



Evaluation of the Newcomers Integration Act

management summary



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Management Summary

The following sections contain a summary of the results from two studies that, in combination, constitute an evaluation of the Newcomers Integration Act, the WIN.

The objective of the evaluations was to provide an insight into both the effectiveness and the efficiency of the implementation of the Act in actual practice. The study of the effectiveness focused on the WIN's reach amongst newcomers, and the results achieved by the group who completed the programme. The study of the efficiency concentrated on an assessment of the quality and the local policy. The evaluation also extended to a review of the manner in which the funds were deployed.

The studies were carried out by:

- Regioplan OAI, which focused on an assessment of the effectiveness and the reach (Sections 1 to 10 inclusive).
- PwC Consulting, which focused on an assessment of the efficiency of the municipalities' implementation of the regulations (Sections 11 to 19 inclusive).

The evaluations reviewed the situation in the period between 30 September 1998 - 2001. The evaluation was restricted to the programme from the identification of newcomers up to and inclusive of the transferral. The evaluation did not address the follow-up period subsequent to the integration programme.

The approach adopted to carry out the evaluation of the effectiveness was comprised of the following activities:

- Desk study: a review of earlier reports and the relevant literature.
- Face-to-face interviews with 10 municipalities subjected to an in-depth examination (in combination with PwC).
- Interviews on the telephone with 40 other municipalities, on the basis of a structured questionnaire (in combination with PwC).
- Measurements of the reach in five municipalities subjected to an in-depth examination over the year 2000.
- Measurements of groups of newcomers in the 10 municipalities subjected to an in-depth examination so as to acquire a quantitative insight into issues such as the numbers of newcomers beginning, completing and dropping out from the integration programme, as well as the number being transferred. The analysis was performed on groups of newcomers from the year 1999.
- A written survey amongst newcomers from the year 1999 in the ten municipalities subjected to an in-depth examination.
- Interviews with groups of newcomers.

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- Interviews on the telephone with 40 other municipalities, on the basis of a structured questionnaire (in combination with Regioplan).

- Interviews on the telephone with all 50 municipalities and Regional Training Centres (ROCs) to obtain an insight into the financial issues.
- An analysis of the annual reports drawn up by the municipalities so as to acquire a quantitative insight into issues such as the numbers of newcomers beginning, completing and dropping out from the integration programme, as well as the number being transferred. Only the municipalities' annual reports for 1999 were, to a greater or lesser extent, available in full. The annual reports for 2000 were also available from a limited number of municipalities.

A total of fifty municipalities were included in the study. The selection of the fifty municipalities took account of both a sufficiently representative cross-section of newcomers resident in the Netherlands and a certain distribution of the size of the relevant municipalities.

A systematic distinction between the following three categories was employed in the analyses of the newcomers:

Dutch-nationality newcomers. This group pertains primarily to newcomers from the Netherlands Antilles/Aruba. Most of these newcomers are single migrants and unmarried mothers living with their families in the Netherlands. The percentage of married newcomers in this group is small. By far the majority of Dutch migrants settle in the large cities. The average level of education of this category of newcomers is very low. This category of migrants includes both persons eligible and ineligible for benefits.

Migrant newcomers. This category is comprised of newcomers who have come to the Netherlands in case of family reunion, or to start a family (to marry a partner with a residence permit or the Dutch nationality). Most of the persons in this category come from Turkey, Morocco, Surinam, and South-East Asia. In relative terms this group has a very high percentage of (co-habiting or married) women. The category is largely focused on the larger and medium-sized cities. There is a great variation in the level of education, and this category encompasses both persons who are illiterate and persons with a university education. This group of migrants does not include persons eligible for benefits.

Refugee newcomers. A large number of persons in this category come from African countries and the Middle-East. The majority of the refugees are male, and one-third of these persons are single. A relatively large number of refugees settle in the medium-sized cities. The level of education is slightly higher than that of the migrant newcomers. A relatively large number of refugees are eligible for benefits.

The distribution of newcomers selected on the basis of a random sample for the performance of the analysis is as follows: two-thirds of the newcomers belong to the category of migrant newcomers. The percentages of refugees and Dutch-nationality newcomers are 17 and 16 percent respectively.

The primary conclusions from the analysis are given in the following summary. The first section reviews the most important questions pertaining to the effectiveness. The second section discusses the efficiency of the WIN.

The WIN is not equally effective for all newcomers

1. The WIN has a high reach

By far the majority of all newcomers designated as such by the Municipal Civil Records departments and the Immigration Authorities are reached by the Newcomers Offices within the scope of the WIN¹. Of all newcomers already known to the Newcomers Offices,

77 percent have actually undergone an integration inquiry. This is referred to as the net reach. Newcomers did not undergo an integration inquiry for a number of reasons, of which the most important are: the issue of an exemption, the newcomer is not a member of the target group, and the failure of the newcomer to attend the intake appointment. The net reach varies between the various categories of newcomers: an integration inquiry is carried out less frequently amongst Dutch-nationality newcomers in comparison with refugees and other non-Dutch migrants (i.e. those rejoining or starting their family). The net reach for the first category is 48 percent, in comparison with 85 percent for the second category.

Bottlenecks with respect to reaching newcomers who come into consideration for the WIN pertain both to a number of risk categories and to the mutual exchange of data:

- In relative terms, the reach is particularly low amongst the group of persons from the Netherlands Antilles / Aruba and amongst the category of movers. Many of the first category fail to respond to an invitation. Persons in the second category are not recognized as newcomers, and consequently are not invited to undergo an inquiry.
- On occasion the lists of newcomers supplied by the Municipal Civil Records/Civil Departments and the Immigration Authorities to the Newcomers Offices have been screened to an insufficient extent, as a result of which the Newcomers Offices are compelled to make a new (manual) selection.

