

LOCAL WELCOMING POLICIES CITY REPORT AMSTERDAM

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24-11-2015



With financial support from the
Fundamental Rights and Citizenship Programme
of the European Union

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I.	CHAPTER 1. EXECUTIVE SUMMARY	3
II.	CHAPTER 2. INTRODUCTION	6
1:	EU migration in the Netherlands	6
2:	Project local welcoming policies	7
3:	Data collection	8
4:	The report	10
III.	CHAPTER 3. LESSONS LEARNED	11
IV.	CHAPTER 4. DATA ON EU MIGRANTS LIVING IN AMSTERDAM	17
1:	EU migrants in numbers	18
2:	Typology EU migrants in Amsterdam	21
V.	CHAPTER 5. MAPPING OF LOCAL POLICIES	23
1:	General information needs for newcomers	24
2:	Training of front desk staff in local administration	30
3:	Language education policy	32
4:	Housing policy	38
5:	Labour market policies	41
6:	Civic participation, citizenship	45
7:	Diversity and intercultural dialogue	46
8:	Social Rights	48
VI.	CHAPTER 6. CONCLUSION & RECOMMENDATIONS	50
1:	Conclusion	50
VII.	BIBLIOGRAPHY	56
VIII.	ANNEX A	59

I. CHAPTER I. EXECUTIVE SUMMARY

The project Local Welcoming Policies

The project *Local Welcoming Policies for EU Mobile Citizens* brings together the cities of Amsterdam, Brussels, Copenhagen, Dublin and Gothenburg in collaboration with the J.D Lawaetz Foundation in Hamburg, the University of Gothenburg and Mira Media in an effort to support the fundamental right of EU citizens to freely move, work and live in any EU country. The aim is to adapt and improve their current Welcome Policies by creating an ‘ideal’ Welcome Policy which will be implemented in the six participating cities¹. This report is the result of the local research in the city of Amsterdam. We conducted ten interviews with representatives from different departments of the local authorities and civil society. We organized two focus groups in which we spoke with 28 EU migrants. Furthermore, we gathered data regarding EU migrants in Amsterdam and wrote a paper regarding migration policies in the past and lessons learned.

Results

The municipality of Amsterdam has a welcoming attitude towards EU migrants. They are considered to be citizens with the same rights as natives, both by the local authority and by the citizens. Equal treatment and self-reliance are starting points.

The municipality does not perceive any problems regarding EU migrants. Because of this perception, little policy exists that targets EU migrants as a specific group. Since 2013, however, the municipality is contemplating how EU migrants can be welcomed into the local society. This has led to several pilot projects, mainly focusing on providing information and welcoming EU migrants. Furthermore, the city offers free language courses to EU migrants. The challenge the municipality faces is the question how to reach the EU migrants of a lower socio-economic status. EU mobile citizens in Amsterdam have a positive attitude. They are realistic in the sense that they know they need to work hard and undertake action in order to reach what they

¹ This publication has been produced with the financial support of the Fundamental rights & citizenship Programme of the European Union.

want. They love to live in Amsterdam because of the international atmosphere. EU migrants need information that is available in at least English and that covers all practical issues they should know, including information about language courses and allowances. The largest challenge they encounter is finding good, affordable housing. Furthermore, they want to learn Dutch in order to find a job and be able to make Dutch friends. Finding *any* job is perceived to be easy, finding a job matching their occupational level can be harder without Dutch language proficiency.

Recommendations

Based on the lessons learned paper, typology of EU migrants in Amsterdam and the mapping of the local policies we provide recommendations for an ideal local welcoming policy. These recommendations are tailor-made for the municipality of Amsterdam and the local situation at hand, but could be applied to other contexts too. Each municipality however, faces local specific social implications and should therefore adapt their policies to the local situation.

Recommendation 1: Invest in language education

A share of EU migrants will stay in the Netherlands for a longer period. For those newcomers, cities have to consider how to enhance their full participation. Amsterdam has chosen to invest in free language courses for EU migrants. Investing in language courses is advisable since we have seen that language proficiency will help EU migrants in translating their human capital to the Dutch labour market, process information and enhance their relationships with native Dutch.

Recommendation 2: Invest in translation of human capital

Both at the national and local level (Amsterdam) migrants work in jobs below their educational level. Policy measures should help EU migrants use their skills (human capital) in the Dutch labour market. This can be done by providing EU migrants with better insight in the labour market, providing information and help with job interviews, reading vacancies and curriculum vitae, developing instruments that help employers to take foreign education and experience into account, advising migrants on validation and accreditation of diplomas and by providing language courses.

Recommendation 3: Invest in intercultural contacts

The city of Amsterdam is very diverse and 180 nationalities live together smoothly. However, too little real contacts seem to exist between migrants and natives. EU migrants would like to establish more friendships with Dutch people but they have difficulties doing this. Learning Dutch is considered to be helpful in this respect (see recommendation 1). Another manner in which to improve contact between natives and EU migrants is by organizing events bringing the groups together on a common interest.

Recommendation 4: Provide practical information in several languages

EU mobile citizens living in the Netherlands need information on practical issues like housing, finding a job, social rights et cetera. Especially this kind of information, which is needed upon arrival, cannot only be provided in Dutch because migrants who just arrived do not speak the language yet. Amsterdam could expand the online English information. Furthermore, the city could make an information booklet in several languages, distributed at the moment EU migrants register at the municipality. Another way to provide information is to set up an information point for EU migrants (see recommendation 5).

Recommendation 5: Make sure your policies take vulnerable groups into account

Current policies regarding information provision solely focus on higher skilled EU migrants, while low skilled EU migrants are also present in Amsterdam. The municipality has difficulty reaching this group. Setting up an information point could help reach this group, which makes less use of the internet. It is important to provide information in the language of the EU migrants and to create an informal setting, preferable with walk-in hours as opposed to having to make an appointment. Next to providing information, the municipality has to consider offering some kinds of support such as, for example, help with filling out (Dutch) forms, applying for health care benefits etc.

Recommendation 6: Address issues regarding housing

The municipality of Amsterdam does not invest in specific housing policies for EU migrants. EU migrants however, do have severe problems finding a house. Solving housing shortage is a major issue, not to be solved overnight. The municipality, however, could take small steps to

improve the living situation of EU migrants. For example, by signalling when EU migrants are not allowed to register at the address they live at, making housing agencies aware of implicit assumptions and providing EU migrants with more information.

II. CHAPTER 2. INTRODUCTION

I: EU MIGRATION IN THE NETHERLANDS

Due to the enlargement of the European Union with Eastern European countries, the number of European migrants migrating to the Netherlands has increased during the past decade. Since 2007, the European guidelines for free movement of workers (Directive 2004/38/EC) apply to Poland, Estonia, Latvia, Lithuania, Hungary, the Czech Republic, Malta, Slovakia and Slovenia. From 2014 onward, this also applies to Romania and Bulgaria. Northern-, Southern- and Western Europeans were already allowed to move to other EU member states to work there.

After the enlargement of the European Union in 2004, the number of migrants from Central- and Eastern Europe has increased by 150.000. During the same period, the number of Southern Europeans has increased by 34.000². At the beginning of 2015, the Netherlands counted around 215.000 migrants from Central- and Eastern Europe. Polish migrants currently form the largest migrant group. The migration of Southern Europeans to the Netherlands has primarily increased after the economic crisis of 2008; between 2004 and 2008, the number of Southern European migrants has expanded with 3.500, while this is almost 15.000 for the time period between 2008 and 2012. In 2015, 131.000 migrants from Southern Europe live in the Netherlands (Roovers & Schreven, 2015). Around 25% of migrants from Middle-, Eastern and Southern Europe live in the three largest Dutch cities (Amsterdam, Den Haag and Rotterdam).

The numbers mentioned above only apply to EU migrants who have registered in the Personal Records Database³. However, the Netherlands also counts a high number of non-registered

² Southern Europe: Greece, Italy, Spain and Portugal

³ This personal Records Database includes all personal data of citizens in the Netherlands (the residents).

EU migrants. Estimations of the numbers of non-registered migrants from Central- and Eastern Europe are based on one study with statistics from 2010 (Van der Heijden et al., 2013). According to these estimations, around 47% of migrants in the Netherlands is non-registered. This comes down to around 159.000 non-registered migrants from Central- and Eastern Europe. No statistics are available about non-registered migrants from Southern Europe.

2: PROJECT LOCAL WELCOMING POLICIES

The project *Local Welcoming Policies for EU Mobile Citizens* brings together the cities of Amsterdam, Brussels, Copenhagen, Dublin and Gothenburg in collaboration with the J.D Lawaetz Foundation in Hamburg, the University of Gothenburg and Mira Media in an effort to support the fundamental right of EU citizens to freely move, work and live in any EU country. The aim is to adapt and improve their current Welcome Policies by creating an ‘ideal’ Welcome Policy which will be implemented in the six participating cities⁴. The “Local Welcoming Policies EU migrants”- project is divided into three parts, namely Research, Development & implementation and Dissemination. This paper is the product of the local research conducted within the project. We conducted ten interviews with representatives from different departments of the local authorities and civil society. We organized two focus groups in which we spoke with 28 EU migrants. Furthermore, we gathered data regarding EU migrants in Amsterdam and wrote a paper regarding migration policies in the past and lessons learned.

The ‘Research’ part of the project is divided into several stages. During the first stage, we use desk research to learn from migration to the Netherlands in the past: *Which lessons can be learned from similar experiences in the past with the arrival of other migrant groups?* Second, we analyse current flows of EU mobile citizens in Amsterdam. Thirdly, we establish a local map of the state of affairs concerning local Welcoming Policies in Amsterdam. We answer the following questions for the Amsterdam locality: *What are the social implications of EU migration*

⁴ This publication has been produced with the financial support of the Fundamental rights & citizenship Programme of the European Union.

for Amsterdam? and How, and to what extent, do different types of EU migrants cause different social implications for urban societies?

3: DATA COLLECTION

In order to establish a local map of the state of affairs concerning local welcoming policies in Amsterdam we performed research using interviews and focus groups.

Interviews

In close collaboration with the municipality of Amsterdam we decided to interview ten respondents from the local authority and civil society. When deciding which civil servants to interview, we made sure to get an overview of all (possible) policies within the local authority. We spoke to representatives of the local authority from departments of language education, housing and diversity. Furthermore, we spoke to the project manager EU migrants and to a policy maker who could reflect on the lessons learned paper and policies of Amsterdam in the past. We spoke to the Expat Centre of the city and to the representative of a shelter for homeless people. Regarding civil society, we spoke to the Spanish consulate and a Bulgarian school. During the project we had informal contact with the policy officer EU migrants, thereby collecting additional information. The difference in background of candidates has enabled us to get a broad overview of policies for EU migrants within the municipality of Amsterdam.

Focus groups

We organised two focus groups with EU migrants themselves. The focus groups have been organised with help of language schools and a Spanish migrant organisation. During the group conversations, English was spoken. The aim was to get a group of migrants which would be as representative as possible. As a result, the respondents are quite comparable to all EU migrants in Amsterdam. Full representation, however, cannot be achieved with two focus groups.

We have spoken to 28 EU migrants from 11 different countries. 18 respondents come from the Southern European countries Greece, Italy, Spain and Portugal and 7 are from Central or

Eastern Europe. We have spoken to slightly more male respondents (55%) than female respondents (45%). The mean age of the respondents is 33. The oldest participant is 74, the youngest 20. The largest share of respondents is not married, accounting for 72% of the group. The majority of the respondents (52%) is employed for wages. Some of them are self-employed and others are looking for work. A few respondents are homemakers. 16 respondents are highly educated in the sense that they completed a Bachelors', Masters' or professional degree. The other 12 respondents do not have a degree (7) or have not finished higher education (5).

We have not spoken to EU migrants with children. And although it is true that migrants in Amsterdam are relatively high educated it would have been interesting to talk to slightly more lower educated migrants as well. In order to learn more about less educated migrants, we make use of a Dutch study regarding the needs of EU migrants.⁵

Nationality	Number
Spanish	9
Italian	6
Greek	2
Hungary	3
Polish	2
British	1
Croatia	1
French	1
Portuguese	1
Slovakian	1
Welsh	1
Total	28

⁵ This is a study performed by Knowledge Platform Integration & Society (www.kis.nl). Razenberg, I, Noordhuizen, B., De Gruijter, M. (2015) Recente EU-migranten uit Midden-, Oost- en Zuid-Europa aan het woord - Ervaringen en behoefte aan informatie in Nederland. Utrecht: Kennisplatform Integratie & Samenleving

4: THE REPORT

The structure of the report at hand is as follows. In chapter 3 we present a paper describing migration to the Netherlands in the past and the policies of Dutch government regarding migration. Chapter 4 describes the EU mobile citizens currently living in Amsterdam. Chapter 5 present the results of the research conducted in Amsterdam. Finally, in chapter 6 we present conclusions and recommendations.

III. CHAPTER 3. LESSONS LEARNED

In order to be able to draw lessons from Dutch migration and integration policies in the past we provide a short overview of migration policies from the late 1960s up until the early 2000s, mainly focusing on migrants from Turkey and Morocco. The situation concerning these migrants was especially defining due to the fact that they were first regarded as temporary guest workers while in fact, many of them settled permanently in large cities in the Netherlands, leading to various kinds of social implications.⁶

1970s: Predominantly guest workers, migration perceived to be temporary

In the 1960s and 1970s, the Netherlands did not regard itself as an immigration country. The main migration groups consisted of low skilled migrants who came to the Netherlands in search of employment opportunities; the so-called quest workers. Migrants arriving in these years were actively recruited by companies and the government to resolve labour shortages in the Netherlands. Amsterdam also directly recruited labour migrants from their respective countries of origin. Migrant came from Southern European countries, especially from Italy and Yugoslavia (Jennissen, 2011) and from Turkey and Morocco. The idea was that migrants would work in the Netherlands for a short period of time, after which they would return home. Due to the fact that the presence of guest workers was perceived to be temporary, the immigration policy focused on ‘retaining one’s identity’, which was believed to facilitate remigration. Because of the focus on the temporariness of migration, no consistent set of policies were developed for this new group of migrants. But on the other hand, no strict remigration policy was applied either. The temporary nature of this migration can be traced back to the language

⁶ The main source of this paper is the report Onderzoek Integratiebeleid (Research Integration Policy). This publication is the product of a parliamentary research committee (Commissie-Blok) regarding immigrant integration policies from the 1970s until 2003 in the Netherlands. The research was commissioned to the Verwey-Jonker Institute. The final publication was published on January 19th 2004. The publication is available online: <http://www.parlement.com/9291000/d/rapportcieblok.pdf> We have mainly used information from chapter 2 (outline integration policy), 3 (integration), 4 (employment), 5 (education), 6 (housing) and 10 (summary). When we have used sources other than this publication for this lessons learned paper, this will be indicated within the text. All literature consulted will be mentioned in the literature list at the end of this paper.

education policy of the 1970s, which was directed towards maintaining the migrants' native language. Preserving language skills would improve the likelihood of return migration. In Amsterdam, hardly any Dutch language courses were provided (Hoenderkanp, 2008). With the programme 'Education in own language and culture', children in primary schools were instructed in their language of origin. In the second half of the 1970s, the government was forced to take certain (often ad hoc) measures because the number of migrant children increased rapidly. During this period, teachers were not yet aware of how to deal with migrant children who were exhibiting developmental delay with regard to education and social behaviour. In these years, Amsterdam developed a project in which the environment and social experience of children from labour migrants gained a central place at schools.

