use Files, all forms of data access are provided only with regard to a certain appropriation. This implies that microdata cannot be provided for general research purposes, but rather for defined research projects which are limited in time.

One effect of many procedures of anonymising data is that individual value labels are often summarised. Such **summarised value labels** meet the data requirements of data protection laws. Smaller and more detailed categories are most often not possible due to small case numbers. Consequently, sets of microdata which are accessible to researchers often only contain summarised categories for groups of nationalities (Europe, Southeast Asia, or former Yugoslavia) instead of singular value labels for each nationality or migrant group. Therefore, possibilities for differentiated analysis for specific migrant groups are due to data protection reasons often limited. This refers in particular to small migrant group - the largest nationalities are often kept as separate categories.

Another insufficiency derives form the fact that so far, many official **statistics differentiate solely according to nationality** and do not identify migration background or even ethnic origin and religion. Relevant migrant groups such as ethnic German migrants (Spätaussiedler), naturalised citizens or German children of foreigners can often not be identified in official statistical datasets on various topics. Due to the lack of more differentiated categories, possibilities of in-depth analysis of integration and migration of sub-groups are very limited.

Although new categories like ‘persons with a migration background’ or ‘Germans of immigrant origin’ (to be used instead of the category of foreigners), have been arising in public debates and in research, “nationality” continues to be the prevailing concept in official statistical data collection as well as in many surveys. Significant progress concerning the data situation occurred with the implementation of the 2005 Microcensus, which included detailed questions on migration background.

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82 The most common and, among researchers, also most popular form of data access is through Scientific Use Files. However, not all microdata sets can be distributed as SUFs. This has to be seen in the context that the form in which data is offered depends on various factors: the degree of confidentiality of data, the expended effort for anonymising the datasets, and the data demand on the part of the users.
Tendencies to include additional variables that allow for the identification of people with a migration background can also be found in other surveys. However, it has to be mentioned that a common definition of “migration background” is still missing. Consequently, a stable pool of variables for indicating migration background cannot be found. Hence, the lack of standardised operationalisation criteria continues to substantially hinder comparative research.

Due to the predominance of survey data – and among those, just a few panels – and only very few registers exceeding the local level, opportunities for linking different data sources are generally low. The deficiencies in data linking and exchange make tracking of person-based data extremely limited: although, since 2005, historical information has been maintained within the AZR as the main registration system on the legal status of foreigners (due to unique identification numbers), files of immigrants registered in the AZR are still entirely deleted in the case of naturalisation and all data on, amongst others, the (previous) legal status vanish. In addition, individual administrative data sources usually do not encompass information on all migrant groups. For instance, German immigrants and persons with multiple citizenship are not included in the AZR.

The AZR also bears shortcomings since it relies to a large extent on an accurate registration and data collection system on the local level (decentralised data collection system). As foreigners do not always comply with the obligation to de-register from the local population register when moving abroad, the local statistics and consequently the AZR keep files of foreigners who do not reside in Germany any longer. This leads to a quantitatively significant over-estimation of the non-German population. Moreover, the communication and information exchange between the AZR and the approximately 650 local immigration Departments appears to be a source of errors, which results in a quantitative discrepancy between the AZR database and the local population registers (Bilger & Kraler 2006: 417; Lederer 2004: 67-8).

G. Conclusions - Recommendations

Statistical categories
One of the most obvious shortcomings of data collection – both from a researcher’s as well as a policy-maker’s point of view – is the prevalence of statistical categories that do not sufficiently cover persons with a migration background. To this day, many official statistics continue to differentiate solely according to nationality and do not allow for statistical identification of persons with a migration background and the migrant’s national or ethnic origin or religion. As a consequence, relevant migrant groups such as ethnic German migrants (Spätaussiedler) and Germans with a migration background (e.g. naturalised citizens or German children of foreigners) cannot be identified in numerous statistical datasets. In recent years, some surveys have started to include new categories like “persons with a migration background” or “Germans of immigrant origin” in order to be able to distinguish migrant groups more adequately; however, different definitions of migration background were applied. To enhance the comparability of results, it seems indispensable to determine a common definition of migration background and corresponding indicators which could, for instance, take into consideration the nationality, immigration history and naturalisation of the respondent as well as of his/her parents.
In addition, reviving the public debates on the collection of “ethnic” data might be worth considering. The Data Protection Act (2003) introduced provisions that permit the collection and processing of sensitive personal data on, for instance, ethnicity and religion under certain circumstances. Nevertheless, initiatives aiming to enhance the collection of ethnic data have not occurred in recent years. Including optional questions on (self-defined) ethnicity and religion into large-scale surveys might, however, pave the way to more in-depth analysis of migration, integration and discrimination of sub-groups.

Population registers
Another shortcoming with far reaching consequences is that population registers are only maintained on the local level of the municipalities and that a nationwide population register is entirely lacking. Both researchers and policy-makers would benefit from such an additional centralised storage of disaggregated data on all persons residing in Germany. This population register should be continuously updated and contain data that allow for an identification of residents with a migration background instead of just differentiating by nationality. This would require categories such as place and country of birth, date of (initial) immigration and naturalisation being compulsory in the register.

