

# **Migration and migration policies in the Netherlands 2006**

**Dutch SOPEMI -Report 2006**

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# Contents

<b>Contents</b>	<b>i</b>
<b>Preface</b>	<b>iii</b>
<b>Chapter 1 The changing Dutch immigration regime</b>	<b>1</b>
1.1 Towards a modern migration policy	1
1.2 Immigration and citizenship	3
1.3 Civic integration programmes	5
1.4 Policy on labour migration	9
1.5 Dutch asylum policy	14
1.6 Irregular migration policies	16
1.7 Return migration policies	18
<b>Chapter 2 Migration to and from the Netherlands</b>	<b>25</b>
2.1 Summary	25
2.2 Immigration to the Netherlands	26
2.3 Immigration by migration motive	36
2.4 Emigration from the Netherlands	40
<b>Appendix for Chapter 2</b>	<b>46</b>
<b>Chapter 3 Labour migration</b>	<b>55</b>
3.1 Introduction	55
3.2 Work permits	56
3.3 Granted residence permits for labour and highly skilled migrants ...	61
3.4 Labour migration policies for low and high skilled workers	64
<b>Appendix for chapter 3</b>	<b>66</b>

<b>Chapter 4</b>	<b>Developments in asylum migration</b>	<b>67</b>
4.1	Introduction	67
4.2	Asylum requests	67
4.3	Asylum requests in Europe	70
4.4	Granted asylum requests	71
4.5	Return and expulsion of asylum seekers	74
<b>Chapter 5</b>	<b>Foreign nationals and immigrants in the Netherlands</b>	<b>79</b>
5.1	Introduction	80
5.2	Numbers of non-Dutch residents and immigrants in the Netherlands	82
5.3	Some demographic characteristics of the immigrant population	87
5.4	Acquisition of Dutch citizenship	89
5.5	Undocumented immigrants in the Netherlands	92
<b>Appendix for Chapter 5</b>		<b>98</b>
<b>Chapter 6</b>	<b>Labour market integration of immigrants in the Netherlands</b>	<b>105</b>
6.1	Introduction	105
6.2	Level of education of non-Western immigrants	106
6.3	Employment and unemployment of immigrants	109
6.4	Non-Western immigrants and social benefits	114
6.5	Labour position of non-Western immigrants	117
<b>Appendix for Chapter 6</b>		<b>121</b>
<b>References</b>		<b>127</b>

# Preface

This is the sixth Dutch SOPEMI report compiled by a group of Rotterdam researchers associated with Ercomer-Rotterdam and the Rotterdam Institute for Social Policy Research (RISBO). This report was commissioned by the Dutch Ministry of Justice and the Dutch Ministry of Social Affairs and Employment. In the Netherlands the Ministry of Justice is responsible for both migration policies and immigrant integration.

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# The changing Dutch immigration regime

## 1.1 Towards a modern migration policy

In the years after the Millennium Change, the Netherlands was shaken by two political assassinations. In 2002, the popular politician and critic of the political establishment Pim Fortuyn was shot. In November 2004, a Muslim fundamentalist of Moroccan origin murdered the filmmaker Theo van Gogh. What both victims had in common was their criticism of Islam and the Netherlands multicultural society. Theo van Gogh, together with the then Member of Parliament Ayaan Hirsi Ali, had made the film *Submission*, designed as a fierce critic of the abuse of women in Muslim communities. Both tragic events only reinforced the already heated public and political debates about immigration and immigrant integration in the Netherlands since the Millennium change.

In these years (2002-2006), the successive centre-rightist cabinets Balkenende I, Balkenende II and Balkenende III governed the Netherlands. The first Balkenende cabinet included Christian democrats, liberals, and the followers of Pim Fortuyn. However, this cabinet fell within a year. The second Balkenende cabinet consisted of Christian democrats and two different liberal parties. This cabinet collapsed in 2006 over an immigrant issue, namely the commotion surrounding the Somalian-Dutch Member of Parliament Ayaan Hirsi Ali. After publicly stating on Dutch television that she had lied about her identity (her surname in fact was not Hirsi Ali, but just Hirsi) during her application procedure for gaining political asylum in the Netherlands, the then Minister of Immigration & Integration Rita Verdonk revoked Hirsi Ali's Dutch citizenship. This resulted in the fall of the second Balkenende cabinet since the parliamentary majority – including one of the coalition parties – rejected this decision. After the fall of Balkenende II, the Netherlands was governed for several months – up to the national elections of November 2006 – by a minority cabinet of Christian democrats and the remaining liberal party (Balkenende III).

What the three Balkenende cabinets had in common was their strict approach to issues of immigration and immigrant integration. In a nutshell: restrictive immigration practises and firm in promoting integration among immigrants and their children already living in the Netherlands. The Dutch cabinet's position during this period is reflected in various measures already mentioned in previous Dutch SOPEMI-reports, such as stricter income and age criteria for marital migration, a stricter approach to already existing compulsory language programmes and civic integration courses for newly arrived immigrants, and so on.

However, despite her generally reserved position vis-à-vis immigration the Balkenende II cabinet published a policy paper titled 'Towards a modern migration policy' (2006). This paper announced a general shift in Dutch immigration policies from a restrictive towards a selective approach. The paper argued that a more offensive and selective labour market policy is needed to attract highly skilled migrants:

*The Netherlands wants to have a dynamic knowledge-based economy, and acquire and maintain a good starting position in the 'battle for brains'. Labour migration policies for the top of the labour market must be selective and inviting, and must be applicable to all highly-qualified labour migrants that can deliver an important positive contribution to the Dutch economy and culture.<sup>1</sup>*

This modern migration policy is based on five tiers; three of them are related to labour migration. Tier I deals with temporary labour migration, tier II with study and regular labour migration and tier III with knowledge migration and highly skilled immigrants. The other tiers deal with family migration and migration (admission) on humanitarian grounds. This position paper symbolises the current shift towards a migration policy based on utilitarian principles. The Dutch government wants to attract immigrants who can contribute to the Dutch economy and society and who are able to support themselves.

We will summarize these policy developments and describe recent Dutch policy initiatives on immigration and citizenship (Section 1.2), Civic integration programmes for immigrants (Section 1.3), the policies on labour

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<sup>1</sup> Policy paper "Naar een modern migratiebeleid Notitie over de herziening van de reguliere toelating van vreemdelingen in Nederland" (2006, p. 3). (our translation)



immigration (Section 1.4), policies on asylum migration (Section 1.5), policies on irregular migration (Section 1.6) and return migration policies (Section 1.7).

## **1.2 Immigration and citizenship**

The Dutch cabinet has repeatedly stated that in her perception non-Western immigrants and their offspring (in the Netherlands mostly called the 'allochtonous' population) are insufficiently integrated into Dutch society. The present situation is deteriorating due to the continuous influx of new immigrants coming from non-Western countries. As noted in previous Dutch SOPEMI Reports, marital migration (also called 'family formation') and family reunification are, in particular, seen as problematic. As a result of ongoing marital migration, new and often poorly educated immigrants enter the Netherlands, where they have limited chances in the labour market. More generally, marital migration is often taken as evidence of the poor integration of immigrants into Dutch society. As long as young immigrants especially from Morocco and Turkey look for spouses in their countries of origin rather than in the Netherlands, they are not well integrated into Dutch society. Already in the Aliens Act (2000) various measures to limit marital migration and family reunification were taken. After that, the following new measures were added:

- the minimum age for marital migration was set at 21 years (also to prevent forced marriages) (it had been 18 years);
- the minimum income requirement for marital migration was increased from 100% to 120% of the official minimum subsistence level;
- marital migrants have to have a joint household;
- with the new Civic Integration Abroad Act (Dutch acronym: WIB) March 2006, foreign nationals between the ages of 16 and 65 coming to the Netherlands for marriage or family reunification as well as to reside here as a spiritual leader or religious teacher, must sit a civic integration test prior to entering the Netherlands. Only when they pass this civic integration exam, are migrants eligible for a provisional residence permit (Machtiging tot Voorlopig Verblijf (MVV) that is necessary to enter the Netherlands. The Civic Integration Abroad Act is described in more detail in the next section on civic integration in the Netherlands.

The Dutch cabinet also made several proposals in the field of citizenship. In order to restrict dual citizenship it wants to eliminate three of the five grounds that give exception to the general rule that immigrants must be prepared to give up their original nationality when becoming a Dutch citizen. Consequentially, if this proposal is adopted third-generation immigrants will no longer be able to obtain a foreign citizenship alongside their Dutch citizenship.

Another novelty in 2006 is the introduction of a national 'naturalization day' that gives the reception of Dutch citizenship a more ceremonial character. The first national 'naturalization day' was held on 24 August 2006; since October 2006 participation in the naturalization ceremony is compulsory. With this ceremony the Dutch state wants to emphasise the importance of obtaining Dutch citizenship. Furthermore, the aim of both proposed measures is to strengthen the immigrants link and loyalty to Dutch society rather than stress their own history and background.

In April 2003 the Act on Dutch Citizenship (Dutch acronym: RWN) was drastically revised. The most important changes compared to previous regulations are: (1) foreign nationals have to prove that they had a valid residence permit for the Netherlands for a certain period prior to the application of Dutch citizenship (previously foreign nationals only had to prove they have a valid residence permit at the moment of the application of Dutch citizenship); (2) a so-called naturalization test is introduced; and (3) the so-called option regulation is enlarged.

To obtain Dutch citizenship through naturalization foreign nationals have to satisfy the following conditions:

- You are of age.
- You have lived in the Netherlands, the Dutch Antilles or Aruba for an uninterrupted period of 5 years with a valid residence permit. This also means you have always extended your residence permit on time. There are a number of exceptions to this rule.
- You are sufficiently integrated in Dutch society and are able to read, write, speak and understand Dutch. You must prove this by taking a naturalization test.
- In the last four years you have not been given any custodial sentence, training order, community service order or high monetary penalty.
- You are prepared to give up your current nationality. If you do not give up your current nationality even though you are supposed to, your Dutch

nationality may be revoked. There are a number of exceptions to this rule.

- You have a residence permit for a non-temporary objective, such as family reunification.

These conditions, mentioned above, apply to the procedure of naturalization. However, foreign nationals that have lived in the Netherlands for a longer time or were born here (the second-generation) can apply for the so-called option regulation to obtain Dutch citizenship. The idea is that these non-Dutch nationals are already at home in the country. The option procedure has the advantage that there is no compulsory naturalization test, that foreign nationals can keep their own nationality (next to Dutch citizenship) and it is faster and cheaper than naturalization. The municipality of residence decides whether or not someone is eligible for the option regulation. There are a few exceptions to the general rule that foreign nationals have to renounce their own nationality when applying for Dutch citizenship. This rule does not apply to spouses (or unwed registered partners) of Dutch nationals, to recognized refugees, and to immigrants coming from countries that do not allow loss of citizenship (such as Morocco).

### **1.3 Civic integration programmes**

Since 1998, the Netherlands has a Civic Integration Programme for newly arrived immigrants ('newcomers'). Immigrants coming to the Netherlands are obliged to follow a language and integration course. The assumption is that by learning about the Dutch language and Dutch society, immigrants are better prepared to participate in Dutch society in general and the labour market in particular. However, the ultimate objectives of the civic integration programmes are more comprehensive: "The introduction programmes focus on the skills immigrants need if they are to be able to take part in Dutch society and build an independent life for themselves here, i.e. mastery of the language and knowledge of the society, particularly of the values and norms in our country. The introduction programmes are the start of an integration process that ultimately leads to the fully-fledged citizenship they share with the rest of the Dutch population."<sup>2</sup>

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<sup>2</sup> Ministry of Justice, 2005 Budget.

In 2006 and 2007, the Dutch civic integration policies were drastically changed.<sup>3</sup> The essence of the new measures is that the integration of non-Western immigrants is to be accelerated by making civic integration more compulsory. The changes are twofold. Firstly, the already mentioned Civic Integration Abroad Act that came into effect in March 2006. Secondly, a new Civic Integration Act (Dutch acronym: Wi) was introduced on 1 January 2007.<sup>4</sup>

#### *Civic Integration Abroad Act*

In March 2006 the Civil Integration Abroad Act (Dutch acronym: WIB) came into effect. In the terms of this Act, foreign nationals between the ages of 16 and 65 coming to the Netherlands for marriage or for family reunification as well as to reside here as a spiritual leader or religious teacher, must sit a civic integration test prior to entering the Netherlands. These newcomers need to have acquired basic knowledge of both the Dutch language and Dutch society before they arrive in the Netherlands. This knowledge will be examined by means of an exam, taken in the Dutch embassy or consulate in the newcomer's country of origin (or current country of residence) where the migrant applies for a provisional residence permit (Machtiging tot Voorlopig Verblijf [MVV]).<sup>5</sup> The new act may have significant consequences for admissions policies. Passing the civic integration examination abroad is, after all, a new condition for admission for foreign nationals that wish to come to the Netherlands for the reasons specified above. Only migrants that pass the test are eligible for a provisional residence permit that is necessary to enter the Netherlands. However, the Civic Integration Abroad Act does not apply to all foreign nationals that want to settle in the Netherlands. The exceptions are applicants who:

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<sup>3</sup> The following is largely based on: J. Klaver and A. Odé, *Inburgeren in Nederland*. In: SCP (2007: 47-71)

<sup>4</sup> This report mainly deals with the situation (policy and figures) of 2006. However at the request of the OECD some figures and policy measures of 2007 are mentioned.

<sup>5</sup> Prior to taking the exam, the newcomer has to pay a fee of 350 euro. Once payment has been received, an appointment to take the exam can be made with the Dutch embassy or consulate general in the candidate's country of origin or current country of residence. The exam is taken at a Dutch embassy or consulate. The exam abroad is considered as a basic civic integration exam, that is followed by further civic integration when arrived in the Netherlands. The exam abroad is taken orally, in Dutch. The exam consists of two parts. In part 1, knowledge of Dutch society is tested. A number of questions, based on an illustrated booklet, will be asked by telephone. Topics in this part of the exam are Dutch geography, history, and the political organization, the importance of learning the Dutch language, parenting and education, The Dutch health system, and so on. In part 2, knowledge of the Dutch language is tested. The candidate has to repeat some sentences, answer short questions and retell stories (only verbally).

### *The changing Dutch immigration regime*

- have lived in the Netherlands for at least eight years during the ages of compulsory education, i.e. between the ages of 5 and 15;
- have a diploma or other certificate showing that he/she is already sufficiently familiar with the Dutch language and society;
- are nationals of Suriname and can prove that they have undertaken basic education in the Dutch language either in Suriname or the Netherlands;
- are not required to obtain a MVV (including all immigrants coming from other EU countries);
- are family members of someone having an asylum-related residence permit; and/or
- are long-term resident third-country nationals as defined in Directive 2003/10992, if they have already fulfilled the integration conditions in the country where they were granted the status of EU long-term residents. A check is then to be made as to whether the applicant has passed the exam (IND/INDIAC, 2007b: 28-29).

### *The new Civic Integration Act (2007)*

In January 2007, a new Civic Integration Act (Dutch acronym: Wi) came into effect. The new Civic Integration Act replaces existing legislation and regulations concerning civic integration of both newly arrived immigrants ('newcomers') and of non-Western immigrants that have lived in the Netherlands for a prolonged period of time but are still insufficiently in command of the Dutch language (the so-called 'oldcomers'). One fundamental change in the new act is that civic integration is obligatory for both newcomers and 'oldcomers'. The latter category is defined as non-Dutch nationals between 18 and 65 years old living in the Netherlands, who did not live in the country during the time span for compulsory education (in the Netherlands from 5 to 17 years) for at least eight years. Non-Dutch nationals that do not fulfil this requirement and do not have a certificate showing they have sufficient command of the Dutch language are obliged to follow a civic integration course and to pass a civic integration test. Non-Dutch nationals from other EU-countries and immigrants from the Dutch Antilles and Aruba are exempted from the civic integration obligation.

Another facet of the new act is that the former obligation to participate in a civic integration program has been replaced by the requirement of passing a civic integration test. Civic integration courses are concluded with a test that all participants have to pass. The objective is that all participants achieve a level of Dutch language skills enabling them to manage for themselves in everyday situations. The minimum levels for writing and speaking for

newcomers and 'oldcomers' are based on the Common European Framework of Reference for Languages (CEF). The introduction of the compulsory civic integration exam enables local authorities responsible for the implementation of civic integration to enforce sanctions (e.g. an administrative fine) when participants fail to pass the test in a reasonable period. With the introduction of the compulsory civic integration exam, civic integration is not a matter free of obligation anymore.

A third major change in the Dutch system of civic integration is that individual participants themselves are in principle responsible for their own civic integration trajectories. Municipalities can play a role in informing participants about existing integration courses offered by public education institutes or private suppliers of language and other courses, but participants themselves decide what course they will take. The only obligation is that participants pass the civic integration exam within the fixed time period. In the new regulation, participants have to finance their own civic integration course. Participants who finance their own civic integration course and choose a course offered by a certified civic integration language institution are eligible for a maximum loan of 5000 euro, covering the costs of the course and to sit the exam. Participants who pass the civic integration exam within three and a half year are (partly) compensated for these costs by the Dutch government. Local authorities can still organise (and finance) civic integration courses for specific categories of participants, for instance participants receiving social assistance or any other social benefit.

All these changes in the organisation of civic integration in the Netherlands have been implemented since the 1<sup>st</sup> of January 2007. However, at the time of writing this Dutch SOPEMI report (late 2007) it was already clear that the new civic integration regulations were somewhat impractical. The new minister for Housing, Communities and Integration, Ms. Ella Vogelaar, has therefore announced that she will be revising the new Civic Integration Act as soon as possible.

The *Yearly report on Integration (2007)* of the Dutch Social and Cultural Planning Office provides figures on the number of participants of civic integration courses in 2005 and 2006, on who would have passed or failed the civic integration exam according to the standards of the new Civic Integration Act. As the figures show, a significant share of the participants of civic integration courses over the past few years would have failed the exam if the new standards would have been in force. This is especially so for newly arrived immigrants in the Netherlands (the newcomers), many of whom

(more than half) would have failed the examination. For immigrants who have lived in the Netherlands for a longer period of time (the so-called 'oldcomers') the results look somewhat better, at least for the section 'writing'. It should be mentioned, however, that the standards of the new civic integration exam are less demanding for 'oldcomers' than for newcomers.

**Table 1.1 Share of participants of civic integration courses (both newcomers and 'oldcomers') that would have met the requirements of the new Civic Integration Act (2007)**

	Newcomers				'Oldcomers'			
	Writing		Speaking		Writing		Speaking	
	2005	2006	2005	2006	2005	2006	2005	2006
Number of participants	16641	15425	16340	15309	2899	3479	2699	3472
Number of participants that meet requirements WI	6759	6424	7197	6850	1929	2539	1183	1694
% passed exam WI	40	42	44	45	67	73	44	48
% failed exam WI	60	58	56	55	33	36	56	52

Source: Social and Cultural Planning Office (SCP), *Yearly report on Integration 2007*, pp. 63

## 1.4 Policy on labour migration

Successive Dutch cabinets have always been rather hesitant about labour migration -especially low skilled labour migration- to the Netherlands. The official position of the Dutch government was that labour migration to the Netherlands was undesirable because there were still unacceptably large numbers of job seekers and social benefit claimants in the Netherlands (among whom many persons with an immigrant background). Furthermore, the Dutch government would rather stimulate labour market participation of women and older employees than invite foreign workers to the Netherlands. In the perception of the Dutch government, labour migration was only desirable for vacancies for which there were no Dutch job seekers (or job seekers from other EU-countries) available.

The Dutch policy on labour migration is formulated in the Aliens Employment Act (Wet Arbeid Vreemdelingen, Dutch acronym: WAV). The purpose of this Act is to "selectively allow the entry of labour migrants within the framework of labour market policy and control the employment of illegal persons" (WRR 2001: 80). The WAV (described in detail in earlier Dutch SOPEMI-reports) regulates who is eligible for a (temporary) work permit and who is exempted from the requirements. The general rule is that a Dutch employer has to recruit his or her employees primarily from the so-called priority workforce. The priority workforce consists of Dutch jobseekers and jobseekers from other EU and EEA countries. Only when an employer is unable to find an employee from the priority workforce can a temporary work permit (TWV) for a foreign employee can be applied for. Only for workers from outside the EU

and the European Economic Area (EEA) the employer is obliged to obtain a temporary work permit (TWV) to let them work in the Netherlands.<sup>6</sup> Workers from within the EU/EEA are free to operate in the labour market. The Central Organisation for Work and Income (Public Employment Service) assesses applications made by employers for a temporary work permit for foreign employees. This agency conducts, among other things, a labour market check to examine whether jobseekers from the priority workforce are available. If so, or if an employer has made insufficient efforts to hire a Dutch or European jobseeker, the application will be refused. It is also possible for a temporary work permit to become permanent, after three years the foreign worker becomes eligible for a residence permit with 'no restrictions on work'. Around ten percent of all work permits are issued for three years and could lead to permanent residence. In practice however most of the highly qualified workers working on a TWV granted for the maximum period of three years, leave the country after this period (Veld 2004).

However, in the past few years, there were more and more exceptions to the general position taken by the Dutch government vis-à-vis labour migration. These exceptions concerned both highly skilled labour migrants and – especially after the enlargement of the EU in 2004 – foreign workers coming from Central and Eastern European countries (CEE). In the following section both exceptions are clarified.

#### *New policies with regard to highly skilled foreign workers*

Already in October 2004, the Dutch government relaxed the admissions rules for highly skilled migrants. Highly skilled foreign workers receive a residence permit for a period of five years if they are in possession, or about to be granted possession, of a work contract of unlimited duration. When having a work contract for a limited period, the residence permit will be granted for the duration of the contract, with a maximum of five years.<sup>7</sup> In practice this means that highly skilled migrants are no longer required to apply for a special work permit at the Centre for Work and Income (CWI). Instead, they are placed outside the Aliens Employment Act so that the Immigration and Naturalization Service (IND) will take sole responsibility for their admission to the Netherlands and to the Dutch labour market.<sup>8</sup> Furthermore to make

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<sup>6</sup> Only the employer can apply for a temporary work permit (TWV) for a foreign employee.

<sup>7</sup> [http://www.ind.nl/nl/inbedrijf/actueel/introductie\\_modern\\_migratiebeleid.asp](http://www.ind.nl/nl/inbedrijf/actueel/introductie_modern_migratiebeleid.asp)

<sup>8</sup> This only applies for employers who have signed a covenant with the Immigration and Naturalization Service and have a declaration of being 'a good employer'.



working more attractive family members of labour migrants also have free access to the labour market.

The question is then, when is a foreign worker deemed to be 'highly skilled'? Differing from other countries, the Netherlands does not use lists of occupations that are considered to be highly skilled (or otherwise economically desirable). The only criterion establishing whether work is 'highly skilled work' is the income level of migrants. Migrant workers from outside the European Union (EU) and European Economic Area (EEA) are in 2006 considered as highly skilled when they earn a salary of at least € 46,541 (or € 34,130 for persons aged under 30). However, this income criterion does not apply to persons employed at an educational or research institute as a PhD student nor does it apply to postdoctoral and university teachers under 30. In November 2006, some obstacles in the Dutch regulations for highly skilled migrant workers were resolved. Since then foreign nationals working in the Netherlands as a scientific researcher or as a doctor training as a specialist are exempted from the salary criterion. Also the age limit of 30 for university lecturers and post-doctoral workers was scrapped.

In the position paper 'Towards a modern migration policy' (2006) the Dutch government proposes some new measures to promote the Netherlands as an attractive country for highly skilled migrant workers. One new measure is to develop a point system for talented self employed immigrants who can contribute to the innovation of the Dutch knowledge economy. Another measure is to enlarge the residence opportunities for international students after graduating in the Netherlands. Until 2006, foreign students had limited opportunities to stay and find work in the Netherlands after graduating or receiving a degree. In fact, foreign students from outside the EU/EEA were often requested to leave the country directly after completing their studies. The Dutch government now proposes to give foreign students the opportunity to stay in the Netherlands and to seek work for up to three months after graduation. If they do not find work as highly skilled migrants within that time, they must still leave the Netherlands. They can only receive a residence permit allowing them to work if they find highly skilled employment, that is: when they meet the income criteria mentioned before.

The Dutch Advisory Committee on Aliens Affairs (ACVZ) commented, however, that these measures were insufficient to give educational migrants opportunity to enter the Dutch labour market. The ACVZ recommends:<sup>9</sup>

- The maximum period after graduation for educational migrants from outside the EU /EEA to find work commensurate with their qualifications should be increased from three months to a year.
- Following the search period, a migrant with a university or higher professional degree should be required to have a salary equalling or exceeding the average initial salary of a university or higher professional graduate in the Netherlands.
- During the search period, the recently graduated migrant should be required to provide for him or herself, and should not be entitled to welfare benefits.
- If an educational migrant applies for a residence permit – either to look for work in the Netherlands during the one-year search period or to remain in the country and work following that year – the permit should be issued within two weeks as long as the relevant conditions have been met.
- Also educational migrants from outside the EU /EEA who have completed their studies in the Netherlands should have the opportunity to settle as a self-employed person. This can be done through the ‘talent scheme’ already announced in the position paper ‘Towards a modern migration policy’.

*Foreign workers coming from Central and Eastern European countries (CEE)*

As noted in previous Dutch SOPEMI Reports, the number of foreign workers coming to the Netherlands with a temporary work permit (TWV) has increased enormously in recent years. The total numbers of temporary work permits issued for foreign workers jumped from around 20,000 in 1999 to 46,000 in 2005. In 2006, the number of temporary work permits issued further increased to no less than 74,000 (see Chapter 3 of this report). Many of the current foreign workers are not knowledge-based migrants. In 2005, more than half of the work permits were issued for unskilled or semi-skilled work in Dutch agriculture and horticulture sectors. The bulk of the work permits were given to foreign workers from Central and Eastern Europe (CEE), especially from Poland.

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<sup>9</sup> See Advisory Committee on Aliens Affairs (2007). *Benefiting from educational migrants*. The Hague: ACVZ.

Interestingly, the strong influx of foreign workers from Poland and other CEE-countries began before the EU-enlargement of 2004.<sup>10</sup> In the late 1990s, Dutch agricultural and horticultural companies found it difficult to find enough seasonal workers. Although employees from especially Poland were available, these employees found it hard to obtain the necessary documents. In response, the Dutch horticultural sector – especially in the Westland, a well-known Dutch horticultural region – allowed large numbers of undocumented workers to obtain employment in this sector. In 2002, the Dutch government tried to put an end to this situation with the so-called Project Seasonal Work that made it easier for agricultural and horticultural companies to hire seasonal workers from Poland and other CEE-countries. At the same time, temporary employment agencies started to hire temporary workers from Poland and other CEE-countries. Particularly, Polish workers with German passports – mostly living in the border area between both countries – were in demand by the employment agencies. Because of their German passports, these workers did not need a temporary work permit to be employed in the Netherlands. As a result, at least 25,000 Polish workers were employed in the Dutch agricultural and horticultural sector in 2004. Most of them are working on a temporary basis, for a few months out of the year. The majority of these Polish workers are employed via a temporary work permit. 10,000 of these Polish workers have a German passport and therefore do not need a work permit to work in Holland.

After the EU- expansion in May 2004 the number of foreign workers from Poland and other CEE-countries increased. During this period the Netherlands was one of the countries that kept their borders officially closed for employees from the new EU-member states. In 2004, a transitional measurement was introduced whereby workers from the new member states who did not have access to the Dutch labour market could gain it by applying for a temporary work permit. In May 2006, this transitional measurement was extended. However, in 2006 many restrictions for foreign workers from Poland and other CEE-countries had been annulled. Although foreign workers from the new member states (admitted in 2004) still needed a temporary work permit, these were issued more easily and often without a labour market test. This implied that employers looking for foreign employees were further not obliged to check the availability of potential personnel in the Netherlands and in the 'old EU'. Since May 2007, all restrictions pertaining to

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<sup>10</sup> The following is mainly based on: A. Corpeleijn, Onderzoeksnotitie: Werknemers uit de nieuwe EU-lidstaten. In: Tijdschrift voor Arbeidsvraagstukken Vol. 23 (2007), Nr. 2, pp. 177-182.

foreign workers from Poland and the other new member states (2004) have been lifted. Individuals from these countries now have free access to the Dutch labour market. This does not hold for nationals from the last two new EU-member states, Bulgaria and Rumania. Nationals from these two countries, that joined the EU in January 2007, must still undergo a transitional period in which they must apply for a temporary work permit in the Netherlands. The Netherlands has only a limited number of residents from Bulgaria and Rumania.

## 1.5 Dutch asylum policy<sup>11</sup>

As in other Western countries, asylum policy continues to be a thorny political issue. In the Netherlands following the large influx of asylum seekers in the 1990s, the Dutch State adopted a new Aliens Act (2000). Its primary purpose is the formulation of a more efficient asylum policy. A crucial problem of the pre-2000 Dutch asylum policy was its lengthy procedure. It often took years before a final decision on an asylum request was made, especially if asylum seekers appealed against a negative decision of the immigration authorities (INS) or continued the procedure in an effort to obtain a better status. The Aliens Act 2000 aimed to shorten the asylum procedures in the following three ways;

### *a) Asylum decision within six months*

In principle, the immigration authorities issue a decision on an asylum request within six months. This is not a strict requirement, but one that an effort is made to meet. A desire for faster asylum-related decision-making is nothing new, but in practice it has not been achievable due to the mass influx of asylum seekers to the Netherlands. The Dutch have taken numerous measures in recent years to limit the number of asylum seekers and to simplify and accelerate the asylum procedure. The first measure was to set up so-called Application Centres (AC) (at Schiphol and Ter Apel) where a first assessment of an asylum request could be made within 48 'process hours' (which takes a maximum of about five days). Asylum seekers rejected at the Application Centre have to leave the Netherlands immediately. Secondly, criteria were formulated with which countries could be designated safe. A

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<sup>11</sup> Our description of the current asylum policy in The Netherlands is largely based on: WRR, *Nederland als immigratiesamenleving* (The Netherlands as Immigration Society). The Hague: 2001 (in particular pp. 62-74) ([www.wrr.nl](http://www.wrr.nl)).

country is considered safe if it has signed the relevant human rights agreements and abides by them.<sup>12</sup> The Minister of Immigration and Integration decides whether this is the case on the advice of the Minister of Foreign Affairs. Asylum seekers from countries considered safe according to the formal criteria are not immediately rejected. There is always an assessment of each individual case. A pre-condition is that asylum seekers can make a plausible case that their personal safety is at risk in their home country.

*b) Appeals system*

The Aliens Act 2000 eliminated the option of an administrative review of a decision by the immigration authorities. Asylum seekers have the opportunity to lodge an appeal to a court, followed by an appeal to the Council of State, the highest Dutch administrative appeal board, which is required to make a decision within 23 weeks. In principle the asylum seeker can remain in the Netherlands pending a decision on appeal, though not in the case of a decision on a further appeal. If the asylum appeal is rejected, the person designated alien no longer has a right to make use of a reception centre or other facilities and must leave the Netherlands. No separate appeal is possible against the termination of the reception facilities, as this is a part of the negative decision on the asylum application itself.

*c) Introduction of a single asylum status*

However, the most important change in the Aliens Act 2000 pertains to the different asylum statuses. Prior to the Act, the Netherlands had various asylum statuses with different rights and privileges depending on the grounds for asylum. As of 1 April 2001, every asylum-seeker whose asylum request is approved receives the same temporary residence permit, regardless of the grounds for asylum. Each asylum-seeker who is admitted first receives a temporary residence permit for a maximum of five years (until 1 September 2004 this was three years). After a period of five years the permit can be converted into a permanent residence permit. Uniform rights and facilities are attached to this single status. All asylum migrants who have been admitted to the Netherlands (status holders) have the same rights in regards to employment, national assistance, family reunification, study and study grants, refugee passports and so forth.

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<sup>12</sup> The safe country principle was already valid before the VW2000 was.

During the asylum procedure, asylum seekers have a right to be housed at a reception centre or elsewhere. However, the basic principle is that asylum seekers remain outside Dutch formal social and economic society. Asylum seekers have only a limited right to engage in paid employment and have no access to the Dutch national assistance system. Instead, there are pocket money arrangements at the reception centres. The idea is that asylum seekers have to be kept outside Dutch society as long as their asylum request has not been approved. If they are integrated into Dutch society, it would only make it harder for them to leave again.

A final focal point of the new asylum and immigration policy is the return policy which is based on the premise that asylum seekers who have finalized their legal proceedings are responsible for their return to their country of origin (see par. 1.7). Numbers on how many asylum seekers actually leave the country or are still in the Netherlands without valid residence permits (that is to say 'illegal') are not available.<sup>13</sup>

Between 2002 en 2005 several studies were carried out by the Research and Documentation Centre (WODC) of the Ministry of Justice and a number of other organisations to evaluate the new asylum procedure brought in by the Aliens Act 2000. In the last Sopemi Report (2005: chapter 7), (Kromhout and Wilkinson 2007) the main findings of this evaluation process were presented. One of the key conclusions was that, during the research period, the statutory periods of the asylum procedure were regularly exceeded. In other words, the new Aliens Act did not quite succeed in reducing the time it takes to complete the asylum process, which was one of the main aims of the new Act.