The government had no specific policy for the labour migrants in terms of housing. Employers were legally obliged to house guest workers for the duration of their work contract. Migrants (also in Amsterdam) typically resided in pensions and in houses provided by the private sector. The Dutch government was responsible for the inspection of the housing situation of labour migrants. Problems with housing mostly concerned the bad quality of housing (conditions) (WRR, 1979). Since work was mainly offered in and around large urban cities, most migrants resided in these cities. The low incomes and inaccessibility of social housing forced many foreign workers to live in the pre-war neighbourhoods of the cities.

1980s: Family reunification and awareness of settlement

In the 1980s, awareness arose concerning the settlement of labour migrants in the Netherlands. The arrival of low skilled labour migrants to the Netherlands had ceased due to stricter regulations regarding labour migration. These measures were a result of the 1973 oil crisis which had a great impact on the Dutch economy. A new type of migration arose: family reunification of Turkish and Moroccan families, which doubled the number of migrants from these groups. Migrants from the Southern European countries re-emigrated to their respective countries of origin, partly due to the favourable economic situation in those countries (Jennissen, 2011). The Ethnic Minority Report, published by The Dutch Scientific Council for Government Policy in 1979 (WRR, 1979) served as an important document. It stated that immigration policies must move away from remigration opportunities (keeping own language and culture) to full participation of minorities in society: including equal rights and mutual

adjustment (of host group and minority group) and excluding discrimination. The policy of this time can be described as 'integration with preservation of own culture', whereby the focus shifted from retaining one's own culture to emancipation within the minority group. During this period, the labour market situation of guest workers deteriorated with mass resignation and high unemployment rates. Unemployment amongst ethnic groups was three to five times as high compared to unemployment among Dutch workers. This was partly because the majority of guest workers were employed in the industrial sector: a sector which suffered heavily due to the recession and automation. Discrimination in the labour market was also a problem. Some policies designed to tackle unemployment for specific groups (Moluccans) were applied in the 1980s but it was only at the end of the 1980s that real measures were taken to tackle unemployment within these groups. In the 1980s, education in the language of origin was still available but the goal of this policy shifted from remigration to community bonding (Ham & Van der Meer, 2012). Although in the late 1970s The Dutch Scientific Council for Government Policy had already advised the government to provide orientation courses for newcomers and people who had been in the Netherlands for a relatively long period of time, these courses were not implemented until the 1980s. In Amsterdam, some language courses were provided but only in adult education, and these courses focused primarily on re-education and self-development of the participants (Hoenderkamp, 2008). In these years, the demand for language courses in Amsterdam was much higher than the actual supply of these courses.

Policies were prevalent regarding schooling. The Minorities Note of 1983 stated that materials and access must be provided in order to give minority/disadvantaged groups equal access to education. In the early 1980s, admission to social housing was problematic. When the majority of pensions for foreign employees were closed as a result of bad housing conditions, the government decided that the housing of ethnic minorities should become part of the existing housing policy. By the end of the 1980s, more migrants started to enter the social housing market, leading to concentrations of (especially Turkish and Moroccan) migrants in the most deprived neighbourhoods. New housing projects improved some living conditions, but because of the large influx of new migrants these projects appeared insufficient and led to a differentiation in housing prices. Thus, economically disadvantaged families were forced to settle in less developed neighbourhoods. Voting rights on the municipal level were established in 1985, giving non-Dutch citizens the right to vote. In the same year a law was adopted facilitating access to Dutch citizenship to second generation migrants between the ages of 18 and

25. Third generation migrants would achieve citizenship by birth (Ersanilli, 2007).

1990s: Immigration continues, participation by means of work and education

In the 1990s, the government began to understand that the Netherlands was and would be an immigration country. Not only would migrants settle but they would also continue arriving to the Netherlands. During these years, family reunification from Morocco and Turkey continued and marriage migration from these countries became quite common as well. Furthermore, the number of refugees increased.

The integration policy of this time period focused on participation by means of education and employment. The key to full participation was employment, but learning Dutch was also a crucial aspect of integration. The focus of government policies shifted from minority groups to disadvantaged individuals within these minority groups.

Because employment was regarded as one of the most important means of integration, labour market policies started to be taken seriously. An act came into force which obligated employers to register all employees in order to enable policymakers to use the data for a better immigrant-natives ratio. Employers in Amsterdam set up a foundation which aimed at helping immigrants obtain a stable job. Due to the concentration of problems in large cities, the government appointed a minister of 'Large Cities and Integration Policy' in 1998. The policy centred on five themes: employment, education, safety, liveability and care. The goal of this policy was to decrease (long-term) unemployment, especially in vulnerable neighbourhoods and amongst underprivileged groups. Furthermore, language gained a central role in order to improve the integration of migrants. In Amsterdam the number of language courses expanded. In the beginning, these courses only aimed at new migrants but from 1999 onwards the municipality also targeted migrants who had been living in the Netherlands for a longer period of time. In the 1990s, Amsterdam provided new migrants with a booklet with information, which was produced in different languages.

An issue debated in the 1990s was school segregation leading to so-called 'black' and 'white' schools. Policies to counteract this kind of segregation did not evolve since much value was attached to free choice of schooling.

Housing policies during this time focused on individual needs through individual rent subsidies based on income and household composition. Ethnic minorities often received more rent subsidies, compared to natives. From 1986 to 1995, the concentration of ethnic groups doubled in the four largest cities in the Netherlands. In the 1990s, the government privatized the social housing sector which led to rent increases and a decrease in available social housing. As a consequence higher concentration of economically disadvantaged people (among them many ethnic minorities) lived together in specific neighbourhoods.

In 1992, dual citizenship was introduced, which led to an increase in naturalizations. However, this was a highly contested measure leading to a highly debated policy in 1997. This policy stated that when naturalized, one had to renounce prior citizenship. In practice, however, dual citizenship kept existing (Ersanilli, 2007).

2000-2003: Integration at the heart of the debate

There is no noticeable change in the type of migrants compared to the 1990s, neither in social implications nor in policies. The most important difference is the focus on integration. In 2002, the right-wing political party of Pim Fortuyn positioned the integration of foreigners at the heart of the public debate during the election campaign. Integration became compulsory for newcomers and for settled immigrants who received social benefits. Immigrants were obligated to pass an integration exam and stricter regulations (regarding age and income) were applied regarding family formation. The integration policy consisted of mutual adaptation and migrants and natives were responsible for their integration process. Participation remained a key concept, along with shared citizenship. Because of the compulsory integration courses migrants did receive information regarding language and Dutch culture. In 2003, a note was published in Amsterdam aiming at reducing the ad hoc character of integration policy in order to achieve a consistent policy.

Lessons learned

A great change occurred regarding the vision and policy between the 1970s up until 2003. At first, migration was perceived to be a temporary phenomenon, requiring minimal policies and guidance. The importance of the immigrants' native language and culture was stressed. How-

ever, through the years, the Netherlands became more aware of their status as an immigration country and related social implications like unemployment, segregation and discrimination. The government proceeded to develop policies to combat socio-economic delay with a stronger focus on integration. An important lesson which obviously can be learned from migration in the past, is that migration is not a phenomenon that can be perceived solely as a perspective of temporariness. In the concluding chapter (chapter 6) we will discuss in more detail what lessons can be learned from migrant history, which can be applied to EU migrants in Amsterdam.

IV. CHAPTER 4. DATA ON EU MIGRANTS LIVING IN AMSTERDAM

In this paragraph we will present an overview of EU migrants living in Amsterdam. We start with some graphs on migrants' background characteristics. After this, we will suggest a typology which can be used in policy making.

Reading guide

All data used in this section is produced by the agency for research and statistics of the municipality of Amsterdam⁷. For the analysis, the EU migrant groups are comprised of first and second generation migrants, where the former refers to migrants who were born outside of the Netherlands and the latter refers to migrants who are born in the Netherlands and whose parent(s) were born outside of the Netherlands. Unless mentioned otherwise, all data is based on categorization according to descent (1st and 2nd generation migrants). The EU migrant groups are divided according to geographical origin: North, South, East and West. The data utilized in this study is based on migrants who have registered as a citizen in Amsterdam. However, not all migrants decide to register. In the Netherlands, the University Utrecht calculated estimations of unregistered Eastern European-migrants⁸. Based on these calculations, the research agency of Amsterdam estimated the group of unregistered CEE-migrants to be 25.000. However, this number is an estimation, based on the situation in 2010 and only includes Eastern European migrants. Not all data is presented in this chapter, additional graphs can be found in appendix A.

⁷ The data we use regarding EU mobile citizens are produced by 'bureau Onderzoek & Statistiek' (agency for research and statistics) of the municipality of Amsterdam. Publications: H. Booi, J. Slot & E. Lindeman; Monitor EU-migranten 2013 (2014) Gemeente Amsterdam – Bureau Onderzoek & Statistiek.+ E. Lindeman & H. Booi; EU-migranten in Amsterdam 2014. Fact sheet monitor EU-migranten, Informatie & Statistiek, augustus 2015 (2015) Gemeente Amsterdam – Bureau Onderzoek & Statistiek.

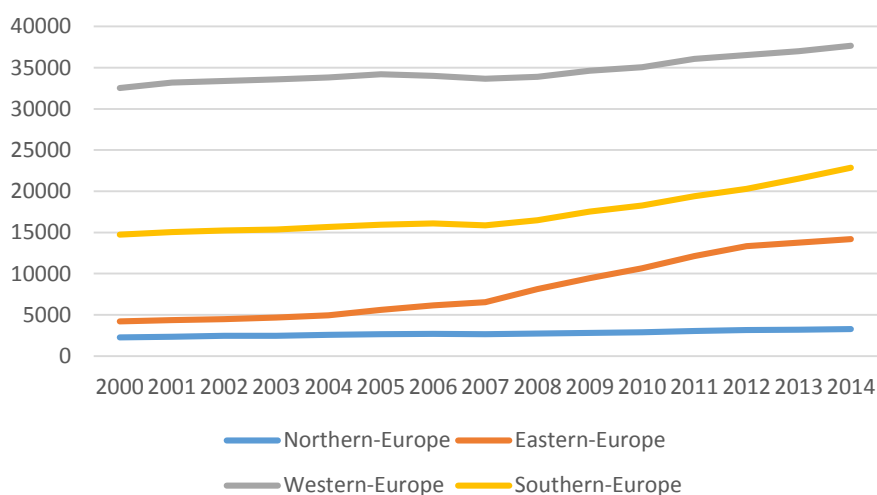
⁸ Van der Heijden et al; Aantallen geregistreerde en niet-geregistreerde burgers uit MOE-landen die in Nederland verblijven (2013) University Utrecht.

I: EU MIGRANTS IN NUMBERS

General trends

Since 2004, the number of EU mobile citizens in Amsterdam has increased with 41%. At the moment, more than 88.000 registered EU migrants live in the city of Amsterdam. The majority of EU migrants are from Western Europe, followed by Europeans from the south, east and north. In 2007 there was increase in migration flow, especially for migrants from Eastern Europe and Southern Europe. In the last year, the relative increase was highest among migrants from Southern Europe.

Graph 1. Flow of EU migrants in Amsterdam 2000-2014



Source: Bureau Onderzoek en Statistiek, 2014

Demographics

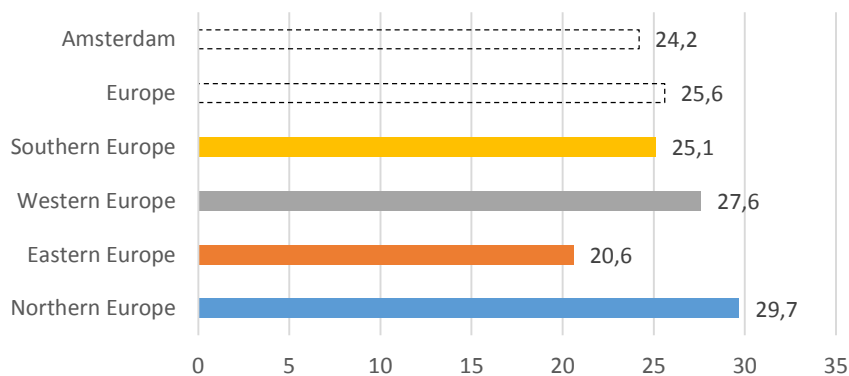
The age distribution of migrants is quite similar across all migrant groups. The mean age for EU migrants is 36, which is slightly younger than the average population in Amsterdam (mean age: 37). The majority of EU migrants are between 25 and 44 years old. There are slightly more female than male EU migrants in Amsterdam. The majority of EU migrants are single, amounting to more than 50% in each migrant group. The majority of EU migrants (65%) who resided in Amsterdam in 2007, still lives in Amsterdam in 2014. This length of stay indicates a more permanent character of migration for two third of the EU mobile citizens.

Employment and income of EU migrants

In all groups of EU migrants wage is the principle source of income. Eastern European migrants receive their income more often through their own businesses, as compared to the other EU migrants. Relatively few EU migrants are on welfare or receive other forms of social benefits. In the year 2013/2014, 3.120 students were studying at a university in Amsterdam.

In comparison to the rest of the EU migrants, migrants from Eastern Europe have the least disposable (net) income⁹. However, the remaining migrant groups have on average more to spend than the average citizen living in Amsterdam.

Graph 2. Average disposable income, 2011 (x 1000, standardized*)



**The data has been standardized in regards to differences in the size and composition of households.*

Source: Bureau Onderzoek en Statistiek, 2014; Centraal Bureau voor de Statistiek, 2015

An average of 16% of all EU migrant households have a minimum income¹⁰, which is not much lower than the average (17%) in Amsterdam. A higher share of Eastern European migrant households (24% of all Eastern European households) have a minimum income.

Housing

The distribution of type of housing is proportionately very similar across all EU migrant groups. All EU migrants tend to live in rental homes, rather than purchased homes. EU migrants less often live in social housing, as compared to the average citizen in Amsterdam.

⁹ Disposable income is defined as the gross income after wage transfers, taxes, alimony and health insurance costs.

