



WILCO

Welfare innovations
at the local level
in favour of cohesion



CITY REPORT: NIJMEGEN

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ABBREVIATIONS

BBZ (Besluit Bijstandsverlening Zelfstandigen)

(Supplementary) social assistance for self-employed Act

IOAW (Wet Inkomensvoorziening Oudere en gedeeltelijk Arbeidsongeschikte werkloze Werknemers)

Act on income provisions for older and partially disabled unemployed employees

IOAZ (Wet Inkomensvoorziening Oudere en gedeeltelijk Arbeidsongeschikte gewezen Zelfstandigen)

Act on income provisions for older and partially disabled formerly self-employed

WAJONG (Wet Arbeidsongeschiktheidsvoorziening JONGgehandicapten)

Disability insurance Act for young handicapped

WAO (Wet op de ArbeidsOngeschiktheidsverzekering)

Disability insurance Act

WAZ - (Wet Arbeidsongeschiktheidsverzekering Zelfstandigen)

Disability insurance Act for self-employed

WIA (Wet Werk en Inkomen naar Arbeidsvermogen)

Work and Income according to employability Act

WIJ (Wet Investeren in Jongeren)

Investment in youth Act

WW (WerkloosheidsWet)

Unemployment Act

WWB (Wet Werk en Bijstand)

Work and social Assistance Act

DEFINITIONS

ALLOCHTHONES

Persons of which at least one of the parents is born abroad. First generation allochthones are born in a foreign country; second generation allochthones are born in the Netherlands.

AUTOCHTHONES

Persons whose parents are both born in the Netherlands, regardless of the country of birth of the persons themselves.

ECONOMICALLY ACTIVE (*beroepsbevolking*)

All persons aged 15-64 who are either working or looking for a job for more than 12 hours per week. Those who work for more than 12 hours per week are counted as part of the employed economically active; those who work less than 12 hours per week are counted as part of the unemployed economically active.

EMPLOYED ECONOMICALLY ACTIVE (*werkzameberoepsbevolking*)

All persons aged 15-64 who are (self-)employed for at least 12 hours per week.

LEGAL MINIMUM SUBSISTENCE LEVEL (*Wettelijk Sociaal Minimum, or WSM*)

The standard norm for the minimum household income varies for different types of households. It is comparable to the set amount for social assistance benefits.

MINIMUM HOUSEHOLDS (*minimahuishouden*)

Households with an income up to 110% of the legal minimum subsistence level (WSM) that has been set for their kind of household composition and age. Many municipal provisions target households with an income up to 110% of the WSM.

NET PARTICIPATION (*nettoparticipatie*)

Employed economically active in percentage of the total population aged 15-64.

PUBLIC EMPLOYMENT AGENCY (*Uitvoering Werknemers Verzekering, or UWV*)

Public Employment Agencies are responsible for nationally regulated "employees insurances", such as unemployment and disability insurance.

UNEMPLOYED ECONOMICALLY ACTIVE (*werkloze beroepsbevolking*)

All persons who do not work or who work less than 12 hours per week, who are available to work for more than 12 hours per week within 2 weeks time and who are actively looking for a job of that sort.

UNEMPLOYED JOBSEEKER (*Niet-Werkende Werkzoeker, or NWW*)

All those persons aged 15-64 who are registered as jobseekers with an UWV WERKbedrijf (Public Employment Agency)

UNEMPLOYMENT RATE (*werkloosheidspercentage*)

Unemployed economically active in percentage of the total number of economically active.

WORK AND INCOME SERVICE (*DienstWerk en Inkomen, or DWI*)

Municipal service responsible for the implementation of various social assistance schemes, including WWB, WIJ, and provisions for minimum income households.

INTRODUCTION

Nijmegen is a middle-sized city (164,265 habitants in 2011) in the East of the Netherlands, near the border of Germany. Here, the urbanisation is less than in the West of the country, and Nijmegen is, along with its neighbour city Arnhem, considered to be the most important city for the economic region. The municipality proudly advertises to be the oldest city of the Netherlands - archaeological findings suggest it is 2,000 years old. Once, the Romans settled in the area because of the *Waal* river, which springs from the *Rhine*, and the many hills. During the Second World War, Nijmegen became severely damaged because of an accidental allied attack with bombers on the centre of the city in February 1944. As a result of this assault 800 people died, which makes it one of the biggest bombings in the Netherlands. After the war, the city managed to rebuild what was destroyed. There was a major shortage of houses and many new neighbourhoods arose quickly in the 1950s and 1960s - vicinities, consisting of cheap buildings, which are now thought of to be the problem areas.

The character of an university city became clear during the 1970s, when the leftist activist movement, among them many students, raised their voice and had some (violent) confrontations with the local government. In this period, also local politics gained a strong left orientation which was the reason that Nijmegen received the nickname "Havana at the Waal". The past decennia, always a coalition with left parties led the municipal government. In 2010, a coalition was formed between the green party (*GroenLinks*), social democrats (Labour Party) and this time liberal democrats (*Democraten '66*) (instead of the socialist party, SP, who were part of the coalition for eight years).

1. TRANSFORMATIONS IN THE LABOUR MARKET

1.1. Socio-economic trends

The labour population of Nijmegen is growing. After a long period of stability between the end of the 1980s and mid 1990s, the net labour population has increased from 60,000 to 80,000 people. Especially the proportion of working people has grown spectacularly: in 2008, there were working 60 percent more people than twenty years earlier. This expansion is greater than the national average. The average proportion of employed economically people employed was 66.1 percent in 2008 and fell back to 63.5 percent in 2010, while it was 61.2 percent in 2000 (Table 1 and Table 2). Still, this is very low compared to the Dutch average. This is caused by the relatively low participation of young people, which is mainly a result of the many students living in the city. The increase of economically active people among elderly is striking: an increase from 34.4 to 57 percent for men and women aged 55-65 years. For all men on average, the participation rate was 69.7 and increased to 73.9 percent in 2008, but decreased to 68.5 in 2010, whereas for women this drop was less big, and their labour participation changed from 53 percent in 2000 to 59 percent in 2010. Of all working men, circa two third is employed full time, whereas 80 percent of all women is working part time - typical for the Dutch labour market (*see country report*). The net participation is especially high for higher educated women: 75.1 percent in 2010 versus 36.3 percent among low educated women. The difference between men with a low and high education is less great: 46.3 percent among the former and 86.5 among the latter. It looks like economic turndowns especially affect the labour participation of low educated men: in 2009, low educated men were working 10 percent more than in 2010.

In 2010, there were circa 100,000 jobs which thus surpluses the volume of the labour population of the city, but this not high when compared with other similar sized cities. Because of its academic hospital, the health care sector employs many people in Nijmegen

Table 1 - Net labour population Nijmegen (absolute numbers)

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Men: age 15-19	850	980	990	980	930	880	870	890	990	910	890
Men: age 20-24	3,160	3,150	3,130	3,170	3,170	3,180	3,390	3,640	3,750	3,810	3,810
Men: age 25-29	6,030	5,770	5,670	5,690	5,660	5,580	5,680	5,710	5,630	5,660	5,870
Men: age 30-34	5,970	6,090	6,050	5,990	5,780	5,550	5,400	5,290	5,280	5,250	5,130
Men: age 35-39	5,910	5,940	5,890	5,830	5,730	5,750	5,840	5,750	5,650	5,470	5,290
Men: age 40-44	5,090	5,200	5,300	5,400	5,510	5,540	5,530	5,470	5,380	5,300	5,320
Men: age 45-49	4,700	4,780	4,830	4,840	4,900	4,920	4,950	4,990	5,050	5,100	5,130
Men: age 50-54	4,220	4,330	4,320	4,380	4,380	4,470	4,530	4,510	4,510	4,550	4,580
Men: age 55-59	2,170	2,410	2,750	2,960	3,140	3,250	3,280	3,460	3,520	3,620	3,660
Men: age 60-64	670	620	710	810	810	850	990	1,230	1,430	1,570	1,630
Women: age 15-19	630	680	700	700	680	660	700	760	770	740	730
Women: age 20-24	3,190	3,290	3,290	3,400	3,460	3,530	3,670	3,870	4,010	4,060	4,100
Women: age 25-29	5,720	5,530	5,430	5,610	5,690	5,780	5,860	5,840	5,900	6,190	6,640
Women: age 30-34	4,670	4,720	4,720	4,730	4,630	4,570	4,570	4,580	4,650	4,640	4,580
Women: age 35-39	4,500	4,540	4,560	4,650	4,700	4,750	4,840	4,870	4,850	4,740	4,680
Women: age 40-44	4,090	4,260	4,400	4,460	4,540	4,610	4,710	4,780	4,750	4,750	4,790
Women: age 45-49	3,550	3,740	3,940	4,120	4,100	4,190	4,400	4,570	4,680	4,740	4,750
Women: age 50-54	2,700	2,770	2,920	3,080	3,250	3,380	3,600	3,780	3,880	3,990	4,120
Women: age 55-59	1,130	1,200	1,390	1,470	1,600	1,740	1,950	2,170	2,340	2,540	2,680
Women: age 60-64	240	260	270	330	360	370	460	580	730	840	930
Total	69,200	70,240	71,240	72,600	73,010	73,530	75,210	76,730	77,730	78,470	79,300

Source: Bureau Economic Research, Province Gelderland.

Table 2 - Net labour participation and unemployment rates Nijmegen (%)

		2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Total	Total net labour participation	61.2	60.6	64.9	63.8	62.3	61.9	64.1	65.1	66.1	65.0	63.5
	age 15-25	37.2	35.6	35.4	36.7	36.6	29.3	27.8	31.4	34.5	35.6	33.9
	age 25-35	78.0	76.3	83.0	76.0	74.7	76.9	79.5	86.0	82.6	82.2	76.0
	age 35-45	76.3	80.2	77.5	76.0	72.8	78.5	78.4	83.8	80.4	78.6	80.7
	age 45-55	68.4	67.6	75.2	75.2	73.6	75.3	76.6	75.4	78.3	78.5	72.1
	age 55-65	34.4	31.0	41.2	37.9	45.5	41.6	42.6	42.7	47.8	50.5	57.0
	ethnicity: Dutch	62.8	62.0	68.0	65.1	65.6	64.0	67.9	68.9	70.1	68.9	66.7
	ethnicity: non-western	53.5	53.9	54.1	59.0	50.8	54.0	52.0	54.6	54.7	54.8	54.1
	unemployment rate	4.9	6.9	4.7	7.5	9.2	9.0	7.9	4.4	5.5	5.6	6.4
	Men	Total net labour participation	69.7	68.9	73.0	73.0	70.4	68.5	70.3	73.9	72.8	71.7
age 15-25		34.8	32.6	38.7	38.4	35.2	25.3	36.1	36.3	39.7	37.3	38.5
age 25-35		83.1	76.1	86.0	81.2	78.8	81.1	81.8	92.6	88.9	83.6	75.8
age 35-45		88.7	91.8	89.6	84.6	79.9	86.6	86.8	91.9	87.1	79.0	83.4
age 45-55		84.6	82.7	81.2	88.6	81.3	80.4	74.9	78.7	81.1	87.8	81.1
age 55-65		42.4	52.8	53.3	53.8	65.5	52.8	52.9	56.7	61.8	71.9	63.3
ethnicity: Dutch		70.8	70.6	76.6	75.2	73.7	71.1	73.1	76.9	76.8	76.7	72.0
ethnicity: non-western		65.3	59.8	59.5	65.2	60.3	59.2	62.2	66.1	60.9	61.2	60.0
unemployment rate		4.7	5.3	5.1	7.2	9.3	9.2	8.2	6.4	4.7	6.5	
Women		Total net labour participation	53.0	52.9	57.2	55.1	54.6	55.7	58.4	57.0	59.9	58.8
	age 15-25	39.0	37.9	33.1	35.4	37.5	31.7	22.0	28.1	30.0	34.3	30.2
	age 25-35	72.0	76.5	79.7	70.8	70.2	72.4	77.5	79.8	78.0	80.9	76.1
	age 35-45	65.9	69.1	65.0	65.6	65.8	70.3	68.8	75.1	73.0	78.1	77.8
	age 45-55	51.0	53.1	69.9	64.0	65.7	70.1	78.3	71.9	75.2	69.7	64.6
	age 55-65	25.6	27.5	24.0	28.9	29.1	32.8	29.5	34.8	32.5	51.2	
	ethnicity: Dutch	55.5	53.9	59.7	55.8	58.5	57.5	63.3	61.8	63.8	62.5	62.3
	ethnicity: non-western	39.9	49.2	49.2	52.2	38.9	48.6	41.0	43.0	49.4	47.1	46.9
	unemployment rate	5.1	8.8	7.8	9.0	8.6	7.5	5.6	4.4	6.5	6.4	

Source: Statistics Netherlands

(29.9 percent of all jobs in 2010) (Table 3). Also, due to the presence of the city's university, the educational sector is bigger than average (12.4 percent in 2010). Most jobs are also created in these sectors and they are one of the few sectors which are expected to grow despite the economic crisis. According to estimations, the share of medical jobs in the region of Nijmegen will increase with twelve percent in 2015. One of the reasons for this prognosis is that this sector is very much affected by the ageing of its employees - many will retire in the next decennium. The same accounts for the educational sector. The financial and business sector is relatively small in Nijmegen - 40 percent of all jobs are in this segment when one would expect 50 percent in a comparable city. Among the biggest 20 organisations in Nijmegen only two of them are industrial companies, but nevertheless the amount of jobs in the industrial sector is relatively high, though the growth of this sector is falling behind in contrast with other cities and it is losing job opportunities every year. In 2000, the share of jobs in this sector was 15.4 percent (over 14,000 jobs) while in 2010 the share went down to 10.3 percent (10,170 jobs). The biggest company in Nijmegen is the university hospital with almost 10,000 employees.