Such a national register would also facilitate register-based censuses on a more regular basis. Even if setting up a national register turns out to be infeasible, more regular census rounds are to be considered by policy-makers despite widespread reluctances due to financial or administrative costs. Such censuses should also allow for a differentiation by nationalities as well as by migration background; a non-compulsory question on self-defined ethnicity could additionally be included.

In addition to a centralised population register and regular census rounds, accessible statistics with disaggregated nationwide data on more specific issues (e.g. labour market, health, housing market) would be desirable for researchers. The instalment of data ware houses have been a positive first step that should be further developed and enhanced.

Whereas developing of a centralised storage of disaggregated data can be considered a medium- or long-term objective, the improvement of the already existing local population registers could be achieved relatively quickly. One major shortcoming is the potential loss of data in population registers in case of the person’s relocation or naturalisation. It is recommendable to assign an individual PIN number to every person registered in a German municipality; if the person relocates to another municipality, all data, including the PIN number, should be systematically transferred to the new municipality in charge. Moreover, it should become compulsory for all municipalities to register changes of citizenship (i.e. naturalisations), which is already being done by many municipalities on a voluntary basis. Ideally, the individual PIN number of the local population register should be the same as the one used in the Central Register of Aliens AZR to facilitate data linkages.

Migration statistics
The German statistics on influx and outflow are not regarded as ‘classical’ immigration statistics that accurately reflect the actual immigration to and emigration from Germany. As previously described, the German migration statistics are based on the registration of person who come from abroad and deregistration of those who relocate to place abroad; registration and deregistration at the municipality is mandatory. Due to the fact that this procedure does not count persons but cases, it is impossible to determine the duration of stay of the individual persons. Two crucial aspects that add to the
inaccuracy of migration statistics is that persons may relocate across borders more than once per years or does not deregister when moving away: whereas the former aspect results in an overestimation of the number of immigrants, the latter leads to an overestimation of the number of migrants residing in Germany and an underestimation of the scope of the outflow.

Some of these weaknesses could be overcome by avoiding double counting of registering persons; this could be achieved through administrative procedures that automatically check whether and when a person who registered at the municipality has been recorded earlier in the same or another German municipality. Such a procedure would require that individually assigned identification numbers are used in the local population registers.
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### Annex 1 - Key datasets on migration and integration

<table>
<thead>
<tr>
<th>Responsible Institution</th>
<th>Dataset</th>
<th>Type of dataset</th>
</tr>
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<tbody>
<tr>
<td><strong>Municipal population registers</strong></td>
<td>General population data; data on naturalisations; data on natural population movements</td>
<td>Register</td>
</tr>
<tr>
<td><strong>Local civil registers</strong></td>
<td>Data on natural population movements (births, deaths and marriages)</td>
<td>Register</td>
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<td><strong>Local naturalisation authorities</strong></td>
<td>Data on naturalisations</td>
<td>Count</td>
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<tr>
<td><strong>Local immigration authorities</strong></td>
<td>Data on local foreign population data, e.g. on deportation of rejected asylum seekers</td>
<td>Register</td>
</tr>
<tr>
<td><strong>Federal Office for Migration and Refugees (Bundesamt für Migration und Flüchtlinge, BAMF)</strong></td>
<td>Central Register of Aliens (Ausländerzentralregister, AZR): general database and visa database</td>
<td>Register</td>
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<tr>
<td></td>
<td>Administrative database on asylum seekers MARIS “Migration, Asylum. Reintegration and Integration System</td>
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<td></td>
<td>Statistical database on asylum seekers “Intelligent Data Evaluation” (Intelligente Datenevaluation, IDE)</td>
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<td><strong>Federal Administrative Office (Bundesverwaltungsamt, BVA)</strong></td>
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<tr>
<td></td>
<td>Data on applications for naturalisation from abroad</td>
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<tr>
<td><strong>Federal Foreign Office (Auswärtiges Amt, AA)</strong></td>
<td>Visa database</td>
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<td><strong>Federal Statistical Office (Statistisches Bundesamt, DESTATIS)</strong></td>
<td>Microcensus including Labour Force Survey</td>
<td>Survey</td>
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<td><strong>German Institute for Economic Research (Deutsches Institut für Wirtschaftsforschung, DIW)</strong></td>
<td>German Socio-Economic Panel (Sozio-ökonomisches Panel, SOEP)</td>
<td>Survey</td>
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<td><strong>Centre for Survey Research and Methodology (Zentrum für Methoden, Umfragen und Analysen, ZUMA)</strong></td>
<td>German General Social Survey (Allgemeine Bevölkerungsumfrage der Sozialwissenschaften, ALLBUS)</td>
<td>Survey</td>
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<td><strong>MÄRPLAN; Federal Office for Migration and Refugees (Bundesamt für Migration und Flüchtlinge, BAMF)</strong></td>
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<td>Survey</td>
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<td>Survey</td>
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<td>Organization</td>
<td>Description</td>
<td>Methodology</td>
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<td>Federal Employment Agency (Bundesagentur für Arbeit, BA): Research Data Centre (FDZ) of the BA, located at the Institute for Employment Research (IAB)</td>
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<td>BA Employment Panel</td>
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<td>Data on deportations</td>
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<td>Health Interview and Examination Survey for Children and Adolescents KIGGS</td>
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