## 1.6 Irregular migration policies

The following changes have taken place in the field of illegal immigrant policy. Firstly, the Dutch state tries to block access to the formal labour market by the heavy sanctioning of guilty employers, and by laying a protective ring of bureaucratic requirements around the formal labour market, blocking access to stable tax-paying jobs. Since 1991, it is impossible for illegal aliens in the

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<sup>13</sup> There are some figures about the number of expelled asylum migrants, but it is not clear if for example the asylum seekers who are removed by 'check of address' have actually left the Netherlands.

Netherlands to enter their names in the population register and thus obtain a social-fiscal number, the 'entry ticket' to formal work. Dutch documentation requirements make it very difficult for illegal aliens to get a job in the legal, regular economy. Since the first of January, 2005 an administrative fine has been introduced in the Aliens Employment Act: €8,000 for legal bodies and €4,000 for natural persons (by alien).

Secondly, the Dutch state tries to exclude illegal immigrants from public services (welfare, social security, health care, education, public housing). In 1998, the *Benefit Entitlement (Residence Status) Act* came into force (Van der Leun 2003). This Act aims at terminating and preventing the provision of unlawful benefits for persons residing illegally. This prevents them from building up a quasi legal position (Minderhoud 2004). This act was to ensure that only immigrants with residence permits could obtain social security and other social rights. This Act is also known as the 'Linking Act' because immigration service registration files, census bureau data, fiscal identification agency data and social security and social assistance data can all be cross-checked to verify the validity of immigrants residence and work status.

Thirdly, the Dutch state has intensified instruments of detention and expulsion (see also paragraph 1.7). Detention and expulsion are regarded as the final stages of an effective illegal aliens policy. The legal basis of alien detention differs in the European countries. In Belgium, France, Germany and to some extent England, illegal residence is punishable. The penalty usually consists of imprisonment or a fine. In the Netherlands, illegal residence as such is not an offence (ACVZ 2002). The most important reason for non-penalization is that this can prolong illegal residence (Minderhoud 2004). Irregular immigrants may be detained – under specific conditions and with access to remedies and judicial review - and expelled on the basis of the Dutch Aliens Act. In enforcement priority is given to detention and expulsion of persons causing public order disturbances or who are involved in crime. However not all apprehended immigrants have committed crimes. They break the rules by being in a country without the necessary documents and in a legal sense detention is an administrative matter and not a penal measure. The Netherlands has several special centres to expel apprehended illegal immigrants and failed asylum seekers. These centres focus on the efficient organization of forced return programmes on the one hand, and establishing the identities and nationalities of the apprehended 'unidentifiable' immigrants, on the other. Under the Aliens Act 2000 it has become easier to

arrest and detain illegal immigrants. On 30 September 2004 the number of immigrants held in custody (1655) because of immigration laws had almost *quadrupled* since 1994 (425). This increase was also partly aided by the construction of special repatriation centres at Schiphol and Rotterdam airport. Approximately half the number of immigrants in custody were there for less than seven days (ACVZ 2002: 23). These immigrants are easy to expel. On average, however, illegal immigrants are not detained any more often than in previous years, although the average length of detention has risen significantly. From 2000-2001, 60% of the almost 20,000 illegal immigrants in custody were deported. This means that a large number of illegal immigrants could return into the Netherlands. (ACVZ 2002: 23). Van Kalmthout et al. (2005) conclude that in less than half of the cases of illegal immigrants who have been apprehended and detained, the authorities are not able to enforce expulsion due to practical impediments (e.g. non cooperation, lack of documents etc). In these cases detaining illegal immigrants is (and legally has to be) suspended because there is no longer a credible expulsion perspective. The person involved is released and ordered to leave the country.

## 1.7 Return migration policies

The current immigration and integration policy is based on the following principle: "A person whose residence permit is granted must integrate into the Dutch society. A person, who has finalised their legal proceedings, becomes illegal and must leave the Netherlands. Starting point is that it is prohibited to stay here illegally, also in the interests of the immigrant." (Ministry of Justice 2004). The return policy is based on the premise that the asylum seeker who has finalised their legal proceedings is in principle responsible for their return to their country of origin. The idea behind this is that the asylum seeker managed to get to the Netherlands on their own initiative and must therefore return on their own initiative as well, furthermore voluntary return is preferable, to both immigrants and the authorities, as forced return and lastly the possibilities of the authorities to enforce return are not without limits. After receiving a negative decision in the application for asylum, asylum seekers are reminded of their responsibility and encouraged to make preparations for their return. When an asylum seeker is rejected they are granted a four week period to arrange for voluntary departure. In this period the authorities are, with some exceptions,



not yet authorized to enforce return through expulsion. The asylum seeker can receive some support from the Dutch Government. The Government may, for instance, assist the asylum seeker in obtaining replacement travel documents.

The previous Minister for Immigration and Integration declared an effective return migration policy to be one of the four focal points of her policies and has taken various measures to assure a more effective implementation of return migration. (Ministry of Immigration and Integration 2003, *Memorandum on Return Migration*).

In the implementation of return migration policies a distinction is made between a) asylum seekers who submitted their initial request for asylum prior to 1 April 2001 and were treated under the former Aliens Act and b) those that submitted their request after 1 April 2001 and are treated under the new Aliens Act 2000.

#### **Policy for asylum seekers who submitted their initial asylum request before 1 April 2001**

Project Return was set up for asylum seekers who submitted their initial request for asylum prior to 1 April 2001. The asylum seekers whose legal proceedings have failed and must leave the Netherlands, receive intensive support in returning to their country of origin. If the asylum seeker objectively demonstrates that they are unable to return for reasons beyond their control, a residence permit will be granted on the grounds of the so-called 'no blame' criterion. In cases where distressing circumstances prevent the return, the Minister can still grant a residence permit by utilising discretionary powers inherent in the legislation.

The intensive support for rejected asylum seekers who have unsuccessfully finished their legal proceedings will, in the first instance, take place in the current reception centre. To this effect the asylum seeker can use the 'Return Reintegration Project', offered to them by the International Organisation for Migration (IOM). In addition to assistance in obtaining travel documents, these asylum seekers may receive plane tickets for their return journey, personal contents may be shipped home and they may receive a sum of money to assist them in the initial period after their return. Failed candidates have a time allowance of eight weeks to arrange their own return migration.

If the asylum seeker who has been refused admission does not manage (or is unwilling) to arrange their own departure, the procedure is as follows. First

the reception facilities will be terminated and the asylum seeker will be moved to one of the *departure centres* (in Vlagtwedde (Ter Apel) or in Vught). In this centre the rejected asylum seeker must report back on a daily basis and remain available for intensive examination of their identity and nationality in order to enable return migration or expulsion. This procedure takes a maximum of eight weeks. If by this time return has not been affected, the immigrant may, if conditions are met, be detained or evicted with an order to leave the country in which case they may end up on the streets without any public support or can decide to leave the country after all.

When it is probable that an asylum seeker can be forcibly repatriated on short notice, they may be detained in a *repatriation centre* (*uitzetcentrum*). For example, this is the case when all necessary travel documents are available and they are only waiting for a flight. When a rejected asylum seeker can, in principle, be expelled from the country, but not on such short notice, they may be detained in a *detention centre* (alien custody). When there is no real perspective of expelling the person, detention is – and legally has to be – suspended by the authorities or, in the case of an appeal, by a court. In that case the asylum seeker is summoned to leave and may end up on the street or decide to leave the country themselves.

The project Return is aimed at those asylum seekers that lodged their first claims under the Former Aliens Act. Begin 2004, it was estimated that some 26,000 asylum seekers, most of whom were still in the middle of their asylum proceedings, were eligible for this Project. Up until 1 December 2006, over 23.000 of the target group had been processed, resulting in almost 5.000 departures (forced and voluntary) some 10.000 had received residence permits on the grounds of distressing circumstances, the no-blame criterion or other reasons and some 8.000 had departed to an unknown destination. (1 hr 13/0208)

### **Policy for asylum seekers who submitted their initial asylum request after 1 April 2001**

For immigrants that applied for asylum after 1 April 2001 the regulations, as far as return migration is concerned, are stricter. This group is treated under the new Aliens Act 2000 that is premised upon shorter and quicker procedures. At the beginning of the asylum procedure, asylum seekers are informed that if the asylum request is rejected they have to leave the country. The Aliens Act 2000 establishes that asylum seekers have four

weeks (28 days) to arrange their voluntary return to their home country after the final refusal of their asylum request. Assisted voluntary return programmes, by IOM on behalf of the Dutch authorities, are available to all. After these four weeks all public support is stopped, the authorities may evict illegal immigrants from reception facilities and enforce return by expulsion without further issuance of orders. The initial assumption is that rejected asylum seekers themselves are responsible for leaving the country on time. Twenty-eight days after the alien has been informed that they must leave the country, a check is performed to establish whether this has actually happened. The Aliens Department then carries out an *address check* at the last known address of the alien. The alien is considered to be 'administratively removed' if they are not encountered at the address and it is assumed that they have departed. In the majority of cases this implies 'departure with unknown destination'. If the alien is found at the last known address after 28 days and forced return is possible then the person is taken into custody before being expelled or forced to *depart under supervision*. In the case of expulsion the alien is taken across the border under supervision and if necessary transported to the country of origin. In case of departure under supervision an alien can leave the country alone, but their travel documents are taken in and only given back at the place where the alien leaves the country.

If forced return is not possible, the alien can be evicted from their home or from reception centres for asylum seekers. In practice this means however that many rejected asylum seekers end up on the street. There is no clear data on the proportion that will continue to remain in the Netherlands on an illegal basis (Engbersen et al. 2002; Leerkes et al. 2004). Without any formal support they have to survive by themselves, sometimes with help from so-called informal social safety nets (organized by municipal administrations, often in conjunction with churches or other private organisations) (Rusinovic et al. 2002). The Dutch State insists that rejected asylum-seekers should leave the country.

### **The "general pardon" of 2007**

After the introduction of the new Aliens Act in 2000, the Dutch authorities had to deal with asylum seekers who applied for asylum earlier than 2001 and fell under the old regulations. In April 2001, Project Return was set up for this category of asylum seeker. Project Return is for asylum seekers who have finalised their legal proceedings and must leave the Netherlands, through this project intensive support is offered enabling failed applicants to

return to their country of origin. In cases where asylum seekers are unable to return for reasons beyond their control, a residence permit will be granted on the grounds of the so-called 'no blame' criterion. In cases where distressing circumstances prevent the return, the Minister can grant a residence permit by utilising the discretionary powers inherent in the legislation.

For asylum seekers who have finalised their legal proceedings and do not manage (or are unwilling) to arrange their departure, rather strict regulations have been put into place, including the so-called *Departure* and *Repatriation Centres*. These regulations are described in detail in previous Dutch Sopemi-reports. The project Return is aimed at those asylum seekers that lodged their first claims under the previous Aliens Act. In 2004, it was estimated that some 26,000 asylum seekers, most of them still in the middle of their asylum proceedings, were eligible for this Project. Up until 1 December 2006 over 23.000 of the target group were processed, resulting in almost 5.000 departures (forced and voluntary) some 10.000 residence permits on the grounds of distressing circumstances, the no-blame criterion or other reasons and some 8.000 departures with unknown destination.

In the last few years, there have been lengthy political debates in the Netherlands on the issue of rejected asylum seekers who were still in the country. In 2006, for instance, the Association of Dutch Municipalities (VNG) asked the Dutch cabinet to solve this problem by means of a pardon for those asylum seekers who lodged their initial asylum request before 1 April 2001 and were resident in the Netherlands. Various social organisations such as Defence for Children International, Amnesty International and the Dutch Council for Refugees advocated a 'general pardon' for the so-called 'old cases' among the asylum seekers. Until 2006 the Dutch cabinet maintained that a 'general pardon' for this category of asylum seekers was undesirable and that rejected asylum seekers should leave the country. However, the results of the general elections held in November 2006 gave those supporting a 'general pardon' a majority in the new Dutch parliament. This new parliamentary majority instructed the outgoing cabinet to suspend the deportation of rejected asylum seekers who applied for asylum before April 2001. The new Dutch cabinet of Christian Democrats and Social Democrats brought in the 'general pardon' for the old asylum seekers, which came into effect in June 2007. The phrase 'general pardon' may be somewhat confusing because it is a pardon for a rather specific category among the illegal immigrants in the Netherlands. The 'general pardon' gives those foreign nationals in the Netherlands a residence permit who:

- submitted their initial application for asylum before 1 April 2001 (before the new Aliens Act 2000 came into effect); and
- have resided continuously in the Netherlands since 1 April 2001; and
- are willing to withdraw any pending legal procedures against the Dutch state when accepting residence under the general pardon.
- Non-eligible are foreign nationals who: have committed crimes in the Netherlands; have committed crimes against humanity or war crimes; pose a potential threat to national security; or, have put forward several identities or nationalities in various proceedings, which have proven to be untrue.

Meanwhile, information about the first number of immigrants involved in the general pardon has become available.<sup>14</sup> According to recent estimations, around 27,500 individuals will receive a residence permit in the Netherlands as a consequence of the general pardon. At the end of January 2008, 25.000 foreign nationals received a written notice that they are eligible for a residence permit on the basis of the regulation; 21,000 persons have already accepted the terms on which a residence permit is given (to stop pending legal procedures against the Dutch state). On the other hand, 5000 foreign nationals were refused a residence permit. The most important ground for the refusal is that the individuals involved have not lived in the Netherlands continuously (for instance asylum seekers who tried to receive asylum in neighbouring countries after their application was rejected in the Netherlands or families who stayed for some time with relatives in other EU-countries). Some applications for a residence permit were refused because they are suspected (not a legal judgement!!) of committing war crimes.

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<sup>14</sup> Letter of the State Secretary of Justice (Immigration and Integration) to the Parliament about the situation of the implementation of the regulations to settle the inheritance of the old Aliens Act', 1 February 2008



# Migration to and from the Netherlands

## 2.1 Summary

Main trends in migration to and from the Netherlands

- In 2006, the number of immigrants entering the Netherlands for the first time in five years increased to 101,150 (in 2005 about 92,297 migrants came to the Netherlands).
- The number of emigrants leaving the Netherlands, Dutch and foreign nationals alike, also rose for the seventh year in a row. With both immigration and emigration increasing, the immigration surplus (immigration minus emigration) is almost stable. In 2006, the immigration surplus was around 10,000, only 1000 more than the surplus in 2005. In 2000, the immigration surplus was many times bigger (72,000).
- An important explanation for the declining immigration in the period 2002 to 2005 is the sharp fall in the number of immigrants from typical refugee countries such as Angola, Congo, Ethiopia, Somalia, Sudan, Sierra Leone, Afghanistan, Iraq, Iran, former Yugoslavia, and the former Soviet Union. In 2005, there were 19,500 fewer immigrants from these eleven countries than in 2001. This explains half of the total decline in immigration from 2001 to 2005. The declining immigration from these countries is the intended result of the stricter Dutch asylum policies in recent years. The main explanation for the higher immigration in 2006 is the increased number of immigrants from both the old and the new EU Countries.
- In the media, and in public and political debate, immigration is often associated with immigrants from Third World countries with a non-Western cultural background who find it hard to integrate into Dutch society. However this popular picture is true for only a minority of the immigrants entering the Netherlands. Exactly 75 percent of the 101,000 immigrants in 2006 were either Dutch nationals (including Antilleans and Arubans) or immigrants from other Western countries such as the other EU countries, the United States, Indonesia or Japan. Even if we exclude the immigrants from the Netherlands Antilles, 70 percent of the

immigrants of 2006 were still either Dutch nationals or coming from other Western countries. In 2006, almost 14,500 non-Dutch immigrants (that is 14 percent of the total immigrant population) came from the new EU-countries or from other European countries (mainly other central and Eastern European countries, including the Russian Federation). The largest single non-Dutch immigrant groups coming to the Netherlands in 2006 came from Poland (8065), Germany (6077), and the United Kingdom (3637). Less than 25 percent of the immigrants of 2006 came from various non-Western countries. The five largest single immigrant groups from non-Western countries came from China (2933), Turkey (2776), India (1899), Morocco (1638), and from Surinam (1016).

- When looking at the developments over the last six years, it appears that non-Dutch immigrants from Western countries are an expanding category. In 2000, less than half of all foreign nationals immigrating to the Netherlands came from various Western countries. In 2006, this figure was 63 percent. As could be expected, the proportion of immigrants from the new EU countries in particular, increased rapidly (from just under 4 percent in 2000 to 15 percent in 2006). On the other hand, the proportion of immigrants from non-Western countries declined over the years almost 50 percent in 2000 to 37 percent in 2006. Notably, the proportion of immigrants coming from traditional sending countries such as Turkey and Morocco fell in 2005.
- Family reasons (marriage, family reunification) are still the most important motives for immigration: 40 percent of all non-Dutch immigrants in 2006 came to the Netherlands for family reasons (either marital migration or family reunification). In some non-Western groups, the proportion of immigrants that came to the Netherlands for family reasons is significantly higher.
- About one in three immigrants to the Netherlands leave again within six years. The percentage of return migrants is larger among Western than non-Western immigrants. The percentage of return immigrants seems to be the lowest among immigrants coming to the Netherlands to seek asylum or for family reasons.

## 2.2 Immigration to the Netherlands

This chapter describes the migration flows to and from the Netherlands. What are the central trends? Who are the immigrants and why do they come to the

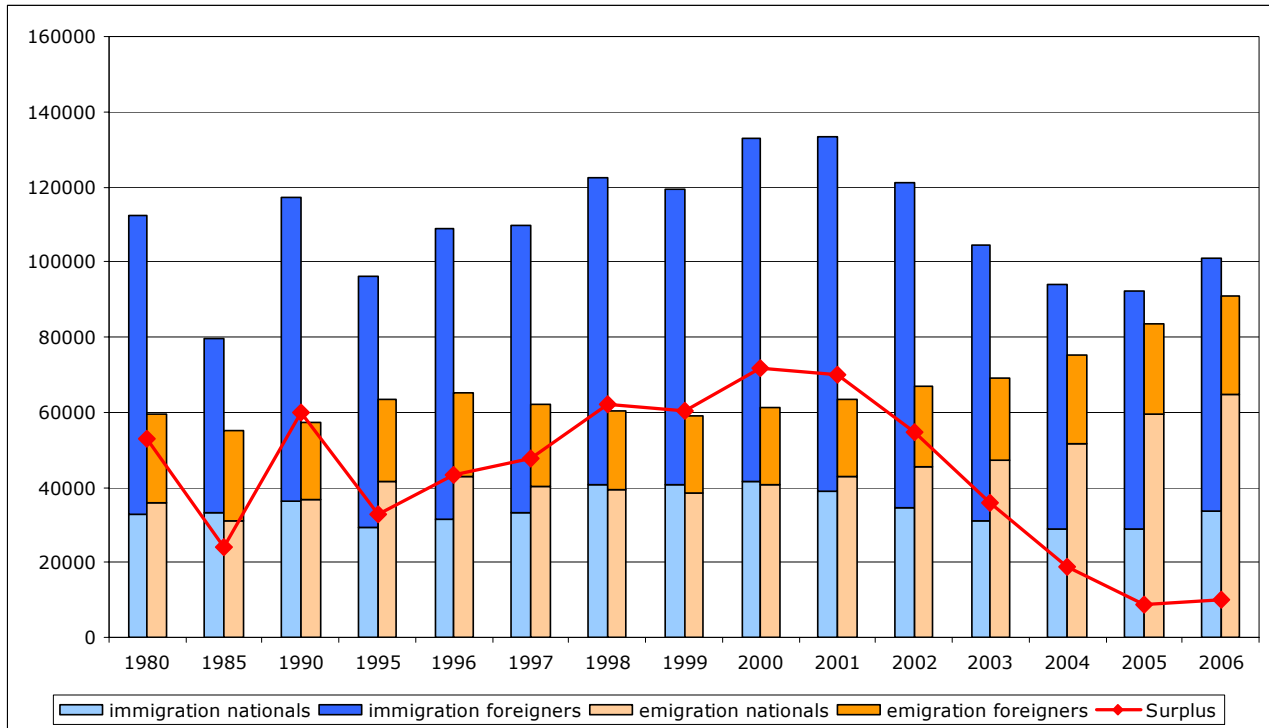


Netherlands? After the Second World War, the Netherlands was a country of emigration. Officially encouraged by the Dutch government, many Dutch citizens emigrated to the United States, Canada or Australia. This situation only changed in the early 1960s with the arrival of guest workers from the Mediterranean. As the term *guest* worker implies, they were only expected to stay temporarily in the Netherlands and return to their home countries once they had done their job. This myth of migrants returning home dominated official Dutch thinking about immigration and immigrant integration for many years. Only when the guest workers brought their families to the Netherlands and when major flows of post-colonial immigrants from the Caribbean (Suriname, Netherlands Antilles) started to come, in the 1980s and 1990s, did it become clear that immigrants were here to stay and that the Netherlands was turning into a country of immigration.

However, the last few years have brought new significant changes in the migration to the Netherlands. Table 2.1 shows the numbers of immigrants to the Netherlands since the early 1980s and makes clear that migration to the Netherlands was at its maximum in 2000 and 2001 (with 130,000 immigrants coming to the Netherlands in each year). After this peak of migration around the Millennium Change, the total number of immigrants fell rapidly to 92,000 in 2005. That is, in only four years time (2001-2005) the number of immigrants coming to the Netherlands declined noticeably by 30%. In 2006 however the migration to the Netherlands rose to 101,150. The main reason for the falling number of immigrants in the period 2001-2005 was the rapid decrease of asylum migration to the Netherlands (see also chapter 4). Table 2.1 shows that the increased migration in 2006 was partly because of the higher number of Dutch nationals coming to the Netherlands (+4500). However also the number of non-Dutch immigrants increased (+4000). Returning to table 2.1, we can see that despite the falling immigration numbers in recent years the level of immigration to the Netherlands is still significantly higher than in most of the 1980's.

In 2006 the number of emigrants leaving the Netherlands continues to increase. The total number of emigrants went up from 59,000 in 1999 to 91,000 in 2006. Section 2.3 will give more detailed information about these emigration figures. With both immigration and emigration rising, the immigration surplus (immigration minus emigration) is almost stable. In 2006, the immigration surplus was around 10,000, only 1000 more than the surplus of 9000 in 2005. In 2004 the Dutch migration surplus was still 19,000, and in 2001 – at the height of immigration to the Netherlands – the immigration surplus was 70,000.

Figure 2.1 Immigration and emigration of Dutch and Foreign Nationals to and from the Netherlands and migration surplus (1980-2006, selected years) (in absolute numbers)



Source: Statistics Netherlands (Statline)<sup>15</sup>

The last column of table 2.1 gives a corrected figure for the immigration surplus to the Netherlands. This requires some explanation. Local authorities carry out these so-called administrative corrections. Municipalities can include someone in the local population register by request of the person involved. More important, however, are withdrawals from the local population register. A municipality withdraws someone from the population register when it is established that the place of residence of the person is unknown, the resident cannot be reached and when it is assumed that he or she is not a resident of a Dutch municipality anymore. These administrative corrections imply in practice that the emigration from the Netherlands is larger than was assumed, and that consequently the immigration surplus is even lower than we reported thus far. Using these corrected figures (as in the last column of table 2.1); we can see that the Netherlands has a negative immigration surplus since 2003. This means that emigration is larger than immigration. In 2006, the negative immigration surplus even moved up to -31,320 persons. More details about administrative corrections on the immigration and emigration figures are given in the Appendix to this chapter.

<sup>15</sup> From 2004 EU includes 10 new countries

**Table 2.1: Immigration and Emigration of Dutch and Foreign Nationals in the Netherlands (1980-2006)**

Year	Immigration			Emigration			Surplus	
	Dutch nationals	Foreign nationals	Total	Dutch nationals	Foreign nationals	Total	Surplus	Corrected surplus*
1980	32,684	79,820	112,504	35,837	23,633	59,470	53,034	53,034
1981	29,767	50,416	80,183	38,216	24,979	63,195	16,988	16,988
1982	29,810	40,930	70,740	39,413	28,094	67,507	3233	3233
1983	30,321	36,441	66,762	32,810	27,974	60,784	5978	2331
1984	29,616	37,291	66,907	31,824	27,030	58,854	8053	5133
1985	33,196	46,166	79,362	31,009	24,206	55,215	24,147	19,887
1986	34,585	52,802	87,387	31,155	23,563	54,718	32,669	26,780
1987	35,080	60,855	95,935	31,139	20,872	52,011	43,924	35,091
1988	32,976	58,262	91,238	34,403	21,388	55,791	35,447	27,242
1989	33,529	65,385	98,914	38,218	21,489	59,707	39,207	26,851
1990	36,086	81,264	117,350	36,749	20,595	57,344	60,006	48,411
1991	35,912	84,337	120,249	35,998	21,330	57,328	62,921	49,610
1992	33,904	83,022	116,926	36,101	22,733	58,834	58,092	43,118
1993	31,581	87,573	119,154	37,019	22,203	59,222	59,932	44,366
1994	30,887	68,424	99,311	39,409	22,746	62,155	37,156	20,083
1995	29,127	66,972	96,099	41,648	21,673	63,321	32,778	13,904
1996	31,572	77,177	108,749	42,921	22,404	65,325	43,424	16,804
1997	33,124	76,736	109,860	40,278	21,940	62,218	47,642	27,887
1998	40,706	81,701	122,407	39,175	21,266	60,441	61,966	43,118
1999	40,786	78,365	119,151	38,358	20,665	59,023	60,128	40,372
2000	41,467	91,383	132,850	40,474	20,727	61,201	71,649	53,873
2001	38,897	94,507	133,404	42,921	20,397	63,318	70,086	50,838
2002	34,631	86,619	121,250	45,571	21,157	66,728	54,522	24,332
2003	30,948	73,566	104,514	47,015	21,870	68,885	35,629	-317
2004	28,898	65,121	94,019	51,500	23,549	75,049	18,970	-16,216
2005	28,882	63,415	92,297	59,415	23,984	83,399	8898	-27,428
2006	33,493	67,657	101,150	64,552	26,476	91,028	10,122	-31,320

\*Migration figures in the Netherlands need to be corrected by the number of net administrative corrections, a figure that is largely influenced by the unreported emigration of foreigners. If the net administrative corrections are deducted from the registered migration surplus, the result is a lower corrected migration surplus. Statistics Netherlands presents the registered migration statistics as well as the net administrative corrections.

Source: Statistics Netherlands, Statline<sup>16</sup>

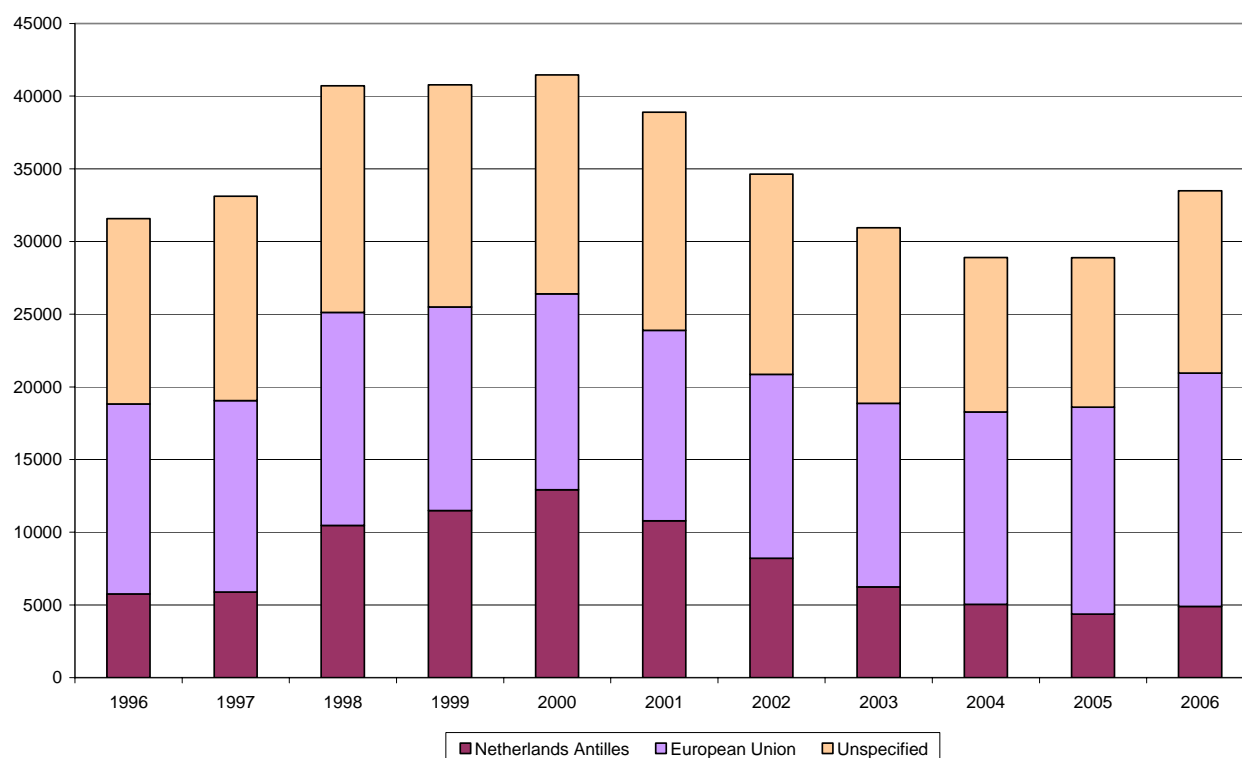
Who are the 101,150 immigrants that came to the Netherlands in 2006?

Where did they come from and why did they come to the Netherlands?

Almost one third of the immigrants are Dutch nationals coming or returning to the Netherlands (about 33,500 people in 2006, Table 2.1). The number of Dutch nationals coming or returning to the Netherlands was much higher, however, in the late 1990s (about 40,000). Figure 2.2 shows where these Dutch nationals entering the Netherlands came from. Almost half of these immigrants were Dutch nationals living in other EU-countries<sup>17</sup> who returned to the Netherlands. A specific category among the Dutch nationals immigrating to the Netherlands is residents from the Dutch Caribbean islands, the Netherlands Antilles and Aruba. In the late 1990s more than 10,000 Antilleans came to the Netherlands due to the poor economic situation there. In 2006, the number of Antillean immigrants declined to about 4,900 (almost 5% of the total immigration to the Netherlands) (table 2.2).

<sup>16</sup> The figures are based on information of Statistics Netherlands as reported to Statistics Netherlands by the municipal population registrations.

Figure 2.2: Immigration of Dutch Nationals (selected categories) 1995-2006



Source: Statistics Netherlands, Statline (figures are based on the municipal population registrations)

Table 2.2 gives an overview of who came to the Netherlands in 2006. The data in the table refers to both the nationality and country of origin of immigrants. First a distinction is drawn between Dutch nationals (including immigrants from the Netherlands Antilles) and foreign nationals. The countries of origin mentioned in the table are not necessarily the country of birth, but the country immigrants came from when arriving in the Netherlands. Following official Dutch statistics, the countries of origin are subdivided in Western countries (such as the EU, countries in Central and Eastern Europe and other Western countries) and non-Western countries.<sup>18</sup>

<sup>18</sup> Statistics Netherlands distinguishes between Western and non-Western countries. Western countries are all European countries including Central and Eastern Europe except Turkey, North American countries, some Asian countries (Japan and Indonesia) and the countries in Oceania (Australia, New Zealand). Turkey and all the countries in Latin and South America, Africa and Asia are considered non-Western.