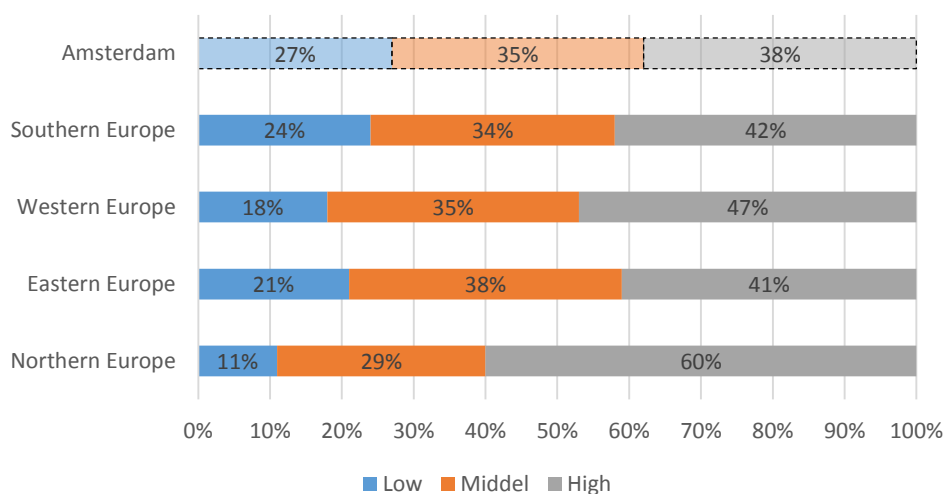
¹⁰ The minimum income is defined as the net income excluding holiday pay. This amounts to €994 for one person households (€1091 for elderly: >65), €1279 for single parents (€1373 for elderly >65), and €1421 for married couples (€1502 for elderly: >65).¹⁰

Educational level

Data about the educational level of EU mobile citizens dates back from 2011 and is based on the registration of people who have followed some form of education *in the Netherlands*. Thus, it is an estimation of the education level of each EU migrant group. The data indicates that all four EU migrant groups have, on average, a higher education level compared to the average in Amsterdam. Southern Europeans are most often higher educated. Furthermore, in 2012 the agency for research and statistics in Amsterdam conducted a survey targeted at EU migrants in which 68% of the respondents indicated they had completed university.

Not all migrants are successful in translating their educational level to the labour market. Data shows Eastern European migrants are often self-employed in sectors which do not demand higher degrees of education. These numbers indicate that even though they might possess the skills, not all Eastern Europeans seem to be able to translate their human capital within the local context.

Graph 4. Percentage level of education, 2011



Source: Bureau Onderzoek en Statistiek, 2014; Centraal Bureau voor de Statistiek, 2015

2: TYPOLOGY EU MIGRANTS IN AMSTERDAM

Within this 'local welcoming policy' research we will base our typology on educational level (high skilled migrants versus low skilled migrants), household composition (family members) and vulnerable migrants. Because this research focuses on all EU mobile citizens whereas the other research projects¹¹ utilize different typologies solely focused on CEE-migrants (and migrants from Southern Europe) we also distinguish, if necessary, between regions (west, east, south, north). We will furthermore make some specifications regarding the distinction between high and low skilled migrants by adding socio-economic characteristics like income and occupation. We do so, in order to make sure the typology can be used in a practical sense. The typology has to serve the local authority of Amsterdam in drafting their ideal local welcoming policy, taking into account differences within the group of EU migrants. Resources migrants possess (albeit education or income) influence their need for information and support. All data used in this section (unless indicated otherwise) is produced by the agency for research and statistics of the municipality of Amsterdam¹².

High Skilled versus Low Skilled Migrants

For the city of Amsterdam, it is important to estimate what skills EU migrants have. Based on the existing data regarding EU migrants we can theorize that a large share of EU mobile residents are high skilled knowledge workers. EU migrants in Amsterdam are relatively high educated, compared to the mean citizen of Amsterdam. Furthermore, the net income of registered EU migrants is relatively high (just above the average in Amsterdam). On the other hand, a (smaller) group of EU migrants has less skills and/or a lower income.

¹¹ For other typologies see: Denize Sert (2014). Mapping and analysis of types of migrants from CEE countries – Comparative Report. Imagination project & Engbersen, M. Ilies, A. Leerkens, E. Snel & R. van der Meij (2011). Arbeidsmigratie in vierien. Erasmus Universiteit. & G. Engbersen, J. Jansen, M. Faber, A. Leerkens & E. Snel (2014) Migratiepatronen in dynamisch perspectief. Erasmus Universiteit.

¹² The data we use regarding EU mobile citizens are produced by 'bureau Onderzoek & Statistiek' (agency for research and statistics) of the municipality of Amsterdam. Publication: H. Booi, J. Slot & E. Lindeman; Monitor EU-migranten 2013 (2014) Gemeente Amsterdam – Bureau Onderzoek & Statistiek.

Family members; children of EU migrants

In 19% of households children are present (16% consist of couples with children and 9% are single parent). Bulgarians and Portuguese live relatively more often in families with children. Within the group of EU migrants in Amsterdam, 16% is under 18.

Vulnerable migrants

Within the group of 'vulnerable migrants' we distinguish three subgroups: homeless people, trafficked persons and persons with a weak socio-economical position.

Homeless people

EU mobile citizens seldomly use night care facilities for homeless people in the city: 12 persons used these facilities in 2013. The number of homeless people will probably be higher. For example, 1.143 migrants used night care facilities in the cold winter of 2012/2013.

Victims of human trafficking

In 2013 18 victims with a European background were sheltered in residential care. With regards to human trafficking, women from Eastern Europe are the second largest group of victims.

Weaker socio-economic positions

Lastly, we define vulnerable migrants as persons with a weaker socio-economic situation (regarding education, work experience, income, current job etc.). In the lessons learned paper we have shown that the most vulnerable group in Amsterdam seems to be Bulgarians. In 2014, 3.130 Bulgarians were registered in Amsterdam¹³. They are 'vulnerable' because of several reasons. First, their net income is the lowest compared to other migrants from Eastern Europe (and the net income of Eastern migrants is the lowest compared to migrants from Northern,

¹³ H. Roovers & L. Schreven; Eerste- en tweedegeneratieallochtonen uit Midden-, Oost- en Zuid-Europa, naar herkomstgroepering en woongemeente, 1-1-2014' (2015) CBS.

Southern and Western Europe). Second, 39% of Bulgarian migrants in Amsterdam live in a 'social minimum household'. Thirdly, almost half of Bulgarians live in crowded houses. Another group which might be partly indicated as vulnerable, are immigrants from Romania, of which 30% lives on a 'social minimum household'. In 2014, 2.370 Romanians were registered in Amsterdam¹⁴. Even though from this typology it can be concluded that Bulgarians are the most 'vulnerable' group, this certainly does not mean that all Bulgarians are vulnerable. In assessing one's vulnerability it is important to make a distinction based on socio-economic characteristics rather than region/country of origin, since many differences exist within these groups.

¹⁴ 14 H. Roovers & L. Schreven; Eerste- en tweedegeneratieallochtonen uit Midden-, Oost- en Zuid-Europa, naar herkomstgroepering en woongemeente, 1-1-2014' (2015) CBS.

V. CHAPTER 5. MAPPING OF LOCAL POLICIES

In this chapter we map the local policies of Amsterdam, using the results from interviews, focus groups and desk research. For each policy we describe 1) the state of affairs in the policy area 2) challenges/problems as perceived by EU migrants, local authority or civil society and 3) solutions as proposed by EU migrants, local authority or civil society. The policies areas we will describe are general information needs for newcomers, training of front desk staff in local administration, language education policy, housing policy, labour market policies, civic participation & citizenship, diversity & intercultural dialogue and social rights.

I: GENERAL INFORMATION NEEDS FOR NEWCOMERS

DESCRIPTION OF THE STATE OF AFFAIRS IN THE POLICY AREA

Several initiatives exist in the municipality of Amsterdam regarding the provision of information to new migrants. Since 2013 the city has developed two pilot projects regarding EU migrants, both including an aspect of information provision.

First, the municipality has organized ‘Welcome to Amsterdam’ events. The goal of the events is to welcome EU migrants to the city and to provide them with practical information about living and working in the city. There is information about making a CV, how to start your own business, where to follow a languages course, raising children in Amsterdam etc. Another important aspect of the event is fun and networking. The events are organized in collaboration with the international comedy theatre Boom Chicago and the Expat Center. This project started in 2014 and is still in the pilot phase. Thus far there have been three events. During the last edition 300 migrants, mainly Southern Europeans, attended. The two prior events attracted smaller numbers of migrants.

Another pilot project aiming at EU migrants is the ‘introduction course Amsterdam’¹⁵. The free course comprises of five daily periods of three hours during which newcomers are guided around the city. While they learn about the history of the buildings they pass, they also learn

¹⁵ A more elaborate version of this course is available for non-EU migrants who are obliged to integrate.

about the current Dutch system. Guides provide information regarding education, work and life in the Netherlands, health care, financial matters, the community and rights and obligations as a citizen. On each of the topics the municipality has made more in-depth handouts with further information. Next to information, meeting each other and exchanging tips is an important part of the course, just like at the Welcome Events.

“Next to the information they receive the group dynamic is also very good; the participants exchange tips.” Representative of local authority

EU mobile citizens can also obtain information online. On the official website of the municipality (www.amsterdam.nl) a special page is dedicated to newcomers, informing them about practicalities concerning moving to Amsterdam. However, this website is entirely in Dutch, which makes it difficult to consult for newcomers who are unable to read the language.

In collaboration with the Expat Centre however, the municipality launched an English website: lamsterdam.com/local. This website gives advice to (potential) migrants who are preparing to move to Amsterdam or who just arrived. Information is provided about several topics such as necessary documentation, how to arrange housing, finding a job and learning Dutch (for language courses it refers to the Dutch page of Amsterdam and to private initiatives). Other topics that are covered are amongst others the educational system, the health care system, transportation, taxes and cultural life. Although the website is in English and openly accessible for all newcomers it focuses mainly on medium and highly skilled migrants, according to the policymaker at the municipality.

The Expat Center itself also provides information. But the center is focused on providing help with work permits and visas which is not applicable to EU migrants. The Expat Center does help EU citizens working for companies that are connected to the center with their municipal registration and applying for a social security number. At their office's front desk there is a large collection of brochures available with useful information.

Besides information provided on a local level, (potential) newcomers can also consult two websites launched by the national government: www.newtoholland.nl and www.newinthenetherlands.nl. The former provides information in English about government organizations that all newcomers are likely to come in contact with. The latter website focuses specifically on migrants from the EU who want to work and live in the Netherlands. From this

website a brochure can be downloaded in fifteen different European languages with a description of necessary actions that have to be taken after arrival, rights and obligation of workers and the rules and customs of Dutch life.

PERCEIVED PROBLEM/CHALLENGES

Two main challenges arise from the interviews. First, the language barrier when searching for information. Second, the question as to how lower educated EU migrants can be reached by the municipality.

Language of information

EU migrants in Amsterdam often search for information online. One of the biggest challenges they face when searching for online information is the fact that most websites of formal institutions, such as the municipality, the tax office (Belastingdienst) and the Employee Insurance Agency (UWV), are only available in Dutch. The municipality solves the language problem by translating parts of the information to the English website iamsterdam.com and by providing spoken services in English. The tax office and the Employee Insurance Agency however, do not offer this service. According to one of the participants the tax office was unwilling to assist in English even though the operator did speak the language. This is a national problem since these organization operate on a national level. On the local level, however, EU migrants also come across some challenges. The information that is translated to English is not specific enough to be applied to the persons situation. It is useful for looking up general information but when in need of more tailored advice this website is not very helpful:

“You can gather all the information that you need, but when you have to cope with the reality, you realize that the situation is a little bit different. I was satisfied with the information that I found on the website, but I couldn’t always apply it.” EU migrant

Furthermore, EU migrants miss information about social rights. Especially information about health care allowances is missed. In the Netherlands, having a health care insurance is obliged and residents can get partial refunds by means of the health care allowance. This kind of information should be stressed, according to the respondents:

“I think that the municipality should offer the information about health care allowances. It should be highlighted. It’s very important for us foreigners to know about this, because it reduces some of the financial burden.” EU migrant

Finally, the EU mobile citizens cannot read the letters the municipality sends, because they are all in Dutch.

Reaching lower educated EU migrants

The initiatives of Amsterdam to inform EU migrants all target or reach only the higher skilled EU migrants. Despite efforts to change time (from weekday evening to weekend), location (less fancy, better accessible by car) and advertising (flyers at shops for CEE-migrants and at the Eurolines bus station) no lower skilled EU migrants showed up at the Welcome Events. Both the Introduction course Amsterdam and the English website of the municipality focus on high skilled migrants.

The municipality of Amsterdam used to host a website aiming at educating lower skilled migrants about legal procedures, obligations and possibilities of life in the city. This website, www.ipuntamsterdam.nl, consisted of information in four different languages, being: Dutch, English, Turkish and Arabic. Furthermore, there was also an option to let the website read the text out loud. This was aimed at reaching illiterates unable to read the information. This website however no longer exists, due to a number of reasons, among which the fact that the website did not reach many people. This means that currently no initiatives from the municipality exist targeting lower skilled migrants. The representatives of the local authority indicate they lack a clear view of what kind of information lower skilled migrants are in need of and what the best way would be to provide them with help. Language courses also have difficulty attracting lower skilled migrants. Although a relatively large share of EU migrants in Amsterdam is high skilled, lower skilled migrants are also present and some solutions have to be sought to get in contact with these groups. A civil servant stresses that low skilled migrants are also an important group within the municipality:

“I see quite often EU migrants living at or beneath the poverty line. It is not the case that Amsterdam only hosts high skilled migrants. The lower skilled, poorer migrants also live in Amsterdam. [...]They often work and find information though the informal circuit. They live in overcrowded houses.” Representative of local authority

Another reason why providing migrants with information is important, is because it makes them less vulnerable for middlemen making use of the vulnerable situation of new migrants. A representative of a migrant organisation warns that currently these ‘middlemen’ offer services to EU migrants, asking high amounts of money for it.

“Middlemen sell information. They ask 200 euro for entrepreneurs who want to register their company, while this only takes 15 minutes. The misuse middlemen make of migrants makes an information point even more important. We want to make this brokers superfluous.” Representative of civil society

However, problems with reaching EU migrants are not limited to the lower educated only. A civil servant states that in organizing so called ‘arrival events’ only one percent of EU migrants are reached. The municipality should be more active in providing all EU migrants with information, according to this policy maker.

PROPOSED SOLUTIONS

EU migrants, representatives of the local authority and representatives of the civil society all came up with some solutions for the two challenges as mentioned above. In this chapter we will describe these solutions.

Language of information

It is clear that newcomers come across problems regarding information that is merely provided in Dutch. Although it would be ideal to have information available in all languages, it is recognized by the EU migrants that this is simply not possible. However, they do feel that the municipality could translate slightly more information, especially regarding language courses and health care allowance. Moreover, basic information on the websites of the national organizations, the tax office (Belastingdienst) and the Employee Insurance Agency (UWV) should be translated, at least to English. Moreover, one of the representatives of the local authority argues that (translated) information should be provided more actively.

Reaching lower educated EU migrants

Especially lower educated EU migrants appear to be hard to reach and provided with information. One solution, as mentioned by the local authority, is opening a physical information point specifically for EU migrants. Since higher educated EU migrants are very self-reliant and find their way on the internet, this information point will mainly (but not solely) aim at EU migrants with less skills. Information has to be provided in their own language. This front desk should not be a replacement of the existing services but rather it could serve as a support. Staff members at these EU desks could refer EU mobile citizens to the right desk, give advice about which procedures they have to follow and which forms they have to fill in. Thus, these EU desks should not offer services but offer information regarding services.

