



European Foundation for the Improvement of Living and Working Conditions

# **Case Study on Diversity Policy in Employment and Service Provision**

## **Amsterdam, the Netherlands**



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February 2008

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## Foreword

This report is part of the Eurofound project "Cities for Local Integration Policy" (CLIP), which started in 2006.

Amsterdam is one of the 25 European cities that cooperate in exchanging information on their Integration Policies to start with on the terrain of housing and in the future on more terrains.

The project aims at collecting and analysing innovative policies and their successful implementation at the local level, supporting the exchange of experience between cities and encouraging a learning process within the network of cities, addressing the role of social partners, NGO's, companies and voluntary associations in supporting successful integration policies, providing objective assessment of current practice and initiatives and discussing their transferability, communicating good practices to other cities in Europe and developing guidelines to help cities to cope more effectively with the challenge of integrating migrants, supporting the further development of a European integration policy by communicating the policy relevant experiences and outputs of the network to: European organisations of cities and local regional authorities, the European and national organisations of social partners, the Council of Europe and the various institutions of the European Union.

The CLIP network is also a cooperation between cities and research institutes. Five research institutes in Bamberg, Amsterdam, Vienna, Liege and Oxford are taking care of the publications of the CLIP project. The researchers of the Institute for Migration and Ethnic Studies (IMES) of the University of Amsterdam are responsible for this report on Amsterdam. Together with the contact person of the municipal of Amsterdam Marian Visser of Platform Amsterdam Samen and her colleague Judith Suurmond, an enormous effort has been undertaken to find all necessary data on Amsterdam for this report. First the city representative has filled in a questionnaire and after that many officials and other parties who are involved with integration and welcome policy have been interviewed between 4 September and 15 October 2007, as the list at the end of the report shows. They have provided us with reports, statistics and comments on the concept version of this report. Secondly the representatives of the social support department (DMO), the harbour service, the municipal health service GGD, the support institute for the health sector SIGRA, the service on work and income (DWI), the employment bureau of the refugee council, the trade union FNV and the organiser of an citizenship project for immigrant women have been willing to provide us with information. I want to thank all those who have cooperated in giving information and particularly Marian Visser and Judith Suurmond for coordinating the search of data.

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Anja van Heelsum

February 2008, Amsterdam

## 1 The country: Setting the city and its diversity policies in context

### 1.1 Brief history of migration to the country and characteristics of migrants and people with a migration background

The Netherlands was an immigration country in the 17th and 18th century, it was at that time a centre of trade and shipping and tolerant to religious refugees. The percentage of immigrants, that was around 10%, diminished to a very low level in the first half of the 20th century (Lucassen & Penninx, 2000). After the Second World War emigration was dominant, new farmlands were discovered in the United States, Canada and Australia. As table 1 shows, a negative trend (more emigration) in the fifties turned into a positive trend (more immigration) in the sixties.

*Table 1 The Netherlands: estimates of the net number of migrants, by five-year intervals, 1950 to 2000 (in thousands)*

Country	1950-1955	1955-1960	1960-1965	1965-1970	1970-1975	1975-1980	1980-1985	1985-1990	1990-1995	1995-2000
Netherlands	-123	-31	36	55	152	168	55	151	190	161

Source: MPI, calculated from United Nations Population Division (2001) World Population Prospects: The 2000 Revision. (POP/DB/WPP/Rev) 2000/1/F10.

The few immigrants that arrived in the period 1945-1960 came from the former colonies Surinam and Indonesia: Surinamese elite send their children to study and Indonesians with one Dutch parent could remain Dutch after the independence in 1949 and the Indonesian army officials from the Moluccan islands that had fought in the Dutch army in Indonesia had to be resettled in the Netherlands because they were not safe in Indonesia. Around 1960 the immigration became more numerous. The first large influx was a result of the regulations around the independence of Surinam (in 1975). While the independence was meant to stop immigration, citizens of this former colony had the right to choose between Surinamese and Dutch nationality for five years and half of the inhabitants of Surinam decided to move to the Netherlands. A second large flow of immigrants was caused by the booming economy and the need for cheap labour from the sixties onwards. Factory and shipyard owners, first in Southern Europe, later in Turkey and Morocco, recruited so-called guest workers. After a period that this looked temporary, their immigration became permanent and wives and children also arrived. During the period that the European Union was further institutionalised, neighbouring countries, in particular Germany, also added to the number of immigrants. In the eighties the economy went down and the first measures were taken to stop immigration. A considerable refugee population was growing in that period, at first from the then communist countries but in the last decades mainly from third world war areas in the world: Iraq, Iran, Afghanistan, Somalia and other countries. Since 2000 the number of Chinese and Polish immigrants is increasing considerably. The number of Poles is expected to grow fast from 2007 onwards.

The percentage of people with a foreign nationality is stably around 4.3% since 1997. The number of naturalisations has been going up from 12,800 in 1990 to 82,700 in 1996 and down to 45 300 in 2002 according to the Dutch Central Bureau of Statistics.

Table 2 shows the largest ethnic groups on January 1st 2006 in three categories that are often distinguished in Dutch statistics, namely immigrants from Western countries, from non-Western countries and from refugee countries. On January 1st the total Dutch population was 16,334,210, of which 13,186,595 (81%) were considered as autochthonous Dutch (note that anybody with one or two parents born abroad is not considered autochthonous).

**Table 2** Largest immigrant groups to the Netherlands based on country of origin and country of origin of parents, Jan 1st, 2006

	Total	1st generation	2nd generation
<i>Western countries</i>			
Germany	383 941	101 718	282 223
Belgium	112 222	35 887	76 335
UK	76 270	43 755	32 515
<i>Non-Western countries</i>			
Indonesia	393 175	128 823	264 352
Turkey	364 608	195 947	169 661
Surinam	331 953	187 630	144 323
Morocco	323 272	168 566	154 706
Dutch Antilles	129 730	79 944	49 926
Former Yugoslavia	76 382	53 612	22 720
Former Soviet Union	46 058	35 343	10 720
China	45 568	32 332	13 530
Poland	45 568	29 731	15 833
<i>Refugees</i>			
Iraq	43 778	35 268	8 510
Iran	28 781	23 638	5 143
Afghanistan	37 307	32 049	5 258
Somalia	19 875	13 667	6, 208

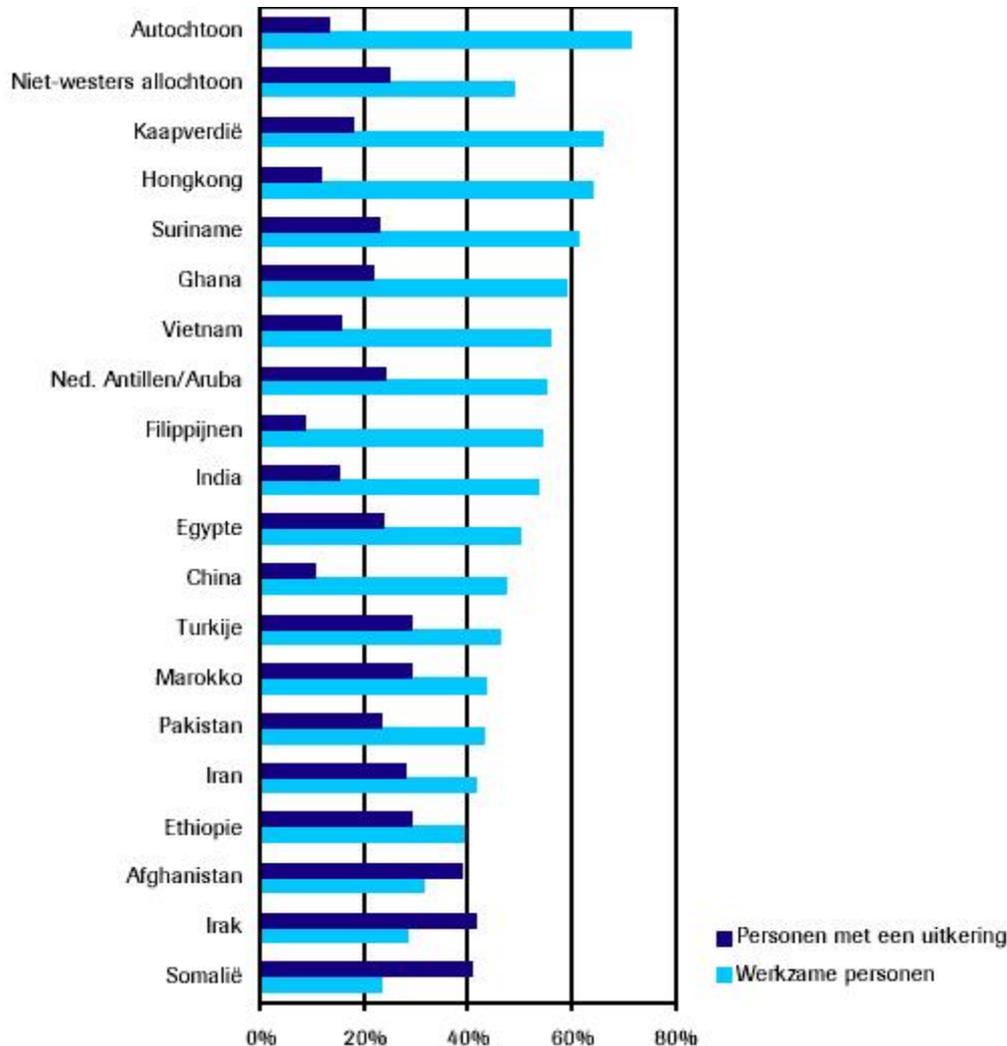
Source: Statline (Central Bureau for Statistics)

As table 2 shows, the older immigrant groups consist already of a large second generation. Within these groups the male/female ratio is around 50%. The refugee populations consist for a larger degree of men (for instance Iraqi 58% men, Iranians 53% men). The relatively new immigrant groups, Poles and Soviet citizens consist of a larger percentage of women (both 60 % women). The distribution in age groups also depends on the time of arrival. Among Indonesians an aging population is more and more visible. The first arrived Turkish and Moroccan guest workers are now in their sixties and seventies. Among the new immigrant groups, like Iraqi, Iranians, Afghani's, we don't see many elderly. In general the non-western immigrant groups have larger families than the Dutch and the western immigrants.