Table 3 - Amount of jobs per sector

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
jobs total [%]	100	100	100	100	100	100	100	100	100	100	100
jobs agriculture/fishery [%]	0.6	0.5	0.4	0.5	0.5	0.4	0.3	0.3	0.3	0.3	0.3
jobs industry/mining [%]	15.4	15.4	14.1	13.8	13.3	13.4	13.2	12.7	12.2	10.9	10.3
jobs public utilities [%]	0.8	0.7	0.8	0.8	0.7	0.7	0.7	0.7	0.8	0.8	0.8
jobs construction [%]	3.8	3.8	3.6	3.3	3.3	3.1	3.2	3.2	3.2	3.3	3.3
jobs wholesale [%]	3.4	3.5	3.4	3.6	3.6	3.6	3.7	3.9	3.9	3.6	3.4
jobs retail/automotive industry [%]	9.7	9.7	9.8	9.6	9.4	9.2	9	9.2	9.1	9	8.9
jobs logistics [%]	6.5	6.4	6	5.7	6	6.1	5.8	5.7	5.7	5.6	5.7
jobs food/catering [%]	3.9	3.9	3.9	4	4	4	4	4.2	4.3	4.2	4.3
jobs finance [%]	2	2.3	2.2	2.1	2	1.9	2.1	2	1.9	1.9	1.3
jobs business services [%]	11.4	10.8	11	10.8	10.3	10.5	10.7	11	11.5	11.2	11.1
jobs public administration [%]	4.8	4.9	5	4.7	4.7	4.7	4.7	4.4	4.4	4.5	4.8
jobs education [%]	11.8	12	11.2	11.5	11.8	11.8	11.8	11.8	11.6	12.2	12.4
jobs health care [%]	22.6	22.8	25.2	26	27	27.1	27.3	27.5	27.7	28.9	29.9
jobs other services [%]	3.3	3.3	3.5	3.5	3.5	3.4	3.4	3.4	3.5	3.6	3.7

Source: Bureau Economic Research, Province Gelderland

There is no information available on the estimated grey labour market in Nijmegen. In other parts of the South and East of The Netherlands, there are signs that in the agricultural sector, grey paid employees from Eastern Europe are hired for work. Since Nijmegen's agricultural sector is only small, this is not prominent on the agenda. However, in Nijmegen drugs related criminality does seem to occur more often¹, which could be an indication that the illegal drugs dealing scene has become more extensive than ten years ago. In general, the share of informal economy in the Netherlands is very low compared to other European countries. Estimations on NUTS 2 level for the year 2004 show that the shadow economy in the province is probably close to the average of the Netherlands, i.e. just below 10 percent (Tafenu *et al.* 2010).

Table 4 - Jobs by type of contract

Type of contract	2006	2007	2008	2009	2010
permanent contract	92,645	94,575	96,520	96,300	95,685
contract with temporary job agency	3,890	3,810	4,035	3,560	3,240
Total	96,535	98,385	100,555	99,860	98,925

Source: Provincial Employment Survey, Province Gelderland

¹http://www2.nijmegen.nl/content/1046714/extra_agenten_nodig_voor_aanpak_wietcriminaliteit

Unfortunately, no figures about temporary employment are available. Looking at the amount of people registered at temporary work agencies, it seems this has decreased the last few years (Table 4). In 2008, more than 4,000 people were registered but in 2010 this declined with circa 800, probably as an effect of the crisis - which again shows the precarious position of people working in temporary jobs. Unemployment rates in the city were particularly high during the 1980s, facing difficult economic times and shifting from an industrial to a knowledge-based city. In 1987, almost twenty percent of the labour population was out of a job (two times higher than the Dutch average). Since then, unemployment has been decreasing, moving towards the average of Dutch middle sized cities. While unemployment rates were low in the beginning of the last decennium, they increased to relatively high rates between 2004 and 2006, and after a temporary decline they are (Table 2).

Table 5 - Unemployed jobseekers by gender, age, ethnicity

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Total	10,497	9,172	9,185	9,553	10,492	10,578	9,983	9,279	8,087	7,345	8,672	8,416
Gender												
Men	5,282	4,719	4,695	4,759	5,096	5,203	4,979	4,869	4,274	3,828	4,162	3,941
Women	5,215	4,453	4,490	4,794	5,396	5,375	5,004	4,410	3,813	3,517	4,510	4,475
Age												
15-24 year	,	.	.	1,112	1,141	1,075	859	693	482	506	962	823
25-49 year	,	.	.	6,345	6,988	7,061	6,620	6,092	4,928	4,446	5,258	5,086
50-64 year	,	.	.	2,096	2,363	2,442	2,484	2,466	2,640	2,393	2,452	2,507
Ethnic background												
Netherlands	,	.	.	5,422	6,133	6,211	5,835	5,358	4,511	3,888	4,593	4,505
Surinam	,	.	.	151	178	172	168	164	146	139	165	145
Antilles/Aruba	,	.	.	306	286	284	245	218	183	194	224	243
Turkey	,	.	.	721	731	765	736	701	646	621	692	654
Morocco	,	.	.	433	463	474	437	410	399	372	457	454
Western countries	,	.	.	1,295	1,463	1,446	1,332	1,286	1,087	998	1,195	1,120
Other non-western Countries	,	.	.	1,225	1,238	1,226	1,230	1,142	1,115	1,133	1,346	1,295
Ethnic background (%)												
Netherlands				4.6	5.1	5.2	4.8	4.4	3.7	3.2	3.7	3.6
Surinam				10.0	11.7	11.5	11.2	10.8	9.7	9.0	11.0	9.5
Antilles/Aruba				14.8	14.1	14.3	12.3	10.8	9.1	9.6	10.9	11.9
Turkey				14.9	14.7	15.3	14.6	13.7	12.5	12.0	13.1	12.4
Morocco				14.0	14.5	14.7	13.3	12.3	12.0	11.2	13.5	13.2
Western countries				6.8	7.7	7.6	7.0	6.6	5.6	5.1	6.0	5.6
Other non-western Countries				17.5	17.0	16.6	16.5	15.4	14.7	14.3	16.7	15.9
educational level												
ISCED 1 or less	2,626	2,315	2,363	2,418	2,567	2,606	2,594	2,230	2,640	2,406	2,536	2,993
ISCED 2	3,467	3,070	3,178	2,780	2,905	2,755	2,383	2,245	2,042	1,850	2,274	1,643
ISCED 3	1,903	1,699	1,706	2,280	2,591	2,707	2,440	2,327	1,896	1,803	2,351	2,458
ISCED 5	2,501	2,088	1,938	2,075	2,429	2,510	2,173	1,958	1,503	1,281	1,503	1,322
Unknown	0	0	0	0	0	0	393	519	6	5	8	0

Source: Client registration Public Employment Agency (UWV) / Provincial Employment Survey, Province Gelderland

In 2004 it increased to 9 percent and after a temporary decline, the economic crisis caused again an increase to an unemployment rate of 6.4 percent overall in 2010. Furthermore,

following an economic downturn in 2003, the amount of self-employed increased rapidly. Particularly in health care, more women started their own business. More in general, as elsewhere, lowly educated people have difficulties finding a job. More than 60 per cent of all unemployed jobseekers in Nijmegen is lowly educated, while the respective demographic figure is 18 per cent (Table 5). Unemployment rates do not differ much between men and women (6.4 percent for women in 2011, 6.5 percent for men), although in 2009, 6.5 percent of all women in Nijmegen were unemployed, and only 4.7 percent of men. Unemployment is especially high among people with an ethnic background (Table 5, see paragraph 3.1).

Looking at the duration of unemployment, there has been an increase especially in short-term unemployment, while long-term unemployment has decreased (Table 6).

Table 6 - Duration of unemployment; unemployed jobseekers (NWW)

	2007	2008	2009	2010
0-12 months	3,586	2,486	3,108	4,273
13-36 months	3,184	2,535	1,652	2,082
36 months or more	3,086	3,063	2,585	2,317

Source: Statistics Municipality Nijmegen

Economic crisis

The economic crisis has clearly affected the economy of Nijmegen. Although the economy is still relatively stable, mainly because of the large non-profit sector, it caused not only an increase in unemployment and social assistance receivers, also more people end up in debts, less houses are sold and less jobs are created, especially in the market sector, such as industry, wholesale and business services. The last few years, the city has witnessed a decrease in especially the lower professional jobs, which makes it less easy for low educated people to find suitable jobs. Furthermore, because it is very difficult for young people to buy houses, it could be well that people are living longer in the same dwelling, even if it might be too small.

In the region of Nijmegen (which comprises the municipality of Nijmegen and several other smaller municipalities, and includes a labour population of circa 130,000 people), the economic crisis caused a 60 percent increase in the unemployed jobseekers among 15-27s between May 2008 and May 2009 (from 977 to 1,583) and this increase actually was solely responsible for the entire increase in employment during that time (Arbeidsmarktregio Gelderland-Zuid/Nijmegen 2009). There are more young jobseekers in Nijmegen compared to the national average: 14 percent of all the jobseekers are aged between 15-27 years in Nijmegen in 2009, while the national average was 12 percent. Of the 1,583 not working jobseekers in 2009, 44 percent were women. Most young jobseekers are looking for a job in the following sectors: mechanics and production, trade and administration, and catering and housekeeping. The increase in unemployment affected men particularly - while for women the increase was 32 percent, the proportion of men almost doubled. Furthermore, it hit higher educated youngsters more than lower educated, although there are still not many higher educated young people in search of a job.

Table 7 - Average gross income of persons by gender and ethnic background (x1,000 Euro)

	2005	2006	2007	2008	2009
Total persons	24	24.9	26.2	27.3	27.9
Men	29	30.2	31.8	33.1	33.5
Women	19	19.6	20.7	21.6	22.5
Ethnic background: Dutch	25.1	26.1	27.5	28.7	29.3
Ethnic background: western country	22.9	23.8	24.8	25.8	26.3
Ethnic background: non-western country	16.5	16.7	17.8	18.5	19.3

Source: Statistics Netherlands

Income

The average gross income in Nijmegen is somewhat lower compared to the Dutch average: 27,900 Euro per person per year in 2009 (students excluded) (Table 7). The income for men was 31,800 Euro in 2005 and this has increased to 36,500 Euro. For women, this was 19,000 Euro and 22,500 Euro respectively. Thus, although for both genders the income has increased the income gap between men and women has increased. In 2007, 11.6 percent of all households was making a living out of 105 percent of the legal minimum subsistence level (WSM) and 22.6 percent received 130 percent of the WSM (Table 8). Especially single households have more chance to be in these categories, but also single parents are overrepresented - almost twenty percent of the people with 105 percent of the WSM are single parents. Of course there are differences between neighbourhoods. Especially in the city parts *Zuid*, *Oud-West*, *Nieuw-west*, *Dukenburg* and *Lindenholth* the average income is much lower than in other city parts (see Figure 1 for all the city parts).

Table 8 - Legal minimum subsistence level (% of all households)

	2007
households with income 105% of WSM	11.6
households with income 110% of WSM	14.2
households with income 120% of WSM	18.6
households with income 130% WSM	22.6
type of household	
households with income 105% of WSM: single households	7.1
households with income 105% of WSM: couple without children	1.2
households with income 105% of WSM: couple with children	0.8
households with income 105% of WSM: single parent	2.2
households with income 105% of WSM: other	0.3
ethnic background	
households with income 105% of WSM: Dutch	7.4
households with income 105% of WSM: Western countries	1.7
households with income 105% of WSM: non-Western countries	2.5

Source: Statistics Netherlands

Young unemployed

In January 2011, there were 2,204 lower educated (max. ISCED 3) unemployed jobseekers below the age of 35 in Nijmegen (Table 9). This was slightly lower than in January 2010, but much higher than the 1,663 in 2008. From the beginning of 2011 until October, the

amount of young jobseekers have been fairly stable. In reality, the number may be higher, because this comprises only registered unemployed jobseekers.