Potential approaches to achieving an increase in the reach involve:

- The implementation of a single-counter or an integral automated system in which the Civil Affairs Department, the Immigration Authorities and the Newcomers Offices, in particular, are participants.
- A more accurate selection of newcomers by the institutions supplying the data (the Municipal Civil records and Immigration Authorities) so as to prevent additional work and unnecessary delays. Within this context it should be noted that the amended codes for the residency status (pursuant to the provisions of the Aliens Act 2000 *Vreemdelingenwet 2000*) have largely resolved this bottleneck.
- Repeat invitations and follow-up measures to reach newcomers. Experience has demonstrated that the issue of new invitations or other approaches to newcomers are beneficial to the reach.

¹ No percentage is given for the difference in the reach of newcomers supplied by the relevant institutions (Municipal Civil Records and Immigration Authorities) and the Newcomers Offices, since we have been unable to determine the precise magnitude of the numbers of newcomers falling within the scope of the WIN from the aforementioned institutions.

2. There are relatively few premature drop-outs from the integration programme

Thirteen percent of newcomers who have begun an integration programme drop out from the programme. There is no data available for 7 percent of the newcomers which would indicate whether they had dropped out from the programme. This is due to the maintenance of inadequate records in the Newcomers Offices of some municipalities. Consequently we estimate the number of drop-outs from the integration programme as being between 15 and 20 percent. A relatively large number of Dutch-nationality newcomers drop out from the programme (at least 17%). A smaller number of migrant newcomers and refugees fail to complete the programme (at least 12%). There are no significant differences in the number of dropouts according to gender.

There are four important causes for these drop-outs:

- Work constitutes an important reason for failure to complete the programme, a factor which plays a particularly large role amongst men rejoining or starting a family. This factor plays a virtually insignificant role amongst women and refugees.
- Personal circumstances, including illness and psychological problems, a factor which is of particular significance amongst migrants. This reason accounts for more than one-third of the drop-outs.
- Pregnancy is a particularly important reason for the failure of non-Dutch migrants (largely comprised of persons rejoining or starting a family) to complete the programme.
- Insufficient capacity and inappropriate deployment of crèches, a reason which plays a particular role amongst the newcomers who have settled in the Netherlands to rejoin or start a family.

Solutions focusing on the reduction of the number of drop-outs should accommodate the newcomers' needs and requirements, in particular:

- The further development of dual programmes in which language lessons are combined with work or vocational studies.
- Greater involvement in the counselling of refugees suffering from medical or psychological problems.
- The development of an absenteeism (due to illness) policy. This policy should indicate which lessons newcomers miss as a result of absenteeism can be taken on their return to the programme, and how absenteeism is countered. Consideration can also be given to the issue of a temporary interim exemption from the integration programme.
- Increased efforts to provide for a greater and more flexible supply of places at crèches.
- The imposition of sanctions on newcomers in the event that they drop out either temporarily or permanently from the programme for reprehensible reasons. N.B. According to the municipalities this pertains to a small group.
- The introduction of an incentive for newcomers who complete the entire integration programme and pass the test.

3. The integration inquiry results in insufficient diversity in the contents of the programmes.

The institutions' design and performance of the integration inquiry incorporates a considerable amount of customisation. However this customized approach does not result in an adequate customisation of the contents of the specific integration programmes. The content of the programme depends largely on the courses available from the Regional Training Centres. This is one of the reasons for the large degree of uniformity exhibited by the contents of the programmes:

- A standard approach to the selection of the language course available for the newcomer is adopted during the determination of the content of the integration programme. A customized approach which takes account of the specific needs of the relevant newcomer is still rare.
- Insufficient use is made of the opportunities available for contracting out elements of the programme, as a result of which newcomers are not always offered the course that is most suited to their purposes. This is a particularly great problem amongst those with higher levels of education and newcomers with specific problems.
- External parties are still inadequately involved in the detailing of the integration programme, in particular the tripartite consultations (Newcomers' Office, the Regional Training Centre and the Labour Exchange/Work and Income Centre) and the consultations with the social counselling institution.

Solutions can be found by:

- Achieving a greater degree of customisation by taking account of the wishes and ambitions of newcomers when determining the courses to be offered to them.
- Improvements can be achieved in the Regional Training Centres' contracting out of courses that would enable newcomers to participate in educational courses that accommodate their specific needs to a greater extent, right from the beginning of their integration programme.
- The (partial) abolition of the mandatory tendering of the educational component of the programme to the Regional Tendering Centres, thereby obviating the need for them to be contracted out. The municipalities will then be able to select the most suitable supply.
- In order to enhance the role played by the Work and Income Centres consideration can be given to the expansion of their duties pertaining to the work intake, such as the request for an appraisal of diplomas (IDW), a more extensive assessment (the EVC procedure), and the provision of advice about dual programmes.
- Improved consultations with the social counselling institution will result, at least as far as the refugees are concerned, in more account being taken of the relevant personal particulars whilst determining the content of the programmes.

In conclusion, prior to the integration inquiry problems are encountered in the issue of a temporary exemption:

- Newcomers are sometimes granted temporary exemption as a result of the failure to comply with the organizational preconditions, such as the inability to provide accommodation at a crèche. The problems with the capacity of crèches can result in the need to grant a lengthy period of exemption, during which time contact may be lost with the newcomer.

- The Act does not provide for contacts with social counsellors during the period of a temporary exemption; however pregnant newcomers or persons with health problems may be in need of assistance of this nature.

Solutions pertain to:

- Improvements in the fulfilment of the preconditions, as a result of which there will be less need for the issue of temporary exemptions. The facilities available at crèches are in particular need of improvement.
- The provision of social counselling in instances of a temporary exemption or dispensation. However the provision of these services will require an amendment of the Act.
- The maintenance of appropriate records of the time at which a temporary exemption is due to expire, thereby offering the opportunity to make contact with the relevant newcomer in good time.