Table 2.2: Immigration of foreign nationals by country of origin and gender, 2006

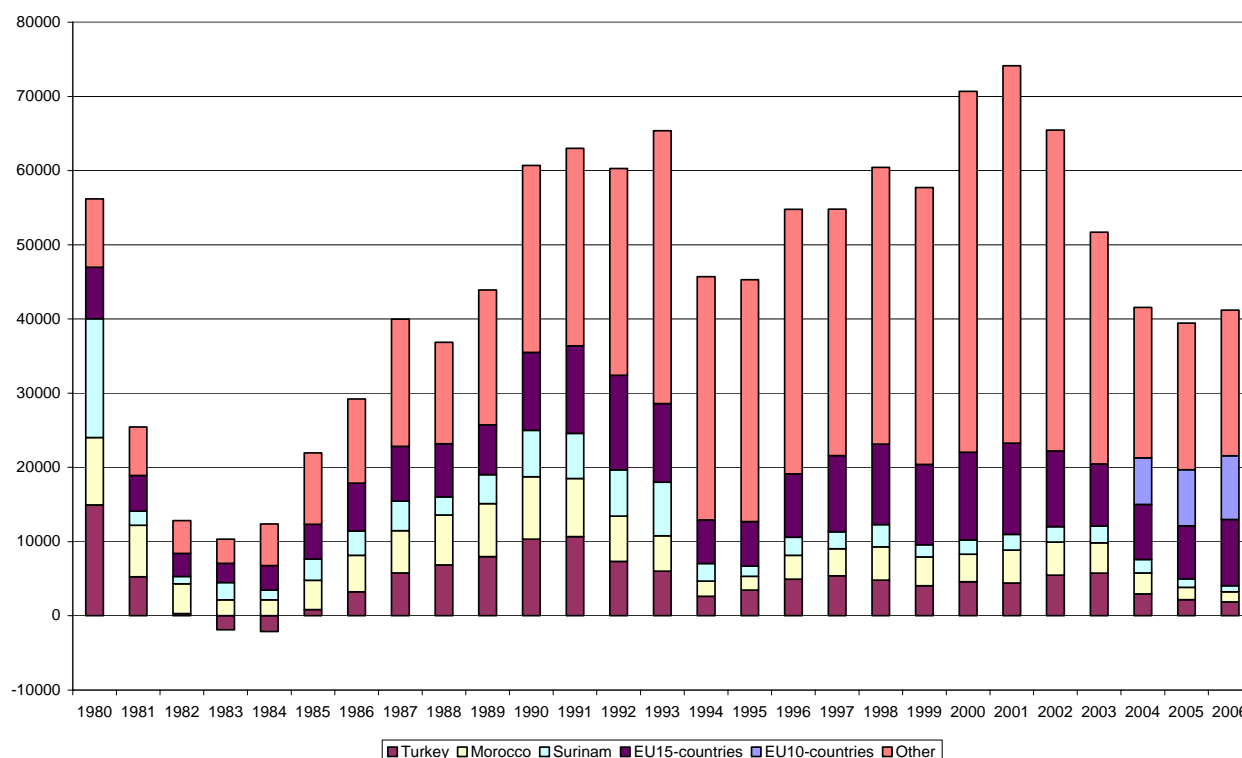
	Male		Female		Total	
		in %		in %		in %
<b>Total</b>	<b>51,691</b>	<b>100.0</b>	<b>49,459</b>	<b>100.0</b>	<b>101,150</b>	<b>100.0</b>
<b>Dutch nationals</b>	<b>18,069</b>	<b>35.0</b>	<b>15,424</b>	<b>31.2</b>	<b>33,493</b>	<b>33.1</b>
<i>of whom from</i>						
Dutch Antilles and Aruba	2448	4.7	2451	5.0	4899	4.8
25 EU countries	8769	17.0	7287	14.7	16,056	15.9
<b>Non-Dutch nationals</b>	<b>33,622</b>	<b>65.0</b>	<b>34,035</b>	<b>68.8</b>	<b>67,657</b>	<b>66.9</b>
<i>of whom from</i>						
<b>Western Countries</b>	<b>21,400</b>	<b>41.4</b>	<b>21,029</b>	<b>42.5</b>	<b>42,429</b>	<b>41.9</b>
<i>of whom from</i>						
<b>EU-countries (25)</b>	<b>16,409</b>	<b>31.7</b>	<b>14,970</b>	<b>30.3</b>	<b>31,379</b>	<b>31.0</b>
<i>of whom from</i>						
<b>old EU-countries (15)</b>	<b>10,778</b>	<b>20.9</b>	<b>10,143</b>	<b>20.5</b>	<b>20,921</b>	<b>20.7</b>
<i>of whom from</i>						
Germany	2742	5.3	3335	6.7	6077	6.0
United Kingdom	2172	4.2	1465	3.0	3637	3.6
France	1063	2.1	930	1.9	1993	2.0
Belgium	928	1.8	1021	2.1	1949	1.9
<b>new EU-countries (10)</b>	<b>5631</b>	<b>10.9</b>	<b>4827</b>	<b>9.8</b>	<b>10,458</b>	<b>10.3</b>
<i>of whom from</i>						
Poland	4522	8.7	3543	7.2	8065	8.0
Slovak Republic	425	0.8	213	0.4	638	0.6
<b>Other Europe</b>	<b>1588</b>	<b>3.1</b>	<b>2427</b>	<b>4.9</b>	<b>4015</b>	<b>4.0</b>
<i>of whom from</i>						
Soviet Union (former)	555	1.1	1117	2.3	1672	1.7
Romania	333	0.6	332	0.7	665	0.7
Yugoslavia (former)	202	0.4	319	0.6	521	0.5
<b>other Western</b>	<b>3403</b>	<b>6.6</b>	<b>3632</b>	<b>7.3</b>	<b>7035</b>	<b>7.0</b>
<i>of whom from</i>						
United States	1629	3.2	1670	3.4	3299	3.3
Canada	312	0.6	373	0.8	685	0.7
Japan	441	0.9	616	1.2	1057	1.0
Indonesia	566	1.1	548	1.1	1114	1.1
Australia	362	0.7	346	0.7	708	0.7
<b>Non-Western countries</b>	<b>12,116</b>	<b>23.4</b>	<b>12,917</b>	<b>26.1</b>	<b>25,033</b>	<b>24.7</b>
<i>of whom from</i>						
Turkey	1493	2.9	1283	2.6	2776	2.7
Morocco	749	1.4	889	1.8	1638	1.6
Ghana	261	0.5	349	0.7	610	0.6
South Africa	213	0.4	357	0.7	570	0.6
Somalia	300	0.6	187	0.4	487	0.5
Nigeria	229	0.4	190	0.4	419	0.4
Suriname	385	0.7	631	1.3	1016	1.0
Brazil	318	0.6	575	1.2	893	0.9
Colombia	137	0.3	206	0.4	343	0.3
China	1243	2.4	1690	3.4	2933	2.9
India	1313	2.5	586	1.2	1899	1.9
Thailand	219	0.4	632	1.3	851	0.8
Pakistan	523	1.0	281	0.6	804	0.8
Iraq	457	0.9	320	0.6	777	0.8
Philippines	100	0.2	446	0.9	546	0.5
Iran	227	0.4	247	0.5	474	0.5
Unknown	106		89		195	

Source: Statistics Netherlands

In our opinion, the figures in table 2.2 put the current concern about immigration to the Netherlands into the proper perspective. In the Dutch public and political debates and in the media immigration is often associated with people from the Third World countries with a non-Western cultural background that find it hard to integrate into Dutch society. However, as table 2.2 makes clear, this popular picture of immigration is true for only a minority of the immigrants coming to the Netherlands. Exactly 75% of the 101,000 immigrants in 2006 are either Dutch nationals (including Antilleans and Arubans) or immigrants from other Western countries such as the other EU countries, the United States, Indonesia or Japan. Even if we exclude the immigrants from the Netherlands Antilles, 70% of the immigrants in 2006 were still either Dutch nationals or coming from other Western countries. In 2006, almost 14,500 non-Dutch immigrants (that is 14% of the total immigrants population) came from the new EU-countries or from other European countries (mainly other central and Eastern European countries, including the Russian Federation). The total number of immigrants in the Netherlands from Middle and Eastern European countries (EU and non-EU) in 2006 was again higher than in 2005 (13,000). The largest single non-Dutch immigrant groups coming to the Netherlands in 2006 came from Poland (8065), Germany (6077), and the United Kingdom (3637).

All of this implies that the proportion of non-Western immigrants of the overall immigration to the Netherlands is not more than 25%. The five largest single immigrant groups from non-Western countries came from China (2933), Turkey (2776), India (1899), Morocco (1638) and from Surinam (1016). It is interesting to note that the more or less 'traditional' immigrant groups in the Netherlands (Turkish, Moroccan, Surinamese, and Antillean) still constitute a large proportion of the non-Western immigrants, but their share in the overall immigration to the Netherlands declined to 10%. In 1990 the proportion of these four traditional immigrant groups in the overall immigration to the Netherlands was still 30%. Simultaneously with the declining immigration from these traditional immigration countries for the Netherlands, new immigrants arrived from a variety of countries all over the world. The arrival of new immigrant groups to the Netherlands, in addition to the declining 'traditional' immigration, can be interpreted as a sign of the growing differentiation in the flow of immigrants to the Netherlands. Figure 2.3 shows this trend in a historical perspective.

Figure 2.3: Migration Surplus of Non-Dutch Immigrants by Country of Origin, 1980-2006



Source: Statistics Netherlands, Statline (figures are based on the municipal population registrations)

In the early 1980s, immigration to the Netherlands was still rather homogeneous: more than two thirds of all non-Dutch immigrants to the Netherlands came from just three countries (Turkey, Morocco and Suriname). Since the mid-1990s, the proportion of these three non-Dutch immigrant groups in the overall immigration of foreign nationals is at a much lower level (from 15 to 20%). The proportion of non-Dutch immigrants from other EU countries in the overall immigrant population increased from 20% in 2003 to 29% in 2005. This increase in immigration from other EU-countries can be explained by immigration from the 10 new-EU countries (immigration from these new EU-countries more than tripled from 3300 persons in 2003, before they became an EU-member, to almost 10,500 in 2006). Immigration from the old EU-countries (EU15) also increased. The percentage of immigrants from the other countries increased from less than 30% in the early 1980s to 70% or more in the late 1990s. All the figures show an increasing heterogeneity of the immigrant population in the Netherlands (see also table 2.3).

Table 2.3: Immigration of foreign-nationals to the Netherlands by country of origin (2000-2006)

	2000	2001	2002	2003	2004	2005	2006
<b>Total</b>	<b>91,383</b>	<b>94,507</b>	<b>86,619</b>	<b>74,654</b>	<b>65,121</b>	<b>63,415</b>	<b>67,657</b>
<i>of whom from</i>							
<b>Western countries</b>	<b>45,285</b>	<b>44,390</b>	<b>39,556</b>	<b>36,154</b>	<b>36,707</b>	<b>37,348</b>	<b>42,430</b>
<i>of whom from</i>							
<b>EU-countries (25)</b>	<b>25,497</b>	<b>25,881</b>	<b>24,242</b>	<b>22,325</b>	<b>25,960</b>	<b>27,079</b>	<b>31,379</b>
<i>of whom from</i>							
<b>EU-countries (15)</b>	<b>22,323</b>	<b>22,230</b>	<b>20,806</b>	<b>19,138</b>	<b>18,644</b>	<b>18,223</b>	<b>20,921</b>
<i>of whom from</i>							
Germany	5276	5186	4983	4834	5260	5408	6077
United Kingdom	5635	5649	4774	3985	3587	3126	3637
Belgium	2178	2069	1962	1791	1684	1635	1949
France	2235	2053	2022	1824	1822	1792	1993
Spain	1369	1418	1515	1482	1439	1380	1572
<b>EU-countries (10)</b>	<b>3174</b>	<b>3651</b>	<b>3436</b>	<b>3187</b>	<b>7316</b>	<b>8856</b>	<b>10,458</b>
<i>of whom from</i>							
Poland	1705	2011	2087	1962	4949	6512	8065
Hungary	500	565	443	424	567	596	576
Czech Republic	338	372	296	276	496	484	492
Slovak Republic	360	360	243	163	450	504	638
<b>other Europe</b>	<b>1703</b>	<b>1850</b>	<b>1795</b>	<b>1826</b>	<b>1786</b>	<b>1559</b>	<b>1822</b>
<i>of whom from</i>							
Soviet Union (former)	5698	5686	4240	3074	2108	1794	1672
Yugoslavia (former)	4559	2993	1599	1132	749	593	521
Romania	580	650	579	656	658	508	665
<b>other Western countries</b>	<b>7827</b>	<b>7980</b>	<b>7679</b>	<b>7795</b>	<b>6104</b>	<b>6323</b>	<b>7036</b>
<i>of whom from</i>							
United States	3483	3255	3270	2790	2400	2722	3299
Canada	671	740	582	531	527	599	685
Indonesia	1437	1564	1570	1357	1185	1078	1057
Japan	1189	1213	1184	1178	1164	1094	1114
Australia	789	955	872	701	670	676	708
<b>Non-Western countries</b>	<b>44,915</b>	<b>49,166</b>	<b>46,379</b>	<b>38,029</b>	<b>28,135</b>	<b>25,821</b>	<b>25,032</b>
<i>of whom from</i>							
Turkey	5196	5646	5899	6389	4245	3116	2776
Morocco	4068	4818	4787	4392	3217	2013	1638
Somalia	1773	1343	672	235	197	257	487
South Africa	987	1024	787	687	549	516	570
Angola	1163	1822	3429	1088	274	96	39
Sudan	1468	1339	782	389	156	161	94
Egypt	446	497	586	583	466	386	345
Sierra Leone	768	1514	1867	576	166	104	81
Ghana	356	315	277	427	347	836	610
Congo	461	492	506	319	165	116	101
Nigeria	358	421	436	481	360	526	419
Ethiopia	443	510	477	317	300	287	298
Netherlands Antilles	138	109	166	180	90	36	28
Suriname	2095	2225	2202	2417	1985	1338	1016
Brazil	613	627	681	733	697	829	893
Colombia	347	389	451	440	368	361	343
Iraq	4014	2802	1269	1037	840	770	777
Afghanistan	4247	4064	2416	1407	604	426	379
China	2569	3560	3789	3915	3383	3041	2933
Iran	1585	2061	1316	863	562	476	474
Thailand	810	987	1006	946	906	769	851
Pakistan	725	581	589	504	345	780	804
India	620	655	575	562	533	1098	1899
Philippines	516	533	588	569	482	508	546
Syria	1023	1115	652	408	277	192	144
Sri Lanka	649	590	465	341	183	126	133
Israel	323	395	541	481	356	291	299
Vietnam	374	546	694	525	443	299	272
Unknown / asylum-centre	1.183	951	684	471	279	246	195

Source: Statistics Netherlands



What were the fastest growing and declining immigrant groups in the Netherlands over the past decade? Table 2.3 shows historical patterns in immigration from selected countries from 2000 to 2006.<sup>19</sup> The countries of origin are again divided into Western and non-Western countries. The table, again, shows the decline in the number of foreign-born immigrants in the period 2001-2005 (from 94,507 in 2001 to 63,356 in 2005) and the increase in 2006 (to 67,618). The fastest growing immigrant category of the last decade is no doubt immigrants from the new EU-countries (EU10). The total number of immigrants from the new EU-countries went up from scarcely 3200 in 2000 to almost 10,500 in 2006 (an increase of 230 percent). The number of immigrants coming from non-Western countries fell from 44,915 in 2000 to 24,993 in 2006 (a decrease of 44%).

**Table 2.4: Countries with the fastest growing and fastest declining number of immigrants (2000-2006)**

	Number of immigrants in 2000	Number of immigrants in 2006	% of all Immigrants in 2006	Increase since 1995 (1995=100)
<b>Growing number of immigrants*</b>				
Poland	1705	8065	11.92	473
India	620	1899	2.81	306
Slovak Republic	360	638	0.94	177
Ghana	356	610	0.90	171
Brazil	613	893	1.32	146
Czech Republic	338	492	0.73	146
Nigeria	358	419	0.62	117
Hungary	500	576	0.85	115
Germany	5276	6077	8.98	115
Spain	1369	1572	2.32	115
<b>Declining number of immigrants**</b>				
Angola	1163	39	0.06	3
Sudan	1468	94	0.14	6
Afghanistan	4247	379	0.56	9
Sierra Leone	768	81	0.12	11
Yugoslavia (former)	4559	521	0.77	11
Syria	1023	144	0.21	14
Iraq	4014	777	1.15	19
Sri Lanka	649	133	0.20	20
Congo	461	101	0.15	22
Somalia	1773	487	0.72	27

\*selection 400+ in 2006, \*\*selection 400+ in 2000

Source: Statistics Netherlands (processed by RISBO)

Table 2.4 summarizes table 2.3 and gives a picture of the ten countries with the largest growth and the largest decline of immigration to the Netherlands over the last decade. The table shows again that the largest growth of immigration to the Netherlands comes from the new EU-countries in Middle

<sup>19</sup> In tabel 2.3 the foreign-nationals by country of origin are presented. There are no detailed figures for the immigration of foreign-nationals by country of origin for the period 1995-1999. However these figures are available for the foreign-born. In Table A3.4 in the appendix the immigration of foreign-born 1995-2006 is presented.

and Eastern Europe. Four of ten countries with the largest growth of immigration to the Netherlands belong to this category (Poland, Slovak Republic, Czech Republic, and Hungary). Table 2.4 also shows that India has large growth figures. Table 2.4 also shows the ten countries with the largest declining immigration to the Netherlands. The top-ten countries with the fastest decline in immigration to the Netherlands are considered 'typical refugee countries' (Angola, Sudan, Afghanistan, Sierra Leone, Yugoslavia (former), Syria, Iraq, Sri Lanka, Congo and Somalia). During the late 1990s and in 2000, the Netherlands experienced a large influx of asylum migrants from these countries (because of the wars in former Yugoslavia and the political suppression in Iraq). Migration from former Yugoslavia was at its height in 1995 (with 7300 immigrants in 1995 alone). Migration from Iraq grew until 2000 (4000 immigrants), but after that gradually declined to the level of 2006 (777 immigrants).

Table 2.3 also makes it possible to examine more carefully the decline in immigration since 2001. As mentioned before, the total number of immigrants to the Netherlands fell from 2001 to 2005 by more than 31,000. The decline of overall migration can to a large extent be explained by the falling numbers of immigrants from countries that are considered 'typical refugee countries', such as Angola, Sudan, Afghanistan, Sierra Leone, Yugoslavia (former), Syria, Iraq, Sri Lanka, Congo, Somalia, the former Soviet Union and Iran. In 2005, the total number of immigrants coming from these twelve countries was 22,700 less than five years earlier. This means that the overall decline in immigration to the Netherlands between 2001 and 2005 can be explained for two thirds by the decreased immigration from these 'typical refugee countries'. Whereas the higher immigration in 2006 is caused by the increased number of immigrants from both the old as the new EU countries.

### **2.3 Immigration by migration motive**

Table 2.5 shows the main immigration motives of immigrants over the last decade. This information is registered at the Basisvoorziening Vreemdelingen (BVV) of the Dutch Immigration and Naturalization Service (IND). The data for the period 1995-2004 is based on complex calculations of Statistics Netherlands. The figures for 1995-2004 refer to persons immigrating to the Netherlands based on the population registers. By merging the data from the

BVV with the data from IND, Statistics Netherlands was able to determine the migration motives of foreign national immigrants. Unfortunately this data is not available for 2005 and 2006. The data for 2005 and 2006 is based on figures of minorities in the Netherlands (Turks, Moroccan, and Surinamese). granted requests for a first residence permit presented by the IND (IND/INDIAC, 2007a) and is therefore not completely comparable with the figures of 1995-2004.

Table 2.5 confirms the assumption that the decline in overall immigration to the Netherlands since 2001 is largely due to the falling number of refugees and asylum-seekers. As mentioned before, the number of immigrants settling in the Netherlands for asylum dropped from 26,000 in 2001 to not more than 3,000 in 2004 (data for 2005/2006 not available). This means that the decline in asylum migration accounts for 60 percent of the overall decline in immigration to the Netherlands in this period. Immigration for family reasons also declined in these years (from scarcely 35,000 in 2001 to 28,000 in 2004). This accounts for another 20 percent of the overall decline in immigration to the Netherlands in this period. Data of granted residence permits of the IND indicate that the immigration for family reasons is in recent years more or less stable.

It is also remarkable that immigration for employment reasons decreased from almost 20,000 persons in 2001 to less than 16,000 persons in 2004. In 2005 and 2006 immigration for employment reasons, again based on granted residence permits by the IND, seems to have increased. In the figures for 2005 and 2006 the 'highly skilled' migrants (see chapter 1) are included in this category. The number of immigrants coming to the Netherlands to study increased in the period 1995-2004 but seems to have slightly declined in recent years.

**Table 2.5: Migration Motives of Foreign Nationals, 1995-2006**

	Employment <sup>1</sup>	Asylum <sup>2</sup>	family	study	unspecified	total
1995	10,208	22,196	29,109	1855	3397	66,765
1996	12,652	19,913	36,494	4072	4029	77,160
1997	13,193	16,820	35,676	5998	5053	76,740
1998	15,374	16,937	38,338	6078	4902	81,629
1999	16,299	19,103	32,145	6178	4634	78,359
2000	19,022	27,402	33,819	6362	4778	91,383
2001	19,947	26,039	35,583	7707	5235	94,511
2002	18,524	18,797	35,231	9131	4937	86,620
2003	16,621	9272	34,351	8773	4549	73,566
2004	15,637	2966	28,350	10,194	7961	65,108
2005 <sup>3</sup>	16,451	-	28,118	10,035	9946	64,550
2006 <sup>3</sup>	17,232	-	27,693	9337	8713	62,975

<sup>1</sup> including granted requests of knowledge migrants for 2005 and 2006

<sup>2</sup> not all asylum seekers in a particular year are counted as immigrants in that year because entry in a municipal population register which is only realised after some time or not at all (if the request is turned down), is required (1995-2004), 2005, 2006 no comparable data available.

<sup>3</sup> based on figures of granted requests for a first residence permit presented by the IND (INDIAC, 2007).

Source: Statistics Netherlands (1995-2004), Ministry of Justice, Immigration and Naturalization Service (2005-2006)

### 2.3.1 Family migration

Table 2.6 distinguishes different family-related migration motives. Marital migration or 'family formation' means that an immigrant comes to the Netherlands to start a new household with his or her spouse who already lives in the Netherlands. Family reunification means that a family already existed prior to migration and that one or more family members (spouse, children) are joining the immigrant who already lives in the Netherlands.

Table 2.6: Granted requests for a first residence permit for family reasons by nationality, 2005, 2006

<b>Family reunification</b>						
	2005		2006		2007 (January thru April)	
	N	%	N	%	N	%
<b>Nationality (top 10-countries)</b>						
Turkey	1328	9%	2011	12%	508	11%
Unknown	889	6%	1887	11%	476	10%
Poland	1128	7%	1283	7%	425	9%
Morocco	1348	9%	2025	12%	417	9%
United States	827	5%	862	5%	380	8%
India	219	1%	431	2%	181	4%
China	376	2%	420	2%	178	4%
Japan	473	3%	547	3%	136	3%
Surinam	510	3%	409	2%	114	2%
Afghanistan	362	2%	317	2%	85	2%
Other	7824	51%	7052	41%	1759	38%
<b>Sex</b>						
Male	6413	42%	7559	44%	1989	43%
Female	8831	58%	9683	56%	2670	57%
<b>Total</b>	<b>15,284</b>	<b>100%</b>	<b>17,244</b>	<b>100%</b>	<b>4659</b>	<b>100%</b>
<b>Marital migration</b>						
	2005		2006		2007 (January thru April)	
	N	%	N	%	N	%
<b>Nationality (top 10-countries)</b>						
Turkey	2165	17%	1662	16%	351	15%
Morocco	1792	14%	1330	13%	291	12%
Surinam	945	7%	624	6%	232	10%
China	507	4%	540	5%	156	7%
Russia	304	2%	273	3%	84	4%
Indonesia	370	3%	289	3%	72	3%
India	212	1%	239	2%	71	3%
United States	149	1%	259	2%	70	3%
Brasilia	348	3%	311	3%	67	3%
Egypt	307	2%	235	2%	63	3%
Other	5735	45%	4687	45%	917	39%
<b>Sex</b>						
Male	4120	32%	3153	30%	743	31%
Female	8700	68%	7295	70%	1630	69%
<b>Total</b>	<b>12,834</b>	<b>100%</b>	<b>10,449</b>	<b>100%</b>	<b>2374</b>	<b>100%</b>

Source: IND/INDIAC, Introductie Trendrapport regulier, 2007a

In 2006, 27,693 first residence permits were granted to migrants who came to the Netherlands for family reasons. The largest subcategory (17,244 persons or 63% of all family-related immigration) concerns family reunification. Among the ten largest immigrant groups, the three largest ethnic minorities in the Netherlands (Turkish, Moroccan and Surinamese) are in the Netherlands for reasons of family reunification. We also see relatively high numbers of 'new migrants' (Poland, India, and China) coming to the Netherlands for reason of family reunification.

Almost 10,500 first residence permits (37% of all family-related immigration) were granted to marital migrants: migrants that come to the Netherlands to marry or to start a household with his or her spouse that already lives in the Netherlands. Unfortunately, Table 2.6 gives no information about the partners of marital migrants that already live in the Netherlands. This means we do not know whether they are native Dutch with a foreign bride or groom *or* that they are first or second-generation immigrants themselves that find their spouse abroad (mostly in the country of origin). However, we do know from other research that many first and second-generation migrants from the largest immigrant groups (Turkish, Moroccan, and Surinamese) often find their spouse in their country of origin. Marital immigrants from those three countries together account for more than one third of the marital immigrants in 2006 and almost 40% in 2005.

Lastly, Table 2.6 shows the percentages of men and women among the migrants for family reasons. In general, family-related migration is a more female than male phenomenon. Almost two thirds of the immigrants for family reasons in 2006 were women.

### **2.3.2 Study**

One of the purposes for which foreign nationals can be admitted to the Netherlands is to pursue fulltime study at an institution for higher, secondary or vocational education. Table 2.7 gives a picture of the ten countries with the largest number of granted requests for a first residence permit for reasons of study. It appears that relatively high numbers of students come from Asian countries. Five of the top-ten countries are Asia (China, Pakistan, Indonesia, South Korea, and Nepal). The table also shows that in 2006 by far the largest group of students came from China (16% of all the foreign students). The second largest group are students from the United States. They account for almost one tenth of all the foreign students in 2006.

Table 2.7: Granted requests for a first residence permit for reasons of study by nationality, 2005, 2006

Study	2005		2006		2007 (January thru April)	
	N	%	N	%	N	%
China	1841	18%	1512	16%	320	14%
United States	388	4%	799	9%	274	12%
Turkey	362	4%	425	5%	162	7%
Poland	396	4%	301	3%	132	6%
Pakistan	181	2%	279	3%	131	6%
Saudi-Arabia	2	0%	4	0%	76	3%
Indonesia	531	5%	472	5%	61	3%
South-Korea	160	2%	178	2%	59	3%
Hungary	148	1%	72	1%	50	2%
Nepal	295	3%	145	2%	49	2%
Other	5731	57%	5150	55%	897	41%
Total	10,035	100%	9337	100%	2211	100%

Source: IND/INDIAC, Introductie Trendrapport regulier, 2007

Immigration for reasons of employment will be described in detail in chapter 3. In Chapter 4 asylum migration will be discussed.

## 2.4 Emigration from the Netherlands

Earlier in this chapter we already mentioned that emigration from the Netherlands has increased in recent years. As table 2.1 showed, emigration from the Netherlands fluctuated in most years prior to 2001 between 50,000 and 60,000. However, after 2001 the emigration figures continuously increased from 63,318 (in 2001) to 91,028 (in 2006). These figures do not include the so-called administrative corrections (explained earlier in this chapter). When using the corrected figures, emigration from the Netherlands is even higher than the data in table 2.1 suggest (see Appendix 1 to this chapter). Netherlands Statistics warns that ongoing high emigration may become an impediment for population development in the Netherlands.<sup>20</sup>

Table 2.8 gives further details about the levels of emigration in 2006 (our figures do not include administrative corrections!). More than 70% of all emigrants in 2006 were Dutch nationals. Of course, this category includes both native Dutch and foreign-born residents that received Dutch citizenship. However, there are strong indications that the current emigration flows are not only an issue of former immigrants leaving the country. The two most popular countries of settlement for Dutch emigrants appear to be Belgium

<sup>20</sup> Statistics Netherlands, Press release 10 November 2006.

and Germany. With more than 11,000 emigrants each, Belgium and Germany together take 25% of all Dutch emigrants in 2006. It is assumed that these emigrants are predominantly native Dutch persons that settle in Belgium or Germany near the Dutch border for cheaper housing and a more attractive tax climate, while still working in the Netherlands. Another reason for the increased emigration to Belgium may be that first or second-generation immigrants with a Turkish or Moroccan background temporarily settle in Belgium to welcome their spouse from their country of origin. In this way they avoid the new obligatory language test that immigrants coming from non-EU countries have to take in their country of origin prior to their arrival in the Netherlands (see chapter 1 of this report). After the foreign bride or groom arrives in Belgium and a new household is created, they can return to the Netherlands without taking the language test (the compulsory language tests do not apply for immigrants from other EU-countries). How many first or second generation immigrants temporarily emigrate to other EU-countries to return to the Netherlands with their foreign bride or groom is not known.

The third largest country of emigration for the Netherlands is the UK (9027 emigrants from the Netherlands in 2006). Unfortunately there is little information about the backgrounds of emigrants from the Netherlands. We assume that the emigrants to the UK are both native Dutch persons and persons with an immigrant background that leave for the UK for employment reasons. However, there are also rumours of relatively large flows of Somalian immigrants (mostly with Dutch citizenship) that move to the UK to join the relatively large Somalian community in that country. The fourth largest country of emigration for the Netherlands are the Nederlandse Antilles and Aruba (6286 emigrants in 2006). We assume that these are mainly Antillean and Aruban people (Dutch nationals) returning to their home country. The fifth largest country of emigration for the Netherlands is the USA (4994 emigrants in 2006). When emigration to the USA reflects immigration from that country to the Netherlands, the main motives for emigration will be both employment and family reasons. The sixth largest country of emigration is Spain (almost 4400 emigrants in 2006). It is assumed that these are mainly elderly people spending their retirement on the Spanish coasts.

Finally we would like to point out that emigration flows to typical immigration countries for the Netherlands (Turkey, Morocco, Surinam) are relatively small. This means that return migration to these countries is not well developed yet.

Table 2.8: Emigration of Dutch and Non-Dutch Nationals by Country of Destination and Gender, 2006

	Dutch Nationals			Non-Dutch Nationals			Total		
	male	female	total	male	female	total	male	female	total
<b>2006</b>	<b>34,389</b>	<b>30,163</b>	<b>64,552</b>	<b>13,100</b>	<b>13,376</b>	<b>26,476</b>	<b>47,489</b>	<b>43,539</b>	<b>91,028</b>
in %	37.8	33.1	70.9	14.4	14.7	29.1	52.2	47.8	100.0
<b>Western countries</b>	<b>24,752</b>	<b>21,576</b>	<b>46,328</b>	<b>9772</b>	<b>10,166</b>	<b>19,938</b>	<b>34,524</b>	<b>31,742</b>	<b>66,266</b>
<i>of whom to</i>									
Germany	4394	3361	7755	1532	1719	3251	5926	5080	11006
Belgium	5429	4987	10416	741	851	1592	6170	5838	12008
United Kingdom	3421	3155	6576	1294	1157	2451	4715	4312	9027
Spain	1725	1482	3207	555	625	1180	2280	2107	4387
France	1533	1437	2970	437	435	872	1970	1872	3842
Italy	354	400	754	396	272	668	750	672	1422
Sweden	479	396	875	154	165	319	633	561	1194
Portugal	271	237	508	250	224	474	521	461	982
Ireland	277	224	501	99	113	212	376	337	713
Austria	271	225	496	77	102	179	348	327	675
Denmark	218	195	413	82	104	186	300	299	599
Greece	164	188	352	181	116	297	345	304	649
Poland	157	91	248	600	589	1189	757	680	1437
Hungary	116	82	198	91	100	191	207	182	389
<b>other Europe</b>	<b>2072</b>	<b>1726</b>	<b>3798</b>	<b>1401</b>	<b>1563</b>	<b>2964</b>	<b>3473</b>	<b>3289</b>	<b>6762</b>
<i>of whom to</i>									
Switzerland	536	463	999	162	193	355	698	656	1354
Norway	349	323	672	92	120	212	441	443	884
Yugoslavia (former)	158	174	332	146	136	282	304	310	614
Soviet Union (former)	184	113	297	195	228	423	379	341	720
<b>other Western countries</b>	<b>3402</b>	<b>3123</b>	<b>6525</b>	<b>1543</b>	<b>1566</b>	<b>3109</b>	<b>4945</b>	<b>4689</b>	<b>9634</b>
<i>of whom to</i>									
United States	1595	1482	3077	922	995	1917	2517	2477	4994
Australia	1047	1037	2084	255	275	530	1302	1312	2614
Canada	656	551	1207	196	203	399	852	754	1606
Japan	91	52	143	514	488	1002	605	540	1145
Indonesia	227	122	349	272	279	551	499	401	900
New Zealand	453	440	893	64	53	117	517	493	1010
<b>non-Western countries</b>	<b>9637</b>	<b>8587</b>	<b>18,224</b>	<b>3328</b>	<b>3210</b>	<b>6538</b>	<b>12,965</b>	<b>11,797</b>	<b>24,762</b>
<i>of whom to</i>									
Turkey	604	679	1283	491	415	906	1095	1094	2189
South Africa	314	296	610	118	217	335	432	513	945
Morocco	278	215	493	183	98	281	461	313	774
Netherlands Antilles	2392	2514	4906	9	25	34	2401	2539	4940
Aruba	651	688	1339	1	6	7	652	694	1346
Suriname	649	547	1196	78	94	172	727	641	1368
Brazil	232	131	363	113	140	253	345	271	616
China	421	305	726	374	440	814	795	745	1540
Thailand	479	202	681	60	157	217	539	359	898
Iraq	318	208	526	48	22	70	366	230	596

Source: Statistics Netherlands, Statline (figures are based on the municipal population registrations)

Table 2.9 gives some further insight into the extent of return migration. The table shows the proportion of immigrants that arrived in the Netherlands in a certain year (1999-2002) and leave the Netherlands again at a later stage (Alders and Nicolaas 2003 and Nicolaas et al. 2004).<sup>21</sup> The main conclusion of table 2.9 is that although most of the immigrants settle in the Netherlands

<sup>21</sup> The following is taken from: (Alders and Nicolaas 2003 and Nicolaas et al. 2004). These studies are a so-called cohort analysis that covers the period from 1995 to 2002 (more recent updates of the data are not available). The data are taken from the municipal population registers (Dutch acronym GBA).



permanently, a significant proportion of them leave again within a relatively short period of time.

Of all the immigrants that arrived in the Netherlands in the period 1995-1997, around one-third left again in the subsequent four to six years. Five years later, the proportion of immigrants leaving the country had fallen from 26% (of all immigrants that arrived in 1999) to less than 4% (of all immigrants that arrived in 2002). These findings, however, do not imply that immigrants to the Netherlands have a declining tendency to leave the country again. It only means that they have had less opportunities to leave the country in the length of time under examination. Unfortunately we have no recent information (after 2002) about the proportion of immigrants that have left the country. In the whole period under examination (from 1995 to 2002), a total of more than 760,000 immigrants arrived in the Netherlands. Of this group almost 25% left again before 2003.