There are signs that especially people in temporary jobs will have more difficulties to stay in the labour market. These are particularly lowly educated and young people. For example, the biggest industrial company in the city has decided not to prolong two hundred short term contracts, which will mainly affect lowly educated people working in the factory. More in general, a loss of manual labour in the area of Nijmegen will make it more difficult for this group to find a job. Furthermore, since the economic crisis, the municipality already signals more citizens, including young people, ending up in debts.

Table 9 - Target group: unemployed jobseekers (NWW) - lowly educated and age <35 by year and month

	Jan	Feb	March	April	May	June	July	Aug	Sep	Oct	Nov	Dec
2006	2,324	2,348	2,354	2,234	2,246	2,129	1,942	1,851	1,817	1,768	2,118	2,405
2007	2,330	2,321	2,284	2,199	2,096	2,033	1,989	1,968	1,898	1,949	1,718	1,671
2008	1,663	1,690	1,693	1,717	1,692	1,668	1,655	1,613	1,654	1,674	1,628	1,633
2009	1,810	2,003	2,145	2,192	2,183	2,131	2,152	2,175	2,226	2,294	2,356	2,397
2010	2,529	2,378	2,407	2,263	2,200	2,165	2,088	2,077	2,114	2,089	2,137	2,176
2011	2,204	2,249	2,313	2,332	2,323	2,280	2,241	2,209	2,286	2,299		

Source: Client registration Public Employment Agency (UWV)

1.2. Public regulation

The Unemployment Act (*Werkloosheidwet*, or WW) in the Netherlands is implemented by Public Employment Agencies (*Uitvoeringsinstituut Werknemersverzekeringen*, or UWV), which fall under the responsibility of the Ministry of Social Affairs and Employment. UWVs distribute unemployment benefits (which are paid by workers' premiums) to those who involuntarily lost their jobs. In 2009, 3,267 people received a WW benefit. Women seem to get more often WW benefits than men, especially in 2009 (Table 10). Instead, the Work and Social Assistance Act (*Wet Werk en Bijstand*, or WWB) applies to those who receive little to no income from work, and is carried out by municipal Work and Income Services (*Dienst Werk en Inkomen*, or DWI). All municipalities now have a budget for granting WWB benefits, which complement one's income to 70 percent of the minimum wage (see *country report for further details and recent policy changes*). Nijmegen has traditionally a high proportion of social assistance receivers as a result of high unemployment figures in the foregoing decennia. Allochthones² more often receive WWB benefits than autochthones (Table 11). Also men are more likely to end up living of social assistance. Great differences exist between lower and higher educated individuals: lowly educated persons receive more often WWB income than highly educated habitants.

²The term "allochthone" is used to refer to a person of whom one or both parents are born abroad, regardless of whether s/he has the Dutch nationality or not. Instead, the term "autochthone" is used to refer to a person of whom both parents are born in the Netherlands, regardless of his/her ethnic background.

Table 10 - Amount of people receiving Unemployment Benefits (WW)

	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Men	1,064	908	758	1,022	1,358	1,705	1,802	1,406	1,059	954	1,232
Women	1,274	1,114	1,018	1,429	2,023	2,117	2,010	1,534	1,129	1,060	2,035
Total	2,338	2,022	1,776	2,451	3,381	3,822	3,812	2,940	2,188	2,014	3,267

Source: Statistics Municipality Nijmegen

Table 11 - Amount of people receiving social assistance (WWB from 2004)

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
total	6,967	6,579	6,216	6,342	6,609	6,579	6,168	5,083	4,803	5,007	5,549
ethnicity											
Netherlands	3,947	3,688	3,431	3,453	3,526	3,495	3,226	2,729	2,469	2,518	2,744
Surinam	161	151	137	138	149	147	136	103	86	83	100
Antilles/Aruba	264	260	244	245	252	229	188	144	144	146	196
Turkey	483	447	425	454	505	512	504	407	378	414	460
Morocco	302	306	290	307	343	372	357	249	249	296	353
Western countries	1,063	989	942	940	970	945	877	699	691	701	738
Other non-western countries	747	738	747	805	864	879	880	752	786	849	958
gender											
men	3,899	3,755	3,519	3,500	3,613	3,610	3,450	2,926	2,692	2,710	2,931
women	3,068	2,824	2,697	2,842	2,996	2,969	2,718	2,157	2,111	2,297	2,618
age											
0-14	0	2	4	3	2	1	0	1	1	1	0
15-24 year	504	580	409	479	554	488	293	242	249	294	427
25-49 year	4,360	4,060	3,698	3,749	3,852	3,807	3,561	3,008	2,776	2,925	3,209
50-64 year	1,884	1,746	1,835	1,838	1,881	1,918	1,880	1,830	1,775	1,787	1,905
65+	219	191	270	273	320	365	434	2	2	0	8
education											
ISCED 1 or less	1,131	1,347	1,449	1,444	1,610	1,596	1,532	1,429	1,384	1,511	1,493
ISCED 2	1,343	1,539	1,578	1,819	1,951	1,965	1,757	1,499	1,453	1,544	1,615
ISCED 3	712	754	729	870	924	891	794	652	612	665	722
ISCED 5	730	659	608	763	748	702	618	541	508	506	527
Unknown	3,051	2,280	1,852	1,446	1,376	1,425	1,467	962	846	781	1,192

Source: Statistics Municipality Nijmegen

In 2010, 2,570 young people who are mentally/physically enabled in Nijmegen received "WaJong" benefits. Looking at the figures for all the main disability benefits, there is a decreasing trend: in 2000, 8,880 people were receiving a disability benefit, while this was 7,135 in 2009 (Table 12). However, the WAZ has been cancelled in 2004 and the WAO has been replaced by the WIA (Work and Income according to employability Act), and no figures are available (yet) on the inflow in this new act. It is likely that the decrease is (partly) compensated by the increase of people who are eligible for the new regulation.

Young unemployed who do not have any disability may apply for an unemployment benefit (WW) depending on their history of employment. However, because most young jobseekers are not entitled to the WW, they have to visit the Youth Window (*Jongerenloket*), which is part of the (regional) Public Employment Agency and started in Nijmegen in 2008. This organisation provides information, advice and help for youngsters under 27 (this age

criterion refers to the Investment in Youth Act or WIJ). An evaluation of the Youth Window shows fairly good results. In 2010, there were 3,545 applicants in Nijmegen, primarily man (59 percent). Young people can apply individually, but they may also be sent by the DUO (Education Agency) as a school dropout. In Nijmegen, 75 percent of the visitors are offered a work-learn program, as is the intention of the WIJ Act. Around 40 percent leaves the Youth Window with work or an education. However, there are indications that young people who stay unemployed for a longer period, tend to look for opportunities on the black labour market, which may be the drug dealing scene.

Table 12 - Amount of people receiving WAO/WAZ/WAJONG benefits

	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Women	3,701	4,003	4,129	4,298	4,259	4,146	3,864	3,567	3,482	3,448	3,402
Men	4,886	4,877	4,865	4,860	4,745	4,628	4,372	4,083	3,944	3,863	3,733
Total	8,587	8,880	8,994	9,158	9,004	8,774	8,236	7,650	7,426	7,311	7,135

Source: Statistics Municipality Nijmegen

Nijmegen has spent more than 77 million Euro on income benefits for people eligible for the WWB or the WIJ (Table 13). This is less than the beginning of the WWB implementation, namely 86 million Euro, but more than the 69 million Euro in 2008. The amount spent on reintegration services went back to the level of 2004 after an increase until 2008 and was 33 million Euro in 2010. Concerning poverty policies, such as supplementary income provisions, debt assistance and special social assistance (ad hoc benefits for essential purchases), the municipality spent over 16 million Euro in 2004, which then declined to 13 million Euro in 2007 but increased again to 16 million Euro in 2009.

Table 13 - Expenditure on social assistance (Euro)

	2004	2005	2006	2007	2008	2009	2010
WWB/WIJ benefits	86,540,639	86,739,166	80,894,951	72,764,835	68,920,566	72,492,563	77,229,766
WWB reintegration services*	32,954,383	30,336,360	34,628,893	42,445,166	44,372,712	38,338,567	33,375,721
IOAW	1,773,028	1,387,234	855,056	844,717	1,156,791	1,573,010	,
IOAZ	483,835	478,507	335,403	310,188	352,921	273,218	,
Bbz	4,592,485	2,607,226	1,996,551	2,976,330	2,915,204	3,180,373	2,365,391
Poverty policies**	16,315,000	15,588,448	14,817,055	12,832,975	15,239,743	16,287,000	13,276,000***

* Including immigrant integration/language courses and adult education

*** Including supplementary income provisions, debt assistance and special social assistance (*bijzonderebijstand*)

**Provisional

Source: Ministry of Social Affairs and Employment

The Nijmegen municipality uses several reintegration methods. To be eligible, one should receive social assistance or receive assistance from the WIJ (for under 27s); live in Nijmegen; be registered at the regional employment office; and be prepared to accept work within one's capacities and possibilities. Among the reintegration possibilities are career opportunity tests, trainings, schooling etcetera. The municipality can also decide to subsidise an employee which is temporarily less productive or is still in education ("bridge subsidy"); to provide a subsidy for a short-term "try-out" job, so that the employer can decide whether to employ or not; to provide a subsidy for a "participation" job, which is

meant for people who have more severe difficulties to find a job, and is about supplementary work in order to gain confidence, to get used to the work rhythm and to working with colleagues, etcetera. The municipality is also entitled to cover travelling or (child) care costs. Whether one receives one or the other service depends on the individual case leaves much freedom for the municipality. For many of the in-kind services the municipality has contracts with private or third sector organisations. From 2005 to 2009, the people using reintegration services increased gradually from 4,150 to 7,010, but in 2010 the number fell back to that of 2005. Currently, the municipality is reconsidering its reintegration policy in the light of the upcoming cutbacks. Already the funding of subsidised jobs is steadily reduced. Almost all jobs that are not subsidised according to the WSW (*see country report*) will be brought to an end within a few years. Just as in many other cities, the reduction is reasoned by the expensive character of these subsidised jobs: almost the half of the entire reintegration budget is spend on subsidised jobs (WSW jobs not included). The reduction covers the ending of 700 jobs out of a total of 900. Still, for people who are eligible for the WSW because of some physical or mental handicap, subsidised jobs will not disappear. They are mostly working at the (non-profit) work provision company "Breed", which is once put up by several municipalities in the region. People work for "Breed" internally, for example delivering mail, but they can also be hired out to other companies (*see country report*). Circa 2,200 people are working for Breed - including employees in the region. This makes them one of the biggest companies in Nijmegen.

A relatively new method unique for Nijmegen is the existence of "work corporations" since the spring of 2011. These should be financially independent companies where social assistance receivers can get work experience while being guided and sometimes getting additional training or schooling. The work corporations can be located in any sector, but should focus on socially useful services. The ultimate goal is to find a regular job for the employers (the aim of the municipality is an outflow of 25 percent).

Furthermore, there is an ongoing project called "Youth back to work" (*Jeugd aan de slag*) which tries to combat youth unemployment in the region. This regional project is the effect of the Youth Unemployment Regional Action Plan (*Regionaal Actieplan Jeugdwerkloosheid*), which had to be developed by all regions in the Netherlands between 2009 and 2011. The project focuses on all people under 27, regardless of educational background. Already 1.68 million euro has been spent on several projects and another 800.000 euro, subsidised through the European Social Fund, has been awarded to new projects in the spring of 2011. One of these projects includes youth vouchers worth each 2,500 euro, which are granted to employers who hire young employees for at least half a year, and can be spend on training and education. Also temporary projects have been organised, such as building an artistic belvedere. Important organisational actors here are the Public Employment Agency, Regional Educational Centre and employers in the region. The third sector is virtually absent in the project. However, in several neighbourhoods in Nijmegen welfare organisations as well as housing corporations are working together with the municipality to get people back to work. One example is *Hatertwerkt*, which focuses solely on jobseekers in the neighbourhood Hatert, whether they receive benefits or not. Here, people from the municipality, Public Employment Agency and a private welfare organisation work together to provide information, advice and reintegration services to the residents. Cooperation with welfare organisations also exists in prevention of money issues. Along with different non-profit organisations, presentations are given on and teaching materials are provided for schools in the city.

2. DEMOGRAPHIC CHANGES AND FAMILY

2.1. Socio-economic trends

The population of Nijmegen has increased from 152,286 in 2000 to 164,265 in 2011 (Table 14). This growth is somewhat higher than the Dutch average and this has several causes.