“Different migrants utilize different strategies to achieve information. Some need a conversation of specific advice. It is more easy to direct a person to the right service if you have a face to face conversation.” Representative of local authority

At the information desk specific and up to date information can be provided, as compared to the internet. The policymaker would prefer if the physical information points for EU migrants would be run by volunteers instead of policymakers since they will be more loose and less formal in their contact with the migrants. Information as provided by the city has to be 100% accurate. Migrant organizations can play a role since they speak the language of EU migrants. When creating a physical information point one has to consider many questions like for example, at which department should it be located, how should it be financed, and would it disrupt the market?

Another suggestion to reach EU mobile citizens and to improve their knowledge is providing information at the moment migrants register at the municipality.

2: TRAINING OF FRONT DESK STAFF IN LOCAL ADMINISTRATION

DESCRIPTION OF THE STATE OF AFFAIRS IN THE POLICY AREA

There is no specific training for front desk staff members providing services to EU migrants in the municipality of Amsterdam. In Amsterdam, civil servants are not constrained to speaking Dutch. Services offered by front desk officers almost always are possible in English and the civil servant sometimes even speaks a second other language. The language spoken in the local administration therefore depends on the language skills of the desk staff member working at a specific time.

“If you are lucky the person also speaks English.” Representative of local authority

PERCEIVED PROBLEM/CHALLENGES

The participants of the focus groups have almost no complaints about the front desk services of the municipality. They are satisfied about the assistance they received from the staff members. The services at the municipality are described as being well organized and friendly. Furthermore they state to always be able to find staff members who speak English.

The EU migrants do experience an active attitude is needed when looking for information or advice. The easiest way is to just call the municipality or make an appointment. Because of the language barrier in written documentation this contact is essential.

“If you really want to know something you have to see someone because bureaucracy is written in Dutch. You need very kind people who speak good English. Good point of the city that they speak good English. Even very old people.” EU migrant

For migrants who have a less active attitude, contact with the municipality will be more difficult, as we described in the chapter regarding information needs of EU migrants (chapter 5.1). A policy maker of the municipality of Amsterdam posits that it is important for front desk personnel to know the differences between EU migrants and natives regarding rights, laws and duties. Although he does not state that there is currently a lack in this knowledge he does emphasize that in order to assist EU migrants in a correct way, front desk staff members should be aware of these differences so that they can give them accurate information and

guide them to the right services. A representative of the civil society gave an example of a civil servant being unaware of rules regarding registration of EU migrants:

“Civil servants should not say things are not possible if they do not know the answer. They should put in a bit more effort when they get a question they do not know the answer to. And they should know the basis rules. Civil servants are not sufficiently prepared to questions of EU migrants.” Representative of civil society

PROPOSED SOLUTIONS

A possible solution put forward by a policy maker of the municipality of Amsterdam is to create a front desk specifically for EU migrants. We have discussed this in the chapter regarding information needs (chapter 5.1.3). Next to this, civil servants working with EU migrants should be aware of rules and rights of the group and this should be up-to-date knowledge, provided in for example a training. Another possible solution that is suggested by a civil servant is that the municipality could promote hiring staff members who speak at least two languages besides Dutch.

“You could promote hiring people who speak at least three languages: Dutch, English and one other language. You could make a policy on that. But you shouldn’t train your existing staff to learn more languages, that’s not possible.” Representative of local authority.

Furthermore, it is important to make staff members aware of cultural differences between themselves and the people they aim to help. If staff members ought to receive a training it should be in cultural differences, according to a representative of the local authority. A civil servant furthermore suggests that the municipality of Amsterdam could provide staff members with more professional training to help staff members to become better at deciding which newcomers should be allowed to start a language course. Staff members should be trained in recognizing which people stand a greater chance of finishing the course to decrease drop out and protect the supply of language courses.

3: LANGUAGE EDUCATION POLICY

DESCRIPTION OF THE STATE OF AFFAIRS IN THE POLICY AREA

Municipalities in the Netherlands are not obliged to provide language courses to EU mobile citizens. Amsterdam however, has decided to make existing free language courses accessible to some EU migrants. When migrants want to follow a language course, they have to do an intake. In this intake the civil servant will try to estimate whether they want to stay in the Netherlands for a long(er) period of time. Furthermore, explicit temporary migrants like au pairs, students or knowledge migrants are excluded from the service. When the civil servant estimates the migrant does not fit the criteria, he or she is being redirected to one of the other language course suppliers in Amsterdam. The criteria regarding stay in the Netherlands is a 'soft requirement' in the sense that the municipality has no measurement tool at the moment. We will address this issue in more detail in the next paragraph.

In the intake civil servants also estimate the current language proficiency. This is followed by an additional language test to determine if the estimated language level in the intake is correct. The municipality offers free language courses for all levels up to the state examination (NT2). The state examination is a national examination leading to a certificate. Other courses, like the language course for beginners, are examined by a test or by the portfolio of the students. This portfolio consists of reports of day-to-day conversations in real life, for example, a visit to the doctor. When the course is completed, students (all levels, excluding NT2) receive a non-official certificate. An official states:

"We make a format for these certificates so they do not make it too official (because it isn't). (...) But we do give something; people want to have something to hang over their bed." Representative of local authority

Participants can attend the language courses on weekdays. Within the languages courses provided by the municipality, participants can choose a special course that focuses on the labour market and that covers the basics like reading vacancies and applying for a job.

In 2014, 914 EU migrants participated in the different language courses as provided by the municipality. The total number of migrants that participated was 2607. More migrants from

Eastern Europe (15%) and Southern Europe (13%) attended in 2014 compared to the year before. The ratio between highly educated versus middle- and low-educated participants was approximately 25% to 75%.

Migrants are being informed about the free language courses by the means of leaflets. The leaflets are available in Dutch and English, and are always available at the seven local facilities regarding language ('language points'). The leaflets are also occasionally distributed in community centres and libraries. Furthermore, the municipality created a special language section on its website, however, this information can only be read in Dutch.

Besides the municipality language course, there are several different language education providers in Amsterdam. Amongst others, they are:

- Language courses for parents at their children's school.
- 'Maatjesproject': a volunteer teaches the language to a migrant.
- The digital learning system of the municipality, available at libraries and free of charge.
- Language courses of private providers (amongst others: free university).
- Several voluntary initiatives.
- Oefenen.nl: a free tool to learn the Dutch language. The municipality of Amsterdam is one of the municipalities that co-finances this initiative.
- Language courses of migrant organisations (for example Bulgarian school).

PERCEIVED PROBLEM/CHALLENGES

We describe two challenges regarding language proficiency and language courses. First, we indicate which challenges EU migrants perceive when not speaking the Dutch language and second we indicate the challenges regarding the system of language courses of the municipality.

Necessity of Dutch language proficiency

First, we have asked EU migrants and representatives of local authority and civil society whether Dutch language proficiency is important. EU migrants agree that Dutch is no neces-

sary skill to survive in the international city of Amsterdam. If you master the English language, you will do just fine. EU migrants working in the international circuit or at the university can find an English speaking job matching their occupational level. However, finding a job which matches the EU migrant's educational level can be difficult because of the language barrier. EU migrants easily find jobs in the lower segment of the labour market (cleaning, hospitality) but it is harder to find a job at a higher occupational level.

"I have been looking for Dutch classes because I specialize in graphic design and every job I applied to, I have to speak Dutch. I can carry a conversation. But that's not enough for a job."

EU migrant

Another reason for EU mobile citizens to learn the native language is so they can communicate better with the municipality. Several civil servants indicate that this is especially problematic for migrants with a lower social economic status because they usually need more help from institutions. Debt relief, for example. However, these programs are in Dutch.

Next to these practical issues, some respondents express a need to feel more included in society and to find more Dutch friends. They feel learning Dutch can help them achieve these goals.

"I did not feel I belonged, I felt like an outsider until I learned the language. Like something secret is going on that you do not know about." EU migrant

An official of the municipality believes being able to communicate well with the people in your immediate surroundings is key for cohesion. Speaking the same language will bring a sense of community, of belonging. It improves happiness and well-being, he states.

Language courses

EU migrants are unanimously positive about the availability of free language courses provided by the municipality. In spite of the enthusiasm, both EU migrants and representatives of local authority and civil society indicate some challenges regarding the language courses. These challenges include: selecting participants for the free course and number of drop outs, advertising the course, deciding on day and time and the level/content of the language courses.

In selecting the participants Amsterdam wants to make sure the lessons are directed to those EU migrants who are motivated to learn the language and plan to stay in the country for a while. However, the city has little tools to check whether these criteria are met. At the moment, Amsterdam is working on a system which will make it easier to check whether the criteria are met. They hope the dropout rate will decrease using the new system. In 2014, 17% of participants quitted the course prematurely. Representatives of the local authority indicate several reasons for the dropout rate. First, learning a language is hard work; it takes time and effort. This can lead to conflicts with work, family and social life. Participants cannot attend every course because of work and they get behind. Or they find a better job in another city and move, quitting the course. One of the policy officers describes the phenomenon of dropouts using a fitness club analogy:

“We call it the fitness school effect: you start because you think ‘this is good for myself, it makes me a better person, I’m excited to start’. You keep the spirit up for three weeks and then it falls. You decided to do a language course to start your life. And while you live in the city longer you indeed get a social life and you prefer to drink a beer with the friends you just met. Starting a life is quite busy. And learning a new language is quite heavy. And the people in the language courses are not necessary the people who in normal times would want to learn a new language, who like it anyway. They do it because they think they need it. And because it’s free.” Representative of local authority

Adjunct to the issue of dropouts is the question of time and place of the language course. A policy maker remarks that people do not want to travel far for the course and have specific wishes regarding the time. The municipality works hard to schedule the courses on times that are most convenient for the migrants, in order to fit the classes perfectly in their work schedules. The morning- and evening classes are most popular. Still, for some EU mobile citizens following a language course does not fit their schedule:

“People at the lower spectrum are more difficult to reach, since they work very hard in low paid jobs. They want to follow a language course but they say; I could attend the course once every five weeks. That’s not enough, in that way you have no learning efficiency. You have to come at least twice a week. Normally it is three times a week. But we make exceptions for

these people who work this hard.” Representative of local authority

For people working hard during the week, Amsterdam set up a language course in the week-ends. But almost no participants joined this course, probably because it interfered with family life.

Another challenge EU migrants face, is finding information about the language course. Online information is only available in Dutch. Some people think the municipality should promote the courses more effectively than they do now:

“In my opinion it is not easy to find whether and where to follow a Dutch course. All information is in Dutch. It is not logical; providing information in Dutch regarding learning Dutch. If you spot the right telephone number, it’s ok. But the first step to find it is difficult.” EU migrant

The last issue that was addressed is the level and content of the language courses. EU migrants indicate the level of the courses does not always fit: it is either too high or too low. Because of this mismatch, they do not learn efficiently.

PROPOSED SOLUTIONS

Amsterdam is always reflecting on how to improve the effectiveness of the language courses. Amsterdam is investigating how they can test what the nature of the residence in Amsterdam is (is someone an expat, student etc.), in order to be able to exclude students, knowledge migrants and au pairs. They think about using a tax rule which is applied for expats: if this, favourable, tax rule (the ‘30%-facility’¹⁶) is used, they should be able to pay for the language course themselves. Furthermore, the city is thinking about only offering the language course to those EU migrants who have been registered at the municipality for at least six months.

¹⁶ The ‘30%-facility’ is a tax rule for foreign employees (expats). Costs involved with migration (involving looking for housing, following a language course, finding an adequate school for children etc.) are tax-free.

The municipality is also looking into solutions for the issue of language course dropouts. A possible solution is to ask for a personal contribution. A similar regulation is already used with participants who dropped out of their first course and now want to attend to a second. They have to pay a personal contribution ranging from 50 to 150 euro (depending on the duration of the course).

Additional to these measures, a civil servant suggests that some training could be provided to civil servants doing the intake, in order to help them make an estimation who can join the free language courses:

“Amsterdam could offer us more professional training and help with deciding whether one should start the language course or not. The difference between temporarily and permanent migrants. Motivated and not motivated. To decrease the dropout rate. And to protect the supply of language courses.” Representative of local authority

Another way to decrease the number of dropouts is to make sure language courses are directly useful for daily life, a representative of civil society advises:

“When migrants start to learn the language, it is never their first priority. They have jobs, a family. In order to motivate them, they have to see they make quick progress and they have to learn things they can utilize in their daily lives. You have to make it practical. [...] You do not need to learn a construction worker words regarding cleaning products or colours. A housewife has to learn what small conversations she can have with other parents at her children’s school. You first learn them the things they can apply immediately.” Representative of civil society

Of course, the municipality has limited resources and cannot offer individual programmes. The solution to make language courses as useful as necessary however, is valuable. The municipality does attempt this as much as possible. Students, for example, have to carry day-to-day conversations (at supermarket, general practitioner etc.) and write a report in their portfolio.

EU migrants want to be better informed about the level of the courses and the pace of the class, since some people learn faster than others:

“When I applied I did small test. I did not know Dutch at that moment. I also did not know that if I had studied just a little bit I would have been assigned to a higher level. I did not know that. The class I am in at the moment is just a little bit slow.” EU migrant

Finally, the municipality could think about translating their web page regarding Dutch language courses from Dutch to English. The city is concerned about the cost and the amount of effort it takes to keep the information updated. EU migrants do understand that not all information can be translated but they think that information about learning Dutch, should not be in Dutch.

4: HOUSING POLICY

DESCRIPTION OF THE STATE OF AFFAIRS IN THE POLICY AREA

The municipality does not have specific housing policies for EU migrants. EU migrants have the same rights on the housing market as the native population. The municipality does provide basic information in English at the website about the housing market and rights of renters.

Amsterdam has many houses in the social housing sector: 60 % of the whole housing market of Amsterdam. EU mobile citizens can register on the waiting list, but the waiting time can be as long as ten years. Just like other citizens, EU migrants are entitled to housing allowance when their income and rent do not exceed a certain amount. The right to housing allowance is not mentioned at the English website of the municipality.

At the private market, different requirements can be set to determine who qualifies for the residence. An example is an income requirement. In most cases, the net income per month of the renter has to be at least three times the gross rent. Compared to the average citizens of Amsterdam, EU migrants relatively often rent via the private market and they are less present in the social housing sector (Booi, Lindeman & Slot, 2014). The English website does provide several tips about how to find a private rental house (housing sites, estate agents, and expat forums on internet) and a list of housing agencies is displayed on the website (housing agencies pay to get mentioned).

EU migrants can also buy a house. On the English website of Amsterdam the municipality provides information regarding buying a house and mortgages.

Amsterdam also has services for homeless people, including homeless migrants. We have interviewed the 'Regenboog Groep', a social organization that helps – mainly – homeless people. The organization has houses in Amsterdam where people can come and get a coffee, eat a meal for one Euro, use the telephone etc. They have some (12) beds but these are only for people in acute crisis situations or for Eastern European migrants who take part in the repatriation programme the Regenboog Groep organizes. A relatively large share of clients are EU migrants. They do not have the money to rent a house. Almost all EU migrants are male, mostly unemployed and with little skills. Bulgarians form a relatively large share of this group.