**Table 2.9: Emigration of Foreign-born Immigrants by Years of Residence in the Netherlands (more recent data not available)**

Settled down:	Total	Of which % left in :								Total
		1995	1996	1997	1998	1999	2000	2001	2002	
	x 1000	%								
1995	74.8	3.1	9.5	7.4	5.4	3.5	2.8	2.4	2.6	36.8
1996	86.2		3.6	10.2	7.9	4.7	3.5	2.9	2.8	35.6
1997	87.0			4.0	10.5	7.5	5.0	3.5	3.5	34.0
1998	96.5				3.8	10.1	7.1	5.0	5.0	30.9
1999	94.3					3.7	8.5	7.1	6.2	26.4
2000	109.1						3.4	8.5	8.2	20.0
2001	110.3							3.4	10.3	13.7
2002	99.9								3.8	3.8

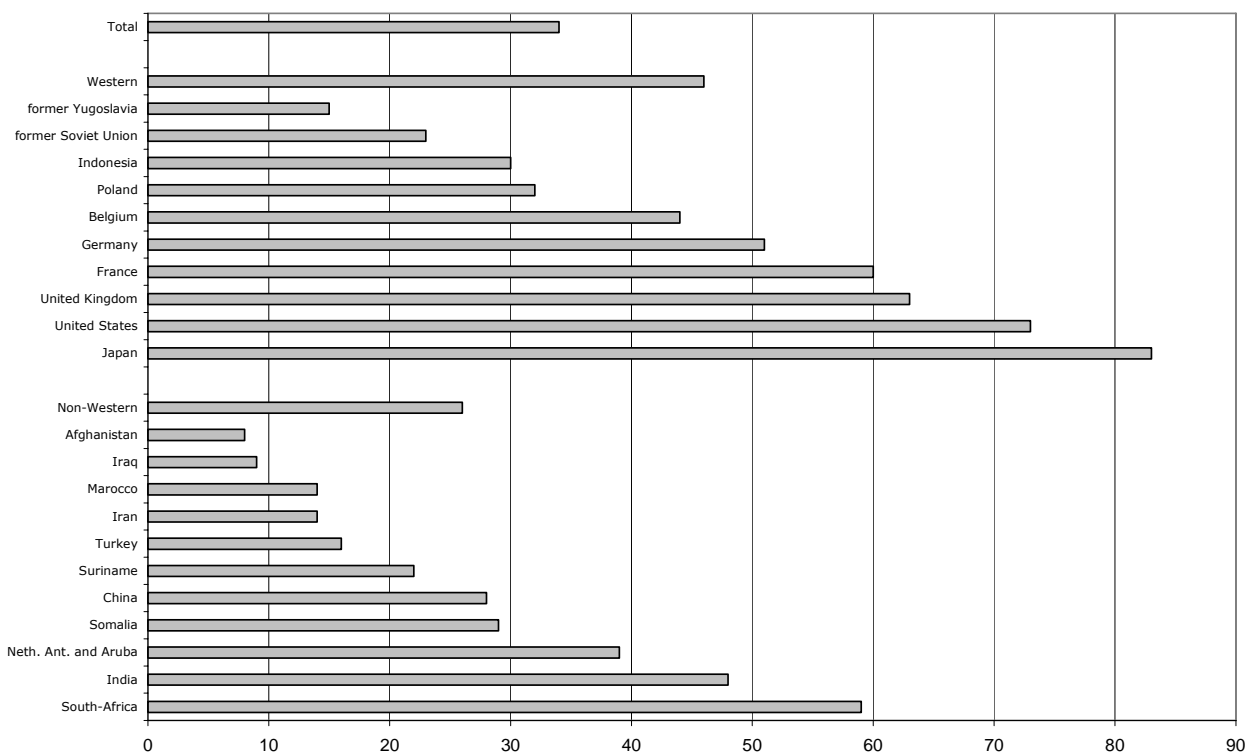
Source: Nicolaas et al., *Bevolkingstrends 2004* (2)

Although the patterns of departure for Western and non-Western migrants are similar, there are considerable differences in the level of the departure percentages. For example, almost half of all 35,000 Western immigrants that came to the Netherlands in 1995 left again within seven years. Of the 40,000 non-Western immigrants that arrived in the same year, about 25% left again in the following seven years. Of the 1997 immigration cohort, almost 50% of all Western immigrants left within only four years. For the non-Western immigrants this figure was 20%. This means that significantly more Western immigrants to the Netherlands tend to depart from the country, and more quickly than their non-Western immigrant counterparts.

Figure 2.5 shows the differences in departure figures between several Western and non-Western immigrant categories. Figure 2.5 shows that departure is more common among Western than among non-Western immigrants: whereas about 45% of the Western immigrants left the Netherlands in the years examined, this is true for only a little more than

25% of the non-Western immigrants. However, there are also differences within both of these broad categories. Within the category of Western immigrants, the departure figures are much lower for immigrants from former Yugoslavia and the former Soviet Union than for immigrants from countries such as the UK, USA and Japan. Within the category of non-Western immigrants, the departure figures are lower for immigrants from Afghanistan, Morocco, Iraq, Iran and Turkey and higher than average for immigrants from the Netherlands Antilles, India, and South Africa.

**Figure 2.5: Percentage of Immigrants who Arrived in 1995 and Emigrated within 6 Years (data of 2004 not available)**



Source: Alders and Nicolaas, Statistics Netherlands, 2003

These departure figures for each immigrant group seem to be related to the dominant immigration motives for each group (*cf.* Table 2.5). Immigrant groups that primarily come to the Netherlands for employment are much more apt to leave again within a relatively short period than immigrant groups that predominantly come to the Netherlands to seek asylum or for family reasons. This distinction applies to Western as well as non-Western immigrant groups. Of the Western immigrants, people from former Yugoslavia and the former Soviet Union predominantly came to the Netherlands for asylum or more recently for family reasons and have the lowest departure figures of all Western immigrants. Immigrants from Western countries such

as the UK and Japan mainly come to the Netherlands for employment and have the highest percentages of departure. Immigrants from the USA seem to be an exception. Although half of all US immigrants came to the Netherlands for family reasons, more than 70% of them leave in the next few years. The same goes for non-Western immigrant groups. Non-Western immigrant groups that mainly come to the Netherlands for asylum or family reasons such as Afghans, Iraqis, Iranians, Turks and Moroccans have lower levels of departure in the period after arrival than typical non-Western labour immigrant groups such as Indians and South Africans.

## Appendix for Chapter 2

### Definitions and data sources<sup>22</sup>

#### Migration

External migration statistics refer to all persons who enter the Netherlands with the intention of staying in the country for a certain period of time, or who leave the Netherlands to live in another country for a certain period of time. For people arriving in the Netherlands, registration is obligatory if they stay in the country for at least four months during the first six months following registration. People leaving the country are obliged to notify the authorities if they intend to live outside the Netherlands for at least eight months in the first year following this notification.

#### Western countries

All countries in Europe (except Turkey), North America, Oceania, Indonesia and Japan.

#### Non-western countries

Non-western countries include Turkey and countries in Africa, South America and Asia except Indonesia and Japan. The latter two countries are included with the western countries on the basis of their socio-economic and socio-cultural position.

#### Population

All data mentioned concerns the registered population of the Netherlands. The figures shown in this publication relate to the resident ('de jure') population: persons who reside habitually in the Netherlands and who are recorded in the municipal population registers. In principle all those residing in the Netherlands for an indefinite period are entered into the population register of the municipality where they usually live.

#### Used external sources

The figures are based on information as reported to Statistics Netherlands by the municipal population registrations.

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<sup>22</sup> source Statistics Netherlands

### **Immigration**

Immigration relates to all individuals arriving in the Netherlands whose arrival results in being entered into a municipal population register.

### **Emigration**

Emigration relates to all individuals departing from the Netherlands whose departure results in a removal from a municipal population register.

### **Emigration (incl. net adm. corrections)**

Administrative corrections consist of inclusions in and withdrawals from the municipal population registers for other reasons than birth, death, migration or redefinition of municipal borders. Most of these administrative corrections refer to people for whom it has been demonstrated that they have left the municipality, often to live abroad. Entries often concern people who reappear in the same or in a different municipality and are then included in the population register. This explains why the net administrative corrections are included in emigration (and net migration) but not in immigration. This means that in some cases (like specific ages) the value of emigration including net administrative corrections may be negative.

### **Net migration**

Immigration minus emigration.

### **Net administrative corrections**

Migration figures in the Netherlands need to be corrected by the number of net administrative corrections, a figure that is largely influenced by the unreported emigration of foreigners. If the net administrative corrections are deducted from the registered migration surplus, the result is a lower corrected migration surplus. Statistics Netherlands [Dutch acronym: CBS] presents the registered migration statistics as well as the net administrative corrections. The corrected migration surplus (1980-2004) as stated in this appendix should be regarded as an unofficial figure.

Table A2.1: Development of External Migration 1972-2006 (Total)

	Immigration (1)	Emigration (2)	Surplus (1 – 2)	Emigration (incl. adm.corr.) (3)	Surplus (incl. Adm.cor.) (1-3)
1972	81,329	62,200	19,129	-	-
1973	84,691	63,623	21,068	-	-
1974	93,796	60,655	33,141	-	-
1975	127,264	55,209	72,055	-	-
1976	82,953	61,530	21,423	-	-
1977	83,899	61,051	22,848	63,555	20,344
1978	89,184	61,117	28,067	62,579	26,605
1979	104,553	59,779	44,774	61,517	43,036
1980	112,504	59,470	53,034	61,948	50,556
1981	80,183	63,195	16,988	65,814	14,369
1982	70,740	67,507	3233	72,024	-1284
1983	66,762	60,784	5978	64,431	2331
1984	66,907	58,854	8053	61,774	5133
1985	79,362	55,215	24,147	59,475	19,887
1986	87,387	54,718	32,669	60,607	26,780
1987	95,935	52,011	43,924	60,844	35,091
1988	91,238	55,791	35,447	63,996	27,242
1989	98,914	59,707	39,207	72,063	26,851
1990	117,350	57,344	60,006	68,939	48,411
1991	120,249	57,328	62,921	70,639	49,610
1992	116,926	58,834	58,092	73,808	43,118
1993	119,154	59,222	59,932	74,788	44,366
1994	99,311	62,155	37,156	79,228	20,083
1995	96,099	63,321	32,778	82,195	13,904
1996	108,749	65,325	43,424	91,945	16,804
1997	109,860	62,218	47,642	81,973	27,887
1998	122,407	60,441	61,966	79,289	43,118
1999	119,151	59,023	60,128	78,779	40,372
2000	132,850	61,201	71,649	78,977	53,873
2001	133,404	63,318	70,086	82,566	50,838
2002	121,250	66,728	54,522	96,918	24,332
2003	104,514	68,885	35,629	104,831	-317
2004	94,019	75,049	18,970	110,235	-16,216
2005	92,297	83,399	8898	119,725	-27,428
2006	101,150	91,028	10,122	132,470	-31,320

Source: Statistics Netherlands, Statline

*Migration to and from the Netherlands*

**Table A2.2: Development of External Migration 1972-2006 (Dutch Nationals)**

	Immigration (1)	Emigration (2)	Surplus (1 – 2)	Emigration (incl. adm.corr.) (3)	Surplus (incl. Adm.cor.) (1-3)
1972	39,698	36,908	2790	-	-
1973	40,438	37,673	2765	-	-
1974	48,420	37,028	11,392	-	-
1975	72,016	33,123	38,893	-	-
1976	34,019	35,801	-1782	-	-
1977	34,020	36,355	-2335	37,212	-3192
1978	33,587	37,009	-3422	37,668	-4081
1979	32,381	35,396	-3015	35,831	-3450
1980	32,684	35,837	-3153	36,423	-3739
1981	29,767	38,216	-8449	38,636	-8869
1982	29,810	39,413	-9603	40,625	-10,815
1983	30,321	32,810	-2489	33,510	-3189
1984	29,616	31,824	-2208	32,603	-2987
1985	33,196	31,009	2187	32,297	899
1986	34,585	31,155	3430	32,847	1738
1987	35,080	31,139	3941	32,862	2218
1988	32,976	34,403	-1427	35,888	-2912
1989	33,529	38,218	-4689	40,845	-7316
1990	36,086	36,749	-663	39,059	-2973
1991	35,912	35,998	-86	38,888	-2976
1992	33,904	36,101	-2197	38,680	-4776
1993	31,581	37,019	-5438	40,584	-9003
1994	30,887	39,409	-8522	42,807	-11,920
1995	29,127	41,648	-12,521	48,495	-19,368
1996	31,572	42,921	-11,349	49,544	-17,972
1997	33,124	40,278	-7154	47,554	-14,430
1998	40,706	39,175	1531	45,078	-4372
1999	40,786	38,358	2428	46,485	-5699
2000	41,467	40,474	993	47,871	-6404
2001	38,897	42,921	-4024	50,714	-11,817
2002	34,631	45,571	-10,940	57,324	-22,693
2003	30,948	47,015	-16,067	60,970	-30,022
2004	28,898	51,500	-22,602	64,161	-35,263
2005	28,882	59,415	-30,533	72,537	-43,655
2006	33,493	64,552	-31,059	79,986	-46,493

Source: Statistics Netherlands, Statline

Table A2.3: Development of External Migration 1972-2006 (Foreigners)

	Immigration (1)	Emigration (2)	Surplus (1 – 2)	Emigration (incl. adm.corr.) (3)	Surplus (incl. Adm.cor.) (1-3)
1972	41,631	25,292	16,339	-	-
1973	44,253	25,950	18,303	-	-
1974	45,376	23,627	21,749	-	-
1975	55,248	22,086	33,162	-	-
1976	48,934	25,729	23,205	-	-
1977	49,879	24,696	25,183	26,343	23,536
1978	55,597	24,108	31,489	24,911	30,686
1979	72,172	24,383	47,789	25,686	46,486
1980	79,820	23,633	56,187	25,525	54,295
1981	50,416	24,979	25,437	27,178	23,238
1982	40,930	28,094	12,836	31,399	9531
1983	36,441	27,974	8467	30,921	5520
1984	37,291	27,030	10,261	29,171	8120
1985	46,166	24,206	21,960	27,178	18,988
1986	52,802	23,563	29,239	27,760	25,042
1987	60,855	20,872	39,983	27,982	32,873
1988	58,262	21,388	36,874	28,108	30,154
1989	65,385	21,489	43,896	31,218	34,167
1990	81,264	20,595	60,669	29,880	51,384
1991	84,337	21,330	63,007	31,751	52,586
1992	83,022	22,733	60,289	35,128	47,894
1993	87,573	22,203	65,370	34,204	53,369
1994	68,424	22,746	45,678	36,421	32,003
1995	66,972	21,673	45,299	33,700	33,272
1996	77,177	22,404	54,773	42,401	34,776
1997	76,736	21,940	54,796	34,419	42,317
1998	81,701	21,266	60,435	34,211	47,490
1999	78,365	20,665	57,700	32,294	46,071
2000	91,383	20,727	70,656	31,106	60,277
2001	94,507	20,397	74,110	31,852	62,655
2002	86,619	21,157	65,462	39,594	47,025
2003	73,566	21,870	51,696	43,861	29,705
2004	65,121	23,549	41,572	46,074	19,047
2005	63,415	23,984	39,431	47,188	16,227
2006	67,657	26,476	41,181	52,484	15,173

Source: Statistics Netherlands, Statline



Migration to and from the Netherlands

Table A2.4: Immigration of foreign-born to the Netherlands by country of origin (1995-2006)

	1995	1997	1999	2001	2003	2004	2005	2006
<b>Total</b>	<b>74,703</b>	<b>87,145</b>	<b>94,177</b>	<b>110,254</b>	<b>84,686</b>	<b>74,572</b>	<b>72,110</b>	<b>77,666</b>
<i>of whom from</i>								
<b>Western countries</b>	<b>36,517</b>	<b>37,467</b>	<b>42,609</b>	<b>48,340</b>	<b>38,956</b>	<b>40,195</b>	<b>41,039</b>	<b>46,643</b>
<i>of whom from</i>								
<b>EU-countries (25)</b>	<b>20,088</b>	<b>25,160</b>	<b>25,899</b>	<b>28,637</b>	<b>25,064</b>	<b>28,466</b>	<b>29,806</b>	<b>34,486</b>
<i>of whom from</i>								
<b>EU-countries (15) (2000+)</b>	<b>18,261</b>	<b>22,600</b>	<b>23,642</b>	<b>24,844</b>	<b>21,757</b>	<b>21,075</b>	<b>20,852</b>	<b>23,924</b>
<i>of whom from</i>								
Germany	6470	6374	5892	5826	5487	5905	6059	6873
United Kingdom	3629	4669	5276	6226	4539	4125	3639	4198
Belgium	2087	2809	2882	2609	2364	2200	2221	2595
France	1467	2298	2368	2297	2056	2018	2070	2287
<b>EU-countries (10) (500+)</b>	<b>1827</b>	<b>2560</b>	<b>2257</b>	<b>3793</b>	<b>3307</b>	<b>7391</b>	<b>8954</b>	<b>10,562</b>
<i>of whom from</i>								
Poland	1158	1430	1090	2067	2022	4972	6562	8109
Hungary	231	444	461	588	444	590	609	589
Czech republic	182	285	269	411	290	510	501	509
Slovak republic	85	128	211	368	167	455	508	645
<b>Other Europe</b>	<b>10,504</b>	<b>5072</b>	<b>8317</b>	<b>10767</b>	<b>6289</b>	<b>4860</b>	<b>4159</b>	<b>4315</b>
<i>of whom from</i>								
Soviet Union (former)	1986	1872	2743	5706	3098	2138	1836	1725
Yugoslavia (former)	7323	1551	3884	3035	1189	792	641	586
Romania	285	389	425	660	679	675	519	683
<b>other Western countries</b>	<b>5925</b>	<b>7235</b>	<b>8393</b>	<b>8936</b>	<b>7603</b>	<b>6869</b>	<b>7074</b>	<b>7842</b>
<i>of whom from</i>								
United States	2781	3558	3991	3777	3267	2850	3117	3720
Canada	489	649	731	862	629	614	728	769
Indonesia	757	949	1313	1674	1467	1252	1136	1127
Japan	1212	1221	1209	1240	1194	1180	1098	1133
Australia	495	591	849	1048	829	768	789	845
<b>Non-Western countries</b>	<b>38,160</b>	<b>49,671</b>	<b>51,568</b>	<b>61,914</b>	<b>45,730</b>	<b>34,377</b>	<b>31,071</b>	<b>31,023</b>
<i>of whom from</i>								
Turkey	4803	6488	4917	5904	6579	4441	3254	2969
Morocco	3017	4510	4398	4927	4561	3367	2128	1776
South Africa	561	1047	1307	1334	830	736	626	708
Ghana	344	627	406	374	468	377	860	648
Somalia	2691	1397	1360	1397	307	236	294	515
Nigeria	258	508	433	459	512	379	551	452
Egypt	531	856	676	611	721	589	486	440
Ethiopia	497	340	368	524	330	314	306	310
Sudan	211	571	785	1337	393	168	165	106
Congo (Democratic Republic)	1015	397	309	497	324	167	115	104
Sierra Leone	95	174	410	1518	578	165	105	81
Angola	673	281	609	1819	1085	280	103	42
Netherlands Antilles	3600	5186	9546	9131	4811	3570	2726	3033
Suriname	2419	3229	2777	3134	3163	2614	1897	1545
Brazil	515	734	687	765	847	812	935	1018
Colombia	361	565	518	586	636	494	460	436
China	1340	1668	1845	3643	3998	3450	3111	3017
India	540	730	742	693	599	560	1129	1943
Iraq	2412	5544	2925	2807	1051	907	853	1000
Pakistan	627	802	1005	689	588	419	899	916
Thailand	404	523	636	1045	1004	950	822	910
Philippines	554	595	499	590	609	512	535	571
Iran	2526	1581	1072	2068	876	576	502	503
Afghanistan	1367	3279	4913	4061	1406	609	436	401
Israel	291	389	422	515	579	425	344	346
Vietnam	187	244	285	563	533	458	308	282
Syria	323	369	713	1132	429	304	221	183
Sri Lanka	579	513	632	597	354	195	142	155

Source: Statistics Netherlands

Table A2.5: Immigration of foreign-nationals to the Netherlands by nationality (1995-2006)

	1995	2000	2001	2002	2003	2004	2005	2006
<b>Total</b>	<b>66,972</b>	<b>91,383</b>	<b>94,507</b>	<b>86,619</b>	<b>73,566</b>	<b>65,121</b>	<b>63,415</b>	<b>67,657</b>
<i>of whom from</i>								
<b>Western countries</b>	<b>19,165</b>	<b>36,175</b>	<b>36,954</b>	<b>35,026</b>	<b>31,827</b>	<b>34,199</b>	<b>35,404</b>	<b>40,600</b>
<i>of whom from</i>								
<b>EU-countries (25)</b>	-	<b>24,551</b>	<b>25,240</b>	<b>23,841</b>	<b>21,725</b>	<b>25,232</b>	<b>26,509</b>	<b>30,659</b>
<i>of whom from</i>								
<b>EU-countries (15)</b>	<b>14,794</b>	<b>22,060</b>	<b>22,412</b>	<b>21,044</b>	<b>19,126</b>	<b>18,495</b>	<b>18,622</b>	<b>21,655</b>
<i>of whom from</i>								
Germany	4655	4855	5064	5091	4814	5305	5930	7150
United Kingdom	3650	5855	5886	4829	4079	3553	3195	3583
Belgium	1309	1953	1834	1800	1667	1481	1430	1656
France		2166	2158	2037	1850	1815	1823	1972
<b>EU-countries (10)</b>	-	<b>2491</b>	<b>2828</b>	<b>2797</b>	<b>2599</b>	<b>6737</b>	<b>7887</b>	<b>9004</b>
<i>of whom from</i>								
Poland	-	1316	1437	1593	1530	4484	5651	6772
Hungary	-	466	544	434	379	565	594	571
Czech Republic	-	278	313	251	241	454	453	471
Slovak Republic	-	242	280	217	164	454	503	646
<b>other Europe</b>		<b>3615</b>	<b>3594</b>	<b>3424</b>	<b>3353</b>	<b>2895</b>	<b>2630</b>	<b>2879</b>
<i>of whom from</i>								
Soviet Union (former)	-	676	794	856	801	637	634	543
Yugoslavia (former)	7349	1392	1135	845	849	616	514	559
Romania	-	579	659	583	657	649	513	705
<b>other Western countries</b>		<b>8009</b>	<b>8120</b>	<b>7761</b>	<b>6749</b>	<b>6072</b>	<b>6265</b>	<b>7062</b>
<i>of whom from</i>								
United States	2202	3365	3118	3042	2533	2260	2512	3121
Canada	-	709	754	636	560	511	599	663
Indonesia	-	1443	1563	1585	1386	1171	1080	1078
Japan	-	1291	1302	1310	1265	1233	1158	1182
Australia	-	756	942	833	701	641	645	720
<b>Non-Western countries</b>	<b>47,807</b>	<b>55,208</b>	<b>57,553</b>	<b>51,593</b>	<b>41,739</b>	<b>30,922</b>	<b>28,011</b>	<b>27,057</b>
<i>of whom from</i>								
Turkey	4757	4517	4804	5434	6193	4088	3091	2768
Morocco	3100	4160	4900	4919	4497	3301	2077	1713
Somalia	-	137	780	58	33	20	25	22
South Africa	-	873	912	703	601	522	484	516
Angola	-	92	85	143	60	31	31	17
Sudan	-	236	188	146	106	69	47	48
Egypt	-	407	451	545	525	460	357	333
Sierra Leone	-	81	111	91	76	44	33	45
Ghana	-	355	307	268	410	311	752	603
Congo	-	100	68	99	78	54	73	66
Nigeria	-	281	332	346	388	310	500	413
Ethiopia	-	171	205	212	231	229	235	250
Suriname	1716	2067	2196	2171	2390	1953	1318	997
Brazil	-	601	621	661	709	673	817	867
Colombia	-	348	404	471	438	381	324	308
Iraq	-	727	413	250	306	249	218	242
Afghanistan	-	567	541	597	803	513	461	387
China	-	1824	2816	3428	3772	2956	3030	2908
Iran	-	392	466	381	427	323	307	363
Thailand	-	771	872	938	918	841	756	723
Pakistan	-	341	236	195	169	166	574	659
India	-	661	684	614	638	564	1217	2011
Philippines	-	536	551	608	566	483	525	564
Syria	-	112	118	121	92	66	67	48
Sri Lanka	-	292	289	258	233	156	116	123
Israel	-	244	320	402	390	296	242	225
Vietnam	-	340	512	654	499	396	302	274
Unknown	-	28,923	28,491	21,156	10,620	6518	4550	4001

Source: Statistics Netherlands

Table A2.6: Immigration of Foreign Nationals for Family Reasons by Country of Birth, 2004

	Family reunification	Family members	Marital migration	Total	Percentage male	Percentage female
<b>Total</b>	<b>10,623</b>	<b>2350</b>	<b>15,377</b>	<b>28,350</b>	<b>36.1</b>	<b>63.9</b>
<i>of whom from</i>						
<b>Western Countries</b>	<b>6129</b>	<b>1794</b>	<b>7098</b>	<b>15,021</b>	<b>35.8</b>	<b>64.2</b>
<i>of whom from</i>						
<b>EU-countries (25)</b>	<b>3698</b>	<b>1040</b>	<b>1689</b>	<b>6427</b>	<b>35.2</b>	<b>64.8</b>
<i>of whom from</i>						
<b>old EU-countries (15)</b>	<b>2748</b>	<b>875</b>	<b>587</b>	<b>4210</b>	<b>40.0</b>	<b>60.0</b>
<i>of whom from</i>						
Germany	566	152	212	930	36.8	63.2
United Kingdom	635	280	74	989	38.8	61.2
Belgium	200	39	53	292	41.8	58.2
France	180	85	51	316	33.9	66.1
<b>new EU-countries<sup>a</sup></b>	<b>950</b>	<b>165</b>	<b>1102</b>	<b>2217</b>	<b>26.1</b>	<b>73.9</b>
<i>of whom from</i>						
Poland	783	138	825	1746	28.2	71.8
Hungary	65	14	86	165	18.2	81.8
<b>other Europe</b>	<b>1785</b>	<b>198</b>	<b>4159</b>	<b>6142</b>	<b>38.5</b>	<b>61.5</b>
<i>of whom from</i>						
Yugoslavia (former) <sup>b</sup>	129	13	295	437	31.1	68.9
Soviet Union (former) <sup>c</sup>	531	67	900	1498	21.0	79.0
Romania	63	7	257	327	19.6	80.4
<b>other Western</b>	<b>646</b>	<b>556</b>	<b>1250</b>	<b>2452</b>	<b>30.6</b>	<b>69.4</b>
<i>of whom from</i>						
United States	281	260	446	987	37.9	62.1
Canada	37	30	81	148	31.1	68.9
Indonesia	128	10	361	499	19.0	81.0
Japan	120	207	253	580	24.1	75.9
Australia	56	38	86	180	38.3	61.7
<b>Non-Western countries</b>	<b>4494</b>	<b>556</b>	<b>8279</b>	<b>13,329</b>	<b>36.4</b>	<b>63.6</b>
<i>of whom from</i>						
Turkey	905	62	2539	3506	49.3	50.7
Morocco	891	19	1967	2877	43.7	56.3
Somalia	91	3	23	117	53.0	47.0
South Africa	49	42	100	191	30.9	69.1
Ghana	66	1	211	278	44.2	55.8
Netherlands Antilles	-	-	-	-	-	-
Suriname	557	12	754	1323	42.3	57.7
Brazil	135	21	367	523	20.5	79.5
Colombia	113	17	127	257	31.5	68.5
Iraq	321	20	242	583	41.5	58.5
Afghanistan	361	22	300	683	31.3	68.7
China	212	23	357	592	38.9	61.1
Iran	143	22	143	308	37.3	62.7
Thailand	154	12	476	642	13.6	86.4
Pakistan	66	3	87	156	48.7	51.3
India	45	25	164	234	38.0	62.0
Philippines	58	2	211	271	15.5	84.5

Source: Statistics Netherlands (figures are based on data of the Ministry of Justice, Immigration and Naturalization Service)

<sup>a</sup>figures do not include data of Malta, Cyprus, Slovenia and Baltic States,

<sup>b</sup>including Slovenia

<sup>c</sup>including Baltic States

Table A2.7: Immigration of Foreign Nationals by Country of Birth and Motive, 2004

	Employment	Asylum	Family	Study	Other
<b>Absolute numbers</b>	<b>15,637</b>	<b>2966</b>	<b>28,350</b>	<b>10,194</b>	<b>7961</b>
<i>in %</i>					
<b>Western Countries</b>	<b>35.0</b>	<b>1.6</b>	<b>39.3</b>	<b>15.2</b>	<b>8.9</b>
<i>of whom from</i>					
<b>EU-countries (25)</b>	<b>48.8</b>	<b>0.2</b>	<b>29.4</b>	<b>15.1</b>	<b>6.6</b>
<i>of whom from</i>					
<b>old EU-countries (15)</b>	<b>50.7</b>	<b>0.0</b>	<b>25.6</b>	<b>15.5</b>	<b>8.1</b>
<i>of whom from</i>					
Germany	46.9	0.0	23.7	28.8	0.5
United Kingdom	62.9	0.0	32.8	2.1	2.1
Belgium	27.5	0.0	12.9	6.3	53.3
France	44.8	0.0	18.8	18.6	17.8
<b>new EU-countries<sup>a</sup></b>	<b>43.1</b>	<b>0.7</b>	<b>40.6</b>	<b>13.6</b>	<b>2.0</b>
<i>of whom from</i>					
Poland	45.5	0.4	41.9	11.1	1.1
Hungary	31.6	0.7	29.8	28.7	9.2
<b>other Europe</b>	<b>12.5</b>	<b>6.0</b>	<b>64.1</b>	<b>13.0</b>	<b>4.5</b>
<i>of whom from</i>					
Yugoslavia (former) <sup>b</sup>	7.7	22.0	55.0	12.7	2.6
Soviet Union (former) <sup>c</sup>	15.6	10.8	54.4	18.1	1.1
Romania	19.8	0.0	42.8	18.6	18.8
<b>other Western</b>	<b>22.1</b>	<b>0.0</b>	<b>36.5</b>	<b>18.7</b>	<b>22.7</b>
<i>of whom from</i>					
United States	31.2	0.0	47.3	21.2	0.3
Canada	31.9	0.0	39.4	25.3	3.5
Indonesia	3.1	0.1	25.7	25.0	46.1
Japan	36.6	0.0	48.2	14.2	1.0
Australia	37.8	0.0	42.3	10.6	9.4
<b>Non-Western countries</b>	<b>8.5</b>	<b>8.7</b>	<b>49.5</b>	<b>16.3</b>	<b>17.0</b>
<i>of whom from</i>					
Turkey	6.5	2.3	86.5	4.2	0.4
Morocco	4.0	1.7	90.1	3.9	0.3
Somalia	1.0	54.5	38.6	0.0	5.9
South Africa	38.5	0.2	40.4	11.6	9.3
Angola	6.9	32.7	8.3	1.1	51.0
Sudan	0.6	44.4	43.2	3.0	8.9
Sierra Leone	0.9	30.7	19.9	5.3	43.2
Ghana	10.9	2.1	65.9	9.5	11.6
Congo (democratic republic)	4.8	42.4	41.0	2.9	9.0
Ethiopia	1.0	11.6	13.2	21.6	52.7
Suriname	2.1	2.5	88.4	5.4	1.6
Brazil	4.4	0.0	22.2	2.8	70.6
Colombia	8.3	1.5	62.8	24.4	2.9
Iraq	0.5	38.8	56.2	2.3	2.2
Afghanistan	0.1	5.1	26.3	0.1	68.4
China	9.0	2.3	23.8	64.9	0.0
Iran	7.0	23.2	49.2	9.7	10.9
Thailand	2.5	0.3	84.4	12.0	0.9
Pakistan	4.5	1.8	16.0	6.0	71.6
India	17.3	0.3	20.2	10.6	51.6
Philippines	7.7	0.2	44.1	7.0	41.0
Syria	6.7	33.3	51.1	3.3	5.6
Sri Lanka	2.4	12.1	58.7	18.4	8.3

Source: Statistics Netherlands (figures are based on data of the Ministry of Justice, Immigration and Naturalization Service)

<sup>a</sup>figures do not include data of Malta, Cyprus, Slovenia and Baltic States,

<sup>b</sup>including Slovenia

<sup>c</sup>including Baltic States

## Chapter 3 **Labour migration**

### **3.1 Introduction**

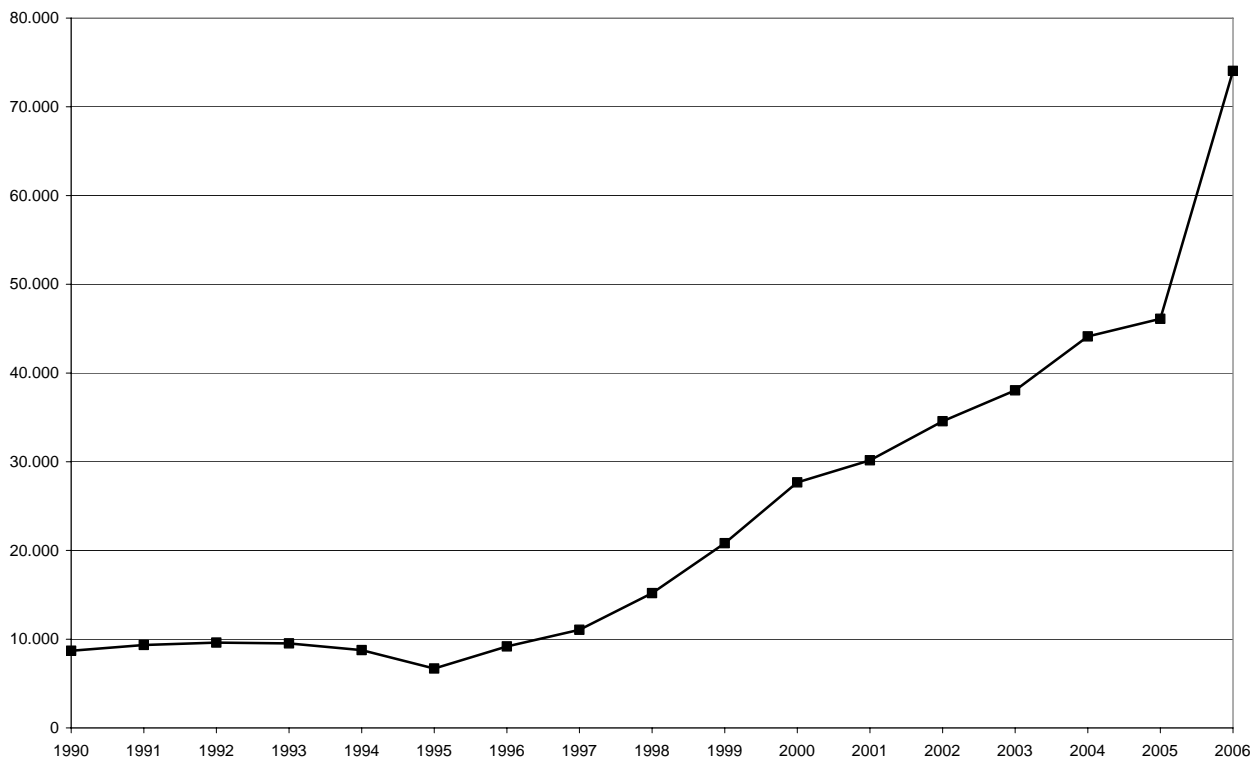
The desirability of labour migration is a much-discussed topic in member countries of the EU. Both the European Commission and some European governments have argued that labour migration in EU countries is indispensable to alleviate existing and future tensions in the European labour markets. Proponents of further labour migration argue that the influx of labour migrants is necessary to compensate for the decreasing birth rates in most European countries and to restore the balance between the number of economically active and inactive citizens in the ageing European populations. The Dutch government on the other hand has always stated that labour migration is only desirable for vacancies where there are no Dutch or European job seekers available. Even during the period of job growth in the Netherlands during the second half of the 1990's the Dutch cabinet accepted labour migration only when there was insufficient labour supply available from the Dutch/EU labour market. The Dutch government argued there were still unacceptably large numbers of job seekers in the Netherlands. Furthermore, it wants to stimulate labour market participation of women and older workers. As a consequence, work permits were only issued in specific economic sectors where there is a high demand and short supply of manpower (for instance in the ICT-sector).