Table 14 - Population growth

year	amount of habitants
2000	152,286
2001	153,636
2002	154,581
2003	156,308
2004	157,473
2005	158,215
2006	159,556
2007	160,962
2008	161,286
2009	161,884
2010	163,036
2011	164,265

Source: Municipal Administration / Statistics Netherlands

Firstly, the city has witnessed a 27 percent increase in 15-25s, mainly due to the growth of the student population (Table 15). Because of its university, the proportion of this age group is much higher than the average in the Netherlands. In Nijmegen, the group 20-24 years old represents 11.2 percent (in 2011), while the Dutch average is 6 percent. Also, this group consists for the major part of women, since there are more female students. Secondly, in Nijmegen the birth rates exceed the death rates every year with 400-500 births. Thirdly, between 2000 and 2006 more people settled in Nijmegen than they left the city, although the ratio has been circa zero the last few years. Nowadays, 14.4 percent of the population is aged between 0 and 14 years, 16.8 percent between 15-24, 30.2 percent between 25-44, 25.2 percent between 45-64 and 13.4 percent is aged 65 or older.

The amount of 45-64s has increased with 19 per cent since 2000 which reflects the (inter)national trend of an ageing population. The academic character of the city is also reflected in the educational level of its habitants. It is expected that because of the building of new houses, the population will still increase the coming years.

The dependency rate³ of 2011 is 51.6 percent (green pressure 31.2⁴, grey pressure⁵ 20.4 percent). There are almost 44 thousand people aged below 20, over 108 thousand between 20-64 years old and over 22 thousand 65 and older. The dependency rate of Nijmegen is, just like that of Amsterdam, far below the Dutch average (64.1 percent), which is typical for city areas.

³Dependency rate = number of 0-19 year olds + over 65 year olds per 100 20-64 year olds.

⁴ The ratio between the amount of people aged 0 to 20 years and the amount of people aged 20 to 65 years.

⁵ The ratio between the amount of people aged 65 years and older and the amount of people aged 20 to 65 years.

Table 15 - Population by gender and age

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
age 0-14	23,815	24,162	24,348	24,457	24,439	24,286	24,178	24,056	23,833	23,622	23,652	23,714
age 15-24	22,367	22,411	22,445	23,418	24,114	24,967	25,601	26,657	27,039	27,609	28,278	28,487
age 25-49	61,984	62,301	62,443	62,324	62,133	61,559	61,591	61,351	60,634	60,111	59,753	59,857
age 50-64	23,840	24,423	24,943	25,739	26,323	26,746	27,348	27,981	28,700	29,148	29,636	30,069
age 65+	20,280	20,339	20,402	20,370	20,464	20,657	20,838	20,917	21,080	21,394	21,717	22,138
Women	79,126	79,778	80,093	81,141	81,866	82,547	83,256	83,959	84,207	84,416	84,902	85,652
men	73,160	73,858	74,488	75,167	75,607	75,668	76,300	77,003	77,079	77,468	78,134	78,613
women 0-14	11,588	11,764	11,860	11,914	11,931	11,857	11,782	11,718	11,617	11,518	11,544	11,607
men 0-14	12,227	12,398	12,488	12,543	12,508	12,429	12,396	12,338	12,216	12,104	12,108	12,107
women 15-24	12,336	12,386	12,381	13,097	13,631	14,220	14,620	15,287	15,470	15,699	15,968	16,170
men 15-24	10,031	10,025	10,064	10,321	10,483	10,747	10,981	11,370	11,569	11,910	12,310	12,317
women 25-49	30,765	30,939	30,939	30,899	30,779	30,657	30,668	30,471	30,207	29,968	29,799	29,830
men 25-49	31,219	31,362	31,504	31,425	31,354	30,902	30,923	30,880	30,427	30,143	29,954	30,027
women 50-64	12,060	12,332	12,629	13,002	13,288	13,520	13,836	14,126	14,515	14,781	15,004	15,300
men 50-64	11,780	12,091	12,314	12,737	13,035	13,226	13,512	13,855	14,185	14,367	14,632	14,769
women 65+	12,377	12,357	12,284	12,229	12,237	12,293	12,350	12,398	12,398	12,450	12,587	12,745
men 65+	7,903	7,982	8,118	8,141	8,227	8,364	8,488	8,560	8,682	8,944	9,130	9,393

Source: Municipal Administration / Statistics Netherlands

Table 16 - Average children per mother, amount of living birth

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Average births per mother	1.34	1.33	1.39	1.34	1.36	1.35	1.34	1.32	1.46	1.45	.
Mother married (%)	61.9	59.2	56.4	57.7	54.5	53.3	51.1	48.9	47.4	45.1	.
Mother not married (%)	38.1	40.8	43.6	42.3	45.5	46.7	48.9	51.1	52.6	54.9	.
average age of mother at first birth	.	29.91	29.91	30.23	30.21	30.27	30.36	29.82	30.49	30.27	30.01

Source: Statistics Netherlands, Statistics Municipality Nijmegen

On average, women in Nijmegen give birth to 1.45 children (in 2009) (Table 16). This used to be 1.34 in 2000 but has increased steadily since then. This is very low when compared with the average of Dutch women (1.7) and this can (partly) be explained by the high amount of students in the city and the higher educational level of the habitants. Particularly women under 30 are having fewer children compared to the national average, while women above 30 in Nijmegen are having more children than on average. The age of mothers has not changed a lot the past ten years and is always around 30 years (Table 16). The proportion of teenage mothers is very low (there were only 9 single parents aged under 20 in 2010). The proportion of unmarried mothers has increased from 680 in 2000 to 989 in 2009.

A great expansion of single person households has occurred in Nijmegen, from 38,553 in 2000 to 46,171 in 2010, which can also be assigned to the expansion of the student population, whereas more persons households, with as well without children, have increased only marginally (Table 17). Almost 50 percent of all more person households includes children. While the presence and the amount of children (one, two, or three or more) among non-married couples has increased, it has decreased among married couples. Divorcing in Nijmegen has not increased in the last decennium. The last few years it stayed more or less the same, which means around 300 marriages being dissolved each year. The amount of lone parent families has increased though, with almost twelve percent from 4,796 in 2000 to 5,355 in 2010. However, considering the increase in households, the proportion of single parenthood has not changed at all. Nowadays, of all households, 36.7

percent is a single household, 28 percent is a household of two married or cohabiting persons, 22.5 percent is a two parent family, 6.9 percent is a single parent household, 4.2 percent are student rooms or dorms and the remaining 1.7 percent are other forms of households. Of the 5,355 lone parent families, 3,442 families (64.3 percent) had one child, 1,474 (27.5 percent) two children and 439 (8.2 percent) three or more. It should be noted that single parenthood is much more common among immigrants than under autochthones - for instance, 14 percent of all Dutch-Antillean and Moroccan families are single parent families, while this is 6 percent for autochthonous families. 26.5 percent of all single parents in 2011 is aged below 40 (1.416 in absolute numbers) and in 2010 there were almost 1,000 single parents of which their youngest child was aged 5 at maximum. However, numbers on the educational background of single parents in Nijmegen are not available, thus it remains unclear what the exact population of target group number two is.

Table 17 - Household composition, absolute numbers

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Total private households	78,061	78,778	79,301	80,408	81,927	82,390	83,873	85,061	85,514	86,192	87,162
One person households	38,553	38,732	39,061	40,063	41,651	41,935	43,352	44,287	44,784	45,395	46,171
Total more person households	39,508	40,046	40,240	40,345	40,276	40,455	40,521	40,774	40,730	40,797	40,991
More person households without children	19,381	19,688	19,632	19,567	19,472	19,571	19,582	19,910	19,922	20,001	20,049
More person households with children	20,127	20,358	20,608	20,778	20,804	20,884	20,939	20,864	20,808	20,796	20,942
More person household: 2 persons	21,626	21,960	22,024	21,961	21,968	22,106	22,206	22,537	22,519	22,571	22,652
More person household: 3 persons	7,935	8,011	8,056	8,146	8,090	8,065	8,068	8,053	8,027	8,098	8,186
More person household: 4 persons	7,040	7,121	7,153	7,196	7,211	7,348	7,383	7,381	7,389	7,347	7,413
More person household: 5 or more persons	2,907	2,954	3,007	3,042	3,007	2,936	2,864	2,803	2,795	2,781	2,740
Total unmarried couples	8,693	9,099	9,244	9,352	9,461	9,691	9,860	10,260	10,423	10,673	10,865
Unmarried couples: no children	6,481	6,712	6,667	6,588	6,601	6,695	6,712	6,948	6,882	6,960	6,990
Unmarried couples: 1 child	1,129	1,241	1,332	1,434	1,424	1,472	1,522	1,576	1,686	1,767	1,796
Unmarried couples: 2 children	840	897	966	1,035	1,122	1,201	1,289	1,388	1,475	1,534	1,663
Unmarried couples: 3 or more children	243	249	279	295	314	323	337	348	380	412	416
Total married couples	25,336	25,364	25,240	25,128	24,965	24,726	24,520	24,374	24,188	24,036	23,948
Married couples: no children	12,217	12,292	12,251	12,236	12,241	12,185	12,161	12,230	12,251	12,241	12,236
Married couples: 1 child	5,109	4,976	4,912	4,855	4,825	4,727	4,702	4,618	4,532	4,505	4,527
Married couples: 2 children	5,731	5,764	5,705	5,693	5,594	5,605	5,509	5,435	5,373	5,312	5,249
Married couples: 3 or more children	2,279	2,332	2,372	2,344	2,305	2,209	2,148	2,091	2,032	1,978	1,936
Total single parent households	4,796	4,899	5,042	5,122	5,220	5,347	5,432	5,408	5,330	5,288	5,355
Single parent households: 1 child	2,910	2,946	3,070	3,128	3,198	3,279	3,371	3,367	3,371	3,357	3,442
Single parent households: 2 children	1,434	1,501	1,512	1,514	1,546	1,574	1,553	1,544	1,496	1,486	1,474
Single parent households: 3 or more children	452	452	460	480	476	494	508	497	463	445	439
Private households: other	683	684	714	743	630	691	709	732	789	800	823

Source: Statistics Netherlands

It is difficult to assess what the occupational status and professional activities are of lowly educated single parents. What is known is that single parent households are overrepresented in the neighbourhoods where housing prices are low. Also, they more often receive WWB benefits, although the proportion has declined from 37.1 percent in

2000 to 21.5 percent in 2010 (Table 18). In 2008, almost 30 percent of all single parent households was living of the WSM. More than the half of all single parent households had to live with an income of 125 percent of this standard. Especially single parents with a non-western background are low on income. As noticed in the country report, full-time childcare services are expensive and sometimes even unavailable in the Netherlands what makes lone parents to work part-time, and thus make do with a lower income. Single parent families also often live in social housing - almost 70 percent lives in a dwelling owned by a housing association, whereas this is 25 percent for two parent families.

Table 18 - Single parents and social assistance

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Total single parents	4,796	4,899	5,042	5,122	5,220	5,347	5,432	5,408	5,330	5,288	5,355
Of wich receiving WWB/WIJ	1,780	1,730	1,620	1,660	1,670	1,620	1,450	1,240	1,080	1,080	1,150
% receiving WWB/WIJ	37.1	35.3	32.1	32.4	32.0	30.3	26.7	22.9	20.3	20.4	21.5

Source: Statistics Municipality Nijmegen

2.2. Public regulation

Most family welfare benefits, such as paid leaves, child care benefits and child-related budgets are regulated through national law. Child care services regulated via a market-driven approach (see Amsterdam City Report and Country Report for details).

