

## Summary

### **The Netherlands Migration Monitor 2013**

This study has compiled an overview of the size, the distribution in terms of origin and destination countries, and the demographic composition of the main types of migration (labour, family, study and asylum). Additionally, a separate chapter looks at intra-EU migration. In describing the different types of migration, the study also discusses their development over time and the reasons for such developments, with an emphasis on the period from 2000 through 2011. This has resulted in five thematic chapters that each addresses a specific type of migration. This summary presents the main findings per type of migration, with particular attention for recent developments in the total inflow of migrants, as well as for potential future developments.

#### **Main findings per type of migration**

##### **Labour migration**

In the year 2007, the Dutch labour market opened to persons from Central and East European countries that had joined the EU in 2004. Due to the large inflow of labour migrants from these countries, labour migration once again became the main reason for non-Dutch citizens to migrate to the Netherlands. Labour migration jumped from around 16,000 in 2004 to almost 42,000 in 2008. After a slight decline in 2009, possibly on account of the deteriorating economic situation in the Netherlands, in recent years the figures are again showing an increase. The last time that labour migration was the main migration reason was in the first half of the 1970s, when guest workers from Mediterranean countries migrated to the Netherlands to fill the vacancies at the bottom of the labour market. Besides the difference in origin countries, another difference between today and the three decades following the Second World War is that a larger proportion of migrants now consists of higher educated people. The number of labour migrants has not only increased in absolute numbers, but they also form a comparatively larger share of the (non-Dutch) immigrant population. Since 2000 this share has virtually doubled, going from 21% in 2000 to 40% in 2011.

Of the labour migrants from the new member states, the proportion of Poles is likely to decrease and the number of Bulgarians, Romanians and Hungarians will increase. On account of the converging levels of welfare and the fact that the greying of the population will also have a major impact in countries to the east of the former Iron Curtain, in the long term this labour migration will probably decrease substantially. This raises the question whether, by that time, the Netherlands will also need to let in workers with low and intermediate education levels from outside the EU. In October 2004, the so-called knowledge migrant policy took effect with the purpose of encouraging the immigration of highly educated individuals. Offering a quick, clear and easy procedure, the policy is intended to make it more attractive for knowledge migrants to settle in the Netherlands. Between the initial implementation of the knowledge migrants policy in 2004 through the year 2009, over 30,000 residence permits were granted with the designation of 'knowledge migrant'. The trend in the number of knowledge migrants corresponds with that in the total number of migrants: an annually increasing line through 2008, a decline in 2009, and again an increase in 2010 and 2011. The specific composition of the group of knowl-

edge migrants in terms of nationality, in which the large and growing number of Indian migrants stands out, appears to indicate that the knowledge migrant policy is attracting a new target group from non-Western countries.

### **Family migration**

Total annual family migration figures remained fairly steady until the end of 2003 (averaging approximately 35,000 people a year), to drop to a significantly lower level in the years 2004 through 2006 (averaging around 25,000 people a year). This drop can probably be attributed to the new policy measures that took effect in November 2004 with the purpose of limiting family migration. Especially the number of family reunification migrants from Turkey and Morocco, the two countries that accounted for the largest number of family migrants in the period from 1995, decreased sharply after 2003. Family migration among people with Poland as origin country, on the other hand, has increased significantly since 2003, and since 2006 Poland is the country where most family migrants originate from. The increase in the number of family migrants from Eastern Europe, but also the increased family migration from countries where relatively many asylum and knowledge migrants originate from, has resulted in a substantial increase in the total number of family migrants to the Netherlands, from 2007 onwards.

The number of migrants that travelled to the Netherlands for the purpose of family reunification remained fairly stable in the years 2005 through 2011, at a level of some 10,000 a year. The number of family formation migrants to the Netherlands, on the other hand, dropped by almost half, to 7000 in 2011. This drop can probably be attributed to the policy measures mentioned above, implemented as from 1 November 2004.

Anticipated trends in family migration to the Netherlands can be influenced by several factors. The main factors are future labour and asylum migration and Dutch admission policy. The developments involving 'guest workers' from Turkey and Morocco since the 1970s demonstrate how labour migration can result in family migration. Still today, these two countries are the source of a sizeable number of family migrants. Thus, in 2011 around 4000 family migrants from Morocco and Turkey arrived in the Netherlands. The expansion of the EU in 2004 and 2007 has resulted in a new flow of labour migrants to the Netherlands, raising the question whether the migration behaviour of these new labour migrants will come to resemble that of the Turkish and Moroccan labour migrants (who generally stayed in the Netherlands and thus triggered a new flow of migrants to the Netherlands, the family reunification migrants), or that of the Spaniards and Italians who came to the Netherlands in the 1960s and 70s, and who largely returned to their country of origin. For now, it appears that East European labour migrants show a stronger tendency to return to their origin country (over time, the alternative for family migration<sup>109</sup>) than Turkish and Moroccan migrants.

Developments in asylum migration can also have a substantial effect on family formation and reunification. In its policy-making, the Dutch government therefore takes this category of family reunification migrants into account. Obviously, the future size of this category of family migrants is closely related to the number of asylum migrants; but it is difficult to predict the prospective inflow of asylum migrants.