However, as described in Chapter 1 of this SOPEMI Report this rather conservative position on labour migration is now changing in the Netherlands. The Netherlands specifically wants to attract more highly skilled workers. Moreover, since the opening of the borders for foreign workers from the new EU-member states there is a large influx of labour migrants from the CEE-countries. As a result of these developments, the number of temporary work permits (TWV) has increased dramatically in recent years.

## 3.2 Work permits

This paragraph describes the figures on work permits issued. Figure 3.1 shows that the number of work permits granted in recent years has increased significantly.

**Figure 3.1:** The number of work permits and 'declarations' issued on the ground of the Dutch Foreign Nationals Labour Act (WAV) in the period 1990-2006



Source: CWI

In the rest of this paragraph a more detailed picture is given of the number of foreign temporary workers coming to the Netherlands. It is important to note that these figures only provide insight into the labour migration of employees from outside the European Economic Area.

From 1990 to 1997 the number of work permits was fairly stable. In 1997 the number of work permits exceeded 10,000 per year for the first time. In the period 1997-2004 the number of work permits increased every year with an average of approximately 5,000 a year to reach 46,000 in 2005. In 2006 the number of work permits continued to rise and at a much faster pace. In 2006, a total of 74,000 work permits were issued, almost 28,000 (61%) more than in 2005.

Table 3.1 shows the countries of origin for labour migrants who came to the Netherlands with a work permit. In 2006 almost 90 percent of the temporary labour migrants came from Western countries and only one-tenth came from non-Western countries. In particular, the number of temporary labour migrants from new EU-countries has increased sharply over the last few years. In 2002 about 9,400 temporary workers came from countries that are now part of the European Union to the Netherlands. Four years later, in 2006, their number increased to more than 58,000. This means that three-quarters of all temporary labour migrants who came to the Netherlands in 2006, came from the 10 new European Union countries, whereas in 2002 this was only 27 percent. Especially the number of temporary workers from Poland has increased sharply (from 2,800 in 2001 to 54,000 in 2006) i.e. due to a project of the Dutch Organisation for Agriculture and Horticulture (LTO) and the Centre for Work and Income (CWI), which was supported by the Dutch government, that made formal recruitment of Polish seasonal workers possible. The sharp increase in 2006 is probably also due to the decision of the Dutch government to formally open its borders to Eastern European workers, in line with EU agreements, with effect from 1 May 2006. The foreign workers from the new member states of 2004 still needed a temporary work permit, but these were issued more easily and often without a labour market test. This implied that employers looking for foreign employees were no longer obliged to check whether potential personnel was available in the Netherlands and in the 'old EU'. From 1 May 2007 on, no work permit was required for labour migrants from the ten new EU-countries.

Table 3.1: Number of work permits (WAV) by nationality (1996-2006)

	1996	1998	2000	2001	2002	2003	2004	2005	2006
<b>Total</b>	<b>9173</b>	<b>15,181</b>	<b>27,678</b>	<b>30,153</b>	<b>34,558</b>	<b>38,036</b>	<b>44,113</b>	<b>46,113</b>	<b>74,056</b>
<b>Western countries</b> <i>of whom from</i>	-	-	<b>16,234</b>	<b>17,633</b>	<b>20,175</b>	<b>22,663</b>	<b>32,538</b>	<b>37,011</b>	<b>65,791</b>
<b>Europe</b>	-	-	-	-	<b>14,880</b>	<b>17,222</b>	<b>28,303</b>	<b>33,881</b>	<b>62,912</b>
<b>New EU-Countries<sup>a</sup></b>	-	-	-	-	<b>9,400</b>	<b>12,542</b>	<b>24,424</b>	<b>29,443</b>	<b>58,128</b>
Poland	735	1,184	2,497	2,831	6,572	9,511	20,190	26,076	53,981
Czechoslovakia (former) <i>of whom from</i>	174	282	1058	1673	1494	1653	2690	2193	2907
Czech Republic	-	-	-	-	879	967	1454	1163	1402
Slovak Republic	-	-	-	-	615	686	1236	1030	1505
Hungary	275	502	718	1063	1000	953	1080	646	633
Lithuania	-	-	-	-	157	213	302	378	346
Latvia	-	-	-	-	60	48	72	61	171
Slovenia	-	-	-	-	68	104	49	56	54
Estonia	-	-	-	-	27	50	37	32	36
Malta	-	-	-	-	19	9	3	1	0
<b>other Europe</b> <i>of whom from</i>	-	-	-	-	<b>5492</b>	<b>4680</b>	<b>3877</b>	<b>4437</b>	<b>4784</b>
Soviet Union (former) <sup>b</sup>	-	-	3572	3784	3309	2547	1741	1621	1469
Yugoslavia (former) <sup>c</sup>	-	-	1146	1098	944	627	414	354	294
Romania	287	299	643	741	860	1095	1300	1885	2266
Bulgaria	-	-	387	427	324	381	400	544	739
<b>other Western countries</b> <i>of whom from</i>	-	-	<b>6186</b>	<b>5980</b>	<b>5295</b>	<b>5443</b>	<b>4235</b>	<b>3131</b>	<b>2877</b>
United States	1945	2603	3133	2918	2595	2564	2024	1232	1178
Canada	286	439	628	504	408	405	446	400	259
Japan	949	871	945	909	1008	1204	823	768	683
Indonesia	146	211	547	799	795	870	578	555	569
Australia	240	312	505	515	376	324	300	145	149
<b>Non-Western countries</b> <i>of whom from</i>	-	-	<b>11,229</b>	<b>12,245</b>	<b>14,012</b>	<b>14,977</b>	<b>11,311</b>	<b>8964</b>	<b>8198</b>
Turkey	467	661	1007	931	1108	1276	478	369	289
South Africa	197	588	566	646	377	402	358	264	239
Cameroon	-	-	92	144	222	322	251	228	163
Angola	-	-	110	268	583	754	428	170	65
Sierra Leone	-	-	81	222	1047	1252	560	161	54
Liberia	-	-	-	-	32	79	123	120	62
Nigeria	-	-	-	-	149	139	170	106	79
Morocco	-	-	230	198	211	195	129	102	70
Suriname	-	-	364	445	387	313	240	217	245
Brazil	-	-	-	-	166	176	204	185	179
China	578	512	980	1161	1741	2252	2402	2494	2536
India	390	830	1006	974	776	845	1050	1279	1572
Iraq	12	964	1627	1176	782	786	663	260	195
Korea Republic of	-	-	-	-	148	168	187	217	159
Vietnam	-	-	-	-	191	225	207	216	156
Afghanistan	8	238	580	699	973	1008	555	163	64
Iran	-	-	300	448	533	470	250	163	167
Taiwan	-	-	-	-	113	152	124	151	106
Thailand	-	-	-	-	129	94	124	143	117
Philippines	-	-	-	-	136	128	140	133	153
Israel	-	-	-	-	187	187	155	121	86
<b>unknown</b>	-	-	-	-	<b>368</b>	<b>396</b>	<b>263</b>	<b>138</b>	<b>65</b>

Source: CWI

<sup>a</sup> figures includes Slovenia and Baltic States,<sup>b</sup> without Slovenia<sup>c</sup> without Baltic States



In 2001, the highest number of labour migrants came from the former Soviet Union (3,784) closely followed by the United States (2,918). In 2006 the five countries with the highest number of temporary labour migrants in the Netherlands were: Poland (53,981), China (2,536), Romania (2,266), India (1,572), and the Slovak Republic (1,505). The number of the temporary labour migrants from Non-Western countries decreased for the third year in a row from 15,000 in 2003 to 8,200 in 2006. Remarkable is the strong decrease in the number of work permits, issued for people from Sierra Leone, Afghanistan, Iran and Iraq (mostly (former) asylum seekers, who are allowed to work for at most 12 weeks a year with a work permit during the application for asylum).

The increase in the number of issued work permits does not necessarily mean that more labour migrants come to the Netherlands. One should distinguish between 'real' labour migrants and foreigners already living in the Netherlands (asylum seekers, admitted asylum seekers, foreign students, trainees, artists and musicians etc.) that want to work and need a work permit. The figures presented by the CWI (Table 3.1) show however that the growth in employees from Middle and Eastern European countries (mainly working in the agricultural sector) is responsible for 99 percent of the increase in work permits. It also showed that the proportion of people from typical asylum seeker countries who were issued a work permit is relatively small and declining.

Table 3.2 shows the types of jobs for which work permits were issued. Contrary to the popular idea that work permits are primarily issued for highly qualified professions, the data reveal that the highest number of work permits is issued for work in the agricultural and horticultural sectors and that this number increased strongly over the last five years. In 2000 about one-quarter of all work permits were issued for agricultural and horticultural work and in 2006 this was more than 60 percent. The increase in the number of Polish temporary labour migrants from the year 2002 is related to the growing need for agricultural and horticultural workers in the Netherlands. The increasing number of foreign agricultural and horticultural workers is striking, since the idea of employing Dutch unemployed persons in this sector is frequently discussed. Other lower-qualified professions that attract a relatively large number of labour migrants are various industrial production jobs, chauffeurs and personnel for 'unskilled work'.

**Table 3.2: Number of work permits (WAV) by type of profession (2000-2006)**

	Absolute					in percentages				
	2000	2002	2004	2005	2006	2000	2002	2004	2005	2006
agriculture / horticulture	7694	11,141	21,161	26,208	46,876	27.8	32.2	48.0	56.8	63.3
artistic professions	4324	3971	2992	2106	1551	15.6	11.5	6.8	4.6	2.1
production work	1996	4735	6258	4542	10,705	7.2	13.7	14.2	9.8	14.5
science	2851	2576	3360	2814	3007	10.3	7.5	7.6	6.1	4.1
computer specialists	2209	1193	984	1199	1392	8.0	3.5	2.2	2.6	1.9
executive professions	1889	1712	1762	1411	1216	6.8	5.0	4.0	3.1	1.6
advisors	1919	1443	1114	899	716	6.9	4.2	2.5	1.9	1.0
drivers	1088	1396	1681	1814	2237	3.9	4.0	3.8	3.9	3.0
hotel and catering industry	672	1543	1142	1245	1599	2.4	4.5	2.6	2.7	2.2
other services	2032	3240	2269	1926	1887	7.3	9.4	5.1	4.2	2.5
construction	278	294	393	950	206	1.0	0.9	0.9	2.1	0.3
health care	291	605	495	396	324	1.1	1.8	1.1	0.9	0.4
sports	256	199	219	277	322	0.9	0.6	0.5	0.6	0.4
unskilled work	43	310	127	183	1871	0.2	0.9	0.3	0.4	2.5
mechanics	59	125	89	55	82	0.2	0.4	0.2	0.1	0.1
other professions	76	75	67	89	65	0.3	0.2	0.2	0.2	0.1
unknown	1									
All professions	27,678	34,558	44,113	46,114	74,056	100.0	100.0	100.0	100.0	100.0

Source: CWI

In addition to these low-skilled professions, labour migrants are also attracted to certain more highly-skilled jobs. A relatively large proportion of work permits are issued for scientists, the artistic professions and computer specialists.

Table 3.3 shows the types of jobs in which temporary workers from different countries are employed. It is no surprise there are clear differences between the sectors temporary workers from the more developed Western countries and temporary workers from Eastern Europe and developing countries in Africa, Latin America and Asia, work in.

**Table 3.3: Work permits(WAV) by type of profession and region 2006 (percentages)**

	Total (N)	Western					Non-western			
		new EU-countries	Other Europe	Northern-America	Japan and Indonesia	Oceania	Turkey	Africa	Other America	Other Asia
agriculture / horticulture	46,835	74.7	52.1	0.3	2.3	-	6.2	29.1	2.7	8.0
artistic professions	1549	0.4	17.6	11.0	2.4	5.3	0.0	9.6	13.5	0.9
production work	10,704	16.0	8.5	7.3	4.7	6.4	10.4	16.0	10.2	8.4
science	3006	0.6	7.6	12.7	20.0	22.3	21.1	12.3	32.3	22.9
computer specialists	1392	0.1	1.3	4.1	2.4	8.0	1.4	2.1	5.1	18.8
executive professions	1216	0.1	0.8	26.8	20.3	22.9	5.5	2.2	5.8	5.6
advisors	716	0.1	0.8	12.0	8.2	15.4	4.2	2.3	5.4	3.6
drivers	2237	3.3	4.7	0.1	0.0	-	9.3	0.8	0.1	1.3
hotel and catering industry	1595	0.3	1.0	0.3	23.2	2.1	4.8	1.5	3.9	17.2
other services	1870	0.8	2.8	7.8	11.3	7.4	30.4	12.3	16.0	11.0
construction	206	0.2	1.6	0.0	0.0	0.0	0.0	0.3	0.3	0.1
health care	323	0.1	0.5	1.6	2.2	1.6	1.7	9.1	1.8	0.8
sports	322	0.0	0.4	13.6	2.6	5.9	0.0	1.3	2.6	0.3
unskilled work	1871	3.1	0.0	0.0	0.2	0.5	0.7	1.2	0.1	0.5
mechanics	82	0.1	0.1	1.1	-	0.0	3.8	0.1	0.0	0.0
other professions	65	0.0	0.1	1.0	0.1	0.0	0.3	0.1	0.3	0.5
total		100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
(n)	73,989	58,130	4784	1437	1252	188	289	1358	777	5774

Source: CWI

Temporary workers from the developed Western countries (USA, Canada, Japan, Oceania, including Australia and New Zealand) predominantly work in high-skilled jobs such as executive professions and as advisors. American temporary workers are also frequently employed in artistic professions and sports. Temporary workers from the new EU-countries (in particular Poland), other European (mainly workers from the former Soviet Union and Romania) and from African countries predominantly work in the agricultural and horticultural professions and as production workers. Other European and Latin American temporary workers also frequently work in artistic professions. African temporary workers frequently work in agricultural and production jobs. Asian temporary workers are frequently employed as scientists and computer specialists.

Table 3.4: Work permits by duration and nationality, 2006

		Permit valid for a period of:				
		<=24 weeks (%)	>24 weeks and <= 12 months (%)	>12 months and <=24 months (%)	>24 months and < 36 months (%)	36 months (%)
<b>Total (%)</b>	<b>74,056</b>	<b>62.9</b>	<b>25.0</b>	<b>6.0</b>	<b>0.7</b>	<b>5.2</b>
<b>EU10</b>	<b>58,128</b>	<b>63.6</b>	<b>25.1</b>	<b>6.2</b>	<b>0.4</b>	<b>4.6</b>
<i>Of whom from</i>						
Poland	53,981	65.7	24.1	6.5	0.4	3.3
Czech Republic	1402	25.9	35.1	2.5	1.4	34.4
Slovak Republic	1505	37.3	44.7	1.2	0.8	15.9
Romania	2266	82.0	9.4	1.7	2.3	4.7
Soviet Union(former)	1469	82.4	13.1	2.6	0.7	1.1
United States	1178	37.9	30.4	12.5	2.9	16.1
China	2536	47.8	38.9	7.3	0.9	5.0
India	1572	75.4	14.1	4.6	2.4	3.5
<b>Total (N)</b>	<b>74.056</b>	<b>46,594</b>	<b>18,540</b>	<b>4475</b>	<b>541</b>	<b>3875</b>

Source: CWI

### 3.3 Granted residence permits for labour and highly skilled migrants

In the previous section we presented some figures of issued work permits. However, not all foreign workers issued a work permit intend to stay in the Netherlands for a prolonged period of time. This section presents some figures of granted first residence permits to labour and highly skilled (labour) migrants. The figures presented in this paragraph only refer to migrants intending to stay in the Netherlands for at least one year.

Table 3.4 shows the number of granted first residence permits by reason of employment. In Chapter 2 we already observed that immigration for employment reasons decreased from almost 20,000 persons in 2001 to less than 16,000 persons in 2004 (see table also Table A3.1 in the Appendix). In 2005 and 2006 immigration for employment reasons (if we include those granted to highly skilled migrants (see table 3.5)) seems to have increased. Table 3.1 gives a picture of the ten countries with the largest number of granted requests for a first residence permit for reasons of employment. In 2006 by far the largest group of labour migrants came from Germany (19% of all the foreign workers). Also high numbers of workers came from the United Kingdom (12%) and the '10 new EU-Countries' (Poland 10% Slovakia 12%).

**Table 3.4: Granted a first residence permit by reasons of employment nationality, 2005, 2006**

Employment	2005		2006		2007 (January thru April)	
	N	%	N	%	N	%
<b>Nationality (top 10-countries)</b>						
Poland	1298	9%	1352	10%	720	34%
United States	616	4%	454	3%	242	11%
China	398	3%	334	2%	145	7%
Bulgaria	63	0%	66	0%	94	4%
Japan	407	3%	344	3%	79	4%
Germany	2507	17%	2552	19%	62	3%
Rumania	192	1%	246	2%	61	3%
Hungary	241	2%	92	1%	49	2%
Slovakia	109	12%	107	12%	48	2%
United Kingdom	1832	12%	1671	12%	47	2%
Other	7175	48%	6422	47%	558	27%
<b>Age</b>						
0-18	17	0%	44	0%	7	0%
18-30	5634	38%	4721	35%	881	42%
30-40	5356	36%	4574	34%	746	35%
40-50	2631	18%	2551	19%	354	17%
50-65	1086	7%	1398	10%	115	5%
65+	114	1%	352	3%	2	0%
Unknown	0	0%	0	0%	0	0%
<b>Sex</b>						
Male	9612	65%	8675	64%	1476	70%
Female	5214	35%	4962	36%	629	30%
Unknown	8	0%	3	0%	0	0%
<b>Total</b>	<b>14,838</b>	<b>100%</b>	<b>13640</b>	<b>100%</b>	<b>2105</b>	<b>100%</b>

### Highly skilled migrants

Dutch labour migration policy proposals make clear that with respect to highly skilled workers, the adage of temporariness is increasingly less adhered to. The reason for this is the increased competition between OECD countries to attract the necessary human capital to be internationally

competitive. The worldwide shortage in highly educated, technical and medical personnel stimulates migration to countries where the conditions for taking up residence are the most favourable. An important condition is guaranteeing a quick route towards permanent residence (and consequently access to comprehensive social rights). Such a policy is relatively safe for the welfare state because these immigrants perform better on European labour markets than the average resident. An inflow of such immigrants would positively affect the public budget (Roodenburg et al. 2003). It is also acknowledged that highly educated employees are geographically very mobile. Recent Dutch studies estimates that highly skilled immigrants from western countries and countries such as Japan and India will leave again within six years (Statistics Netherlands 2003; Veld 2004).

Since 1 October 2004, the Netherlands has had a 'highly skilled migrant' scheme in place with regard to the admission of highly educated immigrants. A salary criterion was chosen to determine who would qualify as a highly skilled migrant. The salary criterion did not apply to doctoral workers, irrespective of age, those employed by educational or research institutions, nor to university lecturers and post-doctoral individuals below the age of 30. The employer in question, who is offering such individuals employment opportunities, is admitted to the highly skilled migrant scheme on the basis of a signed declaration. The salary criterion for highly skilled migrants is reviewed annually on 1 January, using the percentage change of the most recent index figures for collective employment agreement wages as published by Statistics Netherlands (see also chapter 1). Some problems in relation to the regulations concerning highly skilled migrants were resolved in November 2006. The House of Representatives in the Bakker motion, mentioned previously, had demanded this. To respond to the demands in this motion, the category of migrants excluded from the salary criterion was extended. From 1 November 2006, every foreign national working in the Netherlands as a scientific researcher, or as a doctor training as a specialist, is exempt from the salary criterion. At the same time, the age limit of 30 for university lecturers and post-doctoral workers was scrapped. A facility was also introduced to allow start-up companies to use the highly skilled migrant scheme. This was regulated through an amendment of the Implementation Decree on the Aliens Employment Act on 20 October 2006, and an amendment to the Aliens Act implementation guidelines on 15 November 2006 (IND/INDIAC, 2007b, p33-p34).

Table 3.5 shows the number of granted first residence permits to highly skilled migrants. In 2006 immigration of highly skilled migrants more than doubled compared to the number in 2005. The figures covering the first four months in 2007 indicate a further growth of granted first residence permits for highly skilled workers. Table 3.5 gives a picture of the ten countries with the largest number of granted requests for a first residence permit for reasons of employment. By far the largest group of labour migrants in 2006 came from India (26%) and the United States (15%).

**Table 3.5: Highly skilled migrants granted a first residence permit by nationality, 2005, 2006**

Highly skilled migrants	2005		2006		2007 (January thru April)	
	N	%	N	%	N	%
Top 10-countries						
India	280	17%	934	26%	443	28%
United States	286	18%	528	15%	216	14%
China	98	6%	189	5%	95	6%
Japan	88	5%	189	5%	95	6%
Turkey	79	5%	160	4%	56	4%
Poland	54	3%	111	3%	53	3%
Russia	50	3%	109	3%	51	3%
Australia	76	5%	131	4%	48	3%
Canada	52	3%	111	3%	48	3%
South-Africa	37	2%	98	3%	42	3%
Other	513	32%	1032	29%	435	27%
<b>Total</b>	<b>1613</b>	<b>100%</b>	<b>3592</b>	<b>100%</b>	<b>1582</b>	<b>100%</b>

Source: IND/INDIAC, Introductie Trendrapport regulier, 2007

### 3.4 Labour migration policies for low and high skilled workers

The recent Dutch labour migration policy proposals make clear that with respect to highly skilled workers, the adage of temporariness is increasingly less adhered to. The reason for this is the increased competition between OECD countries to attract the necessary human capital to be internationally competitive. The worldwide shortage in highly educated, technical and medical personnel stimulates migration to countries where the conditions for taking up residence are the most favourable. An important condition is guaranteeing a quick route towards permanent residence (and consequently access to comprehensive social rights).

For the low or intermediate scaled jobs applies that in most West European countries employers have to hire available labour supply (i.e. within the national borders or within the European Economic Area (EEA)), before they may hire (temporary) labour migrants. This labour market test is applied in a flexible way due to the fact that even in countries with substantial numbers

of unemployed, workforce shortages still exist in specific sectors. Examples of this are the vacancies in nursing and other forms of care (requiring an intermediate level of education) and those in domestic services, agriculture, and horticulture (requiring low and unskilled workers). In principle a working permit of three years is available for structural jobs at these levels. However in practice most of these low- and intermediate scaled jobs concern seasonal or temporary jobs.

Two relevant points need to be made with respect to labour migration (cf. ACVZ 2004). The first involves the problematic maintenance of temporary labour migration. There are several systems for encouraging migrants to return to their country of origin, but none of these systems actually guarantees their return. That is why in practice, labour migrants find ways to stay longer or even permanently. Thus, temporary work and residence may result in permanent residence. Labour migrants can also lengthen their stay through marriage or may choose to remain illegally in a country once their permit has expired. Another point is that regulated temporary labour migration only partially limits illegal employment, in the secondary labour market. The idea that illegal labour in the underside of the labour market will be pushed back by regulating the recruitment of (temporary) labour migrants is dubious. Illegal immigrants are economically appealing to many employers because they are illegal and can be paid wages below the statutory minimum wage levels (cf. Engbersen 1999 en 2003).

## Appendix for chapter 3

**Table A3.3: Immigration of foreign nationals by reasons of labour by country of birth 1995-2004 (2005, 2006 not available)**

	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
<b>Absolute numbers</b>	10,211	12,656	13,193	15,369	16,299	19,025	19,937	18,535	16,621	15,637
<i>in %</i>										
<i>including</i>										
<b>Western Countries</b>	<b>86.7</b>	<b>86.9</b>	<b>86.4</b>	<b>85.1</b>	<b>85.6</b>	<b>86.5</b>	<b>84.9</b>	<b>84.3</b>	<b>84.5</b>	<b>85.4</b>
<i>of whom from</i>										
<b>EU-countries (25)</b>	<b>67.0</b>	<b>66.7</b>	<b>66.3</b>	<b>65.6</b>	<b>66.3</b>	<b>68.7</b>	<b>67.3</b>	<b>66.8</b>	<b>64.7</b>	<b>68.3</b>
<i>of whom from</i>										
<b>old EU-countries (15)</b>	<b>65.7</b>	<b>64.5</b>	<b>64.2</b>	<b>62.2</b>	<b>64.0</b>	<b>64.4</b>	<b>61.3</b>	<b>61.6</b>	<b>58.9</b>	<b>53.3</b>
<i>of whom from</i>										
Germany	11.8	10.8	10.9	10.8	10.7	11.3	11.0	12.6	11.6	11.7
United Kingdom	18.6	20.3	19.6	17.1	18.0	18.7	18.3	15.6	14.5	12.1
Belgium	5.7	5.3	6.0	5.4	5.3	5.0	4.3	4.5	4.6	4.0
France	4.6	5.4	5.5	6.2	6.2	5.7	5.3	5.4	4.9	4.8
<b>new EU-countries<sup>a</sup></b>	<b>1.3</b>	<b>2.2</b>	<b>2.2</b>	<b>3.4</b>	<b>2.3</b>	<b>4.3</b>	<b>6.0</b>	<b>5.2</b>	<b>5.8</b>	<b>15.1</b>
<i>of whom from</i>										
Poland	0.9	1.6	1.4	2.0	1.5	3.0	4.0	3.9	4.6	12.1
Hungary	0.3	0.3	0.3	0.6	0.4	0.6	1.0	0.6	0.6	1.1
<b>other Europe</b>	<b>5.8</b>	<b>5.5</b>	<b>5.6</b>	<b>6.2</b>	<b>6.0</b>	<b>5.8</b>	<b>7.0</b>	<b>7.5</b>	<b>9.8</b>	<b>7.6</b>
<i>of whom from</i>										
Yugoslavia (former) <sup>b</sup>	0.4	0.2	0.4	0.5	0.6	0.7	0.7	0.4	0.4	0.4
Soviet Union (former) <sup>c</sup>	1.3	1.2	1.1	2.0	1.9	1.9	2.2	2.0	2.0	2.7
Romania	0.3	0.3	0.4	0.7	0.6	0.8	1.1	1.0	0.9	1.0
<b>other Western</b>	<b>13.8</b>	<b>14.7</b>	<b>14.4</b>	<b>13.4</b>	<b>13.3</b>	<b>12.0</b>	<b>10.7</b>	<b>10.0</b>	<b>10.0</b>	<b>9.5</b>
<i>of whom from</i>										
United States	6.2	7.6	7.7	7.0	6.8	6.0	4.9	4.4	4.7	4.2
Canada	1.0	1.3	1.3	1.2	1.0	1.2	1.0	0.9	0.9	0.8
Indonesia	0.2	0.2	0.4	0.4	0.5	0.3	0.5	0.3	0.3	0.4
Japan	5.0	4.3	3.6	3.0	2.9	2.6	2.4	2.8	2.8	2.8
Australia	1.1	1.1	1.0	1.3	1.6	1.3	1.4	1.3	1.0	1.0
<b>Non-Western countries</b>	<b>13.3</b>	<b>13.1</b>	<b>13.6</b>	<b>14.9</b>	<b>14.4</b>	<b>13.5</b>	<b>15.1</b>	<b>15.7</b>	<b>15.5</b>	<b>14.6</b>
<i>of whom from</i>										
Turkey	2.1	2.2	2.0	1.4	1.0	1.2	1.5	2.3	5.2	1.7
Morocco	1.2	1.2	1.3	1.1	0.8	0.9	0.7	0.8	1.0	0.8
Somalia	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.1	0.0	0.0
South Africa	0.7	1.2	1.0	2.2	1.4	1.5	1.7	1.0	1.1	1.2
Angola	0.2	0.3	0.2	0.2	0.3	0.3	0.4	0.6	0.4	0.3
Sudan	0.0	-	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Ghana	0.2	0.3	0.3	0.2	0.3	0.4	0.6	0.9	0.6	0.3
Congo (democratic republic)	0.1	0.0	0.0	0.0	0.0	0.0	0.1	0.1	0.0	0.1
Suriname	0.4	0.3	0.1	0.2	0.2	0.3	0.3	0.3	0.2	0.2
Brazil	0.3	0.3	0.4	0.4	0.5	0.4	0.5	0.5	0.5	0.7
Colombia	0.1	0.1	0.2	0.1	0.1	0.1	0.2	0.2	0.3	0.2
Iraq	-	0.0	0.0	0.1	0.1	0.1	0.1	0.0	0.0	0.0
Afghanistan	-	0.0	0.0	-	0.0	0.0	0.0	0.0	0.0	0.0
China	1.5	1.3	1.0	1.0	1.1	0.9	1.4	1.2	1.3	1.4
Iran	0.3	0.2	0.3	0.2	0.2	0.2	0.2	0.3	0.3	0.3
Thailand	0.1	0.2	0.1	0.2	0.1	0.2	0.1	0.1	0.1	0.1
Pakistan	0.7	0.5	0.4	0.3	0.3	0.4	0.3	0.4	0.4	0.3
India	1.5	1.4	1.6	2.2	2.1	1.4	1.4	1.3	1.4	1.3
Philippines	0.3	0.3	0.4	0.3	0.1	0.2	0.5	0.3	0.3	0.3
Syria	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1
Sri Lanka	0.0	0.1	0.1	0.1	0.0	0.1	0.1	0.0	0.1	0.0

Source: Statistics Netherlands (figures are based on data of the Ministry of Justice, Immigration and Naturalization Service)

<sup>a</sup>figures do not include data of Malta, Cyprus, Slovenia and Baltic States

<sup>b</sup>including Slovenia

<sup>c</sup>including Baltic States



## Chapter 4 **Developments in asylum migration**

### **4.1 Introduction**

This chapter briefly describes recent developments with respect to the influx of asylum seekers and asylum policy. The most striking aspect is the sharp decrease in the number of asylum seekers until 2004. The new Dutch Aliens Act, which came into effect in 2000, is held responsible for the decrease. Since 2005 the number of asylum seekers is rising again.

In this chapter we will mainly focus on the influx of asylum seekers to the Netherlands and changes in the composition of this category. In paragraph 4.5 we will focus on return and expulsion of asylum seekers.