Table 19 - Child care facilities

	2004	2005	2006	2007	2008	2009	2010
amount of children aged 0-3 years	6,872	6,822	6,781	6,626	6,468	6,463	6,603
amount of day care facilities	34	33	34	33	37	37	42
amount of toddler playrooms		44		38			37
amount of places*	1,552	1,581	1,631	1,708	1,957	2,025	2,110
amount of children aged 0-3 years in child care	2,002	2,180	2,286	2,414	2,560	2,681	2,857
% children in child care	29.1	32	33.7	36.4	39.6	41.5	43.3
average hours per week day care	14.3

*One place refers to the child care of one child for 48 weeks, 5 days per week

Source: Statistics Municipality Nijmegen

Table 20 - Day care vs toddler playroom

	2004	2005	2006	2007	2008	2009	2010
amount of children aged 2-3 years	3,368	3,380	3,392	3,294	3,213	3,082	3,072
% children using only toddler playroom	49.3	47.4	45.9	48.3	43.8	39	34
% children using day care and toddler playroom	1.3	1.3	3.3	3.6	4.7	5	3.6
% children using day care and/or toddler playroom	80.6	79.3	81.5	85.9	84.8	81.2	79.9

Source: Statistics Municipality Nijmegen

Table 21 - Child care costs

	2005	2006	2007	2008	2009	2010	2011
Average price per hour day care centers provided by KION	5.07	5.30	5.76	5.95	6.04	6.27	6.44

Source: KION, personal correspondence

In total, there were 42 day care centres and 37 toddler playrooms in 2010. So, while the playrooms are diminishing, day care centres keep on expanding. In 2007, there were 9.5 child care facilities within a radius of 3 kilometres, which was the Dutch average. The average distance to child care facilities was 700 metres and this lower than the mean in the Netherlands (1.3 kilometres). In 2010, 43.3 percent of all children aged 0 to 3 years went to official child care. In 2004, this was only 29.1 percent (Table 19). Also, the capacity of child care facilities expanded rapidly in this period. On average, including child care during primary school, children in Nijmegen that had official day care were going there for 14.2 hours per week. That is one hour less than the Dutch average in 2010 (CBS 2011). If we look at children aged 2 to 3, the proportion going to child care is much higher: almost 80 percent went to a toddler playroom or day care in 2010 (Table 20). The percentage of toddlers only going to a playroom has decreased much, from almost 50 percent in 2004 to 34 percent in 2010 - since playrooms are only available for three half days at most, it is not attractive for working parents. In the tables, no figures on child minders are presented, but they play a marginally role in the child care provision. In 2010, only 8 percent of all child care hours for all children in Nijmegen were spent with child minders. The prices for day care centres of KION have increased the past few years, from 5.07 Euro per hour in 2007 to 6.44 Euro in 2011 (Table 21). However, the costs for child care are bounded to income - the height of the income determines the height of the (national) child care benefit (*see Country Report*). It is already known that the national government will cut the budget on childcare benefits. Because of the increasing prices, this will mean that practically for everyone, and especially for the low incomes, child care becomes way more expensive.

The role of third sector organisations (when leaving toddler playrooms out) is restricted to sharing information and giving advice. Unique for Nijmegen is the presence of twelve "Open neighbourhood schools" (*Openwijk scholen*), which combines a primary school with other welfare organisations. These schools are now being transformed steadily into so-called "broad schools" (*Brede scholen*), where children should be able to stay their entire childhood, by offering pre-school and between/after childcare. They work closely together with child care organisations, mainly KION, but also welfare organisations (often the big organisation called "Tandem").

Considering the profile of child care provision in Nijmegen, it is specific in the sense that more than the half of all child care facilities are run by a foundation called KION. They not only provide day care centres but also toddler playrooms. The latter are all subsidised by the municipality. As can be read in the country report, toddler playrooms are originally voluntary organisations. Now, KION possesses all playrooms in Nijmegen, because the municipality had wished for one contracting partner. There is now discussion about the position of KION, because the municipality has plans to reform all the playrooms into regular day care, to assure more choice of freedom, more equity among child care providers (i.e. no different rules for toddler play rooms/day cares), and higher quality demands. This would mean that KION incorporates all 36 playrooms, and will possess 59 day care centres instead of 23. Other child care providers oppose this development, saying that this will give KION a monopoly position in the child care market of Nijmegen. These changes will not take place before the beginning of 2013. The regulation of subsidising pre-school education programs (VVE), that now are provided by playrooms (*see country report*), will probably also be changed. Instead of paying a playroom for offering a program, the municipality might be handing out subsidies per child. This will ensure that every child care provider can profit from the arrangement.

Furthermore, as in all Dutch municipalities, Nijmegen has two municipal "Centres for Youth and Family" (*CentraJeugd en Gezin*), who mainly function as an advice and information point for families with problems. These centres also collaborate closely with child care

organisations, health care organisations, immigrant organisations and educational institutions.

Just as elsewhere in The Netherlands, in Nijmegen the introduction of the Act Improvement of the Position of Lone Parents on the Labour Market (*Wet Verbetering Arbeidsmarktpositie Alleenstaande Ouders*) can exempt lone parents with children younger than 5 that receive social assistance benefits (WWB) from having to work (or look for a job) for a maximum of 6 years (regardless of the age of the child). Yet, this means an obligation for the applicant to follow an education or take part in other re-integration services. Next to the national arranged child care benefits and child allowances, the municipality of Nijmegen offers subsidy for parents or children with social medical problems. If a certain handicap calls for child care, parents can apply for this subsidy. The height of the subsidy depends on household income and the price rates of the child care facility and is bound to a maximum per hour compensation. Also, single parents with low income can apply for several low income policies. These are eligible for any household with children under 18 earning 120 percent of the social assistance benefit (WWB) at maximum. Families with more than one child are eligible for these poverty policies when they earn up to 130 percent of the WWB benefit. One is the Child Fund. Recently, three subsidy arrangements for schooling, sports and culture have been brought together in this fund. The implementation of the fund is in the hands of a foundation called "Learning Money" (*Stichting Leergeld*). This foundation looks at applications, visits families at home and decides for which activities or materials money is needed - for example a computer, sporting equipment or contributions for music club. How much money is given depends on the specific situation, but is bounded to a maximum - in total it could be a few hundred Euro. Furthermore, also single parents with low income may apply for a "prolonged subsidy" (*Langdurigheidstoeslag*). This is an extra, top-up sum benefit for people with low income. The regulation of this subsidy has been decentralised since 2009. Now, the municipality can decide how long the period of low income should be before one is eligible, as well as the height of the benefit. In Nijmegen, you should have had an income of maximal 105 percent of the social assistance benefit for at least three years. Furthermore, one may not be younger than 21 and older than 65 and a single parent's capital may not exceed 11,110 Euro. It is particularly for people who do not and cannot follow education. In 2011 the height of the benefit has been set 395 euro per year for a single parent. Other examples of low income policies are to withdraw payment of municipal taxes, special social assistance (for essential, expensive purchases), the provision of a discount on health care insurance and favourable interest rates when low income households take a loan at the municipal bank. In 2008, 77 percent of all low income households eligible for extra benefits made use of them. This has increased to 80 percent in 2009. It is a goal of the municipality to reach as many low income households as possible. However, the low income policy of the municipality is under pressure, since the current cabinet only allows low income policies for 110 percent of the social assistance benefit. This means the municipality is spending too much on her policies and is forced to cut their expenditure.

The way municipal expenditure on child care benefits is arranged changed after the implementation of the Act on Childcare in 2005. Before 2005, the municipality of Nijmegen spend circa 3 million Euro on subsidising child care for families (Table 22). In 2005, the Act on Childcare was put into practice. This meant that the role of municipalities became smaller. Now, the subsidies municipalities provide are only 1/6th part of the total benefit for child care when one or both parents are partly disabled or unemployed and are following a reintegration program (and the other parent is working or also following a reintegration program). In other cases, this part of the child care benefit is paid by the national tax administration. Hence, this change means that the expenditure on child care will be much less than before 2005.

Table 22 - Child care expenditure

	2002	2003	2004	2005*	2006	2007	2008	2009**
Subsidised child care (benefits)	3,295	3,463	2,986	,	,	,	,	,
Infrastructure child care	75	1,363	35	33	32	,	,	,
Toddler playrooms (facilities, staff)	2,463	2,583	2,578	2,784	2,654	2,684	2,820	3,013

* In 2005, the new act on child care was implemented. This meant a shift in the financial administration and makes it difficult to compare numbers before and after 2005.

** Provisional

Source: Financial Statements Municipality Nijmegen 2002-2009

The height of the subsidy for KION, in order to facilitate toddler playrooms, was 2.4 million in 2002 and slightly increased to 3 million Euro in 2009. The current contract with KION involves a payment of circa 3.7 million Euro for the period 2012-2014. The developing implementation of education programs for disadvantaged children partly explains this increase.

3. IMMIGRATION

3.1. Socio-economic trends

In 2011, there were 20,511 first generation allochthones in Nijmegen, which is 12.5 percent of all the habitants in Nijmegen and slightly over the half of all allochthones (i.e. including second generation) (Table 23). In 2002, this was 18,548, accounting for 12 percent of the total population. The majority of these allochthones are coming from non-western countries (57.4 percent). The total amount of people coming from foreign countries per year was 1,746 in 2000, then declining to circa 1,300 around 2003 and eventually increasing to 2,016 in 2009. The temporary decline between 2003 and 2006 was (partly) the effect of a strict immigration policy adopted by the coalition of that time.

Some immigrant groups have grown substantially in the past ten years. These are particularly "new" groups, i.e. not the "classic" immigrant groups that came to the Netherlands in the second half of the 20th century. For instance, in 2000, there were 88 first generation Afghans and in 2011 229. Also the amount of Iranian allochthones has grown from 510 to 585. The number of (former) Yugoslavs has increased with 14 percent from 970 to 1,104. The quantity of people coming from Africa (Morocco excluded) has even increased considerably with 46 percent from 632 to 920. Three of the "classic" ethnic groups have even decreased in absolute numbers, Surinamese with 11.2 percent, Antilleans with 12 percent and Indonesians (who came particularly between 1945 and 1965 and are an ageing group) even with 19.7 percent. The first generation Turkish population still increased with 8.3 percent, while Moroccan increased with 9 percent. If we look more detailed at immigration figures, it can be seen that immigration from Turkey, Surinam, the Dutch Antilles and Morocco is relatively low the past few years (Table 24). Especially the immigration of Moroccans has been declining - from 67 in 2000 to 8 in 2009. In 2009, only 6 Surinamese had entered the municipality of Nijmegen and 44 people coming from the Dutch Antilles or Aruba, while this was 167 in 2000. Numbers are naturally higher for all the other countries from the African continent together (205 new comers in 2009) and for Asia (299 in 2009). The last ten years, the amount of immigrants aged between 20 and 25 years has increased (761 in 2009) and is since several years the biggest age group coming into the municipality - for 25-30s the number is 366 and for 30-40s it is 345. A conceivable

explanation for this pattern could be the expansion of (mainly German) international students: the amount of first generation Germans aged between 20-25 has increased from 178 in 2000 to 662 in 2011. However, especially immigrants of Africa are also younger than on average and this is the fastest growing non-western ethnic group.

Table 23 - First generation allochthones

	2002						2011					
	0-14	15-24	25-49	50-64	65+	total	0-14	15-24	25-49	50-64	65+	total
Surinam	13	63	495	155	55	781	7	25	350	243	86	711
Antilles	95	297	705	167	50	1,314	29	141	605	258	95	1,128
Aruba	30	1	0	0	0	31	11	51	0	0	0	62
Turkey	96	288	1,743	440	106	2,673	29	149	1,757	518	298	2,751
Morocco	79	242	1,015	251	66	1,653	25	97	1,068	330	172	1,692
Greece	10	10	43	59	14	136	3	23	66	30	51	173
Italy	7	38	153	51	23	272	9	79	188	39	39	354
former Yugoslavia	80	138	579	264	42	1,103	14	135	552	300	101	1,102
Cape Verde	1	3	4	0	0	8	0	0	4	3	0	7
Portugal	1	13	24	5	1	44	4	13	38	9	4	68
Spain	5	42	120	72	16	255	8	77	215	48	28	376
Tunesia	5	3	17	5	1	31	2	3	9	8	3	25
Vietnam	14	67	234	38	11	364	2	24	227	82	22	357
Iraq	100	91	262	31	4	488	17	142	310	74	18	561
Iran	65	101	367	40	9	582	9	91	356	100	29	585
Somalia	62	124	208	0	0	394	36	68	224	2	0	330
Ethiopia	6	19	46	0	0	71	0	10	49	9	0	68
former Dutch East Indies	0	0	0	411	520	931	0	0	0	153	517	670
Indonesia	14	25	307	78	0	424	9	46	160	260	0	475
China/Hongkong	38	96	261	59	18	472	11	83	342	125	28	589
Germany	53	234	647	237	386	1,557	46	684	866	197	287	2,080
Belgium	13	61	144	53	39	310	11	71	168	57	52	359
Great Britain	20	50	255	76	27	428	13	51	186	95	45	390
France	11	56	119	18	12	216	10	73	163	27	15	288
other western	118	254	897	177	81	1,527	108	406	1,455	318	116	2,403
other non-western	258	542	1,468	179	36	2,483	134	467	1,824	413	69	2,907
Total	1,194	2,858	10,113	2,866	1,517	18,548	547	3,009	11,182	3,698	2,075	20,511