4. Albeit adequate, the integration programmes lack balance

The integration programme is primarily comprised of an educational programme consisting of a Dutch-language course (NT2) and an introduction to Dutch society course (MO). As result of their insufficient command of the language, a career-guidance course is not included in most newcomers' integration programmes. The integration programmes rarely incorporate a direct relationship with the follow-up programme. The following comments can be made about the educational programme:

- The educational programme provided by most Regional Training Centres complies with the requirements stipulated in the WIN: students are offered an average of 600 hours of the NT2 plus the MO in a period of one year.
- Customisation pertains largely to the following issues: different times at which newcomers can join the courses, the level of the group, intensive/non-intensive, different graduation profiles, and traditional or computer-based education. This customisation is primarily supply-oriented.
- At present there is relatively little demand-oriented customisation or customisation of the content of the programme. The courses offered to newcomers do not yet accommodate their different interests and different needs for education to a sufficient extent.
- The career-guidance course has not yet been imparted with sufficient shape - neither with respect to the substance or with respect to the opportunity of following this course in languages other than Dutch.
- The opportunities available for the provision of customisation and quality vary greatly between the Regional Training Centres, and depend largely on the relevant teacher.

Solutions offering an improvement of the content of the programme pertain to:

- An increase in the opportunities available for more demand-oriented education and for programmes focused on the graduates' ability to seek employment, education, or participation in society. This will also require improved consultations with other institutions pertaining to the programme to be followed by the newcomers.
- The career-guidance course should be assigned a more prominent position in the programme, in particular by the provision of this subject to newcomers with a

restricted command of the Dutch language (for example, by the provision of interpreters). The Work and Incomes Centres could also possibly play a role in the provision of information about professions and the labour market. The Work and Income Implementation Structure Act (SUWI) already makes provisions for this duty.

- It is recommended that the content of the introduction to Dutch society (MO) course should be rendered more compatible with the varying need for information amongst the various categories of newcomers. This would be of particular benefit to those with a high level of education, or with a low level of education.

5. The quality of the programme counselling varies greatly between municipalities

The programme counselling is almost always entrusted to counsellors from the Newcomers' Office, which is either brought under the auspices of the municipality (about two-thirds of the municipalities) or independent welfare organizations such as the Dutch Refugee Council (one-third of the municipalities). The counselling is comprised of an initial and a concluding meeting and, in most instances, a number of interim meetings. Newcomers can also visit surgeries. In practice little use is made of programme plans, even though these plans are often drawn up at the beginning of the integration programme. The quality of the programme varies counselling between municipalities. The most important reasons for these variations are:

- The case-load. The larger municipalities, in particular, are confronted with a high case-load, as a result of which the counselling is less intense and some of the newcomers receive virtually no counselling.
- The objectives of the counselling. Some of the Newcomers Offices focus on a broader approach, which is more compatible with the newcomers' future prospects. Others have adopted a more restricted view of their duties, which is consequently more of the nature of programme supervision than programme counselling.
- The collaboration with other institutions. Some municipalities have implemented only a restricted amount of collaboration between the different institutions, as a result of which the counsellors do not play the intended pivotal role. In some instances newcomers receive conflicting information from different sources.

The following solutions could contribute to improved programme counselling:

- The case-load may not be excessive, since otherwise the counsellors of the programmes will have insufficient time available for their duties. The case-load should, in accordance to the report to the Lower Chamber in connection with the proposal for the WIN legislation, be restricted to about sixty newcomers for each counsellor.
- The development of a course for (prospective) counsellors (for example, as a follow-up course for graduates from institutions providing higher-vocational education) with the intention of providing improved guarantees for the counsellors' expertise.
- Appropriate consultations between the organizations so as to make better use of the information obtained from the intakes by the Dutch Refugee Council and/or the Labour Exchange/Work and Income Centre.
- More customisation in the counselling of newcomers. Agreements made with the newcomers should be as compatible as possible with their specific individual needs, in contrast to the current emphasis on the educational programme.
- The organization of opportunities offering counselling to newcomers subsequent to

the completion of the programme. This pertains to an appropriate ('warm') transfer to other institutions, and more specific details for the follow-up care.

6. The quality of the social counselling varies greatly between the services

The social counselling provided to migrant newcomers is satisfactory. In most instances the Dutch Refugee Council or another welfare organization provide for the social-counselling needs of migrant newcomers. In almost one-third of the municipalities the Dutch Refugee Council also provides the social-counselling needs of migrant newcomers. This assistance can be provided as required, and varies from individual assistance to house visits and the provision of information to groups. Many municipalities are still seeking for a practicable form of assistance for migrant newcomers. Migrants who have come to the Netherlands to rejoin or start a family usually have a greater need for assistance in solving practical problems, and have little interest in intensive counselling. However it has transpired that newcomers from the Netherlands Antilles and Aruba do need intensive counselling.

Specific problems with this issue pertain to the following:

- As a result of the counsellors' high case-loads, in particular in the large cities, the social counselling provided to newcomers is sometimes placed in jeopardy. This is a particular threat to newcomers when no other institutions are entrusted with the provision of social counselling, or when the Newcomers Offices do not have separate professional staff or volunteers responsible for this duty.
- The social counsellors are not always in the possession of the relevant information required for the performance of this duty. This is due to the insufficient exchange of data pertaining to individual clients between the various institutions.

The following solutions contribute to an improved quality of the social counselling:

- The adoption of a more suitable form of social counselling for newcomers from the Netherlands Antilles and Aruba. This group would benefit from more intensive counselling than the counsellors are capable of providing at present. Consideration could be given to the provision of these services by groups already engaged in work for this target group.
- The adoption of a more suitable form of social counselling for newcomers who are rejoining or forming a family, whereby attention will also need to be devoted to the reach achieved within this group with respect to the provision of their social counselling.
- Improved consultations and exchanges of information between the programme counsellors and the social counsellors.

7. The WIN achieves only limited success in bringing participants to a higher level

Most newcomers (for as far as is known, more than 60%) do not have a command of the Dutch language when they begin the integration programme. Virtually all newcomers can achieve a higher level by the time they take the final test. However only a minority of newcomers (some 40%) who participate in the integration programme achieve a language level of NT2 level 2 or higher when they pass the final test.