PERCEIVED PROBLEM/CHALLENGES

The Amsterdam housing market is cramped. Because of the long waiting list, EU migrants often start renting through the private sector. But the supply of houses is limited and the houses that are available are mostly expensive and of questionable quality. According to the EU mobile citizens, finding a residence is harder than finding a job. A representative of civil society is familiar with stories about Spanish migrants returning home, because they could not find a house in the Netherlands, even though they had already found a job.

"It is more difficult to find an apartment in Amsterdam than a job." EU migrant

As mentioned before, more than average, EU mobile citizens rent houses in the private market and can be vulnerable to dishonest brokers and intermediaries.

"It's bad, very bad. There are no houses available. Most Bulgarians also speak Turkish because they come from Turkish speaking parts of Bulgaria and therefore they find housing through Turkish people in Amsterdam. They find the houses through subletting. This leads to bad situations. Having to pay 500 euro for 6m2, living with 10 – 15 people in one house. They are not allowed to register at the address. If you do want to you need to pay money to your landlord, some 300 euros. If you are not (allowed to) register, you cannot apply for child benefits etc." Representative of civil society

The majority of the respondents of the focus group, including migrants with a high social-economic status, experiences trouble finding a house. Only the ones finding a house through the employer, university or partner experience no trouble. Some respondents experience that EU migrants from Southern and Eastern Europe experience forms of discrimination and prejudices during their search for a home.

“Southern Europeans are less popular than Northern Europeans and Eastern Europeans are even less popular. Landlords are under the impression that we are less able to pay the rent and that we drink a lot. It is not fair.” EU migrant

PROPOSED SOLUTIONS

The municipality does not inform EU migrants actively about the housing options and are not planning to do so in the nearby future. Respondents from the focus groups appreciated the practical tips and information about how to find a house on the website of the municipality. The municipality could add information regarding the housing allowance. The EU migrants have not given further solutions for the problem but would like to be better able to find a house.

To their experience, the municipality is limited in its ability to solve the problem of small supply of available houses. It can only indirectly affect the housing market and the results are only visible on long term. The municipality does work on solving the housing shortage, but does not focus on EU migrants.

5: LABOUR MARKET POLICIES

DESCRIPTION OF THE STATE OF AFFAIRS IN THE POLICY AREA

Right of free movement

Citizens of the European Economic Area, which includes the member states of the EU, Iceland, Norway, and Liechtenstein, have the right of free movement within the territory of the member states (Directive 2004/38/EC). EU migrants in Amsterdam are considered as employees with the same rights and duties as natives regarding, amongst others, salary, holidays and working hours. No specific labour market policies exist for EU migrants.

“They have completely the same rights. Not only regarding the labour market but regarding all aspects of life.” Representative of local authority

Assistance in finding a job

There are no labour market policies specifically targeting EU migrants. However, within the free language courses as offered by the municipality (see chapter 5.3 about language education policy), some tracks focus on finding a job. The municipality offers a course ‘language towards work and education’ in which EU migrants learn about applying for a job and finding and reading vacancies. The municipality also offers language courses regarding work for people who already have a job. They learn about language on the work floor and how to have a job evaluation conversation. When EU migrants are not entitled to social benefits or when they want to start a free language course, they can make an appointment with a NUG-consultant¹⁷. Next to the intake for the language courses, the NUG-consultant can also provide advice on the labour market. There is, for example, a roadmap to finding a job for people that have no idea how and where to start looking for work or education. And the civil servants advise newcomers to get their diplomas evaluated and explain where they can do this.

¹⁷ Niet-uitkeringsgerechtigden consultant: not entitled to benefits consultants

Another way in which EU migrants can obtain assistance in finding a job and increasing their changes on the labor market is to attend the Welcome Events (see general information needs, chapter 5.1). On these events newcomers can get their CV's checked by CV doctors and receive advice on how to improve it. Furthermore, they get the opportunity to let photographers take their professional photos.

Searching a job

EU mobile citizens look for a job on vacancy websites, through friends, on social media, and websites from for example the Employee Insurance Agency (UWV).

"I work in a hotel. I found this job online. A lot of Spanish people do this because you don't have to speak good English for this." EU migrant

There are also several employment agencies that offer or specialize in EU migrants (mainly Middle and Eastern Europeans: e.g. www.Oranjejobs.nl and www.hobij.nl). We spoke to one Polish migrant who found a job through an employment agency.

PERCEIVED PROBLEM/CHALLENGES

In general, both EU migrants and representatives of local authority and civil society perceive little problems regarding the labour market. However, some challenges have been indicated.

High skilled migrants

As we have seen in chapter 4.2, a relatively large share of EU migrants in Amsterdam is highly educated. Finding any job for them is easy, finding a job that matches their educational level is harder. EU migrants can find an English speaking job in the international circuit or at the university but a job a Dutch speaking company is more difficult to obtain, because they have no or not enough Dutch language proficiency. Two citations below also illustrate this point:

"It is very easy to find a job in the tourist sector, to become a barkeeper, to have a touristic job where you can speak English. Many young Europeans live in Amsterdam and start with this kind of jobs. But it does not match their (higher) educational level. Many Europeans search English jobs, other than the touristic jobs they temporarily fulfil. Because finding a job

at a higher educational level in Dutch is very difficult. Even sending a normal e-mail in Dutch requires quite some language proficiency.” Representative of local authority

“I think it’s easy when you are looking for anything, but if you are looking for something in your field, and well paid its quite a struggle.” EU migrant

EU migrants are well aware that they often have to start in small jobs that require no or little skills. They do not perceive this as a problem. A consulted civil servant stated that highly educated migrants are often very self-reliant. In her experience this group often finds a job themselves after just a couple of tips.

Low skilled migrants

Low educated migrants are harder to reach as compared to higher educated migrants. They work more often in illegal jobs, according to the municipality.

“Low educated migrants can be divided in two groups: those who have partner who supplies income and those who really need to find a job if they want to be able to stay in the Netherlands. The last one, is a ‘difficult’ group. They often do not speak English. For Bulgarians for example, they search a job in their environment. They search through their own local networks. We suspect that many have undeclared jobs. It’s more difficult to get a clear picture of this. They are more suspicious towards us, because we belong to a local government. They do not tell us everything. You see that Bulgarian migrants first have jobs in the Turkish environment, and when they loose these jobs they realize; ‘I don’t speak Dutch, how can I find a new job?’. That’s the moment they come to us. But we loose them (they quit the language course) as soon as they find a new job.” Representative of local authority

Other challenges

A problem experienced by the participants of the focus groups when searching for jobs is the fact that websites and meetings providing information on the Dutch labor market and on how to find jobs, such as from the Employee Insurance Agency (UWV), are in Dutch. A policy officer also suspects that discrimination, although not always visible, could play a role in finding jobs

for both Southern and Eastern European migrants. Employers who are not used to working with these groups, could have prejudices:

“Dutch companies who are not used to working with diverse employees, could think: ‘a degree in Spain, that does not mean anything and the work experience you say you have you probably got it from working in your uncle’s company’. They are not acquainted with migrant workers.” Representative of local authority

The discrimination office of the municipality however, does not receive complaints from EU migrants and EU migrants themselves also do not identify this problem. A few EU migrants did say they think it is harder for older migrants to find a job as compared to young migrants. Finally, the municipality thinks exploitation of EU migrants does not occur in the city and we have found no signs of this either. The sectors in which exploitation often occurs are not prevalent in Amsterdam. This is acknowledged on the national level, according to the municipality. What we did find in the focus groups, is that many EU migrants work in unstable jobs in the lower segment of the labour market. This makes their position insecure, which can be difficult:

“I had a zero hour contract, and sometimes they did not have work for me. This is a problem, to spend my days sitting next to the telephone waiting for them to call. So I left this job. I am looking for a new job now.” EU migrant

PROPOSED SOLUTIONS

Representatives of local authority and civil society indicated some solutions for the difficulty for higher educated migrants to find a job matching their educational level. The capacity of EU mobile citizens could be better utilized by providing them with better insight in the Dutch labor market. Moreover, it should be explained to EU migrants what the requirements are for certain jobs so they can be better prepared. Furthermore, instruments could be developed that help to take foreign education and experience into account. This could make it easier for employers to evaluate the quality of the applicant’s foreign education and work experience. And, of course, Dutch language lessons should be provided (see chapter 5.3). The Expat Centre already focuses on reducing the gap between education and international students and the labour market. The provision of information on the labour market is a big part of the program. A career portal has been developed which posts jobs for English-speaking internationals.

6: CIVIC PARTICIPATION, CITIZENSHIP

DESCRIPTION OF THE STATE OF AFFAIRS IN THE POLICY AREA

The municipality does not provide information about civic rights to the EU migrants. An official believes this is the responsibility of the national government and the Employee Insurance Agency (UWV). In principle, EU migrants are allowed to vote for the local elections when they have lived in the same municipality for 5 years. EU migrants can stand for local election when they are 18, live in the respective city and are legally living in the Netherlands for 5 years straight. EU migrants cannot stand for election or vote for national elections and the provincial states. They need to have the Dutch nationality in order to do this. They can vote for the regional water authorities (Waterschappen) if they live (and are registered) in the area and are above 18 years of age.

PERCEIVED PROBLEM/CHALLENGES

Some migrants in de focus groups think it is a nice gesture to include them, since they live in Amsterdam and contribute to the economy. However, this is not a topic that they reflect on in their day-to-day life. Some received notice, but most of them have not voted (one respondent indicated to have voted).

“My boyfriend received a notice from a political party, but he did not vote because he did not know which parties he could vote for and what their plans were for the city. I didn’t vote because I was not registered.” EU migrant“

“EU migrants are interested in finding a job, getting a good start. The basics. The voting right is something that follows.” Representative of local authority

PROPOSED SOLUTIONS

There are no solutions proposed, because the limited awareness of EU migrants of their right to vote is not considered a problem (by both migrants and the municipality). An official considers promoting the right to vote to migrants a delicate affair, because it can feel like the city tries to attract votes for their own case. In the past years, some affairs (outside Amsterdam) have shown this is a very delicate issue.

7: DIVERSITY AND INTERCULTURAL DIALOGUE

DESCRIPTION OF THE STATE OF AFFAIRS IN THE POLICY AREA

The city of Amsterdam contains 180 different nationalities. Only half of all Amsterdam's residents are native Dutch. The city has a welcoming attitude towards all migrants and in the last years the municipality has developed special policies to make EU migrants feel welcome (see chapter 5.1). The same welcoming attitude is found with the residents of Amsterdam. Migration is perceived to be normal, EU migrants are no different from native residents. A representative of the municipality states that EU migrants merge perfectly in the society, because they fit in the international sphere of Amsterdam.

"Everybody is welcome. The crazier, the better. A man in a string on a bicycle, no problem. Everybody is welcome, everybody can freely express themselves. This has always been this way. [...] We have always done much more for newcomers in Amsterdam." Representative of local authority

The municipality does have a Diversity department because the city values and embraces differences and wants to contribute to more tolerance and acceptance of ethnic descent, live views or religion. The department defined seven themes for the year 2015. None of them actively focuses on EU migrants. EU migrants do make use of grants for voluntary (migrant) organisations. Migrant organisations can apply for a grant for certain activities they (want to)

perform. Furthermore, the department has a complaint office on discrimination but does not receive complaints from EU migrants.

PERCEIVED PROBLEM/CHALLENGES

Perceived challenges by representatives of local authority and civil society and EU mobile citizens include little use of grants, difficulty in establishing contact with Dutch natives and the manner in which EU migrants are portrayed sometimes.

A representative of local authority explains why EU migrants make little use of the grants as offered by the department of Diversity:

“New migrants cannot find us yet. I think if they stay longer in the Netherlands, they start to organize more and will find us more.” Representative of local authority

Both representatives of local authority and civil society and EU migrants acknowledge that establishing friendships with Dutch natives can be very challenging. Some EU migrants indicate they have difficulties with meeting Dutch natives and engaging in a deeper relationship. Dutch people are very friendly and helpful, but real friendships are hard to make. The respondents think it is hard to befriend Dutch natives because of the language barrier, their lack of knowledge of Dutch traditions and the Dutch people’s perception that they only reside in the city temporarily. Some respondents have a Dutch partner which leads the way to more Dutch acquaintances.

“Dutch people are open, but if you go out on the streets, Dutch people and foreigners don’t mix.” EU migrant

“There is an imaginary wall. You have to work hard to break it.” EU migrant

“You need to get to know the Dutch traditions, like people being on time for dinner. Awkward things, as compared to Italy. In that sense I experience a clash of culture. As long as you know this, it is fine.” EU migrant

Thirdly, although Amsterdam is a very open and international city, EU mobile citizens do – in some circumstances - experience feelings of being treated as citizens of a lower rank. In the section regarding housing (chapter 5.4) it became clear that finding a rental home is more

difficult for southern and eastern European migrants because of their background. Furthermore, Southern Europeans migrants we have spoken to, do feel the media have a negative perception of them:

"(...) But in the paper, negative things have been said about Spain, Italy and Greece, which gives them a bad image. They talk about Southern Europe as the 'garlic countries'. I think this is rude." EU migrant

PROPOSED SOLUTIONS

Some solutions have been given for the lack of (real) contact between EU migrants and Dutch natives. EU migrants think they could improve the contact by learning Dutch. In that way, they can join in if friendship circles talk in Dutch. Further, events should be organized bringing EU migrants and Dutch people together. The Expat Centre organizes a cultural visit four times a year, in order to help and improve the communication between expats and Dutch people. The starting point is a common interest, in a museum or venue.

"It makes no sense to organize large public events for internationals and locals, because the diversity between and within the groups will be too great. It is important that the locals and internationals share a common interest if you want them to interact. Without this, they will not mix." Representative of local authority

8: SOCIAL RIGHTS

DESCRIPTIONS OF THE STATE OF AFFAIRS IN THE POLICY AREA

EU migrants, if they have registered at the municipality, are entitled to the same collective facilities as Dutch. Undocumented migrants in the Netherlands are not entitled to collective facilities, except for necessary medical healthcare, education for children and legal help. The municipality does not inform EU migrants actively about their social rights. *"I think this is a national issue. Social rights are the same in the whole country."* Representative of local authority.

PERCEIVED PROBLEM/CHALLENGES

EU migrants in the focus group say they often have a lack of knowledge regarding the social rights they are entitled to in the Netherlands, or they figure out too late what kind of social rights they have. This primarily applies to allowances, such as healthcare- and housing allowances, but also to minor benefits such as free library cards in case of unemployment. EU migrants especially need knowledge regarding healthcare allowances since the compulsory health insurance is a financial burden for them.

“I need to have health insurance, but I don't want to use it. I have the cheapest version of health insurance so I have to pay many services myself. If I need to go to the doctor, I fly back to Spain.” EU migrant

EU migrants have difficulty choosing a health insurance because all terms are in Dutch. Some seem to be able to figure it out with the help of Dutch (speaking) friends or family-members, but some others do not seem to be in this position.