The socioeconomic status of immigrants from the neighbouring countries is either similar to the level of the Dutch or better. The socioeconomic standard of non-western immigrant groups is generally poorer than the Dutch level. This is particular true for the former guest workers from Morocco and Turkey and for refugees. This general remark is not true for every particular ethnic group. Figure 1 shows the percentage of people working and/or on welfare

per ethnic group. Welfare includes social security benefit, unemployment benefit, health benefit or disability allowance.

**Figure 1** Percentage of persons with work and/or welfare in 2004 (15-65 year old)



source: WODC, Integratiekaart 2006, p.26 (made from information by SSB)

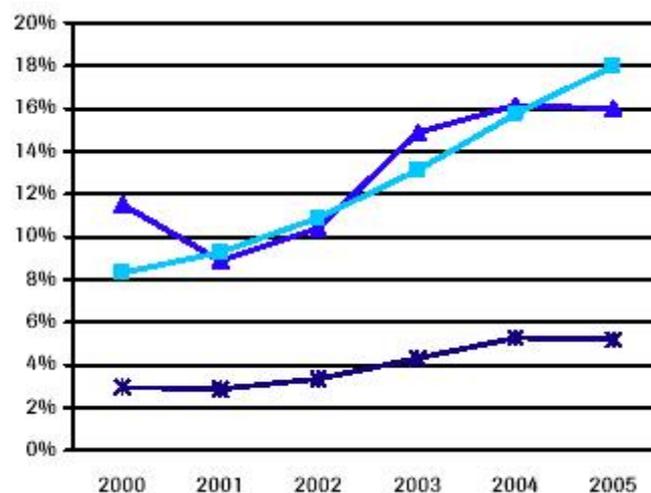
As figure 1 shows, the percentage of working people is among all ethnic groups larger than the percentage of people on welfare, except for Afghani, Iraqi and Somali refugees.<sup>1</sup> The highest percentages of working people and the lowest percentages of people on welfare are found among Dutch, and people from Hong Kong, the the Philippines and China. Though the three refugee groups from Afghanistan, Iraq and Somalia are the most problematic group, not all refugee groups have a larger proportion of people on welfare than working: this is not true for Vietnamese (who arrived relatively earlier) and Iranians. The four largest non western immigrant groups, Suriname, Turks, Moroccans and Antilleans have relatively more often the

<sup>1</sup> Note that asylum seekers are not allowed to work until they receive their refugee status

net very low social security benefit (a basic sum to survive) while the Dutch have more often the net higher unemployment benefit (a percentage of their last income). The Turkish groups counts more people with a disability allowance than on social security benefit.

As figure 2 shows the unemployment of Dutch is considerably lower than that of non-western immigrants and their children. Alarmingly this does not improve for the second generation, though we have to take into account that not all ethnic groups have a second generation.

**Figure 2** Unemployment: Dutch and first and second generation non westerners in % (2000 - 2005)



▲ non western immigrants first generation \* Dutch ■ non western immigrants second generation

source: WODC, Integratiekaart 2006

### 1.1 National policy context: laws and policy on diversity in employment and services

Rijkschroef, Duyvendak & Pels (1993) divide the national policies concerning immigrant in three phases. The first phase in the seventies was a categorical policy focussing at specific fields. There were special provisions for Moluccan ex-soldiers. We'll show later Moluccan neighbourhoods still have certain privileges. The Surinamese, who were not expected in such large numbers, were ad hoc supported by welfare associations, paid by several municipals. In the 'Nota Buitenlandse Werknemers' (1970) guest workers were stimulated to stick to their identity and culture of origin, not to have difficulties on return. Due to the assumption of temporariness, no attempts were made to provide courses with Dutch language and information on the society. A long-term consequence is that the language proficiency of these low educated men is often limited up to this moment.

The second phase starts with a WRR publication of 1989, which leads to the first policy document called 'Minority Policy' (Minderhedennota 1983). The Dutch government realised that the stay of guest workers was not temporary anymore and the thinking about immigrants shifted to more worry and concern. This policy was directed at stopping a trend that immigrants were acquiring a permanent disadvantaged social position and measures were taken on the terrain of education and labour market. Integration was considered a two-sided process, and respect for the cultures of immigrants was important in this policy document.

There was a positive attitude towards the rights of religious groups, for instance on establishing mosques and Hindu temples.

Rijkschroef and others (2003) call the third phase 'integration policy', starting in 1989 with the WRR document 'Allochtonenbeleid'. Documents like 'Contourennota Integratiebeleid Etnische Minderheden' (1994), 'Investeren en Integreren' (1994), 'Kansen krijgen, kansen pakken' (1997-1998) show an urge to motivate and mobilise immigrants to learn the language, increase information and to adjust to Dutch culture. Professional courses became obligatory for newcomers. The problems of the children of immigrants in the educational system become clearer and are now targeted.

A fourth phase started around 2001 because representatives of the right wing parties became minister of integration affairs, first Nawijn (LPF) and then Verdonk (VVD). Both were known for anti-immigrant standpoints. Many proposals to limit the rights of foreigners to level below the rights of Dutch were discussed in the second chamber, but implementation was not always realistic because the inequality of law was too serious. The debate in the media became harsher and more unfriendly to immigrants, and many of them felt very uncomfortable. This period lasted until the elections of 2006. The new government in 2007 has a friendlier approach to immigrants.

The latest law on integration/citizenship (Wet Inburgering), effective from January 1st, 2007, caused enormous changes for the municipals, they have become more responsible to support immigration guidance, as we will show in chapter 5.

Concerning equal treatment, the 'Algemene Wet Gelijke Behandeling' (General law on Equal Treatment) applies in the Netherlands since 1994, and is meant to stop discrimination.

On national level, a diversity policy in employment and services is currently not used, and the term diversity is also not used, though the advisory Socio-Economic Council (SER) has written a section on diversity policy in its recent advice on immigrant youngsters on the labour market (SER 2007).

From 1997- 2003 this was different: there was an obligation for all companies and institutions to register the number of immigrant staff members, the 'Wet Samen' (a law to stimulate labour participation of immigrants)<sup>2</sup>. The data were published on a website. From 31 December 2003 onwards this law was abolished by the right wing cabinet, because many employees didn't want to be registered as not Dutch and many companies didn't register. Currently registration is not obliged anymore.

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<sup>2</sup> <http://www.wetsamen.nl>

## 2 The city

### 2.1 Brief description of the city: location, history

Amsterdam is the largest city of the Netherlands with 743,1004 inhabitants on Jan 1st, 2007. Although Den Haag is the seat of the government, Amsterdam is the capital of the Netherlands. The city developed as a centre for trade and shipping on the banks of the river Amstel in the Middle Ages. In 1275, a dam was built in the Amstel to collect tax from haring ships passing from the sea to the inlands and beer ships coming from Germany. Around 1306 the city acquired town rights, which included the right to have walls, a market and a court. Soon it became the most powerful town in the region, also politically and trade relations expanded internationally. The trade of large shipping companies with the East Indies added to its economic position. In the 17th Century, the Golden Age, Amsterdam was known for its wealth, power, culture and tolerance. Foreign traders, writers, painters and labourers were welcome in this atmosphere, but also political and religious refugees, who were protected and had more rights to stick to their views than anywhere else. Churches were built by for instance Catholic Walloons, Scottish Anglicans, Portuguese Jews, but also many 'conventicals' (churches in hiding) appeared of the persecuted religious groupings in other countries. Several round of canal building and town enlargement around 'Jordaan area' resulted in the current circular street pattern in the centre. When the economic growth diminished, the city stabilised in a period where an urban underclass developed, paying tax to powerful regents, which sometimes ended up in a revolt.

Form 1870, due to liberalised trade with the East, development of steel industry, a new canal between Amsterdam and the North Sea, a factory where South African diamonds were polished and the building of the Central Station gave an economic boost to the city. This was directly followed by town expansion. New neighbourhoods were build south and west of the older parts (in typical Amsterdam School architecture) and some 'town-village-areas' were developed for the labour class, gardens and bathrooms.

Town extension took place again after the Second World War. Amsterdam Airport grew enormously, the harbour remained important for many specific services, but also services, education and tourism added to the expansion. In the last half of the 20th century Amsterdam's inhabited area nearly doubled in size<sup>3</sup>. International migration contributed considerably to its growth in this period.

### 2.2 City's migrant population, its history and characteristics

Immigration to Amsterdam is as old as the city itself. The percentage of foreign born in Amsterdam has been consistently around 30% in the 17th and 18th Century (Lucassen & Penninx, 1994: 29). In the beginning of the 20th Century immigration was on the lowest point, but it increased again from 1960 onwards. Firstly the immigration from Surinam around its independence in 1975 came for a large part on the account of Amsterdam. Of the

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<sup>3</sup> A dynamic map of the inhabited area from the year 1000 to 2000 can be found on the website of the Amsterdam historical museum: <http://www.ahm.nl/groeikaart.php>

two main ethnic groups in Surinam, the Creoles (Afro Surinamese) went in large numbers to Amsterdam, while a large number of Hindustani's (Indian Surinamese) went to Den Haag.

The wave of guest worker immigration also affected Amsterdam substantially. The first Mediterranean, Turkish and Moroccan workers lived with many in one room in pensions. When their settlement became more permanent, they moved to cheap small apartments in the old parts of town just outside the city centre. The guest workers were poor and interested in saving and sending money home. The increase of the number of Turks and Moroccans in the old areas stimulated some of the Dutch to move out.

After this first phase of large scale immigration three patterns were visible: family reunification of guest workers, ongoing immigration through family formation and student immigration of Surinamese and Antilleans, and the arrival of a large variety of new immigrant groups like refugees and economic immigrants like Ghanaians, Egyptians and Chinese. The family reunification led to some movement of the Turks and Moroccans to bigger houses in the New West area, that became a concentration area for Turks and Moroccans.