Consequently the majority of the newcomers attain a level which is insufficient to take part in most of the present follow-up programmes. The final levels that are achieved are closely related to the level of the newcomer's prior education. Persons with a lower level of education achieve on average level 1; those with a secondary level 'in the direction of level 2'; and those with a higher education achieve, on average, level 2.

There are a number of reasons for the inability to achieve an inadequate command of the language:

- Participants who have had no education or completed only a lower level of education have great difficulty in acquiring a command of the language, and will probably never achieve the higher levels with the current NT2 programmes. It is expected that other methods (such as 'high context' courses) could well result in an increase in the newcomers' command of the language.
- The current 600 hours of lessons provided for in the integration programme are insufficient for most newcomers to achieve a sufficient command of the language.
- A large number of the newcomers do not complete the total of 600 hours of lessons, as a result of absenteeism and the cancellation of lessons.

As indicated above, there is a very evident relationship between a low level of education and the final levels achieved at the end of the programme. For this reason improvements in the supply side (such as the content of the programmes, increased consultation, etc.) will not lead to a proportional increase in the newcomers' performance. However this is not to the detriment of the expectations that they will be of benefit to the effectiveness of the integration programmes:

- A reduced focus should be placed on the completion within one year, and should instead concentrate more on the period of time required to achieve specific agreements tailored more to the individual newcomer.
- Programmes oriented more on a target related to work, voluntary work or welfare work should be implemented for newcomers without an education or with only a low level of education. These programmes should not focus on the level achieved in the test, but on the newcomer's command of the language in specific situations. More intensive language courses should be implemented for persons with a higher level of education, thereby ensuring that they gain an increased command of the language and can proceed to follow-up activities.
- An improved and more frequent adoption of the contracting out of educational programmes of benefit to the newcomer in the event that these programmes are not available from the Regional Training Programme. Consideration can also be given to the (partial) abolition of the current mandatory single source of supply system.

8. The current links with follow-up programmes leave much to be desired

The ambition of employing the WIN to enable newcomers to proceed to follow-up educational courses, the labour market or to participation in society is achieved only in part. Of all the newcomers who have completed the educational programme or passed a profile test fifty percent are transferred to a follow-up programme. The other newcomers endeavour to find their own way in Dutch society. In general, it may be concluded that many newcomers exhibit insufficient progress for the actual transfer to a follow-up programme. By far the majority of the newcomers achieve at most a level 2 of the NT2 after a one-year integration programme, which with the current supply of labour is

insufficient to deem them capable of following a vocational education or being suitable for immediate placement on the labour market.

Moreover in practice the transfer entails nothing more than the continuation of the language course subsequent to passing the profile test; this is applicable to more than forty percent of the newcomers transferred on the completion of the programme (the figure is actually no less than half for the non-Dutch migrants). Less than one-quarter of the newcomers transferred subsequent to the completion of the programme are in fact transferred to the Labour Exchange/Work and Income Centre, or to a reintegration company. However this does not imply that the newcomers have not had contact with the Labour Exchange/Work and Income Centre during the integration programme. Nevertheless the outcome of the qualifying intake usually places this group at too great a distance from the labour market for immediate placement in a job subsequent to the completion of the integration programme. Transfer to a follow-up training is reserved for only a small group of newcomers (7%). Transfers within the scope of participation in society takes place at an even smaller scale; less than five percent of transferral newcomers are referred to voluntary work, a welfare organization, or similar. In conclusion, it has transpired that almost one-quarter of all transferred newcomers are unable to ascertain what the transfer in fact entailed.

In practice, municipalities opt for delegation of the supervision of the programme falling within the period governed by the WIN to the Newcomers' Office. This usually results in the Newcomers Offices no longer being involved in the transfer within the scope of the WIN subsequent to the completion of the integration programme. Usually the Social Services Department or the Labour Exchange/Work and Income Centre assume this duty when persons entitled to benefits are involved; however the follow-up provided for persons who are not entitled to benefits will usually depend largely on their own initiative.

The recommendations for the realization of improvements in the transfer of newcomers within the scope of the WIN are:

- The content of the integration programme subsequent to the NT2 profile test should focus more on the follow-up activities than on solely the follow-up NT2 activities. This will result in the transferral phase being imparted with a more distinctive nature as compared to the phase prior to the NT2 profile-test phase.
- More attention should be given to the transfer of newcomers who strive to achieve social independence. Insufficient use is made of the opportunities available to this group in welfare and voluntary work.
- The achievement of a larger degree of involvement by the Labour Exchange/Work and Income Centre and the organization entrusted with the social counselling or the Dutch Refugee Council in the transfer of newcomers. Both organizations play only a limited role in the provision of advice about follow-up programmes.
- The continuation of contacts between newcomers and the social counsellors or the programme counsellors until after the time that the language programme has actually been completed (for example, by means of case management). Newcomers who are not entitled to benefits, in particular, are largely left to fend for themselves subsequent to the eighteen-month integration period.

9. Newcomers have a reasonably favourable opinion of the integration programme

Newcomers are satisfied with the fact that they are offered language courses and counselling. A large majority appreciate the need for language lessons if they are to gain access to the labour market. By far the majority of the newcomers are also of the opinion that the counselling provided to them by the Newcomers Offices has assisted them in finding their way in Dutch society. However there is also criticism. One-third of the newcomers have an unfavourable opinion of the content of the language courses. A more specific reproach is the absence of a sufficient relationship between the language lessons and the candidates' perceptions of their needs.

The differences of opinion about the effects achieved with the integration programme are in part due to the level of education of the newcomers. In comparison to newcomers with a higher level of education, newcomers with a low level of education are more frequently of the opinion that their command of Dutch subsequent to the completion of the integration programme is inadequate for virtually all forms of independent activity. Those with a higher level of education are significantly more positive about the effects achieved with the integration, and in general they are of the opinion that the integration programme offers them a suitable preparation for participation in Dutch society. However it should be realized that subsequent to the integration programme the majority of newcomers with a higher level of education are ultimately able to find only lower-quality jobs.