Another problem that arises plays a part for those migrants who did not register at the municipality of who do not have a health insurance. They are only entitled to acute aid. The ‘Regenboog Group’ which helps people in poverty, comes across these EU migrants a lot. It is difficult to refer these migrants to the right services of the municipality, since they are not insured, preventing them from getting other than acute help.

PROPOSED SOLUTIONS

EU migrants suggest the government should openly publicize information on (health) benefits and allowances. Furthermore, it would benefit migrants if the information about healthcare and other types of social rights could be provided in other languages than Dutch. The municipality did not propose solutions.

VI. CHAPTER 6. CONCLUSION & RECOMMENDATIONS

I: CONCLUSION

The municipality of Amsterdam has a welcoming attitude towards EU migrants. They are considered to be citizens with the same rights as natives, both by the local authority and by citizens. Equal treatment and self-reliance are starting points.

The municipality does not perceive problems regarding EU migrants. Because of this perception, little policy exists that targets EU migrants as a specific group. Since 2013, however, the municipality is contemplating how EU migrants can be welcomed into the local society. This has led to several pilot projects, mainly focusing on welcoming EU migrants and providing them with information. Furthermore, the city offers free language courses to EU migrants. Some courses focus on specific areas like finding a job. The challenge the municipality faces is the question how to reach the EU migrants with lower socio-economic statuses. Furthermore, the freedom of movement has some implications for the governability of the group. Not all EU migrants are registered and therefore some, especially lower skilled migrants, are out of sight.

EU mobile citizens in Amsterdam have a positive attitude. They are realistic in the sense that they know they need to work hard and undertake action in order to reach what they want. They love to live in Amsterdam because of the international atmosphere. EU migrants need information that is (at least) available in English and covers all practical issues they should know, including information about language courses and allowances. The largest challenge they encounter is finding a good, affordable living space. Furthermore, they want to learn Dutch in order to find a job and to be able to make Dutch friends. Finding *any* job is perceived to be easy, finding a job matching their occupational level can be harder without Dutch language proficiency.

RECOMMENDATIONS

Based on the lessons learned paper, typology of EU migrants in Amsterdam and the mapping of the local policies we provide recommendations for an ideal local welcoming policy. A lesson which can be learned from Dutch migration history is that the government should refrain from underestimating the settlement nature of migration. Recent statistics of the Central Bureau of Statistics (2015) have shown that around half of the Polish, Bulgarians and Romanians who came to the Netherlands in 2003, are still living in the Netherlands after ten years. It is not always clear to the local government which migrants will stay for a longer period of time. The same accounts for the migrants themselves, they often do not know yet how long they will live in Amsterdam and/or the Netherlands. Because of this (semi) permanent nature of EU migration, we advise the municipality to invest in long term matters regarding integration at the labour market and in (local) society. To welcome recent EU migrants we furthermore advise some short term policies, especially regarding information provision. Finally, the municipality has to consider in what manner vulnerable EU migrants are reached by their policies and which social implications are specific for this group. The recommendations as formulated below are tailor-made for the municipality of Amsterdam and the local situation at hand, but could be applied to other contexts too. Each municipality however, faces local specific social implications and should therefore adapt their policies to the local situation.

Recommendation 1: Invest in language education

Learning the Dutch language is an important step for full integration into society. Language proficiency will help EU migrants in translating their human capital to the Dutch labour market and enhances their relationships with native Dutch. On a more practical note, language proficiency is helpful in processing information and arranging practical affairs. Especially for newcomers planning to stay for a long(er) period of time, cities have to consider how to enhance their full participation. Amsterdam has chosen to invest in free language courses for EU migrants. Since the dropout rate in language courses is quite high at the moment and the means of the municipality are limited, we advise the municipality to make sure effective selection criteria are in place. The municipality is currently working on this. Furthermore, the courses could be more effective if the level of language proficiency was estimated better, or if EU mobile citizens get the chance to switch to another level if the course turns out to be too

easy/hard. Furthermore, the municipality could expand their course offerings with language courses focusing on practical matters (like the existing course in which participants learn how to read job vacancies).

Recommendation 2: Invest in translation of human capital

Looking back to labour migration in the 1960's and 1970's it is apparent that the socio-economic problems of migrants who decided to stay (for example, high unemployment), were partly due to a lack of human capital of the newcomers: many guest workers from Turkey and Morocco were low skilled workers. The average educational level of EU migrants, both in Amsterdam and on the national level, is higher (Gijsberts & Lubbers, 2013; Booi & Lindeman, 2014). Problems therefore do not arise due to a lack of human capital, but are caused by an accreditation validation discrepancy (Gijsberts & Lubbers, 2015). Especially in Amsterdam, the challenge of translating human capital is apparent. Data indicates that 45% of EU migrants have a degree in higher education (Booi & Lindeman, 2014)¹⁸. Research shows that 27% of EU migrants in Amsterdam has a job necessitating a lower education level than they have obtained. For Polish migrants in Amsterdam this percentage is even higher with 34% (Booi et al., 2013). In the research at hand, we spoke to many highly educated Southern European migrants working in elementary jobs. Policy measures to help EU migrants obtain a job at a higher occupational level include providing EU migrants with better insight in the Dutch labour market, providing information and help with job interviews, reading vacancies and curriculum vitae and advising migrants on validation and accreditation of diplomas and providing language courses.

Although discrimination at the labour market does not seem to be prevalent in Amsterdam, it is something the municipality should closely monitor, since research on the national level indicates that many Eastern European migrants do experience discrimination (in general) (Gijsberts & Lubbers, 2015). The municipality should make sure EU migrants know how to report

¹⁸ Data about the educational level of EU mobile citizens dates back from 2011 and is based on the registration of people who have followed some form of education in the Netherlands. Thus, it is an estimation of the education level of each EU migrant group. Source: O+S 2014

discrimination. Furthermore, the municipality could develop instruments that help employers to evaluate foreign education and experience.

Recommendation 3: Invest in intercultural contacts

The city of Amsterdam is very diverse and 180 nationalities live together smoothly. However, too little real contacts seems to exist between migrants and natives. EU migrants would like to integrate more in the local society by establishing friendships with Dutch people. However, they have difficulty doing this. Learning Dutch is considered to be helpful in this respect (see recommendation 1). Furthermore, the Expat Centre advises to organize events in which both EU migrants and natives are present and which focuses on a common interest rather than just meeting each other.

Recommendation 4: Provide practical information in several languages

EU mobile citizens living in the Netherlands need information on practical issues like housing, finding a job, social rights et cetera. Although the EU migrants we have spoken to are quite satisfied with the information provided by the municipality, they do miss certain information in English such as, for example, information on healthcare allowance and the language courses provided by the municipality. Especially this kind of information, which is needed upon arrival, cannot only be provided in Dutch because migrants who just arrived do not speak the language yet. The information can be added to the English website of the municipality. Another moment to provide EU migrants with information is at the moment they register at the municipality. This existing contact with the municipality can be used to give them a booklet with basic information. This should preferably be available in different languages, since not all EU migrants speak English (or Dutch). Another way to provide information is to set up an information point for EU migrants. This information point can provide EU migrants with more specific information (as compared to the website). More important, it has the potential – if designed in the right manner - to also reach the lower educated migrants. We will elaborate on this in the next recommendation.

Recommendation 5: Make sure your policies take vulnerable groups in account

In chapter 4 we have shown that, although the majority of EU mobile citizens in Amsterdam is high skilled, the city also houses vulnerable migrants with a low socio-economic status. Current policies regarding information provision solely focus on higher skilled EU migrants and we have some indications that the most vulnerable EU migrants are not reached by the free language courses of the municipality. The municipality indicates having difficulties reaching this group of EU migrants.

Research shows that the manner in which municipalities can reach vulnerable EU migrants differs from the manner in which higher skilled EU migrants can be reached. The latter group has many digital skills, a good language proficiency (at least in English) and knows how to look for information. The former group, however, does not use the internet (in the same way). Lower educated EU migrants need to receive information in their own language through face-to-face contact or through the telephone. The setting has to be informal, preferable with walk-in hours as opposed to having to make an appointment. Furthermore, we have seen that next to information, lower educated EU migrants also need some kind of support. For example with filling out forms, applying for health care benefits et cetera. Cities could consider if and in what form they want to offer this kind of help. In setting up an information point, collaboration can be sought with migrant organisations who already have contacts with EU migrants and who speak the same language and know their cultural habits (Razenberg et. al., 2015). The city of Amsterdam is considering setting up such a physical information point aimed at EU migrants. (Of course, highly educated migrants could also make use of this information point.)

Recommendation 6: Address issues regarding housing

Finding a house is an important first step in settling in a new city. Amsterdam does not have specific policies for EU migrants regarding housing. The municipality has chosen to invest in an open attitude and international labour market. While EU migrants do appreciate this, they have severe problems finding a good, affordable house. Furthermore, they think that migrants from Southern and Eastern European countries have more difficulty renting a house because of existing prejudices against them. Solving housing shortages is a major issue, not to be solved

overnight. The municipality, however, could take small steps to improve the living situation of EU migrants.

For example, by signalling when EU migrants are not allowed to register at the address they live at, making housing agencies aware of implicit assumptions regarding EU migrants et cetera. The municipality could add information on the website (and, if developed, in the information booklet) informing EU migrants about rules regarding the maximum rent to be paid etc.

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VIII. ANNEX A

Data on EU migrants living in Amsterdam

Maxine van Bommel & Inge Razenberg – Verwey-Jonker Instituut

For the analysis, the EU migrant groups, as defined by the municipality of Amsterdam, are comprised of first and second generation migrants, where the former refers to migrants who were born outside of the Netherlands and the latter refers to migrants who were born in the Netherlands and whose parent(s) were born outside of the Netherlands. Unless mentioned, all of the data is based on categorization according to decent (1st and 2nd generation migrants). The EU migrant groups are divided according to geographical origin: North, South, East and West. The following countries are represented in this analysis.

Table 1. List of EU migrants. Source O+S 2014

Western Europe	Southern Europe	Eastern Europe	Northern Europe
Germany	Italy	Poland	Sweden
United Kingdom	France	Bulgaria	Denmark
Belgium	Spain	Romania	Finland
Switzerland (non EU)	Portugal	Hungary	Norway (non EU)
Ireland	Greece	Czech Republic/Slovakia	Iceland (non EU)
Austria	Cyprus	Estonia, Latvia, Lithuania	
Luxembourg/Liechtenstein (non EU)	Malta	Croatia/Slovenia/Macedonia/Serbia/Montenegro	

The data used in this section is all produced by the agency for research and statistics of the municipality of Amsterdam¹⁹.

¹⁹ The data we use regarding EU mobile citizens are produced by 'bureau Onderzoek & Statistiek' (agency for research and statistics) of the municipality of Amsterdam. Publication: H. Booi, J. Slot & E. Lindeman; Monitor EU-migranten 2013 (2014) Gemeente Amsterdam – Bureau Onderzoek & Statistiek.

The data utilized in this study is based on migrants who did register as a citizen in Amsterdam. However, not all migrants decide to register. In the Netherlands, the University Utrecht calculated estimations of unregistered CEE-migrants²⁰. Based on these calculations, the research agency of Amsterdam estimated the group of unregistered CEE-migrants to be 25.000. However, this number is an estimation based on the situation in 2010 and only includes Eastern European migrants.

Graphs are shown and data is described regarding the following topics:

- General trends in migration flows
- Characteristics of EU migrants
- Employment
- Income
- Housing
- Language and education

In our typology of EU migrants we will interpret the data presented here.

GENERAL TRENDS

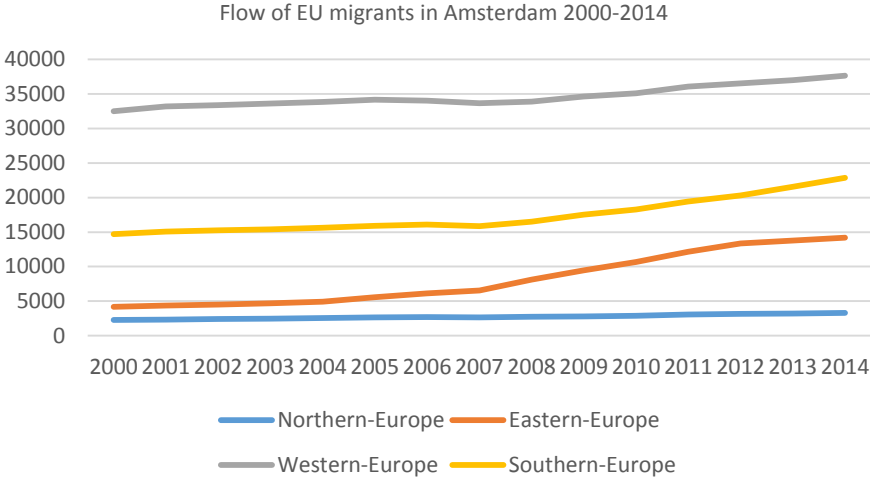
Distribution and flow

In 2000 there were 53.719 registered EU migrants living in the city of Amsterdam which increased to 77, 992 in 2014.²¹ The majority of EU migrants are from Western Europe, followed by Europeans from the south, east and north. Between 2000 and 2014, there has been a consistent flow of migrants from Northern, Southern, Eastern and Western Europe. In 2007 there was an increase in migration flow, especially for migrants from Eastern Europe and Southern Europe. Between 2012 and 2014 the increase of Eastern European migrants has been less high, while the number of southern European migrants increased. The flow of migrants from Northern and Western Europe has been relatively consistent.

²⁰ Van der Heijden et al; Aantallen geregistreerde en niet-geregistreerde burgers uit MOE-landen die in Nederland verblijven (2013)
University Utrecht.

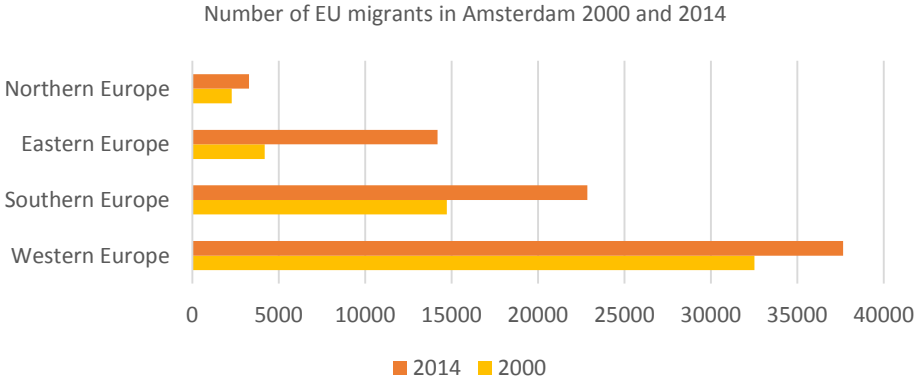
²¹ O+S 2014

Graph 1: Source O+S 2014



As the data indicates, there has been a general increase of migrants from each geographical location, although from some regions more than others which has affected the distribution of EU migrants in Amsterdam. Between 2000 and 2014 more Eastern and Southern Europeans have relocated to Amsterdam, less so than migrants from Northern and Western Europe.