The current ethnic composition of the population of Amsterdam is shown in table 3. The percentage of Dutch is on January 1st, 2007 51%. The other half of the population is a mixture of Western (10%) and non-western groups (34%). Of the non-western groups 58% is first generation and 42% second generation. Surinamese are still the largest ethnic group (68,878), but Moroccans have nearly reached the same number (66,256) and their immigration is going on, so they are expected to become the largest group in the near future. It should be noticed that among the persons counted as Surinamese, a much larger proportion of the second generation has actually one Surinamese and one Dutch parent (40%), while among Moroccans and Turks this proportion is only 7%. So the Turkish and Moroccan groups are more homogeneous. Because of religion, this is expected to last for the first decades.

**Table 3** *Composition of the population Amsterdam: the largest ethnic groups, per Jan 1st, 2007*

	Absolute	Percentage
Dutch	382 104	51
Surinamese	68 878	9
Moroccans	66 256	9
Turks	38 565	5
Antilleans	11 290	2
Other non Western	71 269	5
Western	104 742	10
Total	743 104	100

Source: O+S Amsterdam

Of the Surinamese 1,988 (2%) have a foreign passport and 3,857 (6%) have two passports; of the Moroccans 19,447 (30%) have a foreign passport and 44,474 (68%) dual nationalities, of

the Turks 10,569 (28%) have a foreign passport and 26,570 (69%) have dual nationalities (O+S, 2006).<sup>4</sup>

Amsterdam has a surplus of 10,000 women, which is also true for some immigrant groups.

The age composition of the immigrant groups is different from the total Amsterdam population. Relatively, there are not yet many elderly among the immigrants. On January 1st 2006, 6% of the Surinamese was older than 65, while among Dutch 17%. The percentage of Surinamese elderly is higher than among other non-western groups, both for Turks and Moroccans only 3% is above 65.

Relatively there are more children and youngsters between the ages of 0-18 years among the immigrant groups. Among Dutch 15% is between 0-18, among 29% Surinamese, 37% among Turks, and 41% among Moroccans.

A specific characteristic of Amsterdam is, that more than half of its households (55%) exist of one person and this portion is still increasing. Couples without children are the second largest group (20%) and on in seven households (15%) is a pair with children, one out of ten households (10%) is a single parent family. Among ethnic minorities the pattern is different. Suriname, Antillean, Ghanaian, Dominican and Columbian groups have a considerably higher percentage of single parent families. For Surinamese the percentage is 60% and for the other groups between 70 and 77%. It is interesting to see that the percentage of single mothers among Surinamese is 70% in the flats of Bijlmermeer, but only 45% in the newly built middle class housing.

The socio economic position of the large immigrant groups is not as good as among the Dutch. Table 4 shows the unemployment (as a percentage of the labour force) is only 5% among the Dutch in Amsterdam, while all immigrant groups, including Western immigrants have at least 10% unemployment. Of the non-Western groups Moroccans are in the worst position with 28% unemployed, while 20% of Surinamese/Antilleans and 15% of Turks are unemployed. Gross participation rates are also worst for Moroccans, after them Turks, then Surinamese/Antilleans and the Dutch on top of the list. Though the first Turkish and Moroccan immigrants have both arrived as uneducated guest workers, their position on the labour market has developed in as fundamentally different direction: Turks have an unemployment of 15% versus Moroccans 28%. This is due to several factors, among which problems of second generation Moroccans.

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<sup>4</sup> Note that the Moroccan state does not allow citizens to give up their Moroccan nationality

**Table 4** Amsterdam's working, unemployed and non-labour force by ethnic groups (x 1000) per Jan 1st, 2006.

Ethnic group	Labour force (n)	Working (n)	Unemployed (n)	Unemployed as a pct of labour force (%)	Non-labour force (n)	Total population 15-64 years (n)	Gross participation rate %
Surinamese and Antilleans	40.6	32.6	8.0	20%	20.1	60.7	67%
Turks	14.5	12.2	2.2	15%	11.8	26.3	55%
Moroccans	20.0	14.4	5.6	28%	22.2	42.2	47%
Other non-western groups	34.6	27.9	6.7	19%	16.3	50.9	68%
Western groups	64.1	57.9	6.2	10%	18.5	82.6	78%
Dutch	212.9	201.5	11.5	5%	63.6	276.5	77%
Total	386.7	346.5	40.2	10%	152.6	539.2	72%

Source: O+S Amsterdam

While the mean income and purchasing power in Amsterdam are above the national average, there are large differences between the poorer and richer city districts. In the City Centre the income is well over the national mean, but in city districts like Geuzenveld-Slotermeer, Bos en Lommer and Zuidoost nearly 25% of the households lives below the social minimum. We already pointed to these districts as areas where Surinamese and Moroccans live, and that are in need of restructuring. The incomes of non-western immigrants are still far behind the incomes of western immigrants and Dutch. This gap has become larger between 1998 and 2003. 46% of Moroccan youngsters grow up in a household that lives on or below the legal minimum, while this is the case for 32% of the other foreigners and 13% of the Dutch youngsters.

### 2.3 The city authority: tier of government, responsibilities, structure

Amsterdam is governed by 'red-green' coalition (Dutch Labour party PvdA and Green Left from 2006-2010). The central city government determines the general strategy and controls central services. For instance health (hospitals, general health services), higher education (secondary schools and higher educational institutes), general social services (like immigrant reception, the work and income service), infrastructure and town planning, housing, public transport, environment, the harbour and many others. The city is divided in 15 city districts, with their own elected councils, a chairperson and a governing council. City districts usually have some five or six departments: 1. general affairs/governance (public services, supporting its own structure, post, communication), 2. finances, 3. public space and environment, 4. wellbeing, education and sport (social work, nurseries, elderly, youth, immigrants and primary schools), an 5. labour and housing (market, shops, building permits, ground).

In this report we will cover the central administration and its personnel. The city districts are responsible for their own staff. We will present more details on the Education and Integration

of Newcomers Service (Educatie & Inburgering), which works inside the central administration and on two more or less independent services: the Health Service GGD (Geneeskundige en Gezondheids Dienst) and the Work and Income Service DWI (Dienst Werk en Inkomen) are responsible for their own staff, but that have an advanced policy towards diversity. Under service provision, we will also treat two employment projects for specific groups, namely one on refugees in general and a neighbourhood activation project for women.

### **3 The city's approach to diversity**

In this chapter we will elaborate on the general framework of work on integration that is in Amsterdam called the Diversity Policy. In chapter 4 we will proceed with the aspect of Diversity policy on personnel.

#### **3.1 Historical background**

Amsterdam started supporting immigrants toward the end of the 1960's, because number were growing rapidly and some problems became urgent. In that period there was not really an integration policy, but categorical financial support for two large welfare organisations for certain categories of immigrants. Stichting Welsuria (Foundation Wellbeing of Surinamers) had to take care of all aspects of the wellbeing of the Surinamese immigrants, who were migrating within a short period in large numbers to Amsterdam. Secondly the municipal subsidised the Stichting Welzijn Buitenlandse Werknemers (Foundation Wellbeing Foreign Workers), that had to take care of all aspects of wellbeing of the guest workers from the Mediteranean area (Spain, Italy, Greece, Turkey and Morocco). In 1979 Vluchtelingenwerk Nederland (Refugee Work Netherlands) was established to work on the wellbeing of refugees.

In 1989 the policy document 'Raamnota Gemeentelijk Minderheden Beleid' (Frame Document Municipal Minority Policy) was published, the categorical approach came to an end and general goals were formulated. The two main goals were: 1. to set up extra facilities for 'ethnic minority groups' with arrears in the area of housing, work, education, wellbeing and to improve the accessibility of services to this group, 2. to stop any discrimination and racism and to take care that all Amsterdammers have equal chances and improve the functioning of institutions by positive action. Note that the groups targeted as 'ethnic minorities' were defined on national level and include a list of non-western countries and refugees.

Ten years later in 1999, when the population of first and second generation foreign descent nearly reached 50%, the municipal felt that talking about 'minorities' didn't make sense anymore and even worked contra-productive. It reformulated its policy in a more general way towards citizens with arrears, paying more attention to the responsibility of individuals. This turn to 'diversity policy' was formulated in the policy document 'De kracht van de diverse stad' (The power of a diverse city). The four target groups became: people of foreign descent, women, disabled and homosexuals. Since it was assumed that the earlier policy had been

patronizing, it is now important to stimulate people's initiatives. All Amsterdammers should feel at home in the city and get equal opportunities to participate, and diversity is an asset that can be used to develop the city. Participation of all should not only take place in the labour market, but also in for instance the education of children, the neighbourhood and politics.

### 3.2 Objectives of the policy/approach

In Amsterdam social inclusion or integration is not a limited set of policy targets, but part of almost every municipal activity. The advantage of this approach is that a lot of institutions and people are involved; a disadvantage is that there are so many projects, programmes, partners, objectives, reports, etc. that it is hard to get an actual and complete picture. The diversity policy has four basic principles:

- Migration is constituent part of urban life and something that the local authority permanently has to take into account.
- Diversity, the municipal of Amsterdam has a good and well-considered diversity policy that will be continued.
- Integration means belonging and participating and is therefore something that applies to all Amsterdammers.
- Citizenship course (Inburgering) is the starting point for integration and directed to newcomers and less recent immigrants in the Amsterdam society.

The essence of the integration policy has been last described in the document 'Perspectief en Kansen' (Perspective and Chances: Amsterdam's integration policy in the context of the program We Amsterdammers) and 'Wij Amsterdammers II' (We Amsterdammers II): "The next phase of the policy is to invest in people and to set limits. Reinforcing positive emotional contact between individuals and groups to enfeeble negative imaging and to build bridging social capital. It is also about setting limits to all forms of intolerant and extremist behaviour, and to demand that citizens respect general norms of decency, regardless of their cultural or religious background." (Investeren in Mensen en het stellen van Grenzen. Wij Amsterdammers II, May 2, 2006)

Mayor Mr. Job Cohen summarized the intention concisely: "The Amsterdam society has shown its extraordinary resilience in the last years. But at the same time we remain vulnerable. This is why the executive committee targets at social bonding. Amsterdammers of divers background should have contact and learn to know each other better. This will make the city stronger in good and bad times. Education and work for all Amsterdammers are crucial. But at the same time we have to work on reassessing our manners: decent behaviour in the streets or in the sport field. No discrimination at school, the workplace or the discotheque. Investing in people and in limits" (translated from <http://www.amsterdam.nl/nieuws?ActItmIdt=10314>).