A striking feature is the difference in the importance attached to counselling. In relative terms migrant newcomers and Dutch-nationality newcomers have a great need for both social counselling and counselling during the programme, and also express a greater appreciation of both forms of counselling. Migrant newcomers (i.e. those rejoining or forming a family) usually seek counselling of these forms amongst themselves.

The level of education also plays a role in the need for counselling. Newcomers with a lower level of education, in particular, stated that they have a great need of social counselling and counselling during the programme. However this difference is not apparent in the implementation of the programmes for the different categories; in fact the Newcomers Offices actually have more contact with persons with a higher level of education. The reason is that the latter group make more rapid progress with the integration programme, which in turn gives more cause for discussions with them. However differences of this nature in the contacts with newcomers during the social counselling provided by the Dutch Refugees Council have not been observed.

10. Quantitative data pertaining to some aspects of the effectiveness

The measurements of the reach and the analyses of the groups provide a reliable insight into the effectiveness of the WIN. The measurements of the reach were performed on more than 1100 newcomers in five municipalities; the measurements examined whether newcomers who had been entered in the records of the Municipal Civil Records departments or had been registered by the Immigration Authorities were also incorporated in the lists maintained by the Newcomers Offices. These measurements also reviewed the extent to which the newcomers who had been reached had also undergone an integra-

tion inquiry. The analyses of the groups were made in ten municipalities, and pertaining to the collection of information in the files about participation by 970 newcomers in the integration programme.

The measurement of the reach:

Net reach: **77.3 %**

The net reach = all newcomers undergoing an integration inquiry as a percentage of all newcomers known to the Newcomers Offices.

22.7 percent did not undergo an integration inquiry. The reasons for the absence of an investigation inquiry were either the issue of an exemption (53%), because the newcomer was not a member of the target group (19%), the failure of the newcomer to attend the appointment (15%), and other reasons, or unknown (13%).

The analyses of the groups:

Newcomers who underwent an integration inquiry: **100.0 %**

As was apparent from the measurements of the reach, more than 80% of the newcomers underwent an integration inquiry. The analyses of the groups examined a different group, and the number of newcomers at the beginning of the integration programme was once again set at 100%.

Proportion for whom an integration programme was specified: **95.5 %**

Proportion for whom no integration programme was specified: 4.5 %

The reasons no integration programme was specified pertained to the issue of an exemption for an indefinite period of time (49%), or the granting of dispensation (37%). It was not possible to ascertain the reason for 14 percent of the instances.

Proportion of newcomers that began the integration programme: **77.0 %**

Proportion that did not begin the integration programme: 5.1 %

Unknown whether the newcomer began the integration programme: 13.6 %

The reasons the integration programme were pregnancy (26%), change of address (24%), no interest / could not be contacted (14%), the acceptance of a job (10%), the absence of a place at a crèche (10%), or other personal circumstances (16%).

Proportion of newcomers that completed the integration programme: **56.4 %**

Proportion of newcomers who dropped out of the integration programme: 10.0 %

Still engaged with the integration programme: 5.6 %

Unknown whether the integration programme was completed: 5.0 %

Failures to complete the integration programme were due to the acceptance of a job (23%), pregnancy (19%), illness and/or psychological problems (14%), other personal circumstances (16%), change of address within the Netherlands (17%) and other motives or unknown (36%). Since more than one answer could be given to this question the total is greater than 100%.

Proportion of newcomers that were transferred:	27.8 %
Proportion of newcomers that were not transferred due to acceptance of a job:	9.8%
Proportion of newcomers that were not transferred for other reasons:	8.4 %
Unknown whether transferral took place:	10.4 %

Transferral within the scope of the WIN took place for reasons such as taking the NT2 course (40%), mediation by the Labour Exchange / Work and Income Centre (14%), a reintegration programme (9%), beginning vocational education (7%), participation in society (3%), and other or unknown (26%).

In summary almost 80% of all newcomers known to the Newcomers Offices underwent an integration inquiry. The majority of the group falling outside the net reach did not in fact come into consideration for an inquiry within the scope of the WIN. Some fifty percent of the group undergoing an inquiry ultimately completed the programme, whilst one-quarter were transferred pursuant to the WIN. However care should be exercised in the interpretation of these figures. When examining the results of the measurements of the reach it is important to note that the causes newcomers have not undergone an integration inquiry will not encompass solely unfavourable or reprehensible motives. The omission of an integration inquiry is largely due to the fact that the newcomer has been granted an exemption, or is not a member of the target group. When examining the results from the analyses of the groups it is important to realize that the magnitude of the 'unknown' group is detrimental to the figures for participation in and the completion of the integration programme. Consequently these percentages should be regarded as minimum figures. In addition, the drop-out figures include those newcomers who have been able to find a job for themselves. This accounts for about one-fifth of the drop-outs. In conclusion, the last transferral phase is not of expedience for the large majority of the newcomers since they have made their own arrangements for the follow-up programme or are not in need of a programme of this nature.

The main elements of the WIN are implemented in an appropriate manner

Subsequent to the introduction of the WIN the municipalities have received appropriate support in the form of a WIN Manual, a helpdesk, an Integration net, and an Integration Task Force. In general these tools offer the municipalities the guidelines they need for the implementation and improvement of the WIN, although the ultimate details of the implementation often accommodate the specific situation in the relevant municipality.

11. Substantial improvement of the quality of the directive role is required

In our opinion most of the municipalities have, generally-speaking, arrived at the stage in which the implementation of the WIN has been structured in a manner in accordance with the directions they have received in the documentation such as the Manual. The study did not reveal any municipalities which still exhibit fundamental structural problems with the division of the relevant duties and responsibilities. This is revealed, for example, from the fact that the parties involved are usually able to implement the provisions of the WIN within the relevant specified period of time.