Future trends in the areas of family formation and reunification also depend significantly on the Dutch family migration policy. At the end of 2009, the government

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<sup>109</sup> This is not entirely true of course, as migrants can also form relationships with inhabitants of the country or remain single.

announced supplementary measures in respect of family migration. These measures related to civic participation and integration, combating fraud and abuse, the 'Europe route', and the strengthening of emancipation. However, the scope for the Dutch government to curtail family migration by intensifying the admission criteria appear to be limited, given the increasing amount of regulation imposed on national governments by 'Brussels'.

### **Study migration**

Study migration has increased substantially in recent decades: increasingly more students follow an education abroad, for part of the curriculum or the full curriculum. International programmes such as the Erasmus programme have been an important stimulus for the international mobility of students in Europe. The international character of Dutch higher education is demonstrated by the growing number of international students travelling to the Netherlands to obtain a degree or part thereof (the Erasmus programme). Accordingly, the number of foreign students in Dutch higher education has increased in recent years. Compared to the number of foreign students in Dutch higher education in the academic year of 2004/2005 (28,200), in 2011/2012 this number had doubled to 56,100. The increasing availability of English-language education programmes possibly plays a role in this internationalisation of Dutch higher education.

The Netherlands especially accommodates diploma-mobile students from Germany (45%), but also from China (8%) and Belgium (4%). The strong growth in the number of students from Bulgaria and Greece is also notable. In more general terms, study migration from the new EU member states has grown more rapidly in the last six years than from the EU as a whole. Diploma mobility among Dutch students has also been growing since 2000/2001: steadily more Dutch students opt to pursue their studies abroad. Countries within the EU (especially the United Kingdom, Belgium, Germany and France) account for almost 80% of the total diploma mobility among Dutch students. The United States is another important destination country; since 2005/2006 more students study in the US than in Germany. The number of diploma-mobile Dutch students abroad grew from around 11,800 in 2000/2001 to almost 20,000 in 2010/2011. This growth was somewhat stronger than the growth in the number of people enrolled in Dutch higher education; on balance, the percentage of Dutch students studying abroad increased from 2.4% to 3.0%, which is still lower than the European average of 3.3%. From this perspective it may be said that the Dutch student shows a slightly increasing international orientation.

Study credit mobility among Dutch students in academic education has shown a declining trend since 2004/2005: an increasingly smaller percentage reports to have gone abroad during his/her studies for an internship or for part of the curriculum. In the domain of universities of applied sciences (Dutch: HBO), this percentage has grown slightly since 2004/2005. From this perspective, and contrary to the diploma mobility, it cannot be concluded that Dutch students show a greater international orientation.

The previous edition of the Migration Monitor expressed the expectation that study migration from the new EU member states of Bulgaria and Romania would increase further, once the free movement of people was fully implemented. Study migration from Bulgaria has indeed increased substantially, but for Romania no such trend has emerged so far.

The increasing offer of English-language education programmes in the Netherlands may be expected to stimulate a further migration of foreign students to the Netherlands. At the same time, the increasing offer of English-language programmes

abroad will likely encourage Dutch students to pursue their studies abroad. New initiatives on the part of the EU to further promote the mobility of students may intensify this process. The Netherlands now faces the challenge of retaining foreign study migrants for the Dutch job market.

### **Asylum migration**

Asylum seekers leave their country of origin because of armed conflicts and systematic violations of human rights. Poverty and natural disasters may also play a role. While a large part of the global refugee population seeks refuge in neighbouring countries or remains in the home country, a small part journeys to Europe,<sup>110</sup> North America or Oceania to apply for asylum. The number of asylum requests received by the Netherlands dropped significantly in the first years of the new millennium: from 39,000 in 2000 to slightly over 6000 in 2004. Since 2008 the number of first asylum requests has remained fairly stable at a level of 12,500 per year, although we do see a downward trend.

On the other hand, the number of asylum requests submitted within the European Union shows an increasing trend in recent years, caused mainly by the continuing high number of asylum seekers from Afghanistan and by the continuing conflict in Syria.

The size of the asylum migration flow to the Netherlands is difficult to predict and depends on a variety of factors which are largely beyond the Netherlands' own control. The 2014 budget for the Ministry of Security and Justice assumes 14,000 first and subsequent asylum requests in 2014 and the following years (TK 2013-2014, 33 750 VI, no. 2).

### **Intra-EU migration**

Since opening up the labour market in 2007 for people from the Central and Eastern European countries that joined the EU in 2004, migration within the EU (intra-EU migration) has become increasingly important, in quantitative terms. In 2004, 40% of the migrants arriving in the Netherlands came from another EU country. By 2012 this share had grown to over 55%, equalling some 90,000 people.

Given that EU citizens, since May 2006, no longer need to have a residence permit when settling in another EU member country, increasingly fewer of them report to the IND upon arriving in the Netherlands. After all, their right to stay is already assured. In consequence, for by far the majority of EU citizens (and hence a substantial proportion of the total number of non-Dutch immigrants) it is not clear what their reason for migration is. This is an important reason why the chapter on intra-EU migration examines the activities undertaken by EU citizens after arriving in the Netherlands. Which of them found a job and started working, which of them enrolled in an education programme? In this way we can collect information about reasons to migrate to the Netherlands from this quantitatively significant migration flow as well.

Besides an incoming flow of EU citizens to the Netherlands, there is also a substantial migration flow from the Netherlands to other EU countries. This flow has also become more significant in recent years, growing from 40,000 in 2004 to 60,000 in 2012. Nearly four out of every twenty people that left settled in the neighbouring countries of Belgium and Germany.

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<sup>110</sup> Europe is also faced by refugees from its own continent (for instance the former Yugoslavia).