Many of the concrete activities take place outside the central municipal. We will only give some examples here, because there are too many offices to make a full list. The citizenship courses take place in 40 educational institutions and schools that are contracted separately; the largest one is the Regional Educational Centre ROC. The coaches that are supporting new immigrants work at the refugee council (for refugees) and at some social offices in the city

districts (for non refugees). The administrative control and coordination takes place at the central level within the Education and Citizenship department of the municipal.

### **3.3 Responsibility: elected representatives and officials**

The politically responsible person for diversity policy in general is the alderman (actually a lady) on Work & Income, Education, Youth, Diversity and Big City Policy, Henna Buyne of the Dutch Labour Party, herself from Surinamese descent. Within the administration the unit diversity policy is part of the Department of Social Development (Dienst Maatschappelijke Ontwikkeling DMO). This unit coordinates and organises the implementation of the diversity policy as agreed in the programme-agreement and looks to it that the different services provide their share in the implementation.

The politically responsible person for the personnel and employment part of the policy is the alderman (again a lady) for Care, Environment, Personnel and Organisation, Public Space and Green, Marijke Vos of the Green Party.

Within the administration the ‘Concern Organisation (CO) is responsible for the personnel policy. All directors of the different services are responsible for reaching the goals.

### **3.4 Collaboration with social partners and non-governmental organisations in policy development and implementation**

Immigrant associations can influence the diversity policy through the Advisory Board Diversity and Integration. Before 2004, the advisory board was made up of representatives of associations of immigrants, subdivided into five immigrant groups (Turks, Moroccans, Surinamese/Antilleans and Refugees/Chinese/Pakistani’s). This changed two years ago. Currently the associations still gather, but as a public enquiry organ (inspraakorgaan), which can air the interests of their backlash and make worries of the ethnic communities heard. This organ meets with the Diversity Advisory Board about four times a year. Sometimes a subject of worry for the associations is taken over by the advisory board, and a well-founded advice is written and presented to the municipal council.

Since 2004, the Advisory Board on Diversity (Adviesraad Diversiteit) advises the central council of Amsterdam.<sup>5</sup> This board is chaired by a former member of the board of the University of Amsterdam and exists of 9 experts from different fields, which are able to write well-founded and scientifically documented publications. They publish four documents a year, some because the alderman asks for an advice on a certain topic and sometimes because the board itself considers something important. The board also does research itself, for instance by gathering school directors or mothers to find out how primary schools function.

The city districts have their own consultation methods, for instance district East-Watergraafsmeer has a board of representatives of migrant associations that meet five or six times a year and workgroups on issues that are important for immigrants. An internal commission called Platform Diversity, participated in the formulation of the policy.

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<sup>5</sup> [http://www.amsterdam.nl/gemeente/diensten\\_bedrijven/adviesraad](http://www.amsterdam.nl/gemeente/diensten_bedrijven/adviesraad)

### **3.5 Policy and practice on monitoring progress**

The Board on Diversity is part of the monitoring system of the general diversity policy. The statistical office of Amsterdam O+S monitors all developments in the population including immigrants carefully and elaborately, there is for instance the yearly 'Amsterdam in Figures', a book of 600 pages with tables and graphs on all possible terrains. The statistical office also continually produces reports on specific topics and maintains a detailed website with downloadable tables (<http://www.os.amsterdam.nl/>)

### **3.6 Key challenges faced in implementation and broad lessons learnt**

Since Amsterdam is one of the bigger cities in the Netherlands, it is usually one of the first that needs to undertake action. The city is ambitious and innovative in finding new solutions.

The complex structure of the administration is a challenge for its work. For instance implementing the 2007 Law on Integration (Wet Inburgering) is not easy, because a list of partners involved is enormous, all with their administrative systems.

In the past the categorical approach towards ethnic group that Amsterdam in the 80's has been abolished, because it assumed too easily that for instance all Turks have the same needs. The current approach tries to look at individuals with all their characteristics without generalising on one aspect. Translating written materials like folders into Turkish and Arab has been abolished, firstly because many immigrants didn't read them and secondly because it was considered the wrong message, namely immigrants don't need to learn Dutch.

In the past both the national and the Amsterdam ethnic minority policy have been criticised for being too patronizing. This was a criticism that came from immigrants themselves and from anti-immigrant advocates but that spread into the general discourse about the integration policy.

It can be considered a challenge that Amsterdam never got into the anti-immigrant discourse that was dominant until 2006 on national level, while some citizens supported anti-immigrant views and the national policies had to be executed. Statements of the mayor like the famous 'keeping it together speech' have given a powerful message. On the other hand Amsterdam has been rather fast with implementing the more forceful policies towards unemployed youngsters and forcing people join citizenship courses.

### **3.7 Potential future policy development**

The policy on immigrants in general is going towards involving people in neighbourhoods. Some of the highlights that are considered important: initiatives of citizens have to be heard, and citizens have to be activated to come with ideas about their surrounding. Therefore money is available for good ideas in neighbourhoods that stimulate social cohesion. Social cohesion is one of the keywords. Contacts between all ethnic groups are essential to keep neighbourhoods a safe and enjoyable surrounding.

Related to this is the policy to stop radicalisation of right wing extremists and Muslim youngsters. A desk has been established where teachers, neighbourhood workers and other could report radicalisation, but after a year it was closed because no one reported anything. It

remains the intention to be attentive to signals of moderate mosques and other institutions that are in contact with youngsters. Social cohesion in neighbourhood is seen as preventative for radicalisation. When contacts between people in neighbourhoods are stronger, and neighbourhoods have all kinds of voluntary associations, the chance is bigger that there is some social control. This is also true for migrant associations. When youngsters join Muslim associations, the chance that people with moderate views correct them, is bigger. Again social cohesion is the keyword.

## 4 Employment: policy, practice and outcomes

### 4.1 Profile of city employees

The total number of employees of the city of Amsterdam is 20,000. This includes the employees of the 15 city districts and 30 services and companies.

Table 5 shows results from the monitoring system of the Amsterdam administration. We can find the percentage of employees, men, women and immigrants per age category.

**Table 5** *Employees, men, women and immigrants by age category working for the Amsterdam administration, including the city districts (third quarter 2006).*

Age	Total (%)	Men (%)	Women (%)	Immigrants (%)*
< 25 years	1.4	1.0	1.8	2.0
25 - 29 years	6.5	4.8	9.2	8.9
30 - 39 years	25.7	22.2	31.1	30.5
40 - 54 years	49.6	51.3	47.0	49.0
55 and older	16.9	20.8	11.0	9.6
TOTAL	100.0	100.0	100.0	100.0

\* note that immigrants is 'allochthonous' as described in paragraph. Source: Programma Diversiteit 2007, p. 9

Table 5 shows that immigrants are in general under represented among the staff of the administration and they are mainly represented in the younger age categories. Among these young employees there are probably many second generation immigrants with Dutch diploma's. Table 6 shows the employees, men, women and immigrants per salary category.

**Table 6** *Employees, men, women and immigrants working for the Amsterdam administration by salary level (third quarter 2006).*

Scale	Total (%)	Men (%)	Women (%)	Immigrants (%)
Scale 01-03	4.8	6.8	2.0	9.8
Scale 04-06	17.6	21.9	11.3	24.5
Scale 07-09	44.2	37.4	54.4	49.6
Scale 10-12	28.1	27.9	28.3	14.6
Scale 13 and higher	5.2	6.0	4.0	1.5
TOTAL	100.0	100.0	100.0	100.0

Source: Programma Diversiteit 2007, p. 19

Women and immigrants are more represented in the intermediate salary category. Women are underrepresented in the lowest two and the highest category and overrepresented in the intermediate categories. Immigrants are over represented in the first three income categories and underrepresented in the highest two categories.

Table 7 shows the percentage of men, women and immigrants in scale 10/13 and higher with a bachelor level (HBO) or higher.

**Table 7** Percentage of men, women and immigrants above salary scale 10/13, bachelor level or higher.

%	Men	Women	Immigrants
Scale 10 and higher	61.2	38.8	10.8
Scale 13 and higher	66.0	33.0	5.0

Source: Programma Diversiteit 2007, p. 19

It shows that the percentage of immigrants with at least bachelors level (HBO) is much lower than among men. For women the under representation starts with salary scale 13, while for immigrants it starts at scale 10. The objective of the diversity policy is that the percentages in the administrations labour force are equal to the Amsterdam workforce. Table 8 shows where the differences are found.

**Table 8** Percentage of immigrants working for the administration compared to their share in the Amsterdam work force (third quarter 2006).

Scale	Pct immigrants working at the administration	Pct immigrants of the Amsterdam work force	Difference in %
Scale 01 - 03	41.0	74.0	- 33.0
Scale 04 - 06	29.9	41.0	- 11.1
Scale 07 - 09	26.6	36.0	- 9.4
Scale 10 (bachelor) and higher	10.8	19.0	- 8.2
Total	22.5	34.0	- 11.5

Source: Programma Diversiteit 2007, p. 19

The results show that the percentage of immigrants in the Amsterdam administration is on all salary levels lower than in the Amsterdam work force. Surprisingly the difference is largest in the lowest salary category. Whether or not this is caused by the lack of jobs on the lowest level is not clear. The difference is lowest in the category scale 10 and higher (bachelors level).

In the period 2001-2006 the total percentage of immigrants in the total municipal work force has remained more or less the same, namely 22%. The target for this period of 27% was not reached in 2006, so the new target is again 27%.

#### **4.2 Employment diversity policy including target sections of the population to which it is directed and occupations covered**

Already in the beginning of the 1980's, a personnel policy was formulated with the purpose that the staff of all municipal institutions and companies on all levels would reflect the diversity of the Amsterdam population. It had many names like positive action policy, target group policy. From 1985 positive action policy was on the political agenda. The council decided that 55% of the officials should be women and 17% 'allochtonous'. The target group of the policy, the 'allochtonous citizen' is defined as 'a person who is born himself or at least one of his parents is born in Turkey, Africa, Latin America or Asia, excluding Japan and Indonesia'.<sup>6</sup>

Since 1991 the Regulation of the Legal Position of the municipal of Amsterdam (Rechtspositieregeling van de Gemeente Amsterdam, RGA) contains an article on diversity policy. The municipal includes the following text. Under the heading 'positive action', article 875 says: 'the mayor and aldermen will take measures to neutralise arrears of women and members of ethnic minority groups that work for the municipal, both quantitatively as qualitatively.'