However a number of significant bottlenecks can be observed:

- Specifications of the social counselling provided to migrant newcomers drawn up by municipalities are often inadequate or totally lacking.
- On occasion insufficient consultations have been held about the role to be adopted by the Labour Exchange / Work and Income Centre. In such situations this often pertains to newcomers coming into consideration for a work intake. Consequently the Labour Exchanges / Work and Income Centres are relatively frequently dissatisfied about the directive role.
- In almost all instances the monitoring of duties contracted out by the administrator has been given insufficient shape; this pertains both to the social counselling and to the educational activities. Nor do all administrators have sufficient insight into the activities of the Labour Exchanges / Work and Income Centres.
- As a result of the above the municipalities often lack the management information they need to draw up policy, and to make any necessary modifications to the municipalities' implementation of the WIN.
- Often the contractual relationships between the administrator and the other parties do not incorporate incentives, although many municipalities are giving consideration to incentives of this nature.
- Only a few municipalities gear the WIN process to the municipalities' contiguous policy areas. An integral approach can offer major benefits to the effectiveness of the process.
- The integration of the WIN in the municipalities' organizations often exhibits room for improvement. The larger municipalities, in particular, often exhibit a great degree of internal segregation - a situation which acts as an impediment to an appropriate integration of the educational and welfare activities.
- Many municipalities lack sufficient expertise in the area of education. This is detrimental to the administrators' procurement of educational services from the Regional Training Centres.

Many municipalities would benefit from endeavours to address these bottlenecks -

which would further increase the involvement of all the organizations of relevance to the implementation of the WIN, and consequently would give a significant impetus to the quality of the services they provide.

The solutions are to be found in the continuation of the bottlenecks identified in the implementation. The primary responsibility for this is borne by the municipalities, especially since they have been entrusted with the implementation of the WIN. The municipal administrators should devote more - and more structured - attention to the design, monitoring and improvement of the process. Municipalities could be encouraged to improve their administration of the implementation by the modification of the mandatory reportage imposed on them with respect to the aforementioned issues. This mandatory reportage needs to be rendered compatible with other mandatory reportage requirements and initiatives such as the annual reports, monitoring of oldcomers, state-of-the-art integration and the development of an information model for the Integration Task Force.

12. Innovative approach

A particularly noticeable feature of the general approach to the structural design of the implementation of the WIN is the absence of any municipalities that stray from the beaten path. The municipalities implement the WIN in accordance with the provisions of the Act and the directions given in the WIN Manual. However the WIN offers administrators a great deal of scope for innovative approaches. There are opportunities for pioneering innovations in various elements of the implementation, and the use of these opportunities could lead to a more effective and efficient implementation of the WIN. However it would appear that the Act and the support provided to the municipalities have not encouraged them to adopt an creative and innovative approach. The Government needs to make clear to the municipalities that not only does the Act offer them scope for alternative approaches, but that innovative approaches are in fact highly desirable. The Government can deal with specific bottlenecks which impede the adoption of innovative approaches; in particular, the abolition of the mandatory use of specific suppliers would constitute an important step in the direction of customisation, and the municipalities could be provided with explicit information about the discretion they can exercise in the selection of the tests.

13. Collaboration between the parties is reasonable, but the mutual communications need to be imparted with more structure

In our opinion the mutual agreements and the quality of the collaboration are of a reasonable level:

- Generally-speaking, all parties are aware of their duties and responsibilities with respect to the implementation. However on occasion there are problems in harmonizing the issues pertaining to the work intake between the municipalities and the Labour Exchanges / Work and Income Centres. The administrators do not always specify the duties and responsibilities of the social counsellors with sufficient precision, as a result of which the latter determine the role they are to play. Moreover the duties and responsibilities are not always laid down in an explicit manner in written specifications.
- An indication that the collaboration is adequate is given by the observation that in most instances the organizations are able to comply with the periods of time

stipulated in the Act (6 weeks for the integration inquiry, 4 months for the commencement of the education).

- To a certain extent arrangements have been made for communications at important points in the procedure (intake, transferral); however not all the relevant parties are always involved in these consultations, and the frequency with which the meetings are held is often insufficient.

The most important issue requiring improvement is the improvement of the mutual communications at a client level, operational level, and policy level. The following rules of thumb are applicable to these communications:

- At the policy level all those involved (municipality, Newcomers Office, social counsellors, Work and Income centre, and Regional Training Centre) should meet at least once a year to discuss the objectives, results, and contiguous policy fields.
- At the process level all those involved should meet at least once a quarter to consult on the implementation. These discussions should review whether the various parties' activities still link up with each other in the appropriate manner. The meetings should discuss primary performance indicators such as the influx, graduation and drop-out figures.
- At a client level all parties should hold regular joint consultations to discuss intakes and transferrals.

The Integration Task Force should draw the municipalities' attention to the need for appropriate consultative structures.

14. More stringent administrative procedures for reportage

At present the administrative procedures and records pertaining to integration would appear to be of a reasonable level. In general, the processes involved in the implementation are supported by automated systems designed specifically for the WIN. The exceptions are the Labour Exchanges / Work and Income Centres, which make use of their own systems, and the social counsellors, who frequently do not have computerised systems at their disposal.

Links between the various WIN systems are rare. However in view of the magnitude of the flows of data and the current durations of the programmes they are not really necessary. Nevertheless, the presence of links could be beneficial to the rapid availability of data.

However the administrative procedures are inadequate for the appropriate reporting and monitoring of the implementation. The evaluation also revealed that the organizations were often unable to provide a rapid insight into the numbers involved in the programmes, and the concomitant costs. The municipalities do not comply stringently with the obligation to submit factual annual reports by the specified date. At the time of this evaluation of the WIN not all the annual reports for 2000 were available - whilst the municipalities were under the formal obligation to have submitted the annual reports by that date. This is also indicative of shortcomings in the administrative procedures. Consequently attention needs to be devoted to monitoring systems that can provide management information.