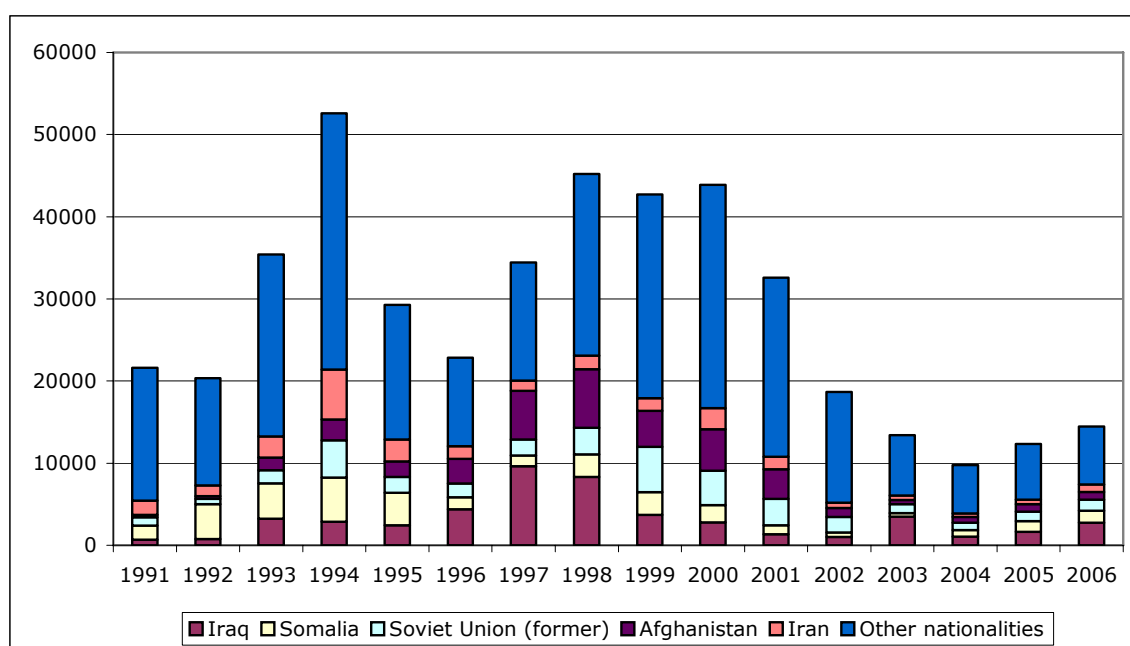
### **4.2 Asylum requests**

The Dutch government's restrictive asylum policy is probably the most important reason for the decrease in the number of asylum applications (especially the high percentage of rejections in the accelerated procedure and the intensified policy for unaccompanied minor asylum seekers). The number of asylum requests decreased from nearly 44,000 in 2000 to some 14,500 in 2006 (see table 4.1). Since five years of decreasing numbers of asylum requests, 2005 and 2006 showed an increase again compared to 2004. The number of asylum requests in 2006 is however still more than three times lower than in 2000. In table 4.1 we can see the sizeable monthly differences between the years 2000 and 2006 and in figure 4.1 we can see the trends over a period of 16 years.

**Table 4.1: Total number of individual asylum seekers who arrived, with monthly breakdown and percentage variation between years 2005-2006**

Month	2000	2001	2002	2003	2004	2005	2006	Variation +/- 2005-2006	
								absolute	percentage
January	4125	3697	2377	1234	976	886	1553	667	75%
February	3840	2805	1972	1042	836	933	1798	865	93%
March	3571	3086	1950	1398	940	877	1820	943	108%
April	3104	2781	1767	1570	681	903	1331	428	47%
May	3053	2549	1590	1391	627	747	1268	521	70%
June	3473	2219	1479	831	772	938	1240	302	32%
July	3702	2475	1419	1127	672	837	972	135	16%
August	3997	2462	1350	989	787	984	958	-26	-3%
September	3451	2551	1432	1103	849	1164	1032	-132	-11%
October	3981	3401	1374	1015	904	1436	918	-518	-36%
November	3927	2399	1037	931	956	1459	910	-549	-38%
December	3668	2154	920	771	782	1183	665	-518	-44%
<b>Total</b>	<b>43,892</b>	<b>32,579</b>	<b>18,667</b>	<b>13,402</b>	<b>9,782</b>	<b>12,347</b>	<b>14,465</b>	<b>2118</b>	<b>17%</b>

Source: Ministry of Justice, Immigration and Naturalization Service

**Figure 4.1: Asylum requests by country of nationality, 1991-2006 (top five countries 2006)**

Source: Ministry of Justice, Immigration and Naturalization Service

Table 4.2 shows that most of the asylum requests come from Iraq, Somalia and former Soviet Union countries. Since 2000, many of the top ten countries of origin exhibited an absolute decrease in asylum influx. However, in the last two years, all of the countries of origin exhibited an absolute increase. Especially the increases of Iraq, Iran, and Somalia stand out. In two years the asylum influx from these countries of origin (almost) doubled.

Developments in asylum migration

**Table 4.2: Asylum requests by country of nationality, 1997-2006 (top ten countries 2006)**

Country of nationality	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
Iraq	9640	8300	3710	2780	1329	1022	3472	1043	1620	2766
Somalia	1280	2780	2740	2110	1098	538	451	792	1315	1462
Soviet Union (former)	1960	3230	5520	4200	3235	1891	1100	916	1182	1327
Afghanistan	5920	7120	4400	5050	3614	1077	492	688	902	932
Iran	1250	1680	1530	2550	1519	665	555	450	557	921
Yugoslavia (former)	3790	8330	8520	5700	2184	847	539	497	437	749
Burundi	60	150	200	330	427	452	402	405	419	455
Turkey	*	*	*	*	*	*	414	338	289	341
Sudan	680	1880	1700	1420	869	513	293	255	339	320
China	1160	920	1240	1400	703	541	295	265	333	314
Others	8700	10830	13170	18350	17601	11121	5389	4133	4954	3839
Unknown	*	*	*	*	*	*	*	*	*	1039
<b>Total</b>	<b>34,440</b>	<b>45,220</b>	<b>42,730</b>	<b>43,890</b>	<b>32,579</b>	<b>18,667</b>	<b>13,402</b>	<b>9,782</b>	<b>12,347</b>	<b>14,465</b>

Source: Ministry of Justice, Immigration and Naturalization Service

A closer examination of the figures from the former Soviet Union countries reveals that most of the asylum applications come from Azerbaijan, Russia and Armenia (see table 4.3).

**Table 4.3: Asylum applications from former Soviet Union en Yugoslavia in the Netherlands**

Country of origin	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
Soviet Union (former)	1960	3230	5520	4200	3235	1891	1100	916	1182	1327
<i>of which from</i>										
Armenia	430	710	1249	812	529	427	204	247	197	280
Azerbaijan	320	1270	2449	1163	634	335	265	253	287	384
Belarus	*	*	40	113	115	131	55	25	31	44
Estonia	*	*	0	2	3	3	*	*	*	*
Georgia	290	290	321	291	298	219	116	73	213	156
Kazakhstan	*	*	102	180	133	43	8	23	22	57
Kyrgyzstan	*	*	6	119	71	55	21	7	33	20
Latvia	*	*	10	9	9	10	0	0	*	*
Lithuania	*	*	12	11	12	9	10	7	*	*
Moldova	*	*	31	28	20	31	36	30	13	9
Russia	460	520	960	1016	911	420	245	206	285	254
Tajikistan	*	*	21	42	56	12	8	9	*	10
Turkmenistan	*	*	0	1	1	0	*	*	*	18
Ukraine	230	230	306	218	191	156	85	17	44	44
Uzbekistan	*	*	13	197	252	40	47	19	57	51
<b>Total applications former S.U.</b>	<b>1960</b>	<b>3230</b>	<b>5520</b>	<b>4200</b>	<b>3235</b>	<b>1891</b>	<b>1100</b>	<b>916</b>	<b>1182</b>	<b>1327</b>
<b>Total applications</b>	<b>34,440</b>	<b>45,220</b>	<b>39,299</b>	<b>43,895</b>	<b>32,579</b>	<b>18,667</b>	<b>13,402</b>	<b>9,782</b>	<b>12,347</b>	<b>14,465</b>
<b>Percentage former S.U.</b>	<b>6%</b>	<b>7%</b>	<b>14%</b>	<b>10%</b>	<b>10%</b>	<b>10%</b>	<b>8%</b>	<b>9%</b>	<b>10%</b>	<b>9%</b>
Yugoslavia (former)	3790	8330	8520	5700	2184	847	539	497	437	749
<i>of which from</i>										
Bosnia-Herz.	1970	3770	1170	1650	1026	221	103	57	94	116
Croatia	70	150	140	140	63	31	13	15	7	26
Macedonia	0	0	80	60	187	79	30	30	*	*
Serbia & Montenegro	1650	4290	7130	3850	908	516	393	395	336	607
<b>Total applications Yugoslavia</b>	<b>3790</b>	<b>8330</b>	<b>8520</b>	<b>5700</b>	<b>2184</b>	<b>847</b>	<b>539</b>	<b>497</b>	<b>437</b>	<b>749</b>
<b>Total applications</b>	<b>34,440</b>	<b>45,220</b>	<b>39,299</b>	<b>43,895</b>	<b>32,579</b>	<b>18,667</b>	<b>13,402</b>	<b>9,782</b>	<b>12,347</b>	<b>14,465</b>
<b>Percentage former Yugoslavia</b>	<b>11%</b>	<b>18%</b>	<b>22%</b>	<b>13%</b>	<b>7%</b>	<b>5%</b>	<b>4%</b>	<b>5%</b>	<b>4%</b>	<b>5%</b>

Source: Ministry of Justice, Immigration and Naturalization Service

The influx of indicated unaccompanied minor asylum seekers [UMA. Dutch acronym: AMA's] in the Netherlands decreased significantly from 3504 in 1998 to 410 in 2006. The figure of unaccompanied minor asylum seekers as a percentage of the total influx of asylum seekers was rather high in the 2000-2002 period (about 17 percent). This has changed since 2003. The percentage UMA diminished from 17 percent in 2002 to only 2,8 percent in 2006. In 2006, the main countries of origin were Iraq, Somalia and India.

**Table 4.5: Influx of indicated unaccompanied minor asylum seekers in the Netherlands**

Country of origin	1998	1999	2000	2001	2002	2003	2004	2005	2006
Iraq	*	*	261	117	56	108	27	39	60
Somalia	534	496	410	248	87	75	46	28	58
India	*	*	409	248	28	40	57	88	43
Soviet Union (former)	*	*	*	*	*	*	*	*	21
China	477	793	942	344	177	116	99	59	20
Afghanistan	223	215	303	228	141	41	23	20	15
Burundi	*	*	54	55	51	30	32	20	11
Angola	192	756	1058	1991	854	146	28	23	6
D.R. Congo	105	77	123	116	101	37	11	21	3
unknown	*	*	48	54	31	33	21	18	14
others	1973	2672	3097	2550	1706	590	250	181	108
Total applications UMA	3504	5009	6705	5951	3232	1216	594	515	410
Total applications	44,393	37,921	43,895	32,579	18,667	13,402	9782	12,347	14,465
Percentage UMA	7.9	13.2	15.3	18.3	17.3	9.1	6.1	4.2	2.8

Source: Ministry of Justice, Immigration and Naturalization Service

\* = unknown

### 4.3 Asylum requests in Europe

If we compare the Dutch data with data from 12 other European countries with respect to the influx of asylum requests under consideration, the Netherlands and Sweden are the only countries that experienced an increase in the number of asylum seekers in 2006. Table 4.6 presents the influx in asylum requests under consideration from 2005-2006. It is estimated that in 2006 more than 160,000 asylum applications were submitted in the countries stated, a decline of more than 25 percent within one year. There were particularly strong decreases in Austria, Ireland and France.

**Table 4.6: Asylum requests in Europe compared; 2006 with 2005**

	2001	2002	2003	2004	2005	2006*	mutation	mutation in %
France	88,287	51,004	61,993	65,614	59,221	36,375	-22,846	-39%
Germany	90,244	71,127	50,563	35,607	28,914	19,096	-9818	-34%
United Kingdom	47,260	103,080	61,051	40,623	30,459	21,014	-9445	-31%
Austria	30,135	39,354	32,364	24,676	22,471	12,145	-10,326	-46%
Sweden	23,499	32,995	31,355	23,161	17,530	21,207	3677	21%
Belgium**	14,782	18,768	16,940	15,357	15,957	10,534	-5423	-34%
the Netherlands	32,579	18,667	13,402	9782	12,347	13,800	1453	12%
Switzerland	20,633	26,125	20,806	14,248	10061	9601	-460	-5%
Norway	24,527	17,480	15,613	7945	5401	4864	-537	-10%
Spain	9219	6179	5918	5553	4323	3696	-627	-15%
Finland	1650	3443	3221	3861	3574	2120	-1454	-41%
Ireland	10,325	11,634	7900	4766	5049	4005	-1044	-21%
Denmark	12,512	5947	4593	3222	2260	1729	-531	-23%
<b>Total</b>	<b>405,652</b>	<b>405,803</b>	<b>325,719</b>	<b>254,415</b>	<b>217,567</b>	<b>160,186</b>	<b>-57,381</b>	<b>-26%</b>

\*2006, number of applications for December aren't available, figures are estimates

\*\* Data do not include accompanied underage asylum seekers

#### 4.4 Granted asylum requests

The submission of an asylum request is the first step in a process where only some of the asylum requests are actually approved. Table 4.7 shows the number of asylum requests approved per year for ten different groups. The number of asylum requests approved has shown a marked decrease in the period 1997-2004. In 1997 almost 17,000 requests were approved, whereas in 2004 less than 60 percent of this number was approved. In 2005 it sharply increased to the highest number in the last decade, to 17,900. Last year the number of granted asylum requests dropped again to 14,440.

**Table 4.7: Asylum requests granted by country of nationality, 1997-2006**

Country of nationality	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
Iraq	4340	5990	550	510	-	-	-	-	-	-
Afghanistan	4240	3990	4380	3410	-	-	-	-	-	-
Soviet Union (former)	650	530	510	480	-	-	-	-	-	-
Somalia	1180	880	1030	920	-	-	-	-	-	-
Burundi	30	70	50	170	-	-	-	-	-	-
Iran	1100	600	530	350	-	-	-	-	-	-
Angola	200	140	200	580	-	-	-	-	-	-
Yugoslavia (former)	2260	350	420	730	-	-	-	-	-	-
Sierra Leone	50	130	160	280	-	-	-	-	-	-
Sudan	530	820	300	420	-	-	-	-	-	-
Other nationalities	2410	1600	1360	1880	-	-	-	-	-	-
<b>Total</b>	<b>16,990</b>	<b>15,100</b>	<b>9490</b>	<b>9730</b>	<b>10,580</b>	<b>8820</b>	<b>9760</b>	<b>10,170</b>	<b>17,880</b>	<b>14,440</b>

Source: Statistics Netherlands, Statline, numbers rounded in units of five, 1997-2005

Table 4.8 provides additional information about the type of status awarded. From the data presented it is clear that there has been a strong decrease in the number of 'A statuses' awarded during the period 1997-2000, whereas the granting of residence permits with a humanitarian status has decreased much less. The figures since 2001 concern statuses awarded under the new Aliens Act and they therefore cannot be simply compared with the situation

before 2001. The period 2001 – 2005 shows a strong increase in both granted residence permits for fixed term as well as indefinite term. In five years the residence permits for fixed term has risen from 7200 in 2001 to 11,000 in 2005, the residence permits for indefinite term from 500 in 2001 to 6800 in 2005. And also in 2006 the number of residence permits for indefinite term is still growing. The number of residence permits for fixed term has however dropped from 11,000 in 2005 to 7000 in 2006.

**Table 4.8: Refugees admitted and the humanitarian or refugee status granted 1997-2006 (1)**

	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
<i>Before new Aliens Act 2000</i>										
<b>Refugees</b>										
Individual requests 'A status' granted	6630	2356	1507	1808	444					
<b>Humanitarian status</b>										
Granted (VtV)	5176	3591	3471	4791	1567					
Provisional status temporary protection (VVtV)	5182	9152	8512	3127	806					
<i>After new Aliens Law 2000 (April 2001)</i>										
<b>VV fixed term (total)</b>					<b>7230</b>	<b>8080</b>	<b>8350</b>	<b>6120</b>	<b>11,090</b>	<b>7060</b>
of which										
VV asylum fixed term					4906	4008	5620	-	-	-
VV regular fixed term (2)					2325	4000	2715	-	-	-
<b>VV asylum indefinite term</b>					<b>530</b>	<b>750</b>	<b>1410</b>	<b>4050</b>	<b>6790</b>	<b>7380</b>
of which										
VV asylum indefinite term					508	721	1402	-	-	-
VV regular indefinite term (2)					24	25	6	-	-	-
<b>Refused (old and new Aliens Law)</b>	<b>28,318</b>	<b>28,173</b>	<b>41,367</b>	<b>57,418</b>	<b>51,317</b>	<b>52,889</b>	<b>21,935</b>	<b>12,955</b>	<b>-</b>	<b>-</b>

1) refers to outcomes after a first decision as well as revised decisions.

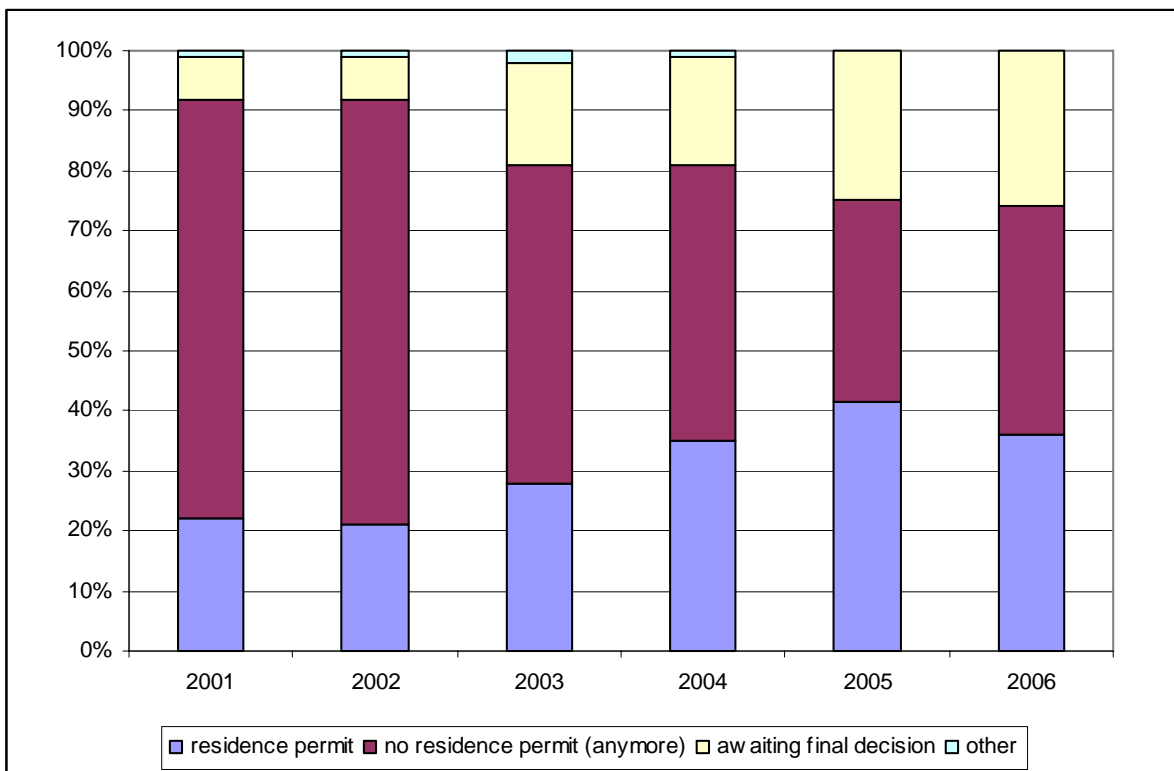
2) regular residence permits granted in asylum affairs concern e.g. unaccompanied minor asylum seekers and residence permits on account of the so-called three years policies.

Source: -Ministry of Justice, Immigration and Naturalization Service  
-Statistics Netherlands, Statline (2006)

The figures presented in the previous tables concern the decision taken during the year in question (approved or rejected), irrespective of the year in which the asylum request was submitted. Therefore the figures presented about approvals cannot be directly compared with the figures presented in table 4.2 about the asylum requests submitted and thus do not provide any insight into the percentage approved. In order to delineate the percentage approved cohort studies are needed. In the 2001-Sopemi study we have presented the results of a cohort study conducted by Van der Erf (2002). On the basis of material made available by the INS concerning the completion of asylum procedures according to the year of submission (1994-2000), Van der Erf concluded that the percentage of asylum requests approved in the Netherlands has significantly decreased. The results of a cohort study

performed by the INS (Cohortanalyse asielprocedure 1994-2003, 2005) confirmed this conclusion. The approval percentage decreased from almost 49 percent for asylum seekers who submitted their request in 1997 to no more than 11 percent for asylum seekers who submitted their request in 2002. For those who submitted their request in 2003 the figure is however a little higher. At the end of the first quarter of 2004 around 12 percent was approved (see table b4.1a and b4.1b in the appendix). However the results of a recent cohort study performed by the INS (Cohortanalyse asielprocedure 2001-2006, 2007) show that the approval percentage increased from almost 22 percent for asylum seekers who submitted their request in 2001 to more than 40 percent for asylum seekers who submitted their request in 2005 (see figure 4.2). For those who submitted their request in 2006 the figure is little lower however a substantial part of the asylum seekers in this cohort is still awaiting a final decision. At the end of the second quarter of 2007 around 35 percent was approved.

Figure 4.2: Expelled asylum seekers by type of expulsion, 1992-2006



Source: Ministry of Justice, Immigration and Naturalization Service

If we take a closer look at the asylum seekers who submitted their request in 2006 (see table 4.9a, 4.9b) we see that asylum seekers from Somalia (67%) and Sierra Leone (49%) have high approval percentages while asylum seekers

from Iran (18%) and Iraq (23%) have relative low approval percentages (INS, Cohortanalyse asielprocedure 2001-2006, 2007).

**Table 4.9a: Influx of asylum seekers, cohort 2001-2006**

	2001	2002	2003	2004	2005	2006
Iraq	702	1054	3211	740	1206	2294
Angola	3016	1735	402	128	106	40
Afghanistan	2319	1007	434	548	485	471
Somalia	657	459	447	680	968	1211
Sierra Leone	1595	1465	275	111	106	111
Iran	781	567	668	425	332	429
other	12,162	10,989	8942	5881	5736	4343
total	21,232	17,276	14,379	8513	8939	8899

Source: Ministry of Justice, Immigration and Naturalization Service

**Table 4.9b: Percentage of asylum requests granted, cohort 2001-2006**

	2001	2002	2003	2004	2005	2006
Iraq	39	56	49	56	54	23
Angola	12	14	11	20	30	38
Afghanistan	29	32	34	45	43	46
Somalia	29	37	50	82	80	67
Sierra Leone	37	20	17	36	39	49
Iran	20	24	20	22	27	18
other	21	17	21	28	34	34
total	22	21	28	35	42	36
Deviation Margin +10%	10	24	23	31	39	46
Deviation Margin -10%	-10	20	19	25	32	38

Source: Ministry of Justice, Immigration and Naturalization Service

## 4.5 Return and expulsion of asylum seekers

The majority of aliens who request asylum in the Netherlands do not receive a residence permit and therefore there is a constant stream of aliens leaving the Netherlands. Most of these aliens depart of their own volition and a small number need to be forcibly expelled. If the asylum seeker does not leave of his own accord then enforced departure can be effected. There are different types of expulsion such as; Check of addresses, Expulsion, Controlled departure (see Figure 4.2). One can also voluntarily depart with assistance from the International Organisation for Migration (IOM). In 2006, the number of people (asylum seekers and non-asylum seekers) who were assisted by the IOM in their return to the country of origin or to resettle in another country was 2915<sup>23</sup>. Another type of support is the country specific projects in which the Dutch government cooperates with the countries of origin and a range of organisations that are active in the field of migration.

<sup>23</sup> <http://www.iom-nederland.nl/cijfers/teruqkeer.asp> + <http://www.iom-nederland.nl/cijfers/hervestiging.asp>



The number of asylum seekers that had to leave the Netherlands ('expelled') in 2006 was 10,208. From table 4.10 it can be seen that the number of expelled asylum seekers rose considerably in 2002 and 2003. In 2006 it was strongly declined, with more than 50 percent compared to 2003. Most expelled asylum seekers come from Iraq, Angola and the former Soviet Union (see table 4.10). Except for Iraq and China, the absolute numbers of people expelled from the top ten countries of expulsion, have declined over the past year.

**Table 4.10: Expelled asylum seekers by country of nationality, 1997-2006 (top ten countries 2006)**

Country of nationality	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
Iraq	1040	1190	1940	1310	1780	2421	1158	956	712	1617
Angola	430	180	110	170	250	760	1618	1528	1215	908
Soviet Union (former)	1360	960	950	1420	1350	1880	2138	1218	1241	817
China	690	490	480	490	420	700	799	529	545	638
Afghanistan	480	670	980	650	1090	882	750	673	823	555
Yugoslavia (former)	2910	3280	6210	4140	2180	2300	2183	1180	755	401
Sierra Leone	160	150	190	290	490	801	826	663	621	363
Iran	1070	440	460	730	770	1012	1336	606	563	341
Somalia	*	*	*	*	*	*	*	*	*	319
Sudan	160	150	280	350	420	700	944	644	476	278
Unknown	*	*	*	*	*	*	*	*	*	521
Other nationalities	10,570	6830	6740	7070	7270	9799	10,144	6932	5559	3450
<b>Total</b>	<b>18,870</b>	<b>14,340</b>	<b>18,340</b>	<b>16,620</b>	<b>16,020</b>	<b>21,255</b>	<b>21,896</b>	<b>14,929</b>	<b>12,510</b>	<b>10,208</b>

Source: Ministry of Justice, Immigration and Naturalization Service

However, we do not know the degree in which these 'expelled' groups actually left the Netherlands. In table 4.11 and figure 4.3 the removals for the period 1992-2006 are detailed according to the type of removal.

**Table 4.11: Expelled asylum seekers by type of expulsion 1992-2006**

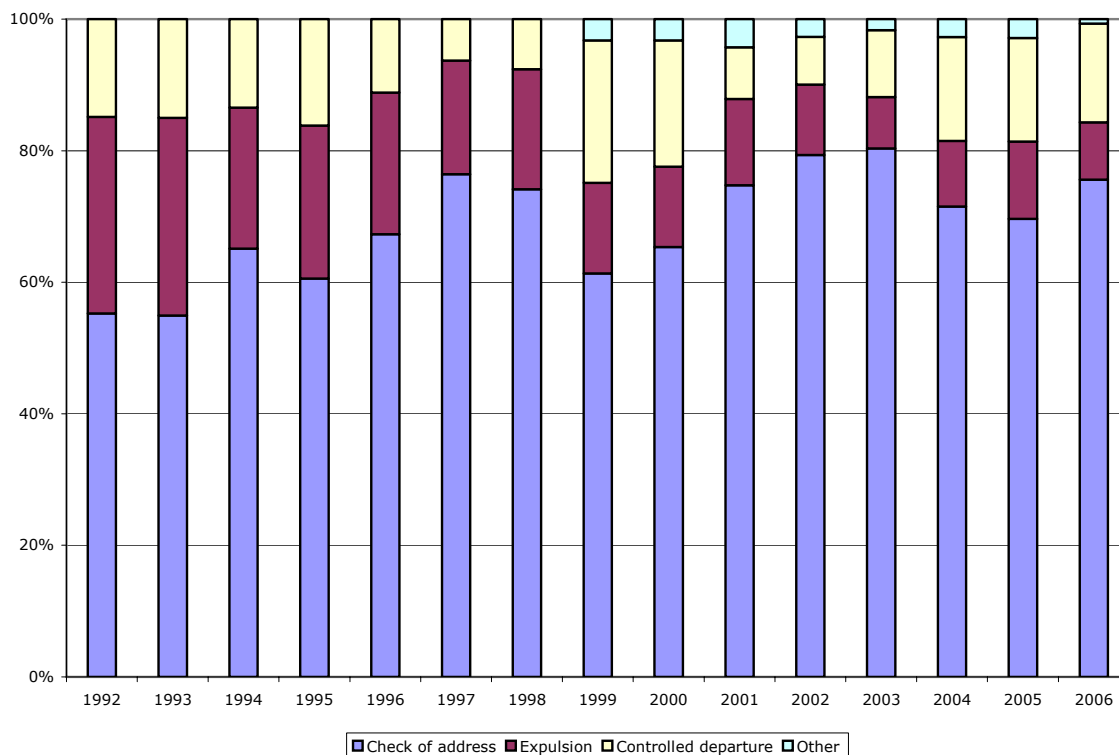
	Total	Check of address	Expulsion	Controlled departure	Other
1992	7530	4160	2250	1120	
1993	7190	3950	2160	1080	
1994	13,290	8660	2850	1790	
1995	14,510	8790	3370	2350	
1996	16,480	11,090	3550	1840	
1997	18,870	14,420	3260	1190	
1998	14,340	10,640	2620	1090	
1999	18,340	11,250	2520	3980	590
2000	16,620	10,870	2030	3190	540
2001	16,020	11,970	2110	1250	690
2002	21,260	16,880	2280	1540	570
2003	21,860	17,560	1710	2220	370
2004	14,910	10,660	1490	2350	410
2005	12,510	8720	1470	1970	360
2006	10,210	7720	890	1530	70

Source: Statistics Netherlands, Statline, numbers rounded in units of five, 1992-2006

The chart shows that the proportion of compulsory removals (Controlled departure and Expulsion) has strongly decreased during the period 1999-2003. In 1999, more than one-third of all removals occurred in this manner, whereas in 2003 18 percent of the rejected asylum seekers were forcibly expelled from the country. In the last years this percentage has increased

again to 24 percent in 2006. However, in absolute terms the number of compulsory removals is decreasing (from 3930 in 2003 to 2420 in 2006). This is also the case for the total number of expelled asylum seekers, which decreased sharply from 22,000 in 2003 to 10,000 in 2006.

Figure 4.3: Expelled asylum seekers by type of expulsion, 1992-2006



Source: Statistics Netherlands, Statline

By far the greatest numbers of rejected asylum seekers are still removed by means of checking the address. Although this is in accordance with the policy’s objectives, the asylum seeker bearing responsibility for his return, it is not clear whether these persons actually leave the country or continue to remain in the Netherlands as illegal immigrants. There are clear indications that a significant proportion will continue to remain in the Netherlands on an illegal basis (Engbersen et al. 2002; Leerkes et al. 2004). Figures about detained illegal aliens in the period 1997-2002 reveal, for example, that substantial numbers of illegal aliens from ‘asylum countries’ such as Iraq, (former) Yugoslavia, (former) Soviet Union and Somalia were detained (Leerkes et al. 2004).

## Appendix for chapter 4

**Table A4.1a: Influx of asylum seekers 1994-2003 (top ten countries 1994-2003)**

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
Iraq	2850	2419	4328	9605	8266	3720	2730	1281	988	3373
Afghanistan	2473	1894	3003	5926	7026	4321	4886	3395	1044	464
Yugoslavia (former)	4238	1489	771	1563	4015	7093	3694	864	490	386
Bosnia- Herz	8501	4158	949	2000	3915	1154	1557	938	199	113
Somalia	5332	3923	1437	1259	2715	2684	2070	1046	519	445
Iran	5995	2664	1491	1219	1660	1481	2477	1450	624	529
Angola	1365	727	410	364	589	1547	2132	3955	1795	354
Turkey	615	686	677	1104	1176	1455	2179	1314	608	391
Sri Lanka	1802	1298	1463	1484	1040	846	941	646	282	95
Sierra Leone	82	388	247	386	479	1278	1992	2349	1578	306
<b>Total</b>	<b>52,033</b>	<b>28,891</b>	<b>22,531</b>	<b>34,103</b>	<b>44,684</b>	<b>42,053</b>	<b>42,504</b>	<b>30,768</b>	<b>17,786</b>	<b>12,884</b>

Source: Ministry of Justice, Immigration and Naturalization Service

**Table A4.1b: Percentage of asylum requests granted cohort 1994-2003**

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
Iraq	82.8	86.9	77.6	70.9	36.1	26.6	20.0	15.9	30.9	24.0
Afghanistan	78.0	71.9	84.0	82.6	71.9	55.0	54.6	26.5	12.0	13.4
Yugoslavia (former)	28.0	22.0	15.2	8.6	21.0	55.4	10.4	5.7	5.1	5.7
Bosnia- Herz.	80.3	77.0	64.7	21.3	12.5	8.6	9.3	5.7	0.5	0.9
Somalia	56.7	50.0	57.9	52.3	42.1	28.4	19.0	11.7	12.7	18.0
Iran	39.9	33.0	31.5	31.3	29.9	17.8	12.9	12.1	9.5	9.8
Angola	37.4	27.2	19.8	23.4	36.8	34.5	29.2	10.1	13.1	7.9
Turkey	32.2	26.8	18.3	10.2	12.5	7.9	4.0	4.1	8.2	2.3
Sri Lanka	14.9	8.4	8.0	9.2	13.3	12.1	6.0	9.0	8.9	3.2
Sierra Leone	54.9	34.8	27.9	39.1	45.3	50.5	48.4	43.8	17.4	5.6
<b>Total</b>	<b>43.0</b>	<b>42.2</b>	<b>44.5</b>	<b>48.4</b>	<b>34.1</b>	<b>29.8</b>	<b>19.9</b>	<b>14.6</b>	<b>10.9</b>	<b>12.3</b>
Deviation Margin +10%	47.3	46.5	48.9	53.2	37.5	32.8	21.8	16.1	12.0	13.6
Deviation Margin -10%	38.7	38.0	40.0	43.5	30.7	26.8	17.9	13.1	9.8	11.1

Source: Ministry of Justice, Immigration and Naturalization Service



## Foreign nationals and immigrants in the Netherlands

### Main findings

- Non-native residents of the Netherlands are defined in Dutch statistics by their own and their parents country of birth. The term *non-native* refers to people who were born outside the Netherlands with at least one foreign-born parent (first-generation immigrants) or born in the Netherlands with at least one foreign-born parent (second generation).
- At the end of 2006, there were 3.2 million non-native residents in the Netherlands, accounting for 19.4% of the Dutch population. About 45% of the non-native residents originate from Western countries (including Central and Eastern Europe), and the other 55% from non-Western countries. The largest immigrant groups in the Netherlands are Indonesians (390 thousand), Germans (381 thousand), Turks (369 thousand), Surinamese (334 thousand) and Moroccans (329 thousand).
- In 1995 there were 2.5 million non-native residents. This means the non-native population in the Netherlands increased by 27% in eleven years time. The number of non-native residents from non-Western countries increased even more rapidly from 1.17 million in 1995 to 1.74 million in 2006, an increase of 48% in 11 years time. In 2006, non-Western immigrants accounted for 10.6% of the total Dutch population. The percentage of non-Western immigrants in the Netherlands is expected to grow to 11% in 2010 and 16% in 2050.
- On the average, non-Western immigrants are much younger than the native Dutch population. Almost one in five of the native Dutch population is above the age of 65, which is only true of 3% of the residents of non-Western descent. The relatively young non-Western immigrants are a welcome counterweight to the aging Dutch population.
- Non-Western immigrants in the Netherlands are heavily concentrated in the main urban centres. Whereas only one in eight of all Dutch residents live in the four main Dutch cities, this is true for 40% of the non-Western immigrant population. It is expected

that in the cities of Amsterdam and Rotterdam non-Western immigrant groups will be the majority of the population in the foreseeable future (around 2020).