On national level the 'Wet Samen' that was effective from 1997-2003, forced all institutions and companies to publish their results on the number of immigrants in their staff. The municipal of Amsterdam was ahead, since registration and positive action were already taking place. After this law was abolished the municipal went on with its personnel policy, independent of the national policy. Municipals are not obliged to follow any national lines in their personnel policy.

The current personnel policy has two central objectives:

1. a diversity policy is necessary because the municipal has to be recognisable for its citizens, a coloured city should have coloured authorities;
2. because of ageing and diversification on the labour market in general, it's in the interest of the city to become attractive for a diverse group.

As we already said, the total percentage of immigrants is 22% and it is supposed to go up to 27%. Heads are now made responsible to reach this target. The current policy has been signed by the municipal on central level, the city district authorities and the many autonomous services like the Service Work and Income DWI, and the Health Service GGD, but the city districts and independent services are themselves responsible for the implementation.

The Health Service GGD has problems to reach the target percentages, because medically trained immigrants are nearly not available, it is only 12% (see paragraph 5.3). A considerable number of female Surinamese works as nurses in hospitals, but the nursing schools don't get Turkish or Moroccan students. The few that have a medical diploma prefer

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<sup>6</sup> The reason why Indonesians and Japanese are excluded is that the existing populations of Indonesians and Japanese in the Netherlands have no arrears.

to work in hospitals and not in an municipal health service as GGD, even though the work hours at GGD are more attractive (no night duty).

On the contrary the service work and income DWI does better than the central municipal administration in reaching the targets, percentage is 23% (see paragraph 5.3). A large reorganisation and a lot of effort has helped. One of the three services that merged into the new organisation already employed a lot of staff with immigrant background, so these were spread out. And where teams were too one-sided, new staff members were found with characteristics that were not yet available. Though the diversity manager of DWI is careful to about the figures, since it is based on voluntary registration and not all people have registered, she says the policy was successful. There are two main reasons to made it work: the HRM instruments and the large reorganisation that made it possible to exchange team members and make teams more divers. Her message is that the ideal team is as mixed as possible: younger/old, experience/non-experienced, men/women, different ethnic backgrounds, gays and handicaps. People who work in such teams learn from each other, are more motivated and often enjoy their situation better. Of course this process has to be supported by the team managers, because misunderstandings and quarrels can also occur. Team managers were trained and are largely enjoying the new situation, though it is said that become diverse is a process of learning and sometimes one has to try and try again before something works.

NGO's have no influence on the development of the personnel policy of the municipal. Trade unions were not involved in the development of a diversity policy, since they are work mainly on the legal position of employees. Workers union FNV has written a national policy statement on diversity and influences the general policy through the Socio-Economic Council SER. Recently a Central Employees Council (Centrale Ondernemings Raad, COR) within the Amsterdam administration has been established. This is an internal organ with one member from every service and city district. The diversity policy is one of the first topics that it will study and report on.

The media have never reacted to the personnel policies, but no attempts have been made to inform the press about it, since it was considered internal. The press will be more involved with the new diversity policy, since it is considered important for the municipal to present itself as a employer with a positive image. Calling on the press is one of the methods.

### **4.3 Challenges and tensions in development and implementation of policy**

The diversity policy on employment in the municipal had a strong political backing, so there was nearly no opposition against it. There was some resistance in the organisation after the implementation though. The representative of the diversity department remarks that some resistance always arises when something has to change, so also when achieving a diverse work force extra effort was needed. A newspaper advertisement is not enough and working through for instance the networks of migrants associations is slower. It is more difficult to find suitable and better-educated members of immigrant groups for the vacancies in the administration, and for them it is not always their first choice to work for the municipal. Finding the right people takes effort and time. But the need to establish a diverse work force is increasingly seen by many of the involved heads, not only at the higher levels but also at the executive level. Also because of the outflow of elder employees and the changing composition of the labour market, it will be necessary to invite the new groups increasingly.

Among the many officials on all levels whom we interviewed, all were convinced that diversity policy in employment is a logical step. The attitude is positive towards the multicultural situation in which they find themselves. A health official remarked that Amsterdam is far more motivated than the village where he lives 20 km from Amsterdam, not only at management level but also at the work floor anybody sees the need for adjusting to immigrant clients and having immigrant staff.

An unexpected problem reported by the support institute for the health sector SIGRA was that some organisations got an overrepresentation of a single ethnic group. Surinamese started to dominate, with specific views on elderly care and the situation became uncomfortable to the other staff members and patients. Mixed groups seem to work better than group with one dominant characteristic.

#### **4.4 Recruitment training and promotion**

There are no jobs within the municipal system that cannot be taken by non-nationals, but many of the Turkish and Moroccan candidates have double nationality. Recruitment procedures are either arranged directly by the departments or through a recruitment agency. When recruitment agencies are used to find staff, appointments are made about finding personnel with diverse background. Though it takes extra effort, immigrant candidates have to be found, if necessary through extra procedures, especially if the department has less than the intended percentage.

Because there is overrepresentation in the middle salary scale levels (scale 7-9), it can happen that a department has more than 27%, and the targeted percentage for that department is higher. In some services they are particularly looking for people in the higher salary levels.

There are internal management trainings to support people to go up in the hierarchical system of the municipal. As we said the lower percentage of immigrants especially occur in the higher positions, so some effort is undertaken to let immigrants move upwards. The intention is to increase the qualities of staff and to keep good staff members around by giving them chances to develop. It wants to prevent that talented youngsters with immigrant background leave the administration prematurely. Departments have to send a potential manager to this kind of trainings. But the management trainings 'Toptraject', nearly didn't get any subscriptions of potential immigrants managers. In general the choice is limited, but it is not clear what happened in the selection process and to what extend some form of hidden discrimination might have been effective. A study will take place to find out why such a limited number of immigrants were registered. To stimulate divers management talents, it is necessary to have more insight in the number of talented employees and their characteristics. The choice, which talented employees should go to 'Toptraject' management course, could then be based on this information. The focus lies now on increasing the middle management, so that the number of options for the top level will increase.

The support institute for the Health sector SIGRA has developed an elaborate kit of training instruments for health institutions under the programme 'the Social Service Sector and Intercultural Personnel', ZIP (Zorg en Intercultureel personeel). The ZIP program has sets of very well developed tools that can be used in many other situations than in Amsterdam. The tools have been tried and improved in hospitals, nursing homes, health centres, etceteras.

ZIP exist of seven main components:

1. Intercultural development: institutions are supported to analyse their situation, a report and a practical plan to start intercultural personnel management is made.
2. Inventory and research: in 2005 and 2006 data have been gathered to see whether or not the percentage of immigrants in medical institutions has reached a representative level compared to the labour force; data have also been gathered on the number and views of immigrant students in medical professions; and on the number of institutions that already works with diversity policy; and on the expected medical needs of immigrants in the future.
3. Working together in a multicultural organisation; SIGRA has chosen a good training institute and coordinated that 25 large health institutions have participated in a training for team leaders and managers to manage multicultural teams.
4. Directed information for 'allochthonous' groups: information meetings for new immigrants, information for secondary school students, information meetings about working in health care, information within the labour office about professions in health care, etc
4. Mentoring of 'allochthonous' pupils and students, firstly to attract them to follow medical education, secondly to avoid drop-out and make them feel at home.
6. Intercultural training for managers in the social service sector: six meetings of four hours to keep a multicultural team going and to solve problems, with a lot of practical examples.
5. Key figures and networks, a network has been set up of health care institutions, municipal institutions, associations of patients and migrant associations.

#### **4.5 Equal pay and working conditions**

Rules on qualifications and conditions are the same for all employees. If unfair situations occur a complaint procedure is possible or a procedure in the court. Employees union FNV reports that many women and non-Dutch are still paid less for the same work.

#### **4.6 Harassment**

In case of discrimination or pestering one can talk to a 'confidentiality person' (vertrouwenspersoon) within the administration. This is somebody to whom a story of harassment can be told without immediately involving superiors. Amsterdam also established a complaint-office on discrimination in 1996 (Meldpunt Discriminatie Amsterdam).<sup>7</sup> Beside general complaints, this office has three sections that receive special attention, namely: companies and work (a behavioural code was agreed), school and youth (support for intercultural education) and newcomers. The initiative to employ an officer that takes complaints about the newcomer programme was taken by the Service of Social Development (DMO) of the Amsterdam Administration. The two main complaint issues of the month August 2007 were about the statement by the right wing party leader Wilders that the Koran needs to be forbidden and about the increasing violence directed at (male) homo's. After a

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<sup>7</sup> <http://www.meldpunt-amsterdam.nl/>

complaint, depending on the situation, advice is given or a discussion is organised between discriminated and discriminator, or a court case is started, or otherwise.

The trade union FNV also reports that they nearly don't receive complaints about discrimination (FNV's diversity nota 2007). FNV thinks that people don't dare to report and pleas for a national complaint-office on labour market discrimination, to make clearer where complaints in labour situations can be submitted.

#### **4.7 Accommodation of cultural and religious needs**

The Amsterdam administration has accommodations for religious needs, such as a prayer room in the building. An attempt to adjust the holiday schedule to the diverse employees was blocked by the trade unions. The supporters of the union, for a large part white men above 50 years old, refused to change the holiday schedule.

Some other services have initiatives like a calendar that includes Muslim, Hindu, Jewish and other holidays and intercultural lunches.

#### **4.8 Health and safety**

The phase that immigrant employees in the municipal don't speak Dutch is passed in the Netherlands, since immigration is going on for more than 40 years. In the past many flyers were translated in Arab, Turkish and English, but currently most of the immigrant employees speak Dutch. Within the national policy translation is considered undesirable, and immigrants are stimulated to read Dutch.

Within the health service it is more necessary to translate. We have no information on the city districts that organise services like garbage collection or public works. Since lower educated immigrants work there, they may still have translated materials, but we didn't receive information on this.