Graph 2: Source O+S 2014



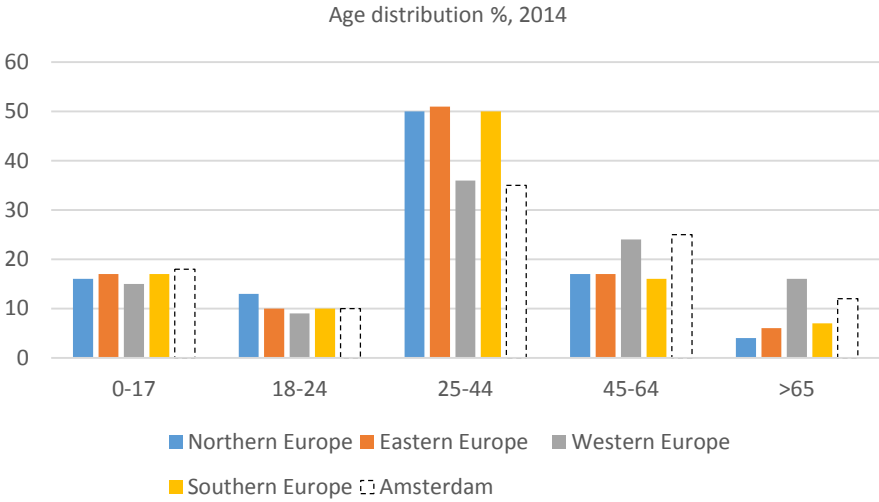
CHARACTERISTICS OF EU MIGRANTS

Age distribution

The age distribution of migrants is quite similar across migrant groups. The majority of EU migrants are between 25 and 44 years old. However, there is a higher percentage of Northern, Southern and Eastern European migrants in this age group residing in Amsterdam compared to Western Europeans and residents of Dutch origin. For the age group 45-65 and >65, the

opposite occurs. Generally speaking, migrants from Western Europe and the average resident of Amsterdam are relatively older than migrants from Northern, Southern and Eastern Europe.

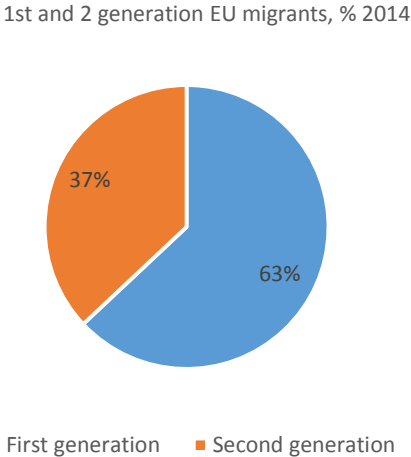
Graph 3: Source O+S 2014



Generation

The majority of EU migrants in Amsterdam are first generation migrants. Second generation migrants are migrants who are born in the Netherlands and whose parent(s) were born outside of the Netherlands.

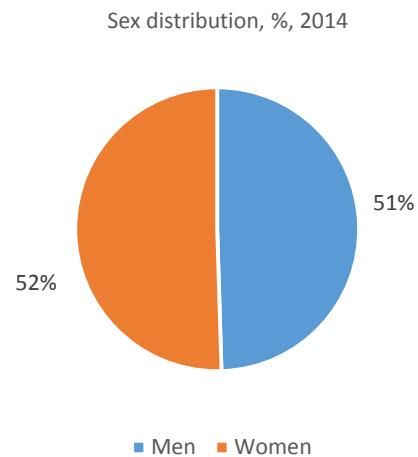
Graph 4: Source O+S 2014



Sex

There are slightly more female than male EU migrants in Amsterdam. This trend applies to migrants from Eastern (57%), Northern (55%) and Western (51%) Europe. In the Southern European migrant group there is however a higher percentage of men (52%) than women.²²

Graph 5: Source O+S 2014

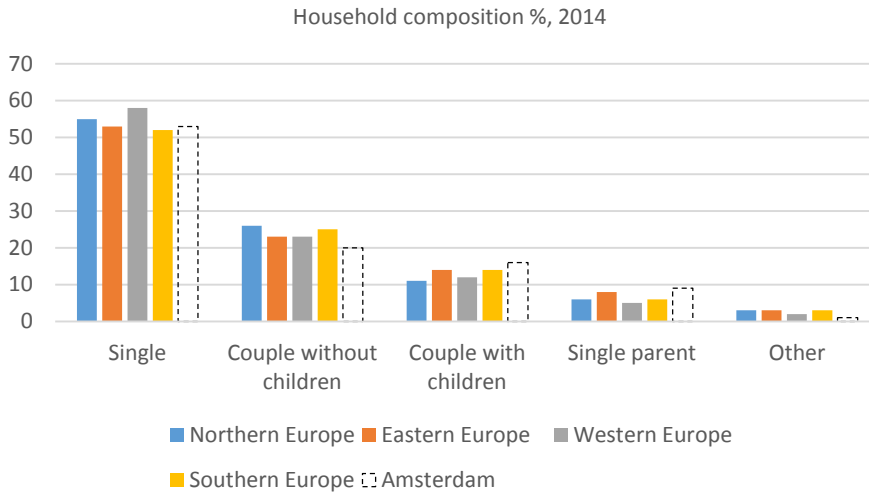


Household composition

The majority of EU migrants are single, amounting to more than 50% in each migrant group. Approximately a quarter of each migrant group consists of couples without children, followed by couples with children (average 13%) and single parents (average 6%). Minor differences can be found between migrant groups, but these are insignificant.

Graph 6: Source O+S 2014

²² O&S 2014.

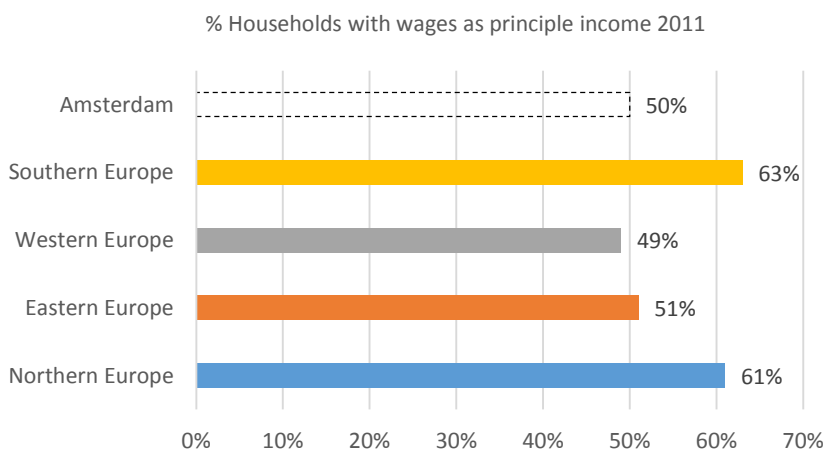


EMPLOYMENT OF EU MIGRANTS

Wage income

There is no exact data on how many households in Amsterdam currently have a wage income. However, numbers from CBS, the Central Bureau of Statistics, can give an indication as to how many households are dependent on wages as the predominant source of income. The numbers indicate that for each migrant group, with the exception of Western Europeans, half of the households are dependent on a wage income. The graph indicates that Southern and Northern European households have a higher percentage of households that are dependent on wages.²³

Graph 7: Source CBS and O+S 2014



²³ O&S (2014)

Self-employment

The graph below is based on the number of EU migrants that are registered at the Dutch Chamber of Commerce as self-employed. According to the Dutch Chamber of Commerce, a person who may consider themselves as self-employed must meet a number of requirements. The person in question: delivers services or products; asks for a remuneration for these products or services; participates in the regular economic market; has more than one client; and carries out his/her work according to their own discernment. The chart indicates that a higher percentage of Western and Eastern European migrants are self-employed, followed by Northern and Southern Europeans.

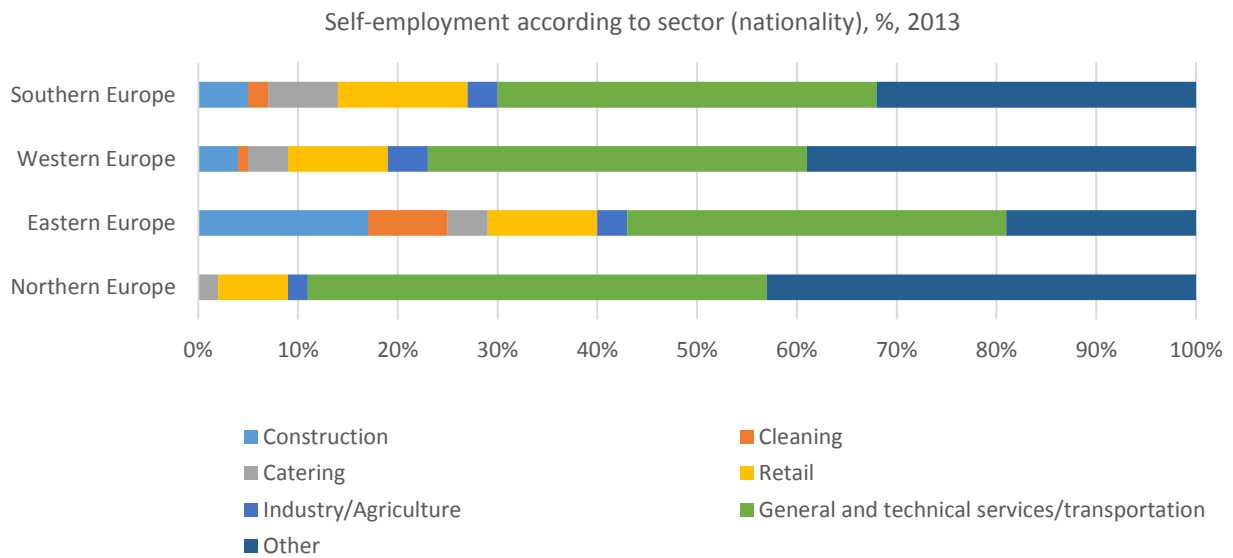
Graph 8: Source CBS and O+S 2014



Self-employment according to sector

The chart below illustrates the percentage of self-employed EU migrants registered at the Dutch Chamber of Commerce. The numbers indicate that the majority of self-employed EU migrants from all regions work in the general and technical services, transportation and other sectors (public administration, education, health care etc.) More self-employed migrants from Eastern Europe work in construction and cleaning compared to migrants from the other three regions. Relatively few self-employed migrants work in industry & agriculture, cleaning and retail. A higher percentage of self-employed Southern European migrants works in the catering industry.

Graph 9: Source CBS and O+S 2014

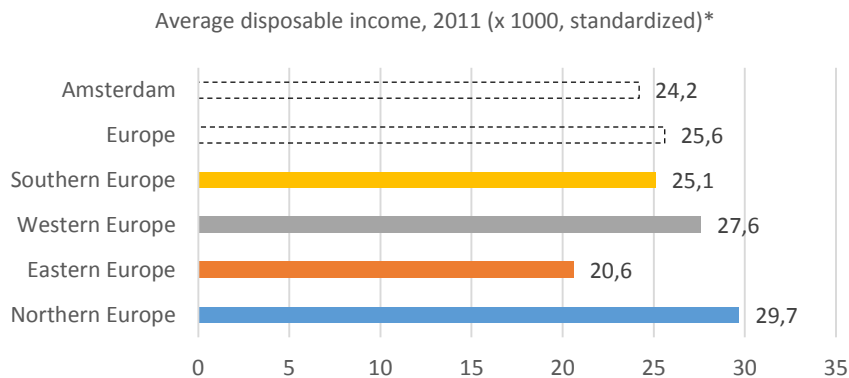


INCOME

Disposable income

Disposable income is defined as the gross income after wage transfers, taxes, alimony and health insurance costs. In comparison to the rest of the EU migrants, migrants from Eastern Europe have the least disposable (net) income. However, the remaining migrant groups have ,on average, more to spend than the average citizen living in Amsterdam. Northern Europeans have the highest net income.

Graph 10: Source CBS and O+S 2014

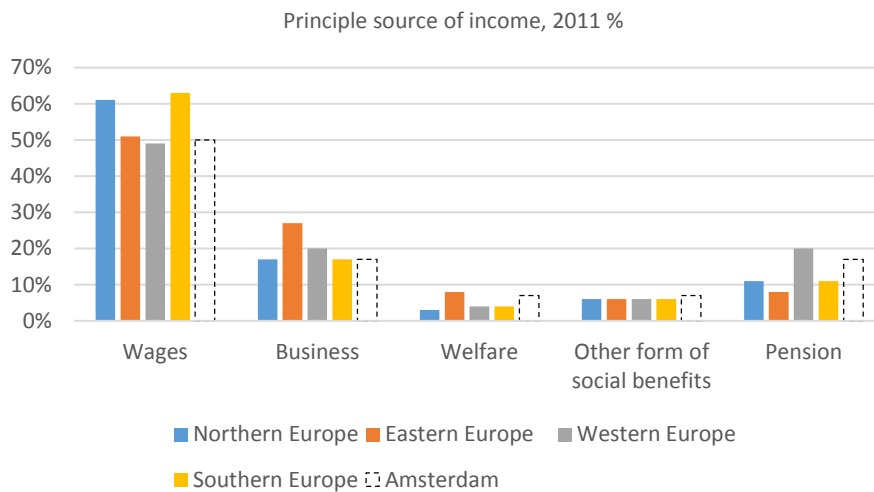


*The data has been standardized in regards to differences in the size and composition of households.

Principle source of income

The principle income for a large majority of EU migrants comes from wages. More Southern and Northern EU migrants have wages as their principle source of income and more Eastern European migrants receive their income through their own businesses. Relatively few EU migrants are on welfare or receive other forms of social benefits.

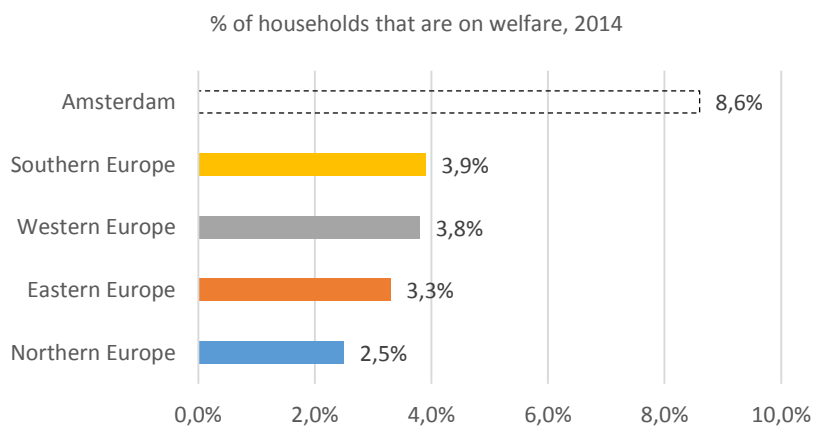
Graph 11: Source CBS and O+S 2014



Welfare

A relatively small percentage of the EU migrant households are on welfare and the differences between them are minimal. However, the average share of households that do receive these benefits (3,7%) is almost half of the average of Amsterdam. The lowest share of households on welfare belong to EU migrants from Northern Europe, the highest share belongs to migrants from Southern Europe.