Source: Statistics Municipality Nijmegen

Table 24 - Migration trends by age and country of birth

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Total migration	1,746	1,918	1,661	1,299	1,294	1,246	1,541	1,721	1,930	2,016
Age 0-5	99	88	71	66	55	30	59	74	72	81
Age 5-10	94	78	50	41	35	21	44	51	51	52
Age 10-15	91	97	69	38	36	28	42	44	32	41
Age 15-20	152	170	167	81	84	78	89	119	140	133
Age 20-25	343	427	492	437	425	454	559	581	660	761
Age 25-30	328	396	293	224	254	254	297	327	393	366
Age 30-40	381	364	307	243	226	230	250	302	328	345
Age 40-50	148	183	124	101	96	82	122	122	152	141
Age 50-60	85	92	68	45	61	49	59	69	80	68
Age 65-85	24	21	19	23	22	18	20	29	21	28
Age 85 and older	1	2	1	-	-	2	-	3	1	-
Total Africa	234	332	250	145	126	113	163	184	178	213
Total Morocco	67	66	51	55	33	33	28	21	26	8
Total America	281	257	230	172	127	134	135	181	189	183
Surinam	17	19	27	17	8	15	5	15	5	6
Antilles/Aruba	167	128	99	70	47	38	42	44	78	44
Asia	307	274	198	158	151	139	209	272	373	299
Total Europe (incl. The Netherlands)	921	1040	972	815	880	842	1,020	1,066	1,181	1,302
The Netherlands	291	312	248	197	219	228	269	306	326	365
European Union (excl. The Netherlands)	360	427	461	388	406	512	626	666	728	823
Turkey	79	82	87	55	58	46	40	31	52	47
Other European countries	191	219	176	175	197	56	85	94	75	67
Oceania	3	15	11	9	10	18	14	18	9	19

Source: Statistics Netherlands

If second generation allochthones are also included, almost 25 percent of all habitants (40,603 people) of Nijmegen are originally from another country (Table 25). In 1996, this was 22 percent. Especially the group with a non-western country of origin has increased (12 percent in 2011). The figures are then as followed: Germans account for 4 percent of all habitants (6,533 in absolute numbers) and more than 20 percent of them are studying at the university. Turks account for 3.2 percent of the habitants (5,288) and Moroccans 2.1 percent (3,440); then people from the (former) Dutch Antilles and Aruba 1.24 percent (2,045), from former Dutch East Indies (now Indonesia) 2.7 percent and from former Yugoslavia 1 percent (1,661) and at last from Surinam 0.9 percent (1,591). The amount of Yugoslavian immigrants is remarkable, because only the four biggest cities in The Netherlands (Amsterdam, Rotterdam, Utrecht, Den Haag) have more. Other groups are from various backgrounds and only marginally represented. In contrary to the trend in first generation allochthones, second generation Turks and Moroccans have increased very much, respectively with 21 and 29 percent since 2000.

Regarding the current demographics of the different ethnic minority groups, it is clear that most groups are much younger on average than autochthones. More than 30 percent of autochthonous men and women are aged over 50s, while this is only 13 percent of Moroccan women and 16.1 percent for Moroccan men (second generation allochthones included). The same pattern is seen among the Turkish and Antillean minority. The demographics of people with a Surinamese background look the most equal as autochthones. Especially people of African, Moroccan and Afghan descent are very young compared to the average age of citizens in Nijmegen. Almost 50 percent of all African habitants of Nijmegen is 25 years or younger. African immigrants differ from other countries in the gender ratio: much more men (61 percent) come from African countries. The exception is Somalia, where first women and children have fled the country because of the acute emergency situation. The average age of Somali first generation immigrants in Nijmegen is 29 years and 64 percent is female (in 2010) (Table 26).

Table 25 - Allochthones including second generation, by country of origin, age and gender

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
<i>Women</i>												
The Netherlands 0-24	18,078	18,057	17,886	18,372	18,771	19,240	19,606	20,117	20,196	20,254	20,419	20,629
The Netherlands 25-49	24,070	23,993	23,760	23,524	23,303	23,135	23,002	22,651	22,257	21,888	21,721	21,571
The Netherlands 50+	20,233	20,330	20,438	20,621	20,832	21,013	21,268	21,505	21,805	22,050	22,309	22,612
Surinam 0-24	315	319	302	308	318	300	291	296	281	285	277	276
Surinam 25-49	334	336	325	317	313	304	308	311	314	314	296	301
Surinam 0-24	124	138	137	152	157	158	172	178	188	188	204	212
Antilles/Aruba 0-24	357	380	386	390	380	361	359	367	373	374	369	369
Antilles/Aruba 25-49	437	475	488	509	502	487	480	487	471	477	472	471
Antilles/Aruba 0-24	116	128	134	141	141	143	145	150	157	160	169	175
Turkey 0-24	828	860	906	932	968	1,001	1,015	1,050	1,086	1,107	1,121	1,122
Turkey 25-49	1,019	1,032	1,078	1,108	1,120	1,133	1,125	1,129	1,101	1,075	1,079	1,058
Turkey 50+	218	238	249	264	276	283	302	309	316	327	349	381
Morocco 0-24	736	783	805	818	836	821	820	815	787	785	769	771
Morocco 25-49	450	481	516	559	565	601	614	632	631	637	676	681
Morocco 50+	79	93	103	117	130	136	139	151	173	186	200	217
Western 0-24	2,094	2,151	2,214	2,335	2,419	2,444	2,441	2,524	2,595	2,631	2,780	2,831
Western 25-49	3,759	3,807	3,850	3,901	3,889	3,890	3,932	3,996	4,038	4,056	3,965	4,085
Western 50+	3,508	3,570	3,636	3,694	3,726	3,787	3,848	3,862	3,909	3,924	3,939	3,991
Other non-western 0-24	1,245	1,333	1,468	1,561	1,596	1,652	1,639	1,637	1,656	1,710	1,716	1,741
Other non-western 25-49	1,016	1,117	1,213	1,278	1,352	1,350	1,424	1,455	1,516	1,584	1,637	1,694
Other non-western 50+	159	192	216	242	263	293	312	328	365	396	421	457
<i>Men</i>												
The Netherlands 0-24	16,413	16,344	16,170	16,224	16,379	16,563	16,833	17,170	17,269	17,413	17,769	17,810
The Netherlands 25-49	23,879	23,765	23,632	23,417	23,203	22,865	22,881	22,796	22,406	22,060	21,880	21,903
The Netherlands 50+	15,893	16,185	16,416	16,697	16,973	17,205	17,582	17,880	18,205	18,539	18,849	19,137
Surinam 0-24	307	302	286	284	270	273	263	260	262	260	251	243
Surinam 25-49	285	301	308	315	322	319	322	320	306	322	310	308
Surinam 50+	93	100	113	127	138	146	145	152	157	169	168	179
Antilles/Aruba 0-24	427	451	478	466	440	429	425	420	430	435	431	410
Antilles/Aruba 25-49	409	432	429	443	438	432	429	438	424	405	427	430
Antilles/Aruba 0-24	72	81	93	116	133	139	146	157	161	172	180	190
Turkey 0-24	1,048	1,099	1,146	1,170	1,173	1,158	1,149	1,145	1,133	1,150	1,139	1,118
Turkey 25-49	956	984	1,017	1,068	1,122	1,129	1,134	1,151	1,162	1,158	1,177	1,174
Turkey 50+	287	297	298	306	312	312	323	345	362	375	416	435
Morocco 0-24	716	737	769	824	839	835	861	864	854	825	833	821
Morocco 25-49	475	501	532	555	588	592	616	640	627	625	635	664
Morocco 50+	206	210	214	222	227	240	236	244	260	263	278	286
Western 0-24	1,926	1,979	1,979	2,073	2,063	2,064	2,023	2,099	2,096	2,162	2,221	2,264
Western 25-49	3,650	3,702	3,817	3,806	3,771	3,695	3,675	3,681	3,637	3,611	3,538	3,590
Western 50+	2,957	3,003	3,067	3,139	3,172	3,216	3,213	3,256	3,289	3,324	3,359	3,382
Other non-western 0-24	1,421	1,511	1,724	1,823	1,827	1,854	1,823	1,750	1,741	1,769	1,774	1,758
Other non-western 25-49	1,516	1,642	1,752	1,819	1,919	1,885	1,880	1,863	1,857	1,970	2,001	1,965
Other non-western 50+	175	197	231	271	307	332	355	381	433	469	512	553
Total	33,720	34,962	36,279	37,453	38,012	38,194	38,384	38,843	39,148	39,680	40,089	40,603

Source: Statistics Municipality Nijmegen

People of Moroccan descent (first and second generation) are most often lowly educated: in 2007, 55 percent did not obtain a lower secondary vocational degree (ISCED 2) (Table 26). For people with a Turkish background, this was 45 percent. Residents in Nijmegen with Antillean or Surinamese roots were clearly higher educated (respectively 30 and 20 percent). The high percentages for Moroccans and Turks can partly be explained by the

fact that the first generation of immigrants have had very low or even none education in their home country. Considering the religious background of immigrants, it is known that 55 percent of all non-western immigrants are an adherent of some faith.

Table 26 - Mean age by ethnic background first generation allochthones(2010)

	Mean age
Surinam	48.6
Netherlands Antilles	41.5
Aruba	18.5
Turkey	44.2
Morocco	43.3
Greece	46.1
Italy	37.4
former Yugoslavia	43.6
Cape Verde	41.9
Portugal	33.7
Spain	35.2
Tunesia	42.1
Vietnam	42.3
Iraq	35.4
Iran	39.6
Somalia	29.0
Ethiopia	36.6
former Dutch East Indies	73.1
Indonesia	45.9
China/Hongkong	38.1
Germany	37.4
Belgium	41.3
Great Britain	44.2
France	33.1
other western	36.7
other non-western	35.5
eticiteitonbekend	45.4
Total	40.8

Source: Statistics Municipality Nijmegen

In total, there were 4,045 first generation non-western allochthones aged 25 to 40 years in 2011 - 20 percent of the entire first generation population - while this was 4,563 in 2000 and 4,748. So, despite the increase in immigration the last few years, the amount still has declined, which is because emigration also has increased in this period.

Table 27 - Educational level by country of origin

	Morocco	Turkey	Antilles	Surinam
% lowly educated	55	45	30	20

Source: Statistics Municipality Nijmegen

Labour market

The labour participation of first and second generation allochthones has increased, but it remains lower compared to autochthones. In 2000, the net labour participation among this group was 53.5 percent and in 2011 this was 54.1 percent (Table 2). Especially the labour participation among female immigrants is low: 46.9 percent in 2011, while being 60 percent for male immigrants. Also, among people with a non-western background, the

amount of unemployed jobseekers is much higher than among autochthones. Between 2003 and 2011, there is no clear trend visible: it cannot be said that allochthones are becoming more or less unemployed. However, it looks like economic downturns affect these people more than autochthones. While 3.6 percent of people with Dutch roots are unemployed jobseekers, this is 9.5 percent for Surinamese, 11.9 percent for people coming from the Antilles or Aruba, 12.4 for Turks and 13.2 percent for Moroccans (Table 5). However, the highest chances of being unemployed are seen for African (although there are some country differences) and Afghan allochthones. Almost inevitably, this means that these groups also are more likely to receive benefits. While 2.2 percent of autochthones in Nijmegen is given a social assistance benefit (WWB), this is almost 9 percent among the Turkish minority and circa 10 percent for people with an Antillean or Moroccan background (Table 11). For the remaining non-western countries, including for instance Africa, Afghanistan, Iraq and Iran, the percentage is even 12 percent. Also figures about income show the disadvantaged position of many immigrants: the income for people with a non-western background in Nijmegen (including second generation allochthones) was 16,500 Euro per person per year in 2005 and has increased to 19,300 Euro in 2009 (Table 7). This increase is slightly higher for the former it was for the latter, although the gap between allochthones and autochthones was still 10,000 Euro in 2009.

Housing market and segregation

On average, almost 45 percent of all the inhabitants of Nijmegen own their dwelling. For allochthones, it is much harder to buy a house. More than 80 percent of first generation immigrants from Morocco, Iraq and Somalia are living in a rental dwelling. For Turkish, Antillean and Iranian allochthones this is circa 70 percent. 65 percent of all first generation non-western immigrants are housed in a building owned by a housing association. Thus, it is obvious that most allochthones have to rely on the rental sector instead of the home-buying sector. Moreover, even if they are house-owner, the value of their real estate is much less than the average native Dutch.

Although it is debated, there are some areas in Nijmegen where the proportion of (first and second generation) immigrants is increasing, leading to more concentrated neighbourhoods. Between 2000 and 2006, the proportion of neighbourhoods with more than 15 percent first and second generation allochthones increased from 55 percent to 67 percent. Yet, there are no neighbourhoods where ethnic minorities have become the majority. Because less expensive houses are overrepresented in some neighbourhoods, and immigrants often have less income than autochthones, a specific pattern persists. Thus, it is seen that the proportion of allochthones (first and second generation) is higher in especially the west and south of Nijmegen. This includes the city parts *Zuid*, *Oud-West*, *Nieuw-west*, *Dukenburg* and *Lindenholt* (see Figure 1). Here the respective figures are 16, 17, 19 and 16 percent (Table 28). There are 9 neighbourhoods with those city parts where the percentage is higher than 21 (of a total of circa 44 neighbourhoods). People from the Turkish minority live especially in the city parts *Oud-West* and *Zuid*. A high proportion of Moroccans can be found in *Dukenburg* and *Oud-West*. Antillean/Aruban allochthones live mostly in *Dukenburg* and *Lindenholt*. Often, within the city parts, these ethnic groups are more or less spread over the area. Most problematic neighbourhoods are *Hatert*, *Neerbosch-Oost* and *Lindenholt*, which are characterised by a very high proportion of rental houses, lower household incomes, and more "low chance" children on school (for example children with language problems). In some neighbourhoods we see particularly high proportions of allochthonous youth, for example 40 percent in *Neerbosch-Oost*.