#### **4.9 Induction and language tuition**

Since many of the new immigrants are obliged to follow the newcomer programme in the Netherlands, there is no special induction or language programme by the municipal for newcomers. For immigrants that are not obliged to follow this programme, it is also possible to join courses. The obliged course encompasses language training and social orientation. This kind of courses were not available in the 1960's when the first guest labourers arrived. That is why the courses are also available for people with language deficiency that have lived longer in the Netherlands. Students and foreign workers with a temporary contract are not obliged to follow the programme, so it is still possible to study or work for many years in the Netherlands without learning Dutch.

Outside the central administration there are specific language trainings. The ZIP programme in the Health sector supports for instance a training of Dutch on the work floor. The intention is that employees learn the specific words that are needed in their profession.

#### **4.10 Recognition of qualifications**

Within the EU there have been attempts to standardize diplomas, but outside the EU not. The process of accreditation of diplomas is not arranged at the municipal level. In the Netherlands, two centres of expertise work together on evaluating foreign diplomas: educational support centre Nuffic and knowledge centre Colo. These two cooperate in the Information Centre for Credential Evaluation (IcDW).<sup>8</sup> When people work, this costs 113 euro. Because unemployed immigrants usually arrive at the labour office CWI, the CWI can arrange a free diploma accreditation for them through the institutes above<sup>9</sup>. For protected titles, the professional groupings have their own rules about foreign diplomas; information is given by the Dutch Information Centre for the Recognition of professional Qualifications (IRAS), in Nuffic. Complaints on not correctly valued diploma's can be dropped at the IcDW.

According to representatives of the Social Development Service, recognition of diplomas is not a big issue among employees of the municipal of Amsterdam itself, since not many staff members without Dutch diplomas are hired. Within the health service this is more of an issue.

#### **4.11 Complaints**

The municipal has an internal general complaint regulation. Employees can submit complaints about all kinds of subjects here and these are treated in the same manner.

There are nearly no complaints of people that have been rejected for jobs in the municipal. There are application procedure rules, and a 'code' is handed out to applicants, with an explanation on how and in what cases they can complain about the procedure.

#### **4.12 Special initiatives**

To get more immigrant staff members, alternative recruitment channels are being developed. Beside the regular channels, like printed media and websites, the relevant platforms are approached and network relations are set up. For instance the municipal has approached Turkish, Moroccan and multicultural student unions.

#### **4.13 Monitoring**

Amsterdam monitors the results of the diversity policy on employment within the municipal organisation. The data are published in a social year report, which is again a part of the regular year report of the municipal. The percentage of women and immigrants is presented per age group, per salary scale and in relation to the percentage in the Amsterdam workforce.

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<sup>8</sup> <http://www.idw.nl/index2.html>

<sup>9</sup> [https://www.werk.nl/portal/page/portal/werk\\_nl/werknemer/meer\\_weten/kansen\\_](https://www.werk.nl/portal/page/portal/werk_nl/werknemer/meer_weten/kansen_)

[vergroten/werkenin nederland/diplomawaardering](https://www.werk.nl/portal/page/portal/werk_nl/werknemer/meer_weten/kansen_vergroten/werkenin nederland/diplomawaardering)

Besides management reports are written, in which the objectives of every director are stated and whether or not they succeeded to reach their targets.

The quality of the report depends very much on the cooperation and contributions by the services and city districts and on the willingness of staff members to be registered as 'allochthonous'. The ethnic registration of staff members is important to evaluate and steer the policy, and for the program group that steers the personnel policy on diversity (program group PC&O). This groups regularly drafts a report, which includes the data of the decentralised organs. The alderman receives a report tow times a year on the composition of the municipal work force.

#### **4.14 Impact of policy and lessons learnt**

The ageing of the Amsterdam population and flourishing economic situation offer chances to do something about the relative lack of immigrants in the administration compared to the workforce. The outflow of Dutch employees should correspond with an inflow of immigrant employees. Therefore the methods of recruitment and selection have to be adjusted. A new programme is being developed, with the following main components:

1. A shift is taking place from ideological to practical objectives. Citizens are central in the new plan. Because the population is diverse, the administration also wants a diverse work force. Immigrants are mainly found in the intermediate scale levels. The number of immigrants in higher and management functions is still relatively too low.
2. The Amsterdam administration had till now on limited power on the personnel policy of the decentralised services and city districts; they have their own mandate. Because of these limited possibilities to steer, there has not been a lot of coherence in the many initiatives by the different services. The new programme will have more coherence and the decision making process is equipped in a way that it will be able to influence the whole town, including city districts and services that have committed themselves.
3. The city board has agreed that the appointments with directors about the targeted number of immigrants in higher functions will be followed more directly and if the target is not reached the responsible person will be pointed at his or her responsibility. Directors are obliged to look for a good candidate among women and immigrants.

The impact of the policy in terms of a better image of the municipal towards its immigrant citizens, is most visible at the level of the aldermen. The former Moroccan alderman of Social Affairs Ahmed Abutaleb, who became secretary of state in the national cabinet, was replaced by a Surinamese alderman, Henna Buyne. Since part of the Moroccans and Surinamese felt systematically excluded, people in power can make a difference to their perception. Diversification is also becoming more and more visible at the different service counters in town.

## 5 Diversity in service provision

### 5.1 Services provided and contracted out

The list of services on the municipal of Amsterdam's website includes 42 services.<sup>10</sup>

We will limit ourselves to the same three services as in chapter 4, namely the Medical Health Service GGD, the Service on Work and Income DWI and the Service of Education and Citizenship E&I.

1. The Health Service GGD offers a broad range of services, which are available for all Amsterdammers. Services include: physical checkups, venereal disease/HIV, diagnosis and treatment of tuberculosis, all kinds of youth health care, social care for instance support of homeless and when nuisance in neighbourhoods takes place, education and information on health care. The information provision is considered important for immigrants, people with different cultural background and Dutch language deficiency. This is often done in cooperation with migrant associations. For instance a subsidy is given to Surinamese, Antillean and African associations to organise information meetings on venereal disease, while Somali associations get money to organise information meetings on female circumcision. It also provides a training for the information officials of migrant associations, how to set up trainings in their own building (train the trainer). The experience has shown that the target group simply doesn't turn up, if the information meeting is not organised by members of the different community. Through the cooperation the Health service also gets more information on the problems that exist in immigrant communities. Though the general line of the municipal is not to translate anything, the head of Information of GGD stresses that this is impossible in the health sector. Cultural and language interpretation is really necessary when health is concerned, since dangerous situations can develop otherwise.

2. The Service on Work and Income DWI offers two basic services: a) a labour office service, supporting people who have no work to involve actively in society and if possible to get a paid job. Several programmes and courses are available, some contracted out to reintegration agencies, others run by DWI itself (like a project for problematic youngsters, homeless and addicts). b) a welfare service: anybody without regular income receives some kind of welfare or other kind of payment. Other services are part of this, like house visits and financial assistance to buy equipment like a washer. DWI sometimes organises specific programmes for special groups, like refugees and immigrant women.

Some contracts in the field of labour support are given to migrant associations with a specific target group. For instance the Ethiopian Foundation DIR has for some time had a project to help unemployed Ethiopians in finding a suitable job. DIR serves as a contact point where Ethiopians can get a first talk on their possibilities and chances, and the Ethiopian coach supports them in finding the right training and explains about the employers and working habits in Holland. He told us that people often want a better job than they can get with their limited diploma's and language proficiency.

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<sup>10</sup> [http://www.amsterdam.nl/gemeente/diensten\\_bedrijven](http://www.amsterdam.nl/gemeente/diensten_bedrijven)

3. Education and Citizenship E&I organises, administers and checks the citizenship system for immigrants. It receives the immigrants, puts them in the administrative system, asks them to go for an assessment, and gives advice about the language and citizenship course they can take. Since 2007 assessment bureaus and course providers had to compete for subsidies; consequently 40 course providers are active in the different neighbourhoods in Amsterdam, sometimes specializing on a specific subgroup (for instance illiterates, mothers, high educated immigrants). The more professional schools are usually more expensive. The municipality of Amsterdam also subsidises language courses that are given at migrant associations, mosques and other NGO's.

## **5.2 Diversity policy in services including target sections of the population and services covered**

1. The Health Service GGD, takes immigrant clients in several ways into account. Generally information leaflets are translated in English, Turkish and Moroccan Arab. To improve communication, immigrant health information officers (Allochtone Gezondheids Voorlichters AVG) have been employed. There are 25 officers, who work part time with 25 General Practitioner Centres in neighbourhoods where many immigrants live. Different parts of GGD can deploy the team during the rest of their work hours, and they also go to 10 Mother Child Centres (pregnancy, baby care, midwives), to psychological and psychiatric practitioners, and they can work as intermediators between patients and specialists. They translate the request from the language and specific culture of the immigrants into something the doctor can understand, and back. Because of their help the work pressure for doctors increased: more disorders were recognised; but doctors are satisfied to understand their clients better. The general effect is that people follow their therapy more consistently and know better what they have and what to do with it.

The Health Service GGD bases its projects on the urgency of specific problems, not on a specific client category. The scale of the problem and the seriousness determine whether or not something becomes an issue for the service. For instance overweight among children is a rather common problem, but not extremely serious, while female circumcision is very rare but very serious. The last example might have a cultural or religious background, and that is why attention is paid to this background when information or campaigns are organised by GGD.

Specific attention for Surinamese junks was necessary because drug use is a serious problem, and without specific attention they couldn't be helped.

Refugees with psychological problems are referred to Pharos Foundation in Utrecht that is specialised in refugee trauma.

2. The Service on Work and Income DWI works basically the same for migrants and non-migrants, it uses a 'tailor made approach'. Six years ago translations of information leaflets has stopped, since it was considered discouraging to learn Dutch, so currently the leaflets are only available in Dutch. DWI tries to improve the situation of people with arrears, with its 250 programmes for unemployed. It doesn't target at specific ethnic groups, though immigrants are over-represented among the unemployed. Its target is people without a job or with a problematic income situation. Unemployed are supposed to become socially active in some way. All poverty support services are available for people who earn 10% less than the

‘social minimum’, including those who work limited hours, families with many kids and elderly that live below the minimum.

Especially for immigrants there are language course and specific courses for refugees and migrant women. Some general mixed courses have only immigrant clients.