Graph 12: Source CBS and O+S 2014

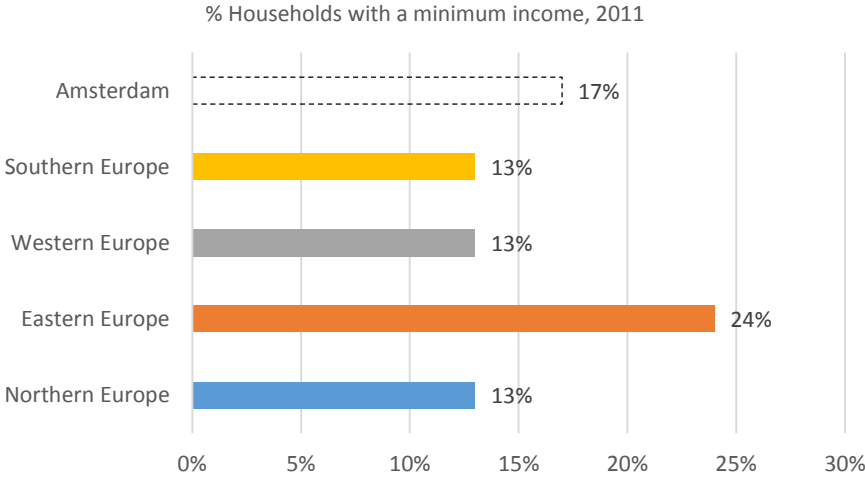


Poverty

The minimum income is defined as the net income excluding holiday pay²⁴. An average of 16% of all EU migrant households have a minimum income, which is not much lower than the average in Amsterdam. A higher share of Eastern European migrant households have a minimum income. Out of all of the EU migrants living in Amsterdam, Bulgarians account for the largest share (39%) of minimum income households, the French (11%) and Irish (11%) account for the smallest share.

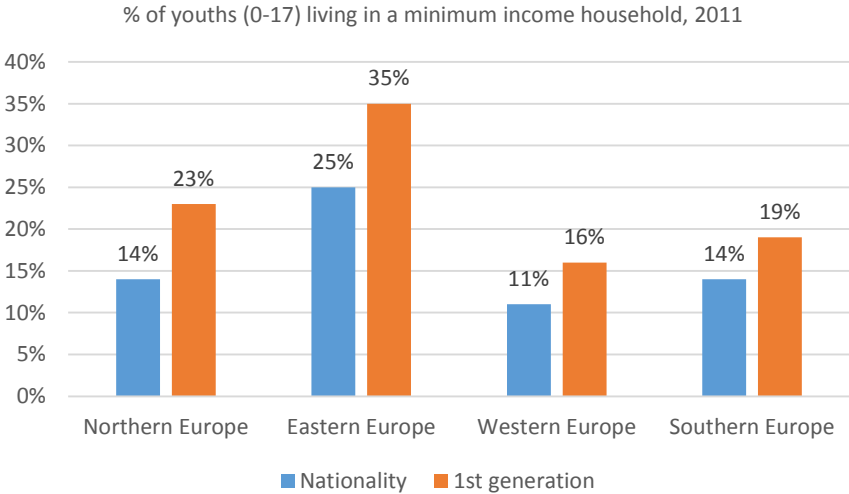
²⁴ The minimum income amounts to €994 for one person households (€1091 for elderly: >65), €1279 for single parents (€1373 for elderly >65), and €1421 for married couples (€1502 for elderly: >65). Source: O+S 2014.

Graph 13: Source CBS and O+S 2014



On average, 16% of all EU migrants living in Amsterdam grow up in a minimum income household. As can be expected from the results presented above, a higher share of youths from Eastern Europe live in minimum income households, followed by Northern, Southern and Western European migrant youths.

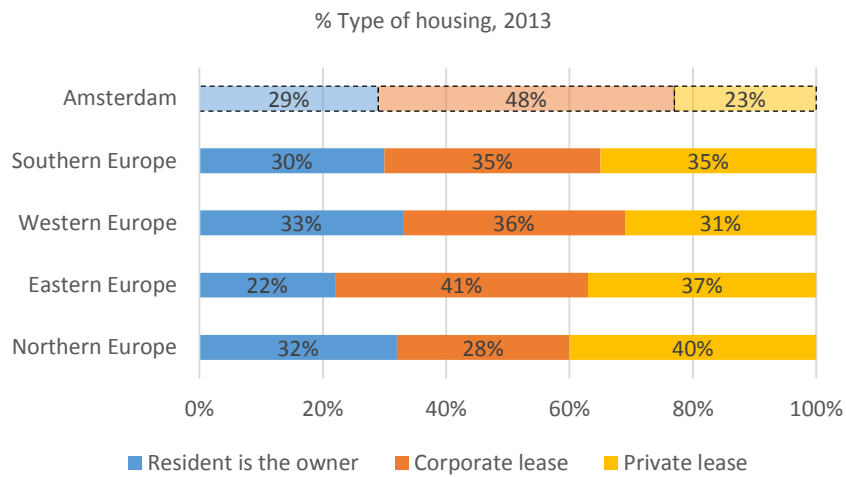
Graph 14: Source CBS and O+S 2014



Housing

The distribution of type of housing is proportionately very similar across all EU migrant groups. All EU migrants tend to live in rental homes, rather than purchased homes. Northern Europeans relatively often tend to rent privately owned houses, compared to Eastern Europeans, who are more likely to rent from housing corporations.

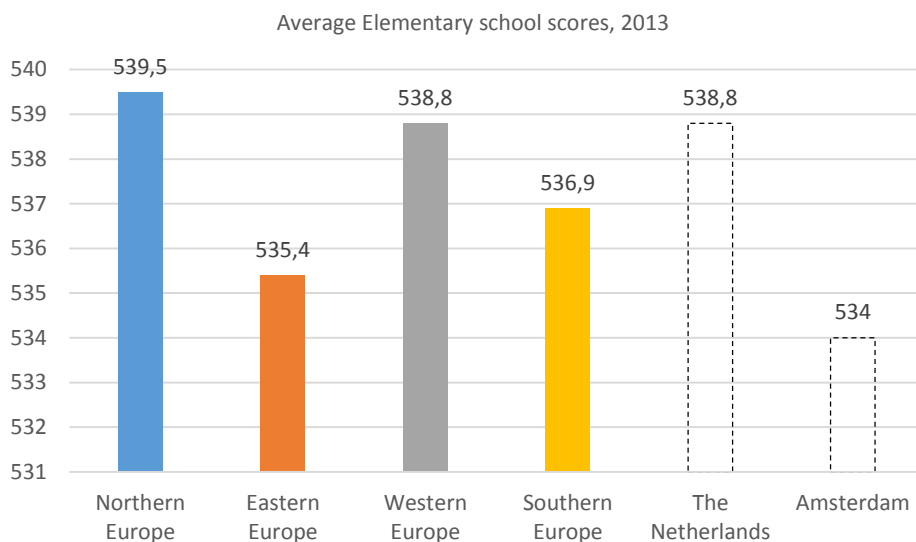
Graph 15: Source CBS and O+S 2014



Elementary school scores

At the end of elementary school (average 12 years old), all Dutch school children are required to take an examination, the Cito-test. The test determines to which type/level of further schooling the student can apply. The scores range from 501-550, from basic vocational training to higher secondary education. The chart indicates that Eastern European migrants score lowest on the Cito-test, but not much lower than the Amsterdam average. Northern and Western European migrant children score the highest, levelling with the average in the Netherlands.

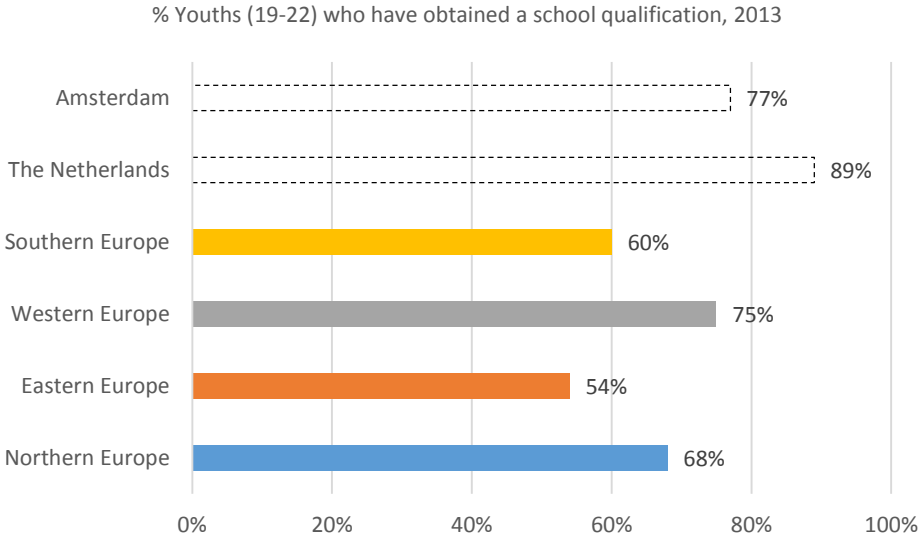
Graph 16: Source CBS and O+S 2014



School qualification

In the Dutch school system, children can obtain different types of school qualifications/diplomas. Children must go to school until they obtain one of these qualifications/diplomas or until they turn 18. On average, a smaller share of EU migrant youths obtain a school qualification compared to the Amsterdam and national Dutch average. This is especially true for Eastern European youths. Western European migrant youths score the highest.

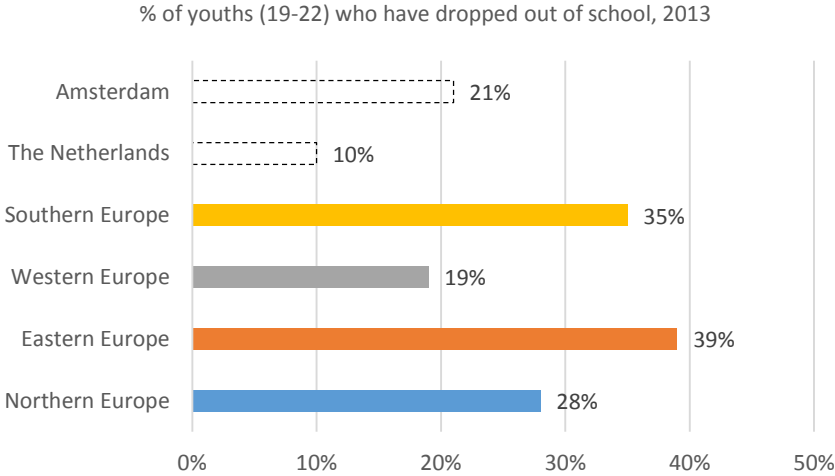
Graph 17: Source DMO and O+S 2014



School drop-outs

By law, schools must contact the municipality if children (<18) frequently miss school or drop out. The data indicates that more Eastern and Southern European migrant youths drop out of school than Northern and Western European migrant youths. With the exception of Western European youths, the average of EU migrant youth drop-outs is much higher than the Amsterdam, and especially, the Dutch average.

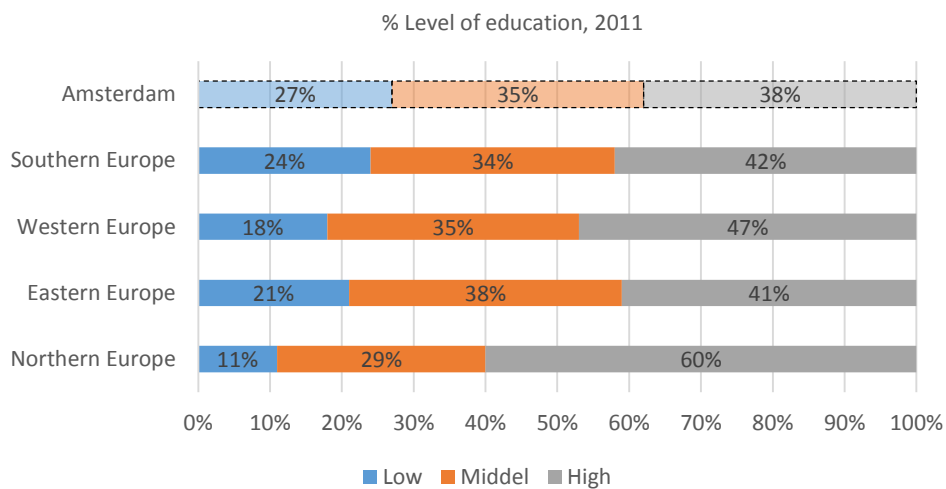
Graph 18: Source DMO and O+S 2014



Level of education

The following data is based on the registration of people who have followed some form of education in the Netherlands. Thus, it is an estimation of the education level of each EU migrant group. The data indicates that EU migrants ,on average, have a higher education level than the average in Amsterdam. Especially migrants from Northern Europe have a higher education level than the Amsterdam average.

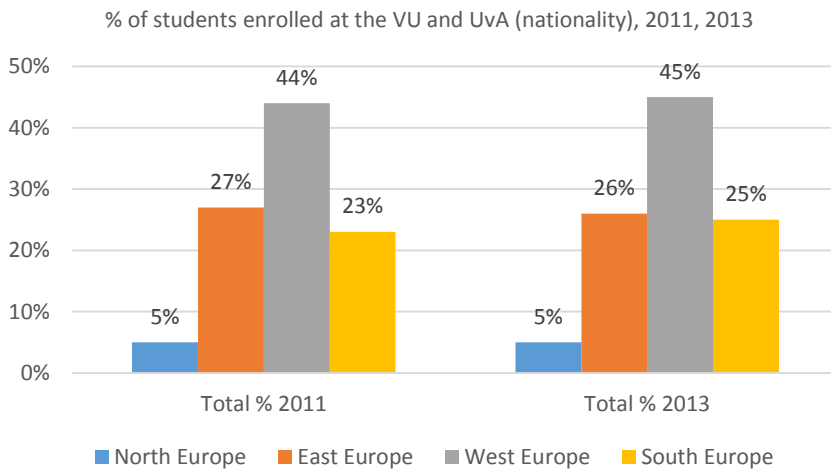
Graph 19: Source CBS and O+S 2014



University students

The majority of EU migrant students enrolled in the two Universities of Amsterdam, Vrije Universiteit (VU) and UvA (University of Amsterdam), are from Western Europe. There are relatively few students from Northern Europe and there is a similar number of students from Eastern and Southern Europe.

Graph 20: Source University of Amsterdam and the Vrije Universiteit and O+S 2014.



Enrolment in language courses

The data indicates that more and more EU migrants are participating in Dutch language courses each year, with a peak in 2010. Relatively many Southern and Eastern European migrants are enrolled in Dutch language courses, and relatively few Northern and Western European migrants.

Graph 21: DWI Municipality of Amsterdam and O+S 2014