The interviews with the Regional Training centres also revealed that there are relatively frequent complaints about the unnecessarily heavy administrative burden imposed by different institutions. It is recommended that the organizations involved should consult about the information they request, and the information be limited to that which is required for the management of the implementation.

15. Strengthen inter-municipal collaboration

In our opinion the inter-municipal collaboration is inadequate. Collaboration, albeit widespread (78% of the municipalities) is often insufficiently intensive². The smaller and very small municipalities, in particular, have entered into insufficient collaboration.

The small numbers of newcomers to be processed in the smaller municipalities often results in them being unable to offer sufficient quality (customisation and flexibility). Moreover the lack of collaboration can result in inefficiency. An evaluation could be made of the minimum scale (number of newcomers) required to be able to offer reasonable services.

The benefits from and the necessity of collaboration are greatly dependent on the specific situation of the relevant municipality. The Integration Task Force could, by virtue of its broad knowledge of the municipalities, play a more active role in diagnosing the added value collaboration offers the municipalities; moreover it could also act as a catalyst in promoting collaboration.

16. More stringent sanctions policy

The study revealed that a small number of newcomers do not fulfil their obligations pursuant to the WIN for reasons that are unacceptable: they drop out for reprehensible reasons.

Pursuant to the Act the municipalities are under the obligation to impose sanctions on this group of newcomers. The WIN Manual offers municipalities adequate tools for the requisite arrangements for supervision, as well as the sanctions and the sanction policy. Sanctions should be the final step in a series of measures to combat drop-outs that should, normally speaking, be focused on the prevention of drop-outs: prevention is better than cure.

The interviews revealed that more than fifty percent of the municipalities do not impose sanctions on this small group of newcomers. The following reasons were given for the absence of sanctions:

- The administrative burden, and the school-attendance inspector's lack of experience with and knowledge of this specific group.
- The expectation that sanctions would be ineffective.
- The time and efforts involved in the imposition of sanctions.
- Sanctions are not always perceived as just. The WIN gives preference to education rather than work - whilst newcomers are entitled to seek employment and also feel

² Data from the CFI (Centrale Financiën Instelling, the 'Central Funding Institution') reveals that 82 percent of the municipalities submit joint applications for funding, which is indicative of a somewhat higher level of collaboration.

that they are under a moral obligation towards their immediate surroundings (their families) to seek work and generate a source of income. This conflict leads to drop-outs, and sanctions do not offer a structural solution.

- In some instances the municipality has adopted a policy of refraining from sanctions.

These reasons lack sufficient legal grounds for the absence of a sanctions policy or the failure to impose sanctions. This needs to be drawn to the municipalities' attention. This could be effected, for example, by compelling them to submit reports about drop-outs, sanctions and the sanctions policy, and to take any measures required on the basis of those reports. The Integration Task Force could possibly also play a role in demonstrating the benefits of and the necessity for sanctions, and in providing for their efficient implementation.

It should be emphasised that the percentage of newcomers dropping out for reprehensible reasons is very small. Consequently the implementation of a more stringent sanctions policy will not result in a great increase in participation or a large decrease in the number of drop-outs; however it is necessary for the purposes of providing for compliance with the provisions of the Act.

Sufficient funding for the implementation

The study revealed that the majority of the municipalities are able to fund the WIN from the resources made available by the Government. Municipalities make only limited use of their own resources to finance the WIN. This is in agreement with the finding that in practice most municipalities implement the WIN procedures prescribed by the Act, and that they restrict their operations to those stipulated in the Act. The manner in which the municipalities make use of the funds varies between the municipalities. A noticeable feature of the funding is the fact that all municipalities refrain from charging the costs of the integration programme to another municipality in the event that the newcomer moves to that municipality before the programme has been completed. Moreover it transpired that many municipalities exercise caution with the use of the funds, and allocate a substantial fraction of the finances to the reserves. The creation of reserves enables the municipalities to deploy these funds in standard education, and in welfare. However in practice only very restricted use is made of this opportunity.

17. Increased awareness and management of the indirect costs

The ratio between the direct and indirect expenditure varies from municipality to municipality. The differences between these categories for non-educational expenditure are particularly striking. These differences are primarily due to the question as to whether the indirect expenditure is charged to the municipal organization. In our opinion the percentage of the indirect costs should be as low as possible, if only for the reason that this imparts the use of the WIN funds more transparent. However indirect costs of a specific minimum percentage will be unavoidable. The percentage of the indirect costs is relatively high due to the differences in the percentages between the municipalities, in particular with respect to the expenditure on activities of a welfare nature. Moreover many municipalities are unaware of the distinction between direct and indirect costs - and it is desirable that they are made aware of this distinction. The municipalities will ultimately need to adopt a target figure for the proportion of the indirect costs in their total expenditure.

This awareness can be promoted by compelling the municipalities to report their indirect costs and to set targets for these costs. Municipalities will need to improve their WIN accounting systems, in particular with respect to welfare. At present a timely, reliable, accurate and detailed insight into the WIN expenditure can be submitted only to a limited extent by many municipalities. The implementation of improved accounting systems will enable the municipalities to generate management information which can contribute to the determination of purposive measures.

18. Large municipalities implement the WIN at lower cost

The total costs per newcomer incurred by the municipalities in providing for their integration varies from NLG 14,964 and NLG 18,102 per newcomer. The study revealed that the 'big four' municipalities implement the WIN at the lowest cost. This difference can in part be explained by the economies of scale available to the large municipalities. The results show that the big four municipalities are able to agree on a lower price with the Regional Training Centres; they are also able to offer the other WIN elements at lower costs per newcomer. An assessment of the efficiency is possible only when these

lower costs are set off against the quality of the services (education and counselling). However the objective criteria required to perform this assessment are not available.

19. Reconsideration of the funding system

A number of features of the present funding system either result or could result in problems. Most problems are due to the t-2 system and the double functionality of the profile test.