3. Education and Citizenship E&I is executing the national policy of language and citizenship programs, which was reformulated January 1<sup>st</sup>, 2007. The obliged citizenship programme is meant for anyone between 16 and 65 years old, who lives in one of the city districts of Amsterdam, who have a valid staying permit, who is no citizens of the EU or Switzerland or a country with a treaty, who has been less than 8 years in the Netherlands during the compulsory education age, and who is no in the Netherlands for a temporary reason like study, temporary work, visit or medical treatment. When this kind of person actually speaks Dutch well, he has to get trough a test (NT2 test level 2). Unemployed who receive welfare are obliged to do effort to reintegrate into the labour market and to follow a reintegration programme according to the law on welfare; if necessary they also have to follow a language or citizenship programme. A general problem is that immigrants who don’t get through the exam have to pay themselves for the courses. The chance that low educated immigrants don’t get through the exam is bigger than for high educated ones, even though they follow the specific course for low educated people.

Specific for Amsterdam is:

- Both immigrants and Dutch without the sufficient level of language and citizenship knowledge have to take the courses. The target group of the citizenship policy is: all groups that cannot connect to society. The language policy, as formulated in the document ‘Nobody aside’ (‘Niemand aan de Kant’) is directed towards Dutch and ‘associate Dutch’ :) that means immigrant, so illiterate unemployed Dutch may also be obliged to take the course.

- The cost of the obliged exam (€276) is paid back when people that fall under the municipal regulation pass the exam. Waiting lists were enormous for the courses in the last 10 years, but this situation has recently improved because more course providers have been found. Providers have to present a detailed set-up of their programmes. The municipal tries to judge with quality criteria, which course providers is good and cheap and which one gets subsidised. Though the new institutions have been carefully chosen, it is currently no yet clear whether they can really organise the courses in a professional way, this has to turn out after the evaluation of the new courses.

### **5.3 Employment profile of service providers**

1. The staff of the Health Service GGD consists for 12% of immigrants and 50% of the management positions are held by women, so concerning immigrants this is lower than the mean in the municipal (22%). We have no data on the positions in which these people work. Within the health sector there is a surplus of Dutch and women, and that is why it is difficult to arrange a work force that is reflection of the Amsterdam work force. GGD tries to avoid monocultures, i.e. groups of staff members with similar characteristics. The influx of staff is largely determined by the outflow from educational institutions, and GGD tries to get more youngsters, elderly and handicapped staff members, not explicitly immigrants. As we already

said, there are not many students of Turkish and Moroccan background, who study medical education.

2. The Service on Work and Income DWI. DWI is doing slightly better than the central administration and than GGD, with 22,6% immigrants (This figure is based on 1068 out of 1638 employees, who have voluntarily registered: 380 have registered as allochtonous).

To go into more detail, we depend on voluntary registration figures, and because of missing cases, the figures become less reliable. So table 9 should be taken as an indication. It shows that improvement of the number of immigrants is still needed in the higher scales and relatively less in the medium scales. Concerning women the data are more reliable. There are now 37 women (33,3%) in the top leading positions and a fourth female director has just been appointed. In the several market squares (the former labour offices), females exceed males as managers.

**Table 9** *Percentage of immigrants working for DWI compared to their share in the Amsterdam work force (2006).*

Scale	Total Work Force	Pct of women based on total workforce	Pct of immigrants per salary category, based on 1068 registered
Scale 01 - 03	0 (0.0%)	0	0
Scale 04 - 06	96 (5.7%)	56.3	44.8
Scale 07 - 09	1 289 (76.6%)	59.2	39.9
Scale 10 (bachelor) and higher	297 (17.6%)	37.2	17.4
Total	n= 1 683 (100%)	n=929 (55%)	n= 380

Source: P&O Kengetallenrapportage DWI 2007

3. The Education and Citizenship department E&I is not a separate institution but a department of the municipal as describes in paragraph 4.2. Currently 20% of the staff of 30 members are of immigrant origin, which is below the average of the Amsterdam administration. The general target is to get 25% of immigrants for the coming period in the Social Development Department. The number of immigrants in the management team has increased in the last years. It surprised us that the department that works most directly for immigrants actually didn't even get the 22% that the rest of the Amsterdam administration has.

#### 5.4 Access to services

1. As we already explained the Health Service GGD has employed immigrant information providers (AVG) and implemented the ZIP project (care and intercultural staff).<sup>11</sup> This project was co-financed by the municipal and executed by the cooperating health institutions in the region Amsterdam (Samenwerkende Instellingen Gezondheidszorg Regio Amsterdam,

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<sup>11</sup> More information on <http://www.zipamsterdam.nl>

SIGRA).<sup>12</sup> The intention was to talk to all health institutions about the accessibility of the services to immigrants. It was a successful project, and health institutions are also aware of the need to reach all patients, and to put their services in a multicultural perspective. Interestingly ZIP was part of an agreement to cut personnel costs in health care.

An initiative by SIGRA to broaden health care is Care in multicultural Amsterdam ('Zorg in Multicultureel Amsterdam' ZIMA), which encompasses discussion about the connection between care and the requests of clients with different backgrounds take place in a commission with institutions and the municipal.

Mental health care remains relatively white compared to other sections of health care, though the umbrella institution GGZ (Geestelijke Gezondheids Zorg) has also introduced a diversity policy on staff and on accessibility for a multicultural public. The different regional offices have projects to achieve this. Immigrants were asking as much for mental health care as Dutch, but were dropping out more often. This is probably due to unhappiness about the suitability of the treatment. The interculturalisation of mental health care for the youth received separate attention. A group called Interculturalisation Youth Mental Health Care (Interculturalisatie Jeugd Geestelijke Gezondheids Zorg) organizes two yearly meetings on interculturalisation, focusing on a certain theme to embed interculturalisation into the policy of the different mental health institutions for youth.

2. The Work and Income Service DWI realised that some of its services were underused. Its new strategy is to give more information in neighbourhoods concerning rights and duties of the welfare payment and poverty reduction policies in 2006. This was not done for some decennia. About 70 meetings were already held, using interpreters and locations as mosques and community centres. The approach targets people who don't read leaflets and a network was build up in neighbourhood.

A side effect was that the officials acquired information on the type of problems that people wanted to discuss. For instance pensioners that have not lived from 15-65 in the Netherlands receive less elderly benefit, related to the number of years that they have lived in the Netherlands, so by national law DWI adds to reach the minimum welfare payment level. Amsterdam now tries to arrange with the national government, that some rules become less strict, like the maximum holiday period of three months. This was already arranged in other cities. The visit approach will be broadened to for instance nursing homes.

3. Education and Citizenship E&I receive a list of people that are obliged to take the citizenship course and approaches them with a letter, so access is not a problem for the newcomers.<sup>13</sup> For the ones that want to take the course voluntarily, probably not all potential students are reached. They can approach a reception office at the city district council ('taalwijzer') or the labour offices (that are currently called 'market squares'), near to the people's home and take a test to determine their level. City districts encourage NGO's and institutions in neighbourhoods to find 'oldcomers' (immigrants who live already for years in

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<sup>12</sup> More information on <http://www.sigra.nl/projecten>

<sup>13</sup> Though most people know about the system, the price causes some drop-out. Since it is more expensive to fail the exam (3000 euro) than to pay a fee for not turning up (some hundred euro), some immigrants choose not to turn up.

the Netherlands) for the courses. The course locations are in several city districts, so that everyone can (in principle) find his course near by. Side policies are supposed to make access to courses easier:

- child care is paid through the national law on child care, and there is a babysitting arrangement, though not all students have a right to get childcare;
- a coach supports the person that is going from the language course to the labour market course to a job;
- course providers take care that different target groups are given specific provisions, for instance for illiterates, mothers, high educated immigrants;
- the course itself fits to peoples circumstances, for instance a group of mothers talks about contacts with the teacher, health of children, etceteras.

## 5.5 Monitoring of access and outcomes identified

1. The accessibility of the Health Service GGD is monitored by the municipal itself, not by external agencies. A health monitor from 2004 gives an overview of the use of care per ethnic group<sup>14</sup>. Immigrants go more often to a general practitioner than Dutch, while they visit specialists as often. Turks are treated more often for psychological problems than other ethnic groups.

2. The Work and Income Service DWI is both internally and externally monitored.

The labour union FNV and Verweij Jonker Institute arranged already five times an enquiry in the waiting rooms, focussing on the effectiveness and friendliness of this service (Nederland e.a., 2007). Though this study was not focussed on immigrants, but generally on the quality of the service in the eyes of the clients, it became clear that unhappiness about the long period that it took to get into the system, and experience of unfriendliness by the staff, particularly over-suspiciousness about fraud by people on welfare, were a problem. Clients rated the service with a 6,6 (mean) on a scale of 0-10 the last time, which is an improvement compared to five years back when the rating was 6. House visits, personal conversation, and information meetings are rated differently by different groups, some people don't like the control element of it.

Another research among 781 clients of DWI was carried by Amsterdam Statistics O+S in December 2006, with similar results: friendliness of the staff and the perceived effect of the approach is improving and the rating went up in general (satisfaction with the service went from 6,5 to 7,0).<sup>15</sup>

Researchers also tried to find out to what extend the services find the target groups, but it still remains unclear how many people without welfare are not reached, probably some low educated foreign women.

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<sup>14</sup> <http://www.ggd.amsterdam.nl>

<sup>15</sup> <http://www.os.amsterdam.nl/nieuws/10296>

3. Education and Citizenship E&I is not evaluated externally. The lack of waiting lists is considered important. When the municipal has received the database with potential customers, they estimate the size of the group for 2007 and formulate targets. Currently the size of the database is 35,000 persons, who are obliged to follow a course from 2007 onwards.

That is enormous, since 2,731 newcomers (new immigrants) and 3,875 oldcomers (immigrants who live already for years in the Netherlands) followed the course in 2006 and 3,115 'newcomers' and 3,818 'oldcomers' in 2007 (increase due to the elimination of the waiting lists). The policy document 'Nobody Aside' ('Niemand aan de kant') formulates the ambition that 80,000 people follow the citizenship and language course in the next four years. It is not clear whether this amount is manageable for the institutions.