- In 2003 we reported a sharp fall in the number of non-Dutch residents who obtained Dutch citizenship. The numbers decreased from 45,000 in 2002 to less than 30,000 in 2003. Since then the yearly number of immigrants obtaining Dutch citizenship remains more or less stable.
- A sizeable number of undocumented immigrants live in the Netherlands. The total number of illegal immigrants in the period April 2005 – April 2006 is estimated to be 129,000 (van der Heijden et al., 2006). This is a considerable decrease compared to earlier estimates. However due to the expansion of the number of countries that are Member States of the EU, it is logical that there should be fall in the number of European illegal aliens. In the number of non-European illegal aliens, no statistically significant drop or increase have been noted.
- Most of undocumented immigrants live cities such as Amsterdam and Rotterdam. Due to stricter regulations, the possibilities for undocumented immigrants to be engaged in formal work have diminished. Although they still often work, they are now more engaged in informal work (including domestic labour). On the other hand we see growth in the criminal activities of undocumented immigrants. Although most of them do not engage in criminal activities, there is a significant trend towards more forms of survival crime.

## 5.1 Introduction

In chapter 2 we described the immigration flows to and from the Netherlands. Here we address the stock of foreign nationals and immigrants living in the Netherlands. Before providing any specific data, we need to clear up the problem of definitions. How are foreign nationals and immigrants defined and counted in the Dutch statistics? International migration statistics usually provide information on either foreign nationals or on foreign-born residents who - regardless of their nationality - were born outside the country. In the Netherlands, a third, more complicated definition is used for immigrants or the non-Dutch.

We first explain the limitations of both approaches noted above and then explain the Dutch definition of immigrants (“allochthonous”)

The most obvious way to describe immigrants in a country is to say they are residents with a different citizenship (foreign nationals).

However, there are several reasons why this would present an incomplete picture of the immigrant population in the Netherlands. As a former colonial power, the Netherlands has a relatively high number of immigrants from its former colonies. Many people from Suriname or the Netherlands Antilles have Dutch citizenship, so they would not be considered immigrants if we only examine non-Dutch nationals. The same goes for other immigrants that have acquired Dutch citizenship, which is relatively easy and common in the Netherlands. According to the present regulations, children born in the Netherlands of at least one Dutch parent including naturalized immigrants automatically have Dutch citizenship, so this category of second-generation immigrants would not be considered non-Dutch.

Another approach to describe the immigrant population would be to include everyone born outside the country (foreign-born). Although this definition is often used in international statistics, it also has its limitations. On the one hand it includes the foreign-born children of Dutch parents and on the other hand excludes children of immigrants born in the Netherlands (the so-called second generation). However, within the framework of their immigrant integration policies the Dutch authorities want to keep track of this second generation of immigrants. For all these reasons, in Dutch statistics immigrants - in Dutch official publications, immigrants are referred to as *allochtonous* - are defined by their parents’ as well as their own country of birth and therefore include both first and second generation immigrants.

In Dutch statistics, a person is considered as an immigrant or non-native Dutch resident if at least one of their parents were born outside the Netherlands. This means that a child born outside the Netherlands of two Dutch parents is considered native Dutch, but a child born outside the Netherlands of one foreign-born parent is not.

The official Dutch statistics draw a distinction between first generation and second generation non-native residents. Someone who’s born abroad with at least one parent who was born abroad is considered to be a first generation non-native. Someone born in the Netherlands who has at least one parent born abroad is defined as a second generation non-native. Lastly, the official Dutch statistics draw a distinction

between non-native residents from Western and from non-Western countries. Someone originating from a country in Europe (excl. Turkey), North America or Oceania or Indonesia or Japan has a Western background. Someone originating from a country in Africa, South America or Asia (excl. Indonesia and Japan) or Turkey has a non-western background (see also Chapter 2). The Dutch immigrant integration policies in general refer to the non-Western immigrant population (including the so-called second generation).

In this chapter we refer to Dutch residents with non-Dutch citizenship as 'foreign nationals'. When we speak of 'immigrants' we not only mean foreign-born residents but also their offspring born in the Netherlands (according to the official Dutch definitions). It will become clear that these different definitions and approaches result in a variety of figures (5.2). We describe the various demographic characteristics of the non-native population in the Netherlands (5.3), and the naturalization figures (5.4).

## **5.2 Numbers of non-Dutch residents and immigrants in the Netherlands**

Table 5.1 shows that it makes a difference which definition is used for the non-Dutch population. In 2006, 666,112 foreign nationals lived in the Netherlands. The number of foreign-born residents (including the foreign-born children of Dutch parents) in 2006 was 1.73 million. Following the official Dutch definitions, the total number of non-Dutch residents (first and second-generation immigrants) in 2005 was 3.17 million. If we only look at foreign nationals, 4.2% of all Dutch residents are non-Dutch. Using the official definitions, almost one in five (19%) of all Dutch residents are considered as non-Dutch. Almost half of all non-Dutch residents (according to their ethnic origin) come from Western countries (1.43 million or almost 8.8% of the Dutch population), a little more than half come from non-Western countries (1.74 million or 10,6% of the total Dutch population).



Table 5.1: Non-Dutch / Non-native Population in the Netherlands 2006 (= 1-1-2007)

	Foreign nationals		Foreign-born		Ethnic origin	
	number	percentage	number	percentage	number	percentage
<b>Total</b>	<b>16,357,992</b>	<b>100.0</b>	<b>16,357,992</b>	<b>100.0</b>	<b>16,357,992</b>	<b>100.0</b>
<b>Dutch Nationals</b>	<b>15,676,060</b>	<b>95.8</b>	<b>14,625,613</b>	<b>89.4</b>	<b>13,187,586</b>	<b>80.6</b>
<b>Non-Dutch nationals</b>	<b>681,932</b>	<b>4.2</b>	<b>1,732,379</b>	<b>10.6</b>	<b>3,170,406</b>	<b>19.4</b>
<i>from</i>						
<b>Western countries</b>	<b>308,213</b>	<b>1.9</b>	<b>666,112</b>	<b>4.1</b>	<b>1,431,954</b>	<b>8.8</b>
<i>of whom from</i>						
<b>25 EU countries</b>	<b>239,441</b>	<b>1.5</b>	<b>355,429</b>	<b>2.2</b>	<b>820,518</b>	<b>5.0</b>
<i>of whom from</i>						
<b>old EU countries (15)</b>	<b>210,877</b>	<b>1.3</b>	<b>306,580</b>	<b>1.9</b>	<b>740,836</b>	<b>4.5</b>
<i>of whom from</i>						
Germany	60,201	0.4	116,387	0.7	381,186	2.3
United Kingdom	40,335	0.2	45,797	0.3	75,686	0.5
Belgium	25,999	0.2	47,372	0.3	112,224	0.7
<b>new EU countries (10)</b>	<b>28,564</b>	<b>0.2</b>	<b>48,849</b>	<b>0.3</b>	<b>79,682</b>	<b>0.5</b>
<i>of whom from</i>						
Poland	19,645	0.1	35,313	0.2	51,339	0.3
Hungary	2386	0.0	5850	0.0	12,931	0.1
Czechoslovakia (former)	3933	0.0	7116	0.0	11,495	0.1
<b>Other Europe</b>	<b>29,607</b>	<b>0.2</b>	<b>109,158</b>	<b>0.7</b>	<b>150,124</b>	<b>0.9</b>
<i>of whom from</i>						
Yugoslavia (former)	9661	0.1	52,965	0.3	76,465	0.5
Soviet Union (former)	9824	0.1	36,034	0.2	47,450	0.3
Romania	3225	0.0	6926	0.0	9374	0.1
<b>other Western Countries</b>	<b>39,165</b>	<b>0.2</b>	<b>201,525</b>	<b>1.2</b>	<b>461,312</b>	<b>2.8</b>
<i>of whom from</i>						
United States	14,641	0.1	23,028	0.1	31,154	0.2
Canada	3324	0.0	8839	0.1	13,160	0.1
Australia	3179	0.0	9978	0.1	14,526	0.1
Indonesia	11,389	0.1	149,652	0.9	389,940	2.4
Japan	5736	0.0	6103	0.0	7347	0.0
<b>Non-Western countries</b>	<b>284,451</b>	<b>1.7</b>	<b>1,066,267</b>	<b>6.5</b>	<b>1,738,452</b>	<b>10.6</b>
<i>of whom from</i>						
Turkey	96,779	0.6	195,379	1.2	368,600	2.3
Morocco	80,518	0.5	168,008	1.0	329,493	2.0
Somalia	1175	0.0	12,969	0.1	18,918	0.1
South Africa	2865	0.0	12,176	0.1	15,718	0.1
Ghana	4632	0.0	12,305	0.1	19,437	0.1
Cape Verde	1466	0.0	11,449	0.1	20,181	0.1
Egypt	2729	0.0	11,251	0.1	19,266	0.1
Ethiopia	1256	0.0	8036	0.0	10,454	0.1
Angola	746	0.0	7046	0.0	9459	0.1
Sudan	862	0.0	4903	0.0	6623	0.0
Conqo	512	0.0	5086	0.0	7793	0.0
Suriname	7561	0.0	187,768	1.1	333,504	2.0
Netherlands Antilles and Aruba	0	0.0	86,257	0.5	129,965	0.8
Colombia	2063	0.0	12,122	0.1	10,631	0.1
Brazil	4209	0.0	11,335	0.1	13,964	0.1
Dominican Republic	1223	0.0	7137	0.0	10,303	0.1
Iraq	3628	0.0	34,784	0.2	43,891	0.3
Afghanistan	3810	0.0	31,344	0.2	37,230	0.2
China	15,266	0.1	35,476	0.2	45,298	0.3
Iran	2695	0.0	23,762	0.1	28,969	0.2
India	5381	0.0	13,760	0.1	16,027	0.1
Vietnam	2623	0.0	12,115	0.1	18,441	0.1
Pakistan	3042	0.0	11,124	0.1	18,374	0.1
Hong Kong	0	0.0	10,299	0.1	18,106	0.1
Sri Lanka	1474	0.0	9798	0.1	9612	0.1
Philippines	3280	0.0	9242	0.1	14,019	0.1
Thailand	5504	0.0	10,687	0.1	13,760	0.1
Syria	642	0.0	6620	0.0	9341	0.1
South Korea	1775	0.0	6101	0.0	4242	0.0
unknown/stateless	89,268					

Source: Statistics Netherlands, population register, a. Slovenia not included, b. Baltic states not included

The five largest non-Dutch population categories were from are Indonesians<sup>24</sup> (390 thousand), Germans (381 thousand), Turks (369 thousand), Surinamese (334 thousand) and Moroccans (329 thousand). We can conclude that definitions do make a difference in statistics. Using the official Dutch definitions, the number of non-Dutch or non-native residents living in the Netherlands is four times as high as if we only look at foreign nationals. The reason for this huge difference is that many immigrants obtained Dutch citizenship or were given Dutch citizenship by birth. An additional factor is 130 thousand people from the Netherlands Antilles have Dutch citizenship but are considered non-Dutch as far as their ethnic decent is concerned. Tables A5.1 and A5.2 (Appendix) show the trends in the number of non-Dutch residents of the Netherlands. As Table A5.1 shows, the number of foreign nationals residing in the Netherlands declined from 725,000 in 1995 to almost 682,000 in 2006. This decrease in the number of foreign nationals in the Netherlands, despite the immigration surpluses in the second half of the 1990s (see Chapter 2), can be explained by the fact that so many immigrants have obtained Dutch citizenship (see par. 5.4). Table A5.2 shows the trends in the number of native and non-native residents in the Netherlands according to the official Dutch definitions of ethnic origin (first and second-generation immigrants) from 1995 to 2006. The number of non-native residents in the Netherlands increased from 2.5 million in 1995 to 3.2 million in 2006 (an increase of 27% in 11 years time). In the same period the native Dutch population was more or less stable (around 13 million persons in 1995 and 13,2 million in 2006). The increase in the number of non-native residents is mainly due to the growing influx from Central and Eastern European and from non-Western countries. In 1995, 131 thousand non-native residents (first and second-generation immigrants) originated from Central and Eastern Europe. The largest subcategory was immigrants from former Yugoslavia (56 thousand persons or 43% of all Central and Eastern European immigrants). Eleven years later, in 2006, the number of non-Dutch residents originating from Central and Eastern Europe went up to 230 thousand (75 percent more as in 1995). More than three quarters of these Central and Eastern European countries came from only three countries (former Yugoslavia, the former Soviet Union, and

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<sup>24</sup> People born in Indonesia before 1940 when the country was still under Dutch rule are considered as immigrants coming from Western countries.

Poland). The number of non-Dutch residents (first and second-generation immigrants) originating from non-Western countries increased from 1,17 million in 1995 to 1,74 million in 2006 (an increase of more than 48 percent in 11 years time).

Lastly, Table A5.2 also distinguishes between the first and second generation of non-native residents in 2006, i.e. between people born outside the Netherlands with at least one foreign born parent and people born in the Netherlands with at least one foreign born parent. Both categories are about the same size. Generally speaking the percentage of the second generation is larger among immigrant groups from Western countries (59%) than among immigrant groups from non-Western countries (42%). The largest percentages of the second generation are to be found among immigrants from neighbouring countries such as Germany (73%) and Belgium (68%). Remarkable is that the percentage of the second generation among traditional immigrant groups such as the Turks and Moroccans is still relatively low (47% with the Turks, 49% with the Moroccans). This can be explained that many of the Turkish and Moroccan youth that grew up in the Netherlands were actually born in their country of origin and came to the Netherlands during their youth (they are therefore often referred to as the 1,5 generation). On the other hand, there is still a large influx of Turkish and Moroccan immigrants in the Netherlands (mainly marital immigrants; see chapter 2 of this report).

#### *Population forecast*

We conclude this section with a forecast of the non-native population in the Netherlands. Here again, the non-native population includes first and second-generation immigrants from Western and non-Western countries (Table 5.2). Whereas the total Dutch population is expected to remain rather stable between 2006 and 2050, the non-native population is expected to increase. The number of first and second-generation immigrants coming from Western countries will increase from 1.4 million in 2006 to 2.1 million in 2050 (an increase of 47%), the number of first and second-generation immigrants coming from non-Western countries is expected to increase even more quickly, from 1.7 million in 2006 to 2.7 million in 2050 (an increase of 55% in the coming decades). This means that the percentage of non-Western immigrant groups in the total Dutch population in the Netherlands will

gradually rise from 10,6% in 2006 to 13,4% in 2030 and 16,0% in 2050.

**Table 5.2 Population Forecast: Western and Non-Western Non-native Population (1990-2050)**

	1990	2006*	2010	2030	2050
	x1000				
Total population	14,893	16,354	16,433	16,976	16,797
Western	-	1432	1459	1737	2105
Non-Western	831	1738	1807	2270	2691
Turkey	203	369	381	439	463
Morocco	164	329	348	426	452
Suriname	224	333	338	367	360
Neth. Antilles and Aruba	69	129	134	195	257
other Non-Western	171	578	606	844	1160
Non-Western as % of the total population	5.6%	10.6%	11.0%	13.4%	16.0%

\*2006= 1 January 2007  
Source: CBS

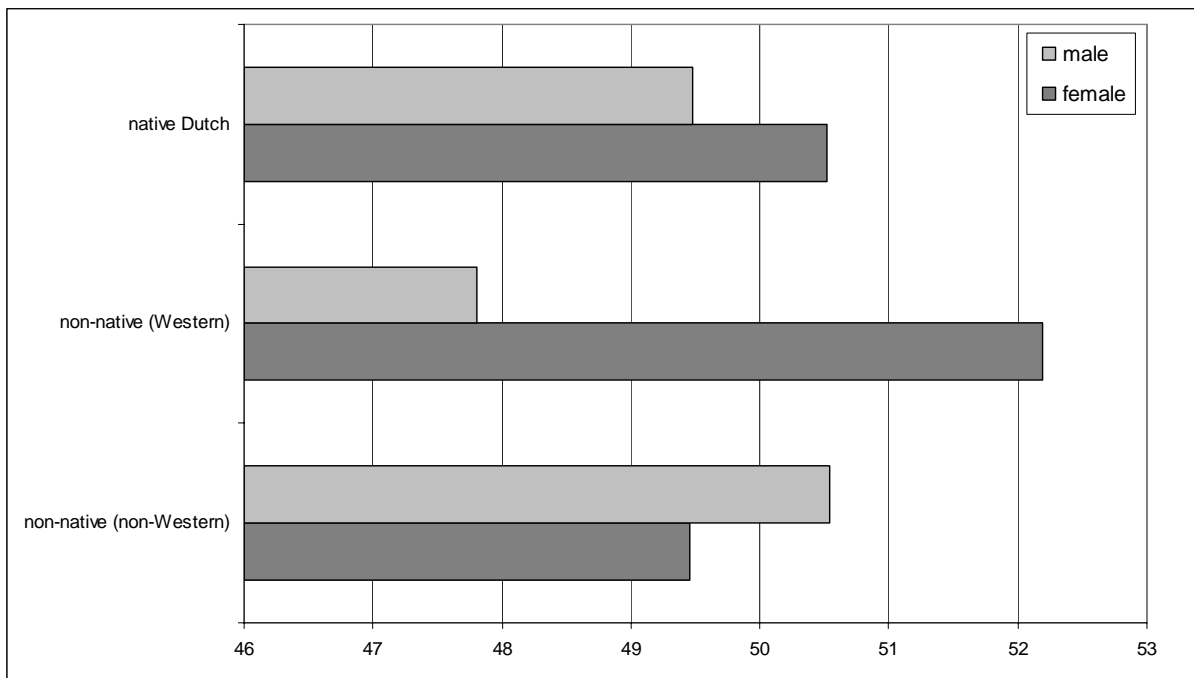
Table 5.2 also shows that the traditional immigrant groups in the Netherlands (Turks, Moroccans, Surinamese and Antilleans) will continue to grow in the future. However, the greatest increase will be among the other non-Western immigrant groups. In 1990, these so-called other non-Western immigrants were only a fifth of the total non-Western immigrant population in the Netherlands. In 2030 the percentage of these other non-Western immigrants in the total non-Western immigrant population living in the Netherlands will have increased to 37%, and in 2050 to 43%. This is a clear indication of the growing diversification of the non-Western immigrant population living in the Netherlands. The time when immigrants came from a limited number of sending countries is increasingly something of the past. Table 5.2 does not distinguish between first and second-generation immigrants. If we do draw this distinction (see Table A5.3 in the Appendix,) it becomes clear that in the coming years specifically the second generation of non-Western immigrant groups is expected to grow. Between 2006 and 2010, the number the second generation of non-Western immigrants will increase from 723,000 to 789,000 (an increase of 9%). The number of non-Western first generation immigrants living in the Netherlands will also increase, but far more moderately. The growth of the non-Western immigrant population in the Netherlands is therefore mainly due to the growth of the second generation of immigrant youth that are born in the country.

### 5.3 Some demographic characteristics of the immigrant population

In this section we discuss some demographic characteristics of the non-native population in the Netherlands. We examine the distribution according to age, sex, and region.

Figures 5.1 and 5.2 show the distribution of the native and non-native Dutch population according to gender and age. Here as well, the non-native population includes the first and second-generation and is split into Western and non-Western immigrants. With respect to gender distribution, there are few if any differences between the population groups. In the native Dutch population as well as among non-Western immigrants, the percentage of men is more or less half (49.5 and 50.5% respectively). This is striking in so far as typical immigrant groups might be expected to have a higher percentage of men than women. Yet this is not the case.

Figure 5.1: Dutch and Non-native Population by gender in % (2006)

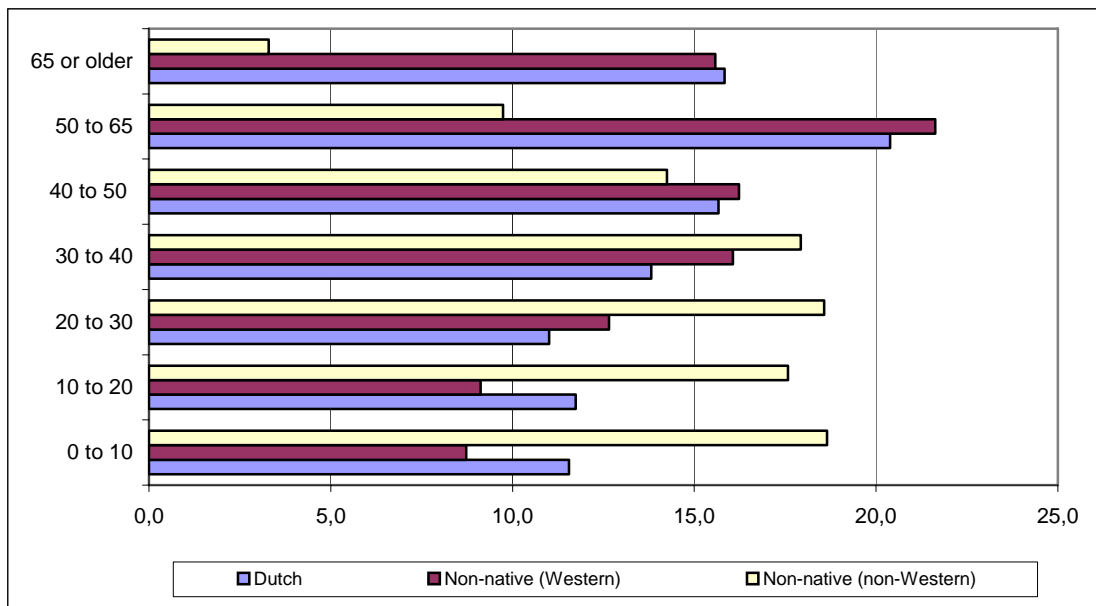


Source: Statistics Netherlands, Statline (figures are based on the municipal population registrations)

However, as Figure 5.2 shows, there are large differences in the age structure of various population groups. Non-Western immigrants are predominantly young. About one in three (36.2%) of all Dutch residents with a non-Western background are younger than 20, as are

only about one in four (23.3%) in the native Dutch population. On the other hand, the share of elderly is much higher in the native Dutch population than in non-Western immigrant groups. Whereas 16% of the native Dutch population is above 65, this is true for only 3% of all Dutch residents with a non-Western background. The presence of the non-Western immigrant population therefore is a strong counterbalance against the ageing Dutch society.

Figure 5.2: Age Distribution of Native Dutch and Non-native Populations (2006)



Source: Statistics Netherlands, Statline (figures are based on the municipal population registrations)

Another issue is the regional distribution of the immigrant population in the Netherlands (Table 5.3). Despite current public debates, the Netherlands can hardly be called a multicultural society as only one in ten of all Dutch residents have a non-Western immigrant background. But since non-Western immigrants are heavily concentrated in the four largest Dutch cities (Amsterdam, Rotterdam, The Hague and Utrecht), the country does have a number of multicultural cities. In three of the four main Dutch cities the non-Western immigrant population is one third of the total population or more. According to Amsterdam and Rotterdam municipal population forecasts non-Western immigrant population will become a majority of the population in the foreseeable future (around 2020). Of the four main cities in the Netherlands, only in the smallest one, Utrecht, is there a smaller percentage of non-

Western immigrants (21%). In other medium-sized Dutch cities, the percentage of non-Western immigrants is significantly lower.

**Table 5.3: Regional Distribution of Non-native Population (Western and Non-Western) (2006)**

	Total	Western	Non-Western	Turkey	Morocco	Surinam	Neth. Antilles
<b>Netherlands</b>	<b>16,357,992</b>	<b>1,431,954</b>	<b>1,738,452</b>	<b>368,600</b>	<b>329,493</b>	<b>333,504</b>	<b>129,965</b>
Amsterdam	742,884	104,711	256,073	38,556	66,256	68,844	11,276
The Hague	473,941	61,625	154,289	33,126	25,314	45,811	10,914
Rotterdam	584,058	58,044	208,605	45,461	37,159	51,964	19,298
Utrecht	288,401	28,859	60,476	12,923	25,386	7430	2390
<i>as % of the total</i>							
Netherlands	100.0	8.8	10.6	2.3	2.0	2.0	0.8
Amsterdam	100.0	14.1	34.5	5.2	8.9	9.3	1.5
The Hague	100.0	13.0	32.6	7.0	5.3	9.7	2.3
Rotterdam	100.0	9.9	35.7	7.8	6.4	8.9	3.3
Utrecht	100.0	10.0	21.0	4.5	8.8	2.6	0.8
<i>% total population</i>							
in all 4 cities	12.8	17.7	39.1	35.3	46.8	52.2	33.8

Source: Statistics Netherlands, Statline (figures are based on the municipal population registrations)

The concentration of non-Western immigrants is also clear in the last row of Table 5.3, which shows the percentage of the total population in each of the four main cities. Living in a large city is not particularly popular among the native Dutch; only one in eleven live in Amsterdam, Rotterdam, The Hague or Utrecht. Immigrants from Western countries are slightly more city-oriented than the overall average. About one in six of the immigrants from Western countries live in one of these four large cities. Non-Western immigrants are much more oriented to the main cities. Almost 40% of the non-Western immigrants live in one of the four main cities and this percentage is even higher among Surinamese and Moroccans. About half the Surinamese and Moroccans live in one of the four main cities. Turks and Antilleans appear to be more dispersed in other municipalities.

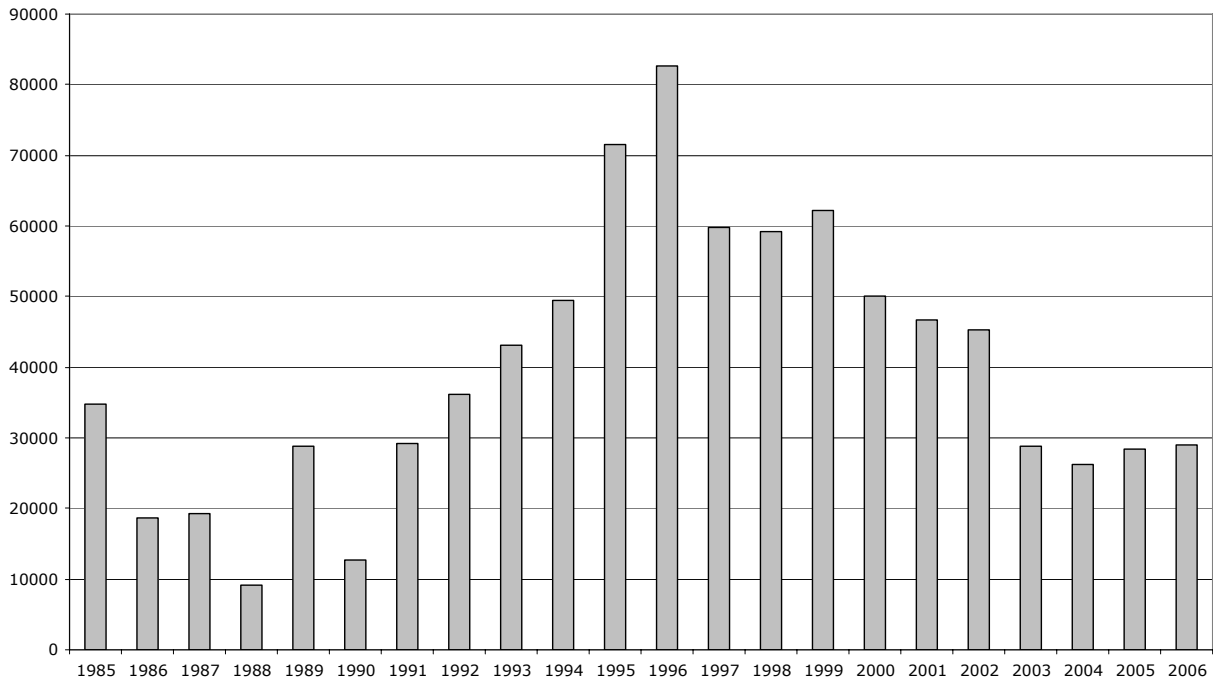
## 5.4 Acquisition of Dutch citizenship

As can be concluded from table 5.1 the large majority of non-Dutch residents (first and second-generation immigrants) of the Netherlands have Dutch citizenship, in some cases next to having the nationality of

the country of origin. All Antillean and most Surinamese first and second-generation immigrants have Dutch citizenship. Around 75% of the traditional immigrant groups such as Turks and Moroccans have Dutch citizenship. However, it is striking that most members (at least 90%) of the so-called 'new immigrant groups' such as Afghans, Iraqis, Iranians, Somalians and Angolans have Dutch citizenship.

Figure 5.3 shows the number of persons that obtained Dutch citizenship for other reasons than birth in the past two decades (1985-2006). The figure shows sharp annual fluctuations. In general, the number of persons obtaining Dutch citizenship increased between the mid 1980s until 1996, and then gradually declined again to a level comparable to that of the mid 1980s. In the last ten years (1997-2006), a total 435,500 foreign nationals obtained Dutch citizenship. At its peak, in 1996, more than 80,000 persons obtained Dutch nationality. In the following years these numbers gradually declined. In 2006, 29,000 persons obtained Dutch citizenship.

**Figure 5.3: Persons obtaining Dutch citizenship for other reasons than birth (1985-2006)**



Source: Statistics Netherlands (figures are based on data of the Ministry of Justice, Immigration and Naturalization Service)

There are different ways to obtain Dutch citizenship. As described in chapter 1 of this Dutch SOPEMI-report the Dutch regulations concerning naturalization became stricter with the revision of the Act



on Dutch Citizenship (RWN) of 2003. The most common, other than by birth, is naturalization. Other ways to acquire Dutch citizenship are adoption (foreign-born children adopted by Dutch nationals are entitled to Dutch citizenship) or the so-called option procedure. The latter procedure gives foreign nationals that have lived in the Netherlands for a long period of time the possibility to obtain Dutch citizenship without the obligation of taking the so-called naturalization test and of renouncing one's original nationality. Table 5.4 shows the number of persons that obtained Dutch citizenship by year and by type of regulation. The table shows a steep decline in the number of naturalizations in recent years. After the revision of the Act on Dutch Citizenship in 2003 the number of naturalizations halved (from almost 42.000 in 2002 to less than 21.000 in 2006). The increased number of persons that used the option procedure to obtain Dutch citizenship (from 2200 persons in 2002 to 7300 in 2006) somewhat compensated the decline in naturalizations.

Available evaluation research<sup>25</sup> claims that the declining number of naturalizations in the Netherlands since 2002 to a large extent results from the stricter regulations concerning naturalization of the revised Act on Dutch Citizenship, particularly the introduction of the so-called naturalization test. This naturalization test examines both the command of Dutch language and knowledge of Dutch society. When applying for naturalization, foreign nationals not only have to take, but to pass the test. In the first two years after the introduction of the test (2003-2004), around 30% of all candidates failed to pass the test at first instance. More than 40% of all participants had to take at least one resit to pass the test. The declining number of naturalization requests after 2002 appears to be a direct consequence of stricter preconditions to obtain Dutch citizenship (especially the naturalization test) of the revised Act on Dutch Citizenship of 2003.

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<sup>25</sup> INDIAC (2004), Evaluation Naturalisation Test. Research about the implementation and effect of the introduction of the Naturalisation Test.