Figure 1 - City parts and neighbourhoods of Nijmegen

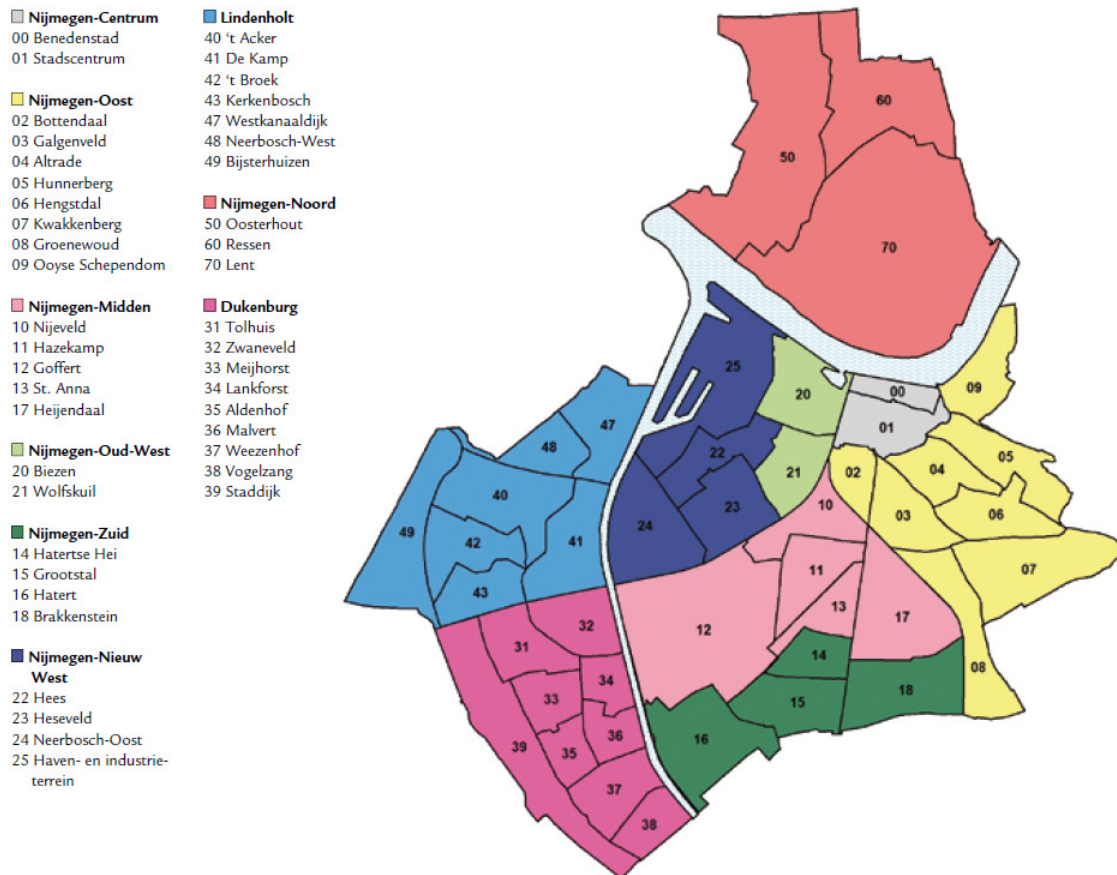


Image source: <http://www.nijmegen.nl>

The neighbourhood with the highest percentage of allochthones is Meijhorst (31.6 percent). The main problems these neighbourhoods are dealing with are drugs dealing, youth nuisance and violent crimes. Although persistent problems do exist in several neighbourhoods in the city, it does not seem to increase during the last ten years. In almost every part of the city, residents think that there is less robbery, burglaries and theft in their neighbourhood. Also perceptions of insecurity has stayed more or less stable or even got slightly better. Reports of nuisance (whether it be neighbours or youth) have not really changed the past years too. Only a few problematic neighbourhoods have shown signs of increased youth problems (*Meijhorst*, *Neerbosch-Oost*). Moreover, the social climate has improved in many neighbourhoods, although in the areas with a high concentration of problematic social groups, community attachment is less strong than in other neighbourhoods. Most troubling however, is the stagnation of ethnic groups in income and educational performance, especially Moroccans and in less extent Turks.

Looking at numbers of discrimination reports, there seems to be not many tensions between native residents and people with an ethnic background. Still, the voting behaviour of residents in the concentrated neighbourhoods could point at dissatisfaction with the ethnic concentration. During the last municipal elections in and the national elections in 2010, many votes in these areas went to the extreme right party *Partij Voor de Vrijheid* (PVV), led by the populist Geert Wilders and known for its anti-Islam standpoints. Still, interethnic conflicts are seldom reported in the local media. In 2007, in the neighbourhood *Meijhorst*, tensions among mainly youth of Moroccan descent resulted in several violent acts, such as the burning down a youth centre.

Table 28 - Allochthones (including second generation) by city part

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Nijmegen-Centrum	5.2	5.4	5.9	5.8	6.0	5.9	6.1	6.1	6.0	6.1	6.2	6.4
Nijmegen-Oost	5.9	6.0	6.4	6.3	6.6	6.5	6.3	6.1	6.1	6.3	6.4	6.3
Nijmegen-Oud-West	15.1	15.9	17.0	17.4	17.2	17.1	16.6	16.2	16.2	16.3	16.4	16.0
Nijmegen-Nieuw-West	12.9	13.6	14.6	15.3	15.9	15.9	16.4	16.5	16.8	17.3	17.8	17.8
Nijmegen-Midden	9.2	9.8	10.0	10.2	10.5	10.5	10.4	10.2	10.0	9.9	10.0	10.2
Nijmegen-Zuid	9.5	10.2	10.6	11.4	11.8	12.1	12.2	12.4	12.5	12.9	13.5	13.7
Dukenburg	14.9	15.9	16.6	17.3	17.6	17.7	18.2	18.6	18.9	19.2	19.0	19.2
Lindenholt	13.4	13.8	14.5	15.2	15.3	15.5	15.2	15.4	15.5	15.8	15.9	15.9
Nijmegen-Noord	1.7	3.2	4.2	4.3	4.4	4.5	6.1	6.9	6.9	7.3	7.7	7.7

Source: Statistics Municipality Nijmegen

Table 29 - Dwellings by type, by country of origin (2011)

	Low rise rent	Low rise buy	apartment rent	apartment buy	type unknown
Surinam	34.0	33.0	26.2	3.5	3.3
Netherland Antilles	35.2	16.1	37.3	2.8	8.6
Aruba	32.2	10.2	10.2	10.2	37.3
Turkey	49.5	24.1	20.0	4.5	1.9
Morocco	54.5	12.6	29.7	1.5	1.7
Greece	23.9	19.9	23.3	9.1	23.9
Italy	15.8	24.0	17.5	11.2	31.4
former Yugoslavia	36.9	24.1	30.5	5.1	3.4
Portugal	11.3	39.4	21.1	7.0	21.1
Spain	13.1	19.0	11.8	7.2	48.9
Vietnam	46.7	32.7	13.5	2.5	4.7
Iraq	44.7	11.4	29.7	3.7	10.5
Iran	31.5	22.2	36.9	3.6	5.9
Somalia	32.6	4.0	38.1	3.7	21.6
former Dutch East Indies	36.1	27.7	28.4	3.7	4.2
Indonesia	25.4	36.9	21.8	7.4	8.5
China/Hongkong	26.1	31.3	20.5	6.7	15.5
Germany	16.3	23.4	22.7	12.6	25.1
Belgium	11.2	34.0	17.9	11.9	24.9
Great-Britain	23.0	31.7	16.8	14.9	13.6
France	11.8	25.9	12.9	11.8	37.6
other western	16.4	29.7	20.3	13.3	20.3
other non-western	28.7	22.1	29.7	7.0	12.5

Source: Statistics Municipality Nijmegen

Table 29 shows differences in type of dwelling by country of origin. Especially people of Moroccan and Turkish descent live in low rise rentals. However, Turks are more frequently home-owners of buy houses than Moroccans. Recent migrants groups, such as Iraqis, Iranians and Somali are more often found in apartment rentals. Western immigrants are more wealthy on average, which is reflected in the proportion of owner-occupied houses.

3.2. Public regulation

As can be read in the Amsterdam City Report, all (non-EU) immigrants are required to complete and pass a so-called "integration course" (*inburgeringscursus*), which is stated in the Integration Act (*Wet Inburgering*, or WI) of 2007. Since 2007, integration/language courses could also be offered by private companies or organisations. In Nijmegen, one can attend courses at the University, the Regional Educational Centre, but also at a few

foundations and privately held companies. Several libraries have information points and offer some help with learning the Dutch language. It depends on the particular case of the immigrant whether the entire *inburgeringscursus* is paid by the municipality - sometimes, immigrants have to pay partly for the services.

Other than the compulsory *inburgeringscursus*, in the Netherlands, there are no welfare programs targeting allochthones in specific.⁶ However, in Nijmegen, between 2006 and 2008, there was particular attention for developing local policy for people with a Dutch-Antillean background as part of a national project. Since 2009, these experiences inspired the development of policy for people from the Moroccan minority. In collaboration with a platform of Moroccan self-organisations, the municipality has described and analysed the problems that persist within the Moroccan community. Now, Nijmegen participates in a national arrangement of twenty municipalities in order to create a specific policy on Moroccan minorities. One of the measures they would like to implement is an experiment to oblige Moroccan parents to participate in parent meetings on secondary school. They also would like to work with role models. Again, several other organisations are being involved in this project, including third sector organisations.

Third sector organisations offer help to allochthones. One locally well-known welfare organisation, *Interlokaal*, has four locations in different city parts and has many clients, especially migrants, who come for all sort of problems. For instance, people want help with filling in tax forms, or are having problems with payments. Also, they assist people with low income on how to benefit maximally from the arrangements available for them. The professionals at *Interlokaal* will help clients directly or, in the case of specific or serious problems, they will send them to other, specialised organisations, with which they closely collaborate - such as social work or the municipality. The municipality funds this foundation and several projects the foundation carries out. Also *Tandem Welzijn*, a large local welfare organisation provides different kinds of help in the form of International Women Groups, Neighbourhood Centres and all kinds of courses. Many times, also housing associations are involved, in the sense of funding or collaboration between professionals.

4. TRENDS IN THE HOUSING FIELD

4.1. Socio-economic trends

In 2000, there were circa 65,000 dwellings in Nijmegen (Table 30). Almost 62 percent of these dwelling were rentals. Five years later, the housing stock increased with more than 2,000 houses. The proportion of rentals decreased to 57.5 percent (almost 1,400 dwellings), as a result of neighbourhood restructuring. Obviously, the amount of privately owned houses increased, with almost 2,500 low rise buildings and 1,400 apartments. In 2011, Nijmegen counted over 70,000 dwellings. 34 percent consisted of privately owned low rise buildings, 25 percent of low rise rentals, 11 percent privately owned apartments and 31 percent rental apartments. 4,500 housing units have a communal kitchen and/or bathroom, and are usually occupied by students. Furthermore, the average value of real estate prices have increased, from 185,500 Euro in 2005 to 223,200 in 2010, but decreased in 2011 to 219,000 Euro (Table 31). This follows the national trend in housing prices. The stock of social rental houses in Nijmegen is relatively large - 42.9 percent of all rental houses. Only Amsterdam and Rotterdam have a higher proportion of social housing. The housing stock of social housing associations increased slightly between 2002 and 2006, from 29,268 to 30,483, but then decreased to 29,650 in 2011 (Table 32). In some neighbourhoods, the proportion of corporate buildings even exceeds 70 percent (*Nije Veld, Haterten Meijhorst*). More than 90 percent of all social housing has a rental price under

⁶ Note that asylum seekers are considered a separate category. Special welfare policies (such as prioritised housing for instance) do apply to this particular group, see paragraph 4.2.

512 Euro. The renting prices have increased substantially the past ten years. In 2002, the average price for a house in possession of social housing associations was 328 Euro per month, while in 2011 the average rent is 431 Euro per month (Table 33). Of course a part of this increase is due to inflation corrections, but the main reasons for this trend are the demolition of old, cheap houses and the construction of newer, more luxurious apartments.