## **5.6 Cultural awareness of staff**

1. The Health Service GGD trains its staff to make them able to work with clients of different cultural backgrounds and the specific problems that arise among certain groups. GGD finds it important that doctors and nurses can work in a multicultural manner. This means that they have to know more or less what kind of problems are typical for certain immigrant groups and that they can anticipate on this. Within the ZIP project many training facilities were developed and these are still given by a training bureau.

2. The staff of the Work and Income Service DWI has also gone through a lot of training. Managers followed a training to lead a divers team. Since a lot of immigrants work there, this in itself increases the cultural awareness of the staff.

3. Surprisingly the staff of Education and Citizenship E&I didn't get trainings on cultural awareness. Since they work with subcontractors who work closely to the target population, they don't meet the immigrants themselves. For instance they let Refugee Work Amsterdam do the work for new refugees.

## **5.7 Discrimination against service users**

As far as we know, there are no other complaint procedure than 'Meldpunt Discriminatie Amsterdam', which is subsidized by the municipal, as we described in paragraph 4.6.

The national ombudsman also takes complaints on the functioning of municipal institutions, but not particularly on discrimination.

## **5.8 Special initiatives**

Since there are again too many initiatives to give a complete list, we have chosen four specific examples.

1. Contact with migrant associations. Both the Work and Income Service DWI, and the Health Service GGD and the Education and Citizenship Service E&I undertake initiatives towards associations of immigrants and refugees. Immigrant organisations are targeted to

reach isolated individuals, to find suitable personnel and to spread information. Information meetings at migrant associations are quite usual for all these services and they are all busy to build up a network of immigrants that they can contact when they need to know something.

2. 'Jobs offensive' ('Banenoffensief'), is a labour project for refugees in combination with the Work and Income Service.<sup>16</sup> Because the percentage of unemployed refugees is much higher than among any other group, the Refugee Council and a group of retired employers ('ambassadors') have set up this cooperation. The employers had difficulties to find personnel but many educated refugees are unemployed. A bureau was set up, where refugees are received, their CV's are studied more carefully than is usually done at the Work and Income Service, and through direct contacts within an employers network, it turned out possible to connect the two fast and easily. The success percentage is very high.

3. A neighbourhood project called 'Building on Citizenship' (Bouwen aan Burgerschap) for unemployed women in city districts De Baarsjes was set up with the Work and Income Service.<sup>17</sup> The target group has multiple problems: most of them are low educated and have at least two kids, more than half of them are single mothers, more than half have an incurable disease, a quarter doesn't speak Dutch at all, many have financial problems like debts and many have problems with their kids (criminality, school behaviour). Motivating this group to work doesn't make sense, but it was possible to encourage them to go to courses, gymnastic, women's meetings and a neighbourhood centre. Less isolation and more social cohesion in the neighbourhood could be achieved.

4. An employment project to restore the fortresses around Amsterdam for school drop-outs without work skills is called 'The recovery' ('De Herstelling').<sup>18</sup> Work experience of offered in building, carpentering, roof making, and other technical professions, while more attention is paid to strictness, being in time, being polite, cleaning up tools, working together, and other basic work skills. The Work and Income Service, rehabilitation service of former prisoners, schools and youth workers cooperate to find youngsters that have a lot of problems. The project is successful in avoiding that the most difficult cases end up without any training or job.

## **5.9 Impact of policy on access to and quality of services and lessons learnt**

From the Health Service GGD we can learn that information in other languages than Dutch remains necessary. It is short sighted to think that this can be abolished everywhere. GGD considers the immigrant information officers (AVG) a success, especially when they serve as intermediaries. Partly also because they are flexible and can operate in many settings, for instance during individual contact or in group meetings. Within the health sector there is enough attention and awareness of the need to work multicultural and the need to form a multicultural teams. Still meetings don't always work out, for instance a meeting on

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<sup>16</sup> <http://www.banenoffensief.nl>

<sup>17</sup> [http://www.hetkenniscentrum.nl/kcgs/dossiers/socialecohesie/Burgerschap/Bouwen-aan-burgerschap\\_1015.html](http://www.hetkenniscentrum.nl/kcgs/dossiers/socialecohesie/Burgerschap/Bouwen-aan-burgerschap_1015.html)

<sup>18</sup> <http://www.deherstelling.nl>

HIV/AIDS with Ghanaians in De Bijlmer. Only after discussing it with the Ghanaian association it improved. A lesson is that cooperation with members of the targeted audience remains always necessary.

A similar lesson is learned from DWI, who gives more information in community centres and mosques than is usual in other towns. DWI has learned from these meetings what immigrants understand and what they don't understand. The officials realised that their way of thinking is far away from their clients' way of thinking and also that their letters are formulated in a too complicated manner.

Most new immigrants like the language courses they receive on arrival, except that they find them too short to reach a level of Dutch that is suitable for the labour market. The impact of the language courses is enormous. E&I considers it a success that it managed to diminish the waiting lists that existed for many years, because the courses are now given by many new course providers. The targets are now reached, which was not true in many years.

But internally this sector has to cope with a lot of changes. The national laws on language and citizenship courses have changed nearly every year in the last 10 years. And because of that schools had to adjust, locations where the lessons took place changed, the staff of the schools was fired and had to apply, and all this caused a lot of unrest for both clients and teachers.

Whether or not the quality of the new course providers is acceptable is not yet clear. New institutions have more difficulties to gather materials, have no libraries and sometimes work with less experienced teachers than the largest school ROC. On the other hand, students like the informal setting of the smaller providers compared to the bureaucratic ROC that tries to be attractive with fashionable teaching methods like workfloors (large teaching areas for more than 90 clients). Coping with the enormous administration of the 10.000 potential students, the assessment of their level, finding them the right course and organising supervision, is another challenge. Besides this, media attention can disrupt the process. The department has shown enormous resilience and flexibility to cope with this task.

## 6 Conclusion: Key challenges, lessons and learning for CLIP

Amsterdam has nearly 50 years experience with immigration and its population currently consists for about 50% of people with an immigrant background, when first and second generation are taken into account. Because of this long experience and considerable size of the population a lot of services have already been adjusted to work in a multicultural way. Because half or often more than half of the clients are immigrants, schoolteachers, health officers and officers from the Work and Income Service already work for many years with this reality. Besides Amsterdam has always tried to be fast and immigrant friendly with its measures. Adjusting services and adjusting the work force was needed, according to the Council and it has spread an ideology, which was more positive than in other Dutch cities with large immigrant populations.

Positive action has been implemented in Amsterdam, which is not the case in most of the other cities in the Netherlands we know of. Though the labour market is currently getting tighter, it is still difficult to increase the percentage of immigrants in several municipal organs, and without positive action and multiculturalisation project changes don't easily take place. Even though constant and insistent effort was undertaken, the percentage of immigrants at the municipal itself actually didn't improve in the last four years. The Service Work and Income DWI managed had better results, due to its HRM policy and helped by a large reorganisation in which they had the chance to change things in the setup: when re-dividing their staff they took care to get diverse teams. The Health Service GGD has more problems to find immigrant staff, because except for Surinamese girls there are not many immigrant youngsters who take medical education. The improvement of the percentage of immigrants that work in high-level jobs seems more of a long-term process. Internal management trainings are given at the municipal itself; but even then, the heads of the departments does not register immigrant candidates for the training. The Health Service GGD has developed an impressive toolkit for health organisations to work on their diversity management and to become more multicultural. It has supported many hospitals and medical care institutions to change. This was quite successful, probably because the staff is already mixed and therefore confronted with the consequences of having a multicultural team. The need to work successfully and to do something about problems (urgency) is felt.

Within the service providers that we have studied more carefully, the Health Service and the Work and Income service also concentrated on changing their information provision approach not only by hiring immigrant staff members, but also by adjusting information methods. A debate is going on between services whether or not to translate materials. While the municipal generally does not translate materials anymore and is quite convinced this was a mistake of the past, it is still done in the Health Service GGD. It is simply too urgent to talk to patients and translators and interpreters are needed. This is why the Health Service is employing 25 immigrant information officers of Turkish, Moroccan, Surinamese and Ghanaian background. Actually this system exists for many years, and will not easily get abolished.

The Education and Citizenship departments, that works 100% for immigrants, but with external course providers and coaches in the municipal, did extra effort compared to other cities to design a non-discriminatory policy. The fact that this service had to cope with constant changes in the national policy, made the work in this field difficult. The Amsterdam

target to reach 10.000 potential students looks over-ambitious, but on the other hand good intentions are a positive message to the public. It also needs to work further on monitoring the quality of the courses of the newly established course providers.

## **Interviews (4 September – 15 October 2007)**

Marian Visser, officer at Platform Amsterdam Samen (PAS) within the municipal of Amsterdam and CLIP city representative, 3 Sept. 2007

Judith Suurmond, officer at the Diversity section of Social Development Service (Dienst Maatschappelijke Ontwikkeling), Municipal of Amsterdam, 3 Sept 2007

Maarten van Aernsbergen, officer of Education and Citizenship at the Social Development Service (Dienst Maatschappelijke Ontwikkeling), 15 October 2007

Obbe Willebrands, head Personel and Organisation of Social Development Service (Dienst Maatschappelijke Ontwikkeling), Municipal of Amsterdam, 17 Sept 2007

Bas van Meggelen, coordinator of employment services between three departments: labour service, social development and the harbour company, 19 Sept 2007

Annie Stomp, projectleader Diversity, HRM team, Dienst Werk en Inkomen (Labour and Income Service), 21 Sept 2007

Bartho Boer, Dienst Werk en Inkomen Inkomen (Labour and Income Service) contacted and interviewed by city representative Judith Suurmond, August 2007

Saskia Visser and Eric ten Hulzen, Central Service Department (Bestuursdienst Concern Organisatie) contacted and interviewed by city representative Judith Suurmond, August 2007

Prof. Arnoud Verhoeff, head of the cluster epidemiology, documentation and health promotion in GGD (Health Service), 28 Sept 2007

Waheeda Abdoelrahman and Joop Looijenga, Support Institute for the Health Sector in Amsterdam SIGRA, 26 Sept 2007

Mustafa Laboui, Diversity officer of the trade union FNV, 17 sept 2007

Anne Trojke, Labour support for refugees, Dutch Refugee Council 5 sept 2007

Daniel Giltay Veth, project coordinator 'Building Citizenship' for unemployed women in city district De Baarsjes 13 sept 2007

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