- The fact that funding is based on the performance in the year t-2 gives a number of municipalities cause for exercising caution in their operations. This is in part the reason for the substantial reserves they have now created. It can also be concluded that the current t-2 funding system provides insufficient encouragement to the municipalities to supply customisation for each newcomer. At the time one of the reasons for the selection of the t-2 system was its greater compatibility with the Education and Vocational Education and Training Act (WEB).
- The period of time within which newcomers must take the profile test is too inflexible, and takes insufficient account of the specific circumstances of individual newcomers. As a result of the financial importance of profile tests newcomers are required to pass them at a time that is not desirable in view of their level they have achieved at that date.
- The settlement criteria (the decision and the declaration /profile test) also result in problems; this causes the profile tests to be imparted with a dual functionality (educational, but also financial), which creates difficulties. Municipalities wish to secure the funds at as early a date as possible, and consequently are inclined to move forward the date of the test. However this is in conflict with the educational intention of the profile test - a measurement at the end of the programme that is intended to play a role in the transferral of the newcomer.

Although each of these problems could be dealt with separately, we are of the opinion that preference should be given to a review of the entire funding system that was adopted on the introduction of the WIN. This review should examine whether other funding systems would provide more encouragement to municipalities to supply customisation for the integration of individual newcomers.

20. Legal issues pertaining to the WIN

The above findings have revealed that there are problems with both the implementation of the WIN and the content of the programmes. This section focuses on a number of bottlenecks pertaining to the legislation and the regulations.

- The 18-month period stipulated for the completion of the integration programme is too inflexible. Not everyone has completed the agreed programme within this period of time, for example since they have had to interrupt the programme at some point.
- Difficulties are encountered in gearing the WIN to other legislation (for example the National Assistance Act, ABW, and the Jobseekers Employment Act, WIW), as a result of which problems are encountered, for example, with the uncertainties pertaining to the deployment of programmes and the sanctions policy.
- The Act offers no opportunities for the issue of temporary exemption, for example because of pregnancy or illness.
- The Act offers no opportunities for the issue of partial (temporary) exemption.

As a result of (temporary) exemption from the WIN newcomers are not only excluded from education and programme counselling, but also from social counselling. This social counselling can be of particular importance to newcomers with personal, health or psychological problems.

- On dispensation from the educational element of the WIN newcomers are no longer eligible for programme or social counselling, whilst some newcomers are still in need of this counselling.
- Since municipalities have no entitlement to enforcement pertaining to the implementation of the WIN a lot of time and effort is involved in the imposition of penalties on persons not entitled to benefits.
- As a result of the mandatory tendering of the WIN to the Regional Training Centres the sole opportunity available to municipalities to provide other forms of education to newcomers is to have the Regional Training Centres contract out the education to other (educational) institutions.
- As a result of the dual function of the declaration and the test as a means for settlement and the measurement of the newcomers' level most municipalities opt for the settlement function. Consequently the profile tests lose their value as a means of measuring the newcomers' level, since many are tested before they are ready.
- Funding using the t-2 system results in the municipalities forming reserves, and it does not encourage them to supply customisation for each newcomer.

In conclusion

A review of all the results from the studies the findings, both with respect to the effectiveness and the efficiency of the WIN, reveals that they are characterized by a certain degree of ambivalence.

It can be concluded that the municipalities have adopted a reasonably adequate approach to the implementation in the period of three years subsequent to the introduction of the Act. The greatest problems encountered in the implementation (which were certainly apparent during the initial period) have since been resolved. Nor are there any major bottlenecks in the funding. The funds provided by the Government for the WIN have been found to be adequate: many municipalities are able to build up reserves. However this does not alter the fact that many municipalities have implemented the Act in a procedural manner. Most municipalities have insufficient insight into their efficiency and effectiveness in implementing the WIN, and consequently make insufficient use of the freedom granted by the Act to adopt an innovative approach or to opt for an innovative implementation in complying with the Act. We propose that, in view of the fact that that the primary arrangements have been completed, it is now be appropriate for the municipalities to effect a substantial improvement in the quality of the implementation of the WIN.

When viewed from the perspective of its effectiveness, the integration programme should be perceived as a useful first step towards the integration of newcomers - and this is, in fact, also the perception of the newcomers. A major benefit of the WIN is its high reach, as a result of which a substantial proportion of newcomers are offered an

integration programme, and are able to make the acquaintance of Dutch institutions. Moreover it has transpired that permanent drop-outs account for only a small minority. In addition, the acquisition of a job is a primary motive for long-term absenteeism, thereby indicating that many newcomers are able to find their own way in Dutch society. However it has to be concluded that only a minority of newcomers participating in the integration programme are able to achieve the intended level of independence at the end of the 18-month programme, and are able to join the labour market or continue with follow-up education whilst in the possession of a sufficient command of the Dutch language.

The manner in which the municipalities give shape to the implementation to the WIN cannot be viewed in complete isolation from the profits achieved with the Act. The results achieved with the WIN benefit from the collaboration between the individual parties. One example is the introduction of a single-counter system, which increases the reach of newcomers. Improved consultations between the institutions involved also results in an increased in the diversity in the details of the implementation of the integration programme. Customisation of this nature will ensure that newcomers are offered a programme that is tailored more to their needs and their capabilities.

However this does not imply that an appropriate administration of the programmes by the municipalities is a guarantee for an effective implementation of the WIN. In addition to the presence of an effective organization, an explicit emphasis must also be placed on the content of the programme - whereby the lack of customisation in the design of the educational element has received a great deal of attention. Moreover it has also transpired that some provisions of the Act can impede an effective implementation of the regulations. And, last not but least, it has become clear that far from all the candidates are able to successfully complete the integration course. Not only do a substantial majority of newcomers have a low preliminary level of education; they also often find themselves in circumstances that are incompatible with participation in an intensive language course. An evaluation of the success of the WIN cannot ignore these personal characteristics - and, in fact, taking more account of the needs and capabilities of the newcomers can only be conducive to an increase in the profit achieved with the WIN.