Table 30 - Amount of private dwellings by type

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Low rise rent	19,055	18,873	18,894	18,731	18,083	17,780	17,879	17,697	17,677	17,276	17,423	17,105
Low rise buy	19,304	20,081	20,360	20,907	21,347	21,755	22,085	22,999	23,047	23,417	23,899	24,053
low rise unknown	136	232	294	45	50	22	48	35	33	7	5	4
apartment rent	21,224	21,248	21,309	21,214	21,033	21,056	20,962	21,402	21,386	21,455	22,014	22,183
apartment buy	4,945	5,145	5,117	5,441	5,697	6,337	6,627	7,043	7,089	7,498	7,866	8,046
apartment unknown	70	94	201	67	95	33	39	86	83	11	11	11
type unknown	701	479	477	471	452	549	550	554	551	531	511	502
Total	65,435	66,152	66,652	66,876	66,757	67,532	68,190	69,816	69,866	70,195	71,729	71,904

Source: Statistics Municipality Nijmegen

Table 31 - Average real estate prices

	2005	2006	2007	2008	2009	2010	2011
average real estate price	185,500	185,900	202,700	202,200	222,600	223,200	219,000

Source: Statistics Municipality Nijmegen

Table 32 - Housing stock social housing associations

	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
amount of dwellings possessed by social housing associations	29,628	30,206	30,179	30,483	30,394	30,314	30,126	30,126	30,016	29,640

Source: Statistics Municipality Nijmegen

Table 33 - Average renting prices of social renting houses (Euro per month)

	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
average rent	327.8	.	354.5	364.8	378.7	385.6	393.6	405.1	420.9	430.7

Source: Statistics Municipality Nijmegen

As in Amsterdam, in Nijmegen, the last ten years the demand for houses has always been higher than the provision. Building in the last few years has not been sufficient until so far, though the municipality plans on building an adequate number of dwellings in the next decennium. The housing market in Nijmegen has been labelled as "tense"(Gemeente Nijmegen 2009). For the period 2009-2020, there should be build 11,500 dwellings in order to meet the demand. There is especially a lack in student rooms and affordable housing for "starters" on the housing market. Because students are not able to move to desired neighbourhoods, they stay longer in their little apartments than necessary, making it difficult for new students to rent a room. The chances to succeed on the rental market have fallen back in the past ten years and are now the lowest ever. Families with children though, in the vast majority, manage to live in low rise buildings, not in apartment flats (88 percent in 2009). Also, to change from renting to buying is for many people difficult

because the housing prices are too high, especially for the lower and middle-income households.

How social houses are allocated, is written in the *Regionale Huisvestingsverordening*. Social landlords are legally bounded to this regional regulation. If one would like to rent social housing in Nijmegen, he or she should register at Entree, an organisation which covers all social landlords in the region. After registration, it may take up to nine years to have a chance receiving a dwelling one applies for, although it differs per area and type of dwelling. The registration duration, also called "measuring time" (*meetijd*), is the most important variable in allocating a house. However, housing associations can make exceptions in circa 30 percent of their housing stock, for example excluding single person households or households with children. Since the EU ruling (*see country report*), the social landlords also need to assign at least 90 percent of all social housing to households with a maximum income of 33,614 Euro, finding affordable houses has become more difficult than ten years ago. The selling of social dwellings, the restructuring of neighbourhoods (which includes the demolishing of social dwellings) has only increased the pressure on the social housing market. Also, since 2002, the possibilities for people in the region to register for social housing in Nijmegen were expanded, which increased the demand. Additionally, there are fewer houses for rent in the lowest category. In 2009, of the 100 households with a WSM income only twelve could find a suitable dwelling which illustrates the difficulties for low income households on the social housing market.

On average, allochthones have to wait less than autochthones in order to receive a dwelling that is satisfactory - while the former wait on average seven years, it is five years more for the latter. This is partly because people with a non-western background often are looking for a big, affordable house, while they are registered for a shorter period on average. This means that they respond to houses in less popular neighbourhoods. Unfortunately, a side-effect of this is that these neighbourhoods do not overcome their concentration of migrants. It is even debated if housing associations are exacerbating segregation and that they do too little to spread low incomes and ethnic minorities over the city. However, the fact that social housing is concentrated in particular neighbourhoods is the main reason that remain or even become more segregated.

Another problem arising from the difficult access to social housing, is housing fraud - low income (immigrant) households who have no chances on the buying market and are not entitled to social housing, could end up in illegal practices in the private sector. Housing fraud refers to renting a dwelling that does not meet fire safety requirements, or sharing a house with too many other individuals. In big cities, such as Amsterdam, it is known that this is a problem, but investigation also pointed out Nijmegen as a "risk city" as it comes to housing fraud. This is mainly because the increase of labour migrants from East Europe is stressing the rental sector even more. Actual figures on overcrowding are difficult to assess. In the years between 2007 and 2010 the municipality of Nijmegen started ten juridical cases against overcrowding through illegal renting by foreigners.⁷ In seven of the ten cases it concerned Polish people. Only once the municipality indeed evicted the tenants. Regarding homelessness, reliable figures are also hard to find. One estimate is that circa 800 in the region of Nijmegen are residential homeless, while circa 150 to 200 people are factual homeless (Onderzoek en Statistiek Gemeente Nijmegen 2010). Residential homelessness refers to people who are registered at social help organisations, while factual homelessness regards people who actually live on the streets and sporadically spend a night in a shelter. Organisations estimated that in reality there were 1100 people

⁷ Letter from the mayor to the council, available online: http://www2.nijmegen.nl/mmbase/attachments/974440/R20100915IS_d19_Burgemeester_overneming_en_illegale_kamerverhuur.pdf

without a dwelling of their own. According to specialists, the homeless population in Nijmegen is growing, in particular homeless Eastern-Europeans and homeless youth.

4.2. Public regulation

In the Netherlands, housing associations are responsible for the distribution of social housing. Housing allowances for renters and tax deductions for homeowners are regulated through the national tax offices (*see country report for further details on the responsibilities of different actors in the provision of housing and recent policy changes*). To be eligible for such a "housing allowance" (*huurtoeslag*), the rent that one pays per month must not exceed 652.52 Euro and one cannot have an income higher than 21,625 in case of single person households, or higher than 29,350 in case of cohabitation. For the elderly (older than 65), the maximum income for single person households is 20,325 Euro, and 27,750 Euro in case of cohabitation. The amount of housing allowance that is granted, though, has recently been reduced. Besides, in the private rental sector, the price of the rent is often higher than 652 Euro, whereby people are not entitled to receive such an allowance. In Nijmegen, 17,621 requests for housing allowances were granted, circa 200 grants more than in 2006 (Table 34). As said, the renting prices went up, but the average size of the allowances also increased: in 2006, households eligible for housing allowances received 1,614 Euro per year and in 2008 this was 1,708 Euro per year. For people who are in very problematic situations, a so-called "urgency status" exists. This is only for people who involuntarily have become in need of a house and cannot solve the problem because of financial issues and are not registered less long than nine years. The housing need must be so urgent that the current situation cannot persist more than four months. An application for urgency will then be judged by a commission.

Table 34 - Housing allowances

	1998	1999	2000	2001	2002	2003	2004	2005	2006*	2007	2008
total grants housing allowances until 2006	16,788	16,890	16,659	15,755	15,096	15,920	16,161	16,528	15,861	-	-
total houses eligible for housing allowances	62,605	64,254	64,645	65,206	65,908	66,194	66,186	66,564	67,990	-	-
% grants of total housing stock	26.8	26.3	25.8	24.2	22.9	24	24.4	24.8	23.3	-	-
average housing allowance (Euro per year)	1,373	1,420	1,445	1,501	1,560	1,571	1,642	1,621	1,690	-	-
grants housing allowances from 2006	-	-	-	-	-	-	-	-	17,317	17,532	17,621
average housing allowance (Euro per year)	-	-	-	-	-	-	-	-	1,614	1,632	1,708

* In 2006, the law on housing allowances changed slightly

Source: Data Wonen, Ministry VROM

As in Amsterdam (see Amsterdam City Report), some housing associations are offering houses via the concept "*Koopgarant*" (or by another comparable concept) at a reduced price (up to 30 percent of its market value), and guarantee that they will buy it back if the home owner would like to sell it. Another housing association offers a subsidy on the mortgage if social housing renters would like to buy their house. They also put former social housing for sell and offer cost reductions for people buying their first house. Yet, even if the monthly installments are affordable for lower incomes, it remains very difficult to obtain a mortgage from the banks because of (too) strict requirements.

Housing associations arrange several things in order to deal with housing problems. For instance, *Talis* and *StandvastWonen* provide so-called neighbourhood managers. Also, the municipality has appointed their own neighbourhood managers in all the neighbourhoods of Nijmegen. Other assistance the municipality offers regarding housing problems is help with the repayment of debts and granting loans or subsidies for people who have moved but have little money to buy furniture and necessary electronic equipment. Then, there are several other organisations that help people dealing with (serious) housing problems. These are mainly foundations. Among them are *Driestroom*, *Dichterbij*, *Iriszorg* and *MEE*, all being organisations for people with mental or physical handicaps. They sometimes perform as intermediary actors between a tenant and a housing association- they can rent a dwelling for someone who needs help, while the tenant has to meet some demands from the organisation - for example, to assure no drugs will be used in the dwelling. Furthermore, there are seven "neighbourhood teams", consisting of the police force, Social Work Nijmegen (*NIM*), the "Call center special care" and housing associations. This project started in 2009 and is funded by the Province Gelderland and is meant for the more disadvantaged neighbourhoods in the city. If more parties of such a team signal problems with a household, this will result in a help plan or even in deploying a family coach. An evaluation in June 2011 gave ground for continuing the project. Furthermore, several tenant organisations exist throughout the city. Sometimes, these are supported by *Tandem Welzijn* or housing associations, but in other cases they are completely self-organised.

For refugees specific housing regulations apply. When they come to the Netherlands and apply for asylum and wait for the procedure, they will live in an asylum seeker centre (AZC). These are spread all over the country. From the moment they acquire a residence permit (*verblijfsvergunning*), they may apply for houses throughout the country by an internet database provided by the Central Agency for Reception of Asylum Seekers (COA). They can set preferences for the houses that are presented to them, but if they wait too long with making a choice, COA will make them one final offer which may not be refused. In practice, refugees often do not receive their house of preference, especially because the big cities are the most popular to live in. The longer the duration of the stay in the asylum the more chance one will receive the house of preference. In some situations, one could be appointed a "placing criteria" which will heighten the chance of getting a dwelling, namely if one already has a job in some region, is following an education, having medical issues, or having family already living in the region. The dwellings on the database are made available by municipalities and are all owned by social housing associations. If a house is granted, the municipality will also lend money for decorating the house and buying necessary electronic equipment. Although this will assure someone has all the basic provisions, it also makes that he or she will start with a debt right away.

Since Nijmegen has an AZC in the city, this probably increases the amount of refugees willing to live in the city, once they get their residence permit.

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THE WILCO PROJECT

Full title: Welfare innovations at the local level in favour of cohesion

Acronym: WILCO

Duration: 36 months (2010-2013)

Project's website: <http://www.wilcoproject.eu>

Project's objective and mission:

WILCO aims to examine, through cross-national comparative research, how local welfare systems affect social inequalities and how they favour social cohesion, with a special focus on the missing link between innovations at the local level and their successful transfer to and implementation in other settings. The results will be directly connected to the needs of practitioners, through strong interaction with stakeholders and urban policy recommendations. In doing so, we will connect issues of immediate practical relevance with state-of-the-art academic research on how approaches and instruments in local welfare function in practice.

Brief description:

The effort to strengthen social cohesion and lower social inequalities is among Europe's main policy challenges. Local welfare systems are at the forefront of the struggle to address this challenge - and they are far from winning. While the statistics show some positive signs, the overall picture still shows sharp and sometimes rising inequalities, a loss of social cohesion and failing policies of integration.

But, contrary to what is sometimes thought, a lack of bottom-up innovation is not the issue in itself. European cities are teeming with new ideas, initiated by citizens, professionals and policymakers. The problem is, rather, that innovations taking place in the city are not effectively disseminated because they are not sufficiently understood. Many innovations are not picked up, because their relevance is not recognised; others fail after they have been reproduced elsewhere, because they were not suitable to the different conditions, in another city, in another country.

In the framework of WILCO, innovation in cities is explored, not as a disconnected phenomenon, but as an element in a tradition of welfare that is part of particular socio-economic models and the result of specific national and local cultures. Contextualising innovations in local welfare will allow a more effective understanding of how they could work in other cities, for the benefit of other citizens.