**Table 5.4: Persons obtaining Dutch Nationality by year and kind of regulation**

Period Year	Total	of which by:		
		Naturalisation	Option	Adoption/ recognition
1985	34,671	15,743	17,877	1051
1986	18,758	11,798	5831	1129
1987	19,258	9827	8297	1134
1988	9114	731	430	1374
1989	2873	27,435	504	791
1990	12,794	11,544	672	578
1991	29,112	27,291	924	897
1992	36,237	33,961	1489	787
1993	43,069	40,015	2176	878
1994	49,448	4659	2214	644
1995	71,444	67,912	2538	994
1996	82,687	78,731	2797	1159
1997	59,831	55,743	2760	1328
1998	59,173	55,679	2175	1319
1999	62,093	58,144	2523	1426
2000	49,968	45,940	2292	1736
2001	46,667	42,742	2324	1601
2002	45,321	41,879	2201	1241
2003	28,799	24,581	3300	912
2004	26,173	20,589	4670	892
2005	28,488	21,300	5776	1363
2006	29,089	20,980	7297	745

Source: Statistics Netherlands

Table A5.4 in the Appendix specifies the country of origin of new Dutch citizens. It shows the largest decline in the number of naturalizations among Turks and Moroccans. In 2006 the number of Non-Western immigrants obtaining Dutch citizenship was about 54,000 less than in 1996; two thirds of the difference can be explained by the declining number of Moroccan and Turkish residents of the Netherlands who obtained or applied for Dutch citizenship.

## 5.5 Undocumented immigrants in the Netherlands

### Summary

A sizeable number of undocumented immigrants live in the Netherlands (74 thousand to 184 thousand), most of them in cities such as Amsterdam and Rotterdam. Due to stricter regulations, the possibilities for undocumented immigrants to be engaged in formal work have diminished. Although they still often work, they are now more engaged in informal work (including domestic labour). On the other hand we are seeing a growth in criminal activity by undocumented immigrants. Although most do not engage in criminal activities, there is a significant trend towards more forms of survival crime.

### **The extent of illegality**

Illegal immigrants have become an evident part of the Dutch population. The total number of illegal immigrants in the period April 2005 – April 2006 is estimated to be 129,000 (van der Heijden et al., 2006). This estimate shows a considerable decrease of the number of illegal immigrants compared to earlier estimates. In 2004 the total number of illegal immigrants was estimated to be between 125,000 and 230,000 on an annual basis<sup>26</sup> (Leerkes et al. 2004; Cruyff and Van der Heijden 2004). A closer inspection of the results reveals the reason for this drop is mainly the expansion of the number of countries that are Member States of the EU. The estimate for illegal non-Europeans is 88,116. With a reliability of 95%, it may be stated that the total is somewhere between 62,320 and 113,912 (van der Heijden et al., 2006). In the period 1997-2003 the estimate for this group was somewhere between 60,500 and 168,00. Compared to this estimates the number of non-European illegal aliens, shows no statistically significant drop or increase. So despite the development of restrictive immigration policy, there does not seem to be any decline in the number of non-European illegal immigrants in the Netherlands. For European illegal aliens, the estimate is 40,791; with a 95% reliability interval of between 12,000 and 70,000. As concerns the European illegal aliens, the estimate now carried out shows a considerable drop as compared with the annual estimate of the number of illegals carried out in 2004, for the period 1997-2003. Due to the expansion of the number of countries that are Member States of the EU, it is logical that there should be fall in the number of European illegal aliens (van der Heijden et al., 2006). The estimated number of illegal aliens having completed an asylum procedure within one year before the last time they were stopped (by the police) is approximately 8,500 van der Heijden et al., 2006). These new estimates were based purely on the illegals registered in PSH-V police enforcement records; these estimates were established according to a method identical to previous estimates of numbers of illegals from the period 1997-2003 (see below).<sup>27</sup>

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<sup>26</sup> Estimation based on data of apprehended illegal immigrants in the period 1997-2003 thus before the expansion of the EU with the 10 new countries.

<sup>27</sup> For making an estimate use was made of data on illegal aliens from the PSH-V registration system managed by the Task Organisation for Alien Care (Taakorganisatie Vreemdelingenzorg, TOV) of the Dutch Police. In these estimates is aimed for the greatest possible comparability with the method according to which estimates of numbers of illegal aliens were carried out for the period 1997-2003 (van der Heijden et al., 2006, p1: summary).

For estimate, the capture-recapture method was used (Cruyff and Van der Heijden 2004), which originates from biology. This technique is used to estimate the number of a certain animal species in a particular area by means of two measurements. On the basis of the number of animals that is found only the first time, the number that is found only the second time, and the number found both times, researchers can estimate the number of animals *not* found both times. The sum of these figures gives an estimate of the total number of animals present in the selected area. If there are heterogeneous populations, the analyses can be performed separately for subgroups. There are also ways to adjust the figures for distorting influences. The capture-recapture technique is a systematic estimation methodology that can also be used in human population research. This may involve either observations by two or more independent bodies or continuously collected data such as investigation data in criminology. Police records satisfy the requirements of this method. Insofar as the data do not meet these requirements, a model should be constructed which obviates the violations of the general assumptions as much as possible (Cruyff and Van der Heijden 2004).

We assume that the number of illegal immigrants in the Netherlands is about 130,000. This is less than one percent of the regular Dutch population and eight percent of the foreign-born population. The Netherlands has more than sixteen million inhabitants. In 2006, 1.7 million of these inhabitants were foreign-born, whereof 1 million born in a non-western country (Snel et al. 2007). An earlier study (Engbersen et al., 2002) revealed that the illegal immigrants found in the Netherlands originate from more than two hundred countries. The largest groups are the Turks, Moroccans, Algerians and Surinamese. Although, over the past ten years, the Netherlands has taken a number of measures to prevent unauthorized residence, there are no empirical indications for a decrease in the number of non-westren illegal immigrants (Engbersen et al. 2002; Leerkes et al. 2004; van der Heijden et al. 2006).

### **The spatial concentration of illegality**

A second observation is that illegal immigrants are unevenly spread across the Netherlands. A recent study revealed that the phenomenon is mainly present in the four large cities in the Netherlands and in a

number of border and rural areas (Leerkes et al. 2004). In some places illegal immigrants therefore make up a considerably larger part of the population than the national average of one percent (locally probably increasing up to about six to eight percent). The number of illegal residents in a neighbourhood is determined by the scale at which (1) legal non-western immigrants, (2) economic opportunities; (3) cheap housing opportunities and (4) single people are present in a neighbourhood – as well as by the extent to which these dimensions of the spatial opportunity structure for illegal immigrants are interrelated. Not only do the above-mentioned neighbourhood characteristics enable illegal residence, they also generate the demand for it. Many illegal immigrants satisfy the economic and affective needs of family members, friends, partners and employers. Illegal immigration can therefore not be simply qualified as 'unwanted'. It encompasses all types of migration whereof the illegal manifestations also have legal counterparts, such as chain migration, labour migration, family-forming migration and asylum migration.

### **Labour market position**

Illegal immigrants are working in the formal and informal economy of certain industries: construction, cleaning, agriculture and horticulture, fish processing, hotel and catering, sex, commercial services, domestic services, newspaper distribution, gardening, etc. Their labour market position demonstrates that there is a demand for cheap, illegal workers to do specific types of labour. However, this demand is not unlimited. This is made clear by the fact that we also registered sizeable numbers of 'undocumented unemployed' in two consecutive ethnographic studies. In the period 1992-1993, 170 illegal immigrants were interviewed in the city of Rotterdam. One third of them proved to be unemployed (Burgers and Engbersen 1999). In 2001, 156 illegal immigrants were interviewed. Again, one third proved to be unemployed, and a remarkable shift from the formal to the informal economy had taken place. Over this ten-year period, there indeed had been some significant shifts in the nature of the work they did. Whereas, in the early 1990s, 30 percent of the illegal immigrants had worked within the formal labour market, almost none of them still did so ten years later (Engbersen et al. 2002).

The shift into the informal labour market is strongly related to the new exclusionary migration policies. As a result of these policies, illegal immigrants became more dependent on the informal economy and on illegal labour subcontractors and fraudulent temporary employment agencies (especially agricultural agencies) (Engbersen et al. 2002). It is also striking that more illegal immigrants are working in catering and the personal service industry. These are sectors in which illegal labour is more difficult to control compared to traditional sectors such as cleaning, construction, manufacturing industry, and agriculture and horticulture. Incidentally, increased participation of illegal immigrants in the personal service industry (domestic care, nursing and care services) is a phenomenon that has existed in southern Europe and North America for many more years.

#### **The importance of social capital**

A crucial support system is the support capacity of ethnic communities. This involves what sociologists call social capital. Social capital relates to the illegal immigrants' ability to mobilize resources (money, work, housing, information) from the ethnic and family networks (local and transnational) in which they are embedded. This social capital is essential for the illegal immigrants' incorporation opportunities in Dutch society. The social capital that illegal immigrants can obtain to come to and reside in the Netherlands is, however, limited. Not every compatriot receives aid to come over and stay. Lack of social capital is particularly a problem among asylum seekers from new immigration countries who have exhausted all legal remedies to get a residence permit. They often cannot fall back on established migrant communities (such as the long established and rather large groups of Turkish, Moroccan or Surinamese migrants in the Netherlands). If they do not find a job, they have to fend for themselves. This may be a reason for some to leave the Netherlands; others who do not want to or cannot leave, resort to 'survival crime' or 'subsistence crime'.

#### **Subsistence crime**

Police data show a strong increase in crime as a reason for apprehension (Engbersen et al. 2002; Leerkes et al. 2004). Over a period of almost seven years (1997-2003), the apprehension data on illegal immigrants show a marked rise in the categories of minor offences and serious offences. In 1997 nearly 30 percent of the illegal

immigrants were apprehended for criminal offences. This number has now risen to about 45 percent (in 2003). This strong increase cannot be explained solely by a general trend in criminal law enforcement, in which, due to societal pressure and probably also due to changes in data recording, the police are generally more active in crime detection and in registering their findings.

This strong rise in crime among illegal immigrants indicates that the restrictive alien's policy is affecting the illegal immigrants' residence strategies. In the recent past (before 1990), illegal immigrants had relatively easy access to the formal labour market and some public services. This has now become much more difficult for them. As a result, illegal immigrants who want to or are forced to stay in the Netherlands develop forms of subsistence crime, as becomes clear from the offences committed. The increase in criminal offences for which they were apprehended mainly includes theft, aggravated theft and the use of false documents. These are crimes that are directly related to the precarious position of illegal immigrants who are excluded from public provisions and the labour market. The aim of these offences is to acquire money (theft) or access to the labour market (false documents).

## Appendix for Chapter 5



**Table A5.1: Population by Nationality (1995-2006) on December 31 (31 December 2006=1 January 2007)**

	1995	1997	1999	2001	2003	2005	2006
<b>Total</b>	15,493,889	15,654,192	15,863,950	16,105,285	16,258,032	16,334,210	16,357,992
<b>Dutch Nationals</b>	14,768,468	14,976,115	15,212,418	15,414,892	15,555,847	15,642,853	15,676,060
<b>Non-Dutch nationals</b>	725,421	678,077	651,532	690,393	702,185	691,357	681,932
<i>from</i>							
<b>Western countries</b>	275,372	271,112	268,345	285,645	294,376	303,413	308,213
<i>of whom from</i>							
<b>25 EU countries</b>	19,917	198,881	205,256	219,159	224,208	23,381	239,441
<i>of whom from</i>							
<b>old EU countries (15)</b>	191,074	190,192	195,886	207,858	211,009	210,463	210,877
Germany	53,922	53,914	54,272	55,572	56,466	58,503	60,201
United Kingdom	41,146	39,153	39,466	43,604	43,678	41,508	40,335
Belgium	24,111	24,443	25,382	26,148	26,223	25,994	25,999
<b>new EU countries (10)</b>	8,096	8,689	937	11,301	13,199	23,347	28,564
Poland	591	568	5,645	6,312	7,431	15,202	19,645
Hungary	1,133	1,272	1,385	1,719	1,886	2,271	2,386
Czechoslovakia (former)	891	121	1,593	2,297	2,508	3,497	3,933
<b>Other Europe</b>	44,818	40,665	28,731	27,822	30,292	3,011	29,607
<i>of whom from</i>							
Yugoslavia (former)	33,403	28,306	15,421	11,929	11,351	10,215	9,661
Soviet Union (former)	4,756	6,063	6,525	7,815	9,593	9,985	9,824
Romania	1,466	1,144	1,397	2,094	2,735	3,006	3,225
<b>other Western Countries</b>	31,384	31,566	34,358	38,664	39,876	39,493	39,165
<i>of whom from</i>							
United States	12,769	1,298	14,074	15,217	15,075	14,643	14,641
Canada	2,574	2,702	2,892	3,398	3,456	3,403	3,324
Australia	2,013	2,031	2,522	3,201	3,383	3,213	3,179
Indonesia	8,159	797	8,717	10,127	11,185	11,479	11,389
Japan	5,347	5,369	5,507	5,771	5,813	5,801	5,736
<b>Non-Western countries</b>	435,387	368,637	316,819	297,749	296,829	291,401	284,451
<i>of whom from</i>							
Turkey	15,431	114,696	100,688	100,309	101,845	98,920	96,779
Morocco	149,841	135,721	119,726	104,262	9,438	86,229	80,518
Somalia	17,223	13,648	5,296	2,654	1,792	1,313	1,175
South Africa	1,444	1,769	2,512	323	3,321	3,047	2,865
Ghana	515	4,375	3,887	3,756	3,807	448	4,632
Cape Verde	2,111	1,786	1,567	1,352	1,364	149	1,466
Egypt	4,084	3,101	2,771	2,425	2,649	2,804	2,729
Ethiopia	3,653	187	128	1,161	1,194	123	1,256
Angola	1,633	1,679	1,184	946	993	834	746
Sudan	676	868	1,113	1,114	1,054	955	862
Congo	20	29	97	270	417	481	512
Suriname	15,174	1,176	8,665	8,491	9,406	8,548	7,561
Neth. Antilles and Aruba	-	-	-	-	-	-	-
Colombia	1,569	1,718	179	1,668	1,919	2,113	2,063
Brazil	2,145	238	2,597	2,841	3,298	3,912	4,209
Dominican Republic	1,453	1,312	1,204	1,158	1,141	1,201	1,223
Iraq	9,694	13,008	10,025	6,919	4,182	368	3,628
Afghanistan	3,913	5,275	4,395	4,259	3,923	3,818	3,810
China	7,912	726	7,473	9,395	1,333	15,007	15,266
Iran	1,015	7,831	3,892	252	2,589	2,664	2,695
India	2,748	2,803	3,234	3,417	3,592	4,322	5,381
Vietnam	3,765	2,032	1,546	1,885	2,496	2,698	2,623
Pakistan	3,724	3,199	2,882	2,737	2,541	2,769	3,042
Hong Kong	-	-	-	-	-	-	-
Sri Lanka	3,186	2,395	1,549	1,591	1,624	1,535	1,474
Philippines	2,363	2,428	2,351	2,427	2,841	3,147	3,280
Thailand	1,985	2,162	252	3,288	4,366	5,274	5,504
Syria	2,031	857	543	628	685	705	642
South Korea	722	910	1,079	128	1,477	1,642	1,775
<b>unknown/stateless</b>	14,662	38,328	66,368	106,999	11,098	96,543	89,268

Source: Statistics Netherlands, Statline (figures are based on the municipal population registrations)

Table A5.2: Population by Ethnic origin (1995-2006) on December 31 (31 December 2006=1 January 2007)

	1995	1997	1999	2001	2003	2005	2006	In 2006 of which	
								First generation	Second generation
<b>Total</b>	<b>15,493,889</b>	<b>15,654,192</b>	<b>15,863,950</b>	<b>16,105,285</b>	<b>16,258,032</b>	<b>16,334,210</b>	<b>16,357,992</b>	<b>1,601,194</b>	<b>1,569,212</b>
<b>Native Dutch</b>	<b>12,995,174</b>	<b>13,033,792</b>	<b>13,088,648</b>	<b>13,140,336</b>	<b>13,169,880</b>	<b>13,186,595</b>	<b>13,187,586</b>	-	-
<b>Of foreign descent from</b>	<b>2,498,715</b>	<b>2,620,400</b>	<b>2,775,302</b>	<b>2,964,949</b>	<b>3,088,152</b>	<b>3,147,615</b>	<b>3,170,406</b>	<b>1,601,194</b>	<b>1,569,212</b>
<b>Western countries</b>	<b>1,327,602</b>	<b>1,341,947</b>	<b>1,366,535</b>	<b>1,406,596</b>	<b>1,419,855</b>	<b>1,427,565</b>	<b>1,431,954</b>	<b>586,718</b>	<b>845,236</b>
<b>25 EU countries of whom from</b>	<b>777,157</b>	<b>781,511</b>	<b>790,734</b>	<b>805,335</b>	<b>809,116</b>	<b>815,968</b>	<b>820,518</b>	<b>319,760</b>	<b>500,758</b>
<b>old EU countries (15) of whom from</b>	<b>731,930</b>	<b>733,059</b>	<b>739,309</b>	<b>748,930</b>	<b>748,417</b>	<b>743,013</b>	<b>740,836</b>	<b>269,416</b>	<b>471,420</b>
Germany	411,504	405,991	401,119	396,316	389,912	383,841	381,186	101,221	279,965
United Kingdom	65,663	66,781	69,263	74,869	76,457	76,017	75,686	42,604	33,082
Belgium	111,228	111,537	112,604	113,239	113,081	112,315	112,224	36,126	76,098
<b>new EU countries (10) of whom from</b>	<b>45,227</b>	<b>48,452</b>	<b>51,425</b>	<b>56,405</b>	<b>60,699</b>	<b>72,955</b>	<b>79,682</b>	<b>50,344</b>	<b>29,338</b>
Poland	25,125	27,315	29,180	32,210	35,542	45,402	51,339	34,831	16,508
Hungary	11,454	11,742	11,917	12,359	12,564	12,860	12,931	5,736	7,195
Czechoslovakia (former)	7,106	7,616	8,274	9,456	9,813	11,033	11,495	7,033	4,462
<b>Other Europe of whom from</b>	<b>86,229</b>	<b>96,231</b>	<b>109,388</b>	<b>131,817</b>	<b>142,898</b>	<b>147,763</b>	<b>150,124</b>	<b>104,539</b>	<b>45,585</b>
Yugoslavia (former)	56,220	60,959	66,947	74,640	76,346	76,322	76,465	52,857	23,608
Soviet Union (former)	13,485	17,334	22,625	34,903	42,033	46,001	47,450	35,962	11,488
Romania	4,226	4,722	5,451	6,667	7,895	8,788	9,374	6,726	2,648
<b>other Western Countries of whom from</b>	<b>464,216</b>	<b>464,205</b>	<b>466,413</b>	<b>469,444</b>	<b>467,841</b>	<b>463,834</b>	<b>461,312</b>	<b>162,419</b>	<b>298,893</b>
United States	22,730	24,479	26,808	29,093	30,161	30,726	31,154	18,957	12,197
Canada	9,519	10,370	11,217	12,199	12,660	13,073	13,160	4,539	8,621
Australia	10,355	11,076	12,230	13,493	14,221	14,431	14,526	4,903	9,623
Indonesia	411,622	407,885	405,155	402,663	398,502	393,057	389,940	126,048	263,892
Japan	6,355	6,475	6,674	7,078	7,215	7,347	7,347	5,913	1,434
<b>Non-Western countries of whom from</b>	<b>1,171,113</b>	<b>1,278,453</b>	<b>1,408,767</b>	<b>1,558,353</b>	<b>1,668,297</b>	<b>1,720,050</b>	<b>1,738,452</b>	<b>1,014,476</b>	<b>723,976</b>
Turkey	271,514	289,777	308,890	330,709	351,648	364,333	368,600	195,113	173,487
Morocco	225,088	241,982	262,221	284,124	306,219	323,239	329,493	167,893	161,600
Somalia	20,060	25,842	28,780	28,979	25,001	19,893	18,918	12,961	5,957
South Africa	9,629	10,737	12,524	14,378	15,164	15,487	15,718	7,902	7,816
Ghana	12,480	13,973	15,609	17,232	18,727	19,537	19,437	12,102	7,335
Cape Verde	16,662	17,478	18,242	19,012	19,666	20,103	20,181	11,444	8,737
Egypt	11,598	12,738	14,398	16,108	17,873	18,995	19,266	11,145	8,121
Ethiopia	7,978	8,460	8,997	9,783	10,236	10,339	10,454	7,033	3,421
Angola	2,594	3,352	4,477	7,962	12,281	10,476	9,459	7,018	2,441
Sudan	943	1,936	3,919	6,935	7,626	6,913	6,623	4,885	1,738
Congo	4,546	5,147	6,115	7,657	8,490	8,124	7,793	4,873	2,920
Suriname	280,615	290,467	302,514	315,177	325,281	331,890	333,504	186,025	147,479
Netherlands Antilles and Aruba	86,824	92,105	107,197	124,870	130,722	129,683	129,965	78,907	51,058
Colombia	4,937	6,002	7,025	8,122	9,366	10,335	10,631	6,913	3,718
Brazil	6,589	7,639	8,913	10,237	11,638	13,091	13,964	8,683	5,281
Dominican Republic	5,321	6,174	7,341	8,676	9,546	10,115	10,303	7,050	3,253
Iraq	11,278	22,295	33,449	41,323	42,931	43,757	43,891	34,729	9,162
Afghanistan	4,916	11,551	21,468	31,167	36,043	37,246	37,230	31,330	5,900
China	23,471	26,191	29,759	35,691	41,694	44,713	45,298	31,236	14,062
Iran	16,478	20,685	22,893	26,789	28,438	28,722	28,969	23,526	5,443
India	9,476	10,302	11,516	12,589	13,363	14,682	16,027	10,764	5,263
Vietnam	12,937	13,801	14,717	16,012	17,536	18,271	18,441	12,004	6,437
Pakistan	14,127	15,135	16,149	17,325	17,990	18,184	18,374	10,949	7,425
Hong Kong	17,147	17,304	17,510	17,789	17,965	18,132	18,106	10,008	8,098
Sri Lanka	5,636	6,463	7,685	9,053	9,812	9,724	9,612	6,500	3,112
Philippines	7,738	8,868	9,857	11,100	12,401	13,499	14,019	8,861	5,158
Thailand	5,576	6,503	7,701	9,450	11,462	13,112	13,760	9,915	3,845
Syria	3,604	4,324	5,397	7,736	8,803	9,191	9,341	6,589	2,752
South Korea	1,492	1,819	2,245	2,764	3,328	3,889	4,242	2,461	1,781

Source: Statistics Netherlands, Statline (figures are based on the municipal population registrations)

Table A5.3: Non-native Population Forecasts by Country of Origin in the Netherlands (2007 – 2050)

		2007	2010	2030	2050
		x1000			
Western	1st generation	587	606	803	1.043
	2nd generation	845	853	934	1.062
	Total	1432	1.459	1737	2.105
Non-Western	1st generation	1015	1.017	1130	1.240
	2nd generation	723	789	1139	1.451
	Total	1738	1.807	2270	2.691
Turkey	1st generation	195	195	200	187
	2nd generation	173	186	239	276
	Total	369	381	439	463
Morocco	1st generation	168	168	176	172
	2nd generation	161	180	250	280
	Total	329	348	426	452
Suriname	1st generation	186	184	180	154
	2nd generation	147	155	186	206
	Total	333	338	367	360
Neth. Antilles and Aruba	1st generation	79	79	105	125
	2nd generation	51	55	90	132
	Total	129	134	195	257
Africa	1st generation	119	112	118	145
	2nd generation	72	79	113	147
	Total	192	191	231	291
Asia	1st generation	222	229	284	365
	2nd generation	91	104	199	306
	Total	312	333	483	671
Latin America	1st generation	46	50	67	93
	2nd generation	27	31	63	104
	Total	74	81	130	197
Indonesia	1st generation	126	119	80	56
	2nd generation	264	262	243	176
	Total	390	380	323	232
EU (26)	1st generation	330	354	549	770
	2nd generation	505	508	561	704
	Total	835	862	1109	1.474
Other European	1st generation	94	96	128	158
	2nd generation	42	47	79	109
	Total	136	143	207	267
Other non-European	1st generation	36	37	46	59
	2nd generation	35	37	51	72
	Total	71	73	97	132

Source: Statistics Netherlands, Statline (figures are based on the municipal population registrations)

Table A5.4: Foreign nationals obtaining Dutch Nationality by year and former Nationality (2006)

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
<b>Total</b>	<b>82,687</b>	<b>59,831</b>	<b>59,173</b>	<b>62,093</b>	<b>49,968</b>	<b>46,667</b>	<b>45,321</b>	<b>28,799</b>	<b>26,173</b>	<b>28,488</b>	<b>29,089</b>
<b>Western countries</b>	<b>9764</b>	<b>11,257</b>	<b>11,927</b>	<b>13,746</b>	<b>8569</b>	<b>6214</b>	<b>5501</b>	<b>3956</b>	<b>3277</b>	<b>4673</b>	<b>4402</b>
<i>of whom from</i>											
<b>25 EU countries</b>	<b>4975</b>	<b>3991</b>	<b>3337</b>	<b>3132</b>	<b>2683</b>	<b>2751</b>	<b>2803</b>	<b>2102</b>	<b>1470</b>	<b>1780</b>	<b>1816</b>
<i>of whom from</i>											
<b>15 EU countries</b>	<b>3520</b>	<b>2904</b>	<b>2419</b>	<b>2127</b>	<b>1848</b>	<b>1884</b>	<b>2049</b>	<b>1621</b>	<b>1122</b>	<b>1187</b>	<b>1410</b>
<i>of whom from</i>											
Germany	776	567	558	580	508	573	608	445	297	349	447
United Kingdom	1174	912	578	453	374	356	394	294	190	221	248
Italy	275	328	304	211	239	211	231	206	148	156	195
Belgium	287	183	200	189	164	189	223	250	122	118	172
France	161	119	182	173	123	123	160	100	87	85	65
Spain	155	137	116	108	89	98	93	84	104	84	86
<b>new EU countries</b>	<b>1455</b>	<b>1087</b>	<b>918</b>	<b>1005</b>	<b>835</b>	<b>867</b>	<b>754</b>	<b>481</b>	<b>348</b>	<b>593</b>	<b>406</b>
<i>of whom from</i>											
Poland	1129	827	677	688	587	597	530	318	212	347	238
Czechoslovakia (former)	102	77	74	132	91	99	80	73	56	97	72
<b>Other Europe</b>	<b>3651</b>	<b>6382</b>	<b>7799</b>	<b>9824</b>	<b>5177</b>	<b>2766</b>	<b>1966</b>	<b>1235</b>	<b>1295</b>	<b>2164</b>	<b>1997</b>
<i>of whom from</i>											
Soviet Union (former)	591	586	826	1510	1103	879	758	503	538	1181	1048
Yugoslavia (former)	2283	5412	6668	7993	3809	1647	938	539	580	607	568
Romania	519	203	179	157	161	162	164	106	109	287	232
Bulgaria	148	96	65	68	54	61	81	48	60	121	136
Belarus	9	10	23	38	40	41	37	30	20	87	93
<b>Other Western Countries</b>	<b>1138</b>	<b>884</b>	<b>791</b>	<b>790</b>	<b>709</b>	<b>697</b>	<b>732</b>	<b>619</b>	<b>512</b>	<b>729</b>	<b>589</b>
<i>of whom from</i>											
Indonesia	436	314	368	514	456	416	380	291	203	293	248
United States	489	410	261	161	160	168	225	181	181	267	217
Canada	121	109	108	74	51	65	66	54	56	85	60
<b>Non-Western countries</b>	<b>72,108</b>	<b>47,891</b>	<b>46,044</b>	<b>43,724</b>	<b>33,999</b>	<b>32,653</b>	<b>30,173</b>	<b>18,219</b>	<b>16,237</b>	<b>19,037</b>	<b>18,224</b>
<i>of whom from</i>											
Turkey	30,704	21,189	13,484	5214	4708	5513	5391	3726	4026	3493	3407
Morocco	15,598	10,478	11,252	14,217	13,471	12,721	12,033	7126	5873	7086	6896
Egypt	1077	551	393	496	443	528	437	190	97	238	245
South-Africa	137	130	95	109	102	105	113	111	127	231	203
Ghana	1208	737	502	432	348	360	357	157	74	199	296
Nigeria	268	166	98	153	143	196	214	96	69	139	189
Somalia	3002	2141	4918	3487	1634	873	378	180	136	133	128
Ethiopia	1425	353	311	320	188	153	96	87	78	111	102
Israel	234	142	91	78	67	104	93	62	43	102	95
Tunisia	296	202	150	220	148	160	159	69	68	81	92
Suriname	4445	3019	2991	3194	2008	2025	1957	1242	1421	2031	1636
Brazil	319	279	227	257	231	290	249	137	131	159	189
Colombia	409	354	288	341	382	259	274	112	94	143	151
Peru	106	102	49	87	64	52	71	40	32	100	76
Dominican Republic	387	207	217	235	200	206	143	91	59	82	78
Mexico	23	29	45	54	57	49	60	31	27	82	72
Haiti	28	24	18	14	51	55	29	41	63	79	69
China	1394	975	800	977	1002	1111	908	722	739	1291	799
Afghanistan	360	217	905	1847	945	803	1118	982	801	550	562
Iraq	854	798	2721	3834	2403	2315	2367	832	489	333	331
Pakistan	630	296	287	277	237	255	241	132	83	204	199
Philippines	401	279	298	295	300	348	263	159	129	198	209
India	407	249	234	235	242	309	250	138	117	187	214
Iran	2299	1285	1806	2560	1375	754	336	180	122	184	225
Thailand	319	253	235	275	277	355	289	171	161	160	171
Sri Lanka	592	383	643	670	272	179	182	117	90	95	103
Vietnam	1334	779	575	338	203	197	197	129	89	90	82
Taiwan	55	57	25	57	77	42	36	47	72	78	48
<b>Stateless</b>	<b>815</b>	<b>683</b>	<b>1202</b>	<b>4623</b>	<b>7400</b>	<b>7800</b>	<b>9647</b>	<b>6624</b>	<b>6659</b>	<b>4778</b>	<b>6463</b>

Source: Statistics Netherlands (figures are based on data of the Ministry of Justice, Immigration and Naturalization Service)

Table A5.5: Dutch and Non-native Population by Gender and Age in % (2006)

Age	Dutch			Non-native (Western)			Non-native (non-Western)		
	male	female	total	male	female	total	male	female	total
0 to 5	5.8	5.4	5.6	4.7	4.1	4.4	9.5	9.3	9.4
5 to 10	6.1	5.8	5.9	4.7	4.0	4.3	9.4	9.1	9.2
10 to 15	6.0	5.6	5.8	4.7	4.1	4.4	8.9	8.6	8.8
15 to 20	6.1	5.7	5.9	5.0	4.5	4.7	9.0	8.7	8.8
20 to 25	5.6	5.3	5.5	5.8	5.7	5.7	9.2	9.4	9.3
25 to 30	5.7	5.4	5.5	6.8	7.1	6.9	8.8	9.7	9.2
30 to 35	6.3	6.0	6.1	7.3	7.6	7.4	8.6	9.3	8.9
35 to 40	7.9	7.5	7.7	8.7	8.6	8.6	9.1	8.9	9.0
40 to 45	8.1	7.8	7.9	8.5	8.4	8.5	8.4	7.7	8.1
45 to 50	7.9	7.6	7.7	7.8	7.8	7.8	6.2	6.1	6.2
50 to 55	7.4	7.0	7.2	7.6	7.5	7.5	4.3	4.5	4.4
55 to 60	7.3	7.0	7.1	8.4	7.7	8.0	3.0	3.1	3.1
60 to 65	6.1	6.0	6.1	6.4	5.8	6.1	2.3	2.1	2.2
65 or older	13.6	18.0	15.8	13.8	17.2	15.6	3.3	3.3	3.3
Total (N)	6,525,332 (49,5%)	6,662,254 (50,5%)	13,187,586 (100%)	684,538 (4,8%)	747,416 (5,2%)	1,431,954 (10,0%)	878,644 (50,5%)	859,808 (49,5%)	1,738,452 (100%)

Source: Statistics Netherlands, Statline (figures are based on the municipal population registrations)



# Labour market integration of immigrants in the Netherlands

## 6.1 Introduction

This chapter examines the socio-economic position of first and second-generation immigrants in the Netherlands. As we explained earlier, in Dutch official statistics and policy documents, foreign-born residents and their offspring are officially referred to as 'allochtonous'. In this chapter we use the phrase non-Western immigrants, but the reader should bear in mind that – following official definitions of 'allochtonous' residents (described in chapter 5 of this report) - this refers to both first-generation and second-generation immigrants. Furthermore, a distinction is made between migrants coming from Western countries (other European countries, including EU, other European countries and non-European Western countries such as the USA, Canada, Australia, New Zealand, but also Japan and Israel) and non-Western countries. In earlier editions of the Dutch SOPEMI-report we confined our description of immigrant labour market integration in the Netherlands to non-Western immigrants. In this edition we extend the analysis to the labour market integration of first- and second-generation immigrants coming from Middle and Eastern European countries (MEE).<sup>28</sup>

Other immigrant groups in our analyses are two former guest worker groups (Turks and Moroccans) and the two groups of post-colonial Caribbean immigrants (Surinamese and Antilleans). Since the early 1980's, the Netherlands has had extensive policies in place to improve the labour market position of non-Western immigrants and more specifically the four non-Western immigrant groups just mentioned. As a part of these policies the socio-economic position of these four migrant groups has been monitored extensively during the years. There is also statistical data available about so-called 'other non-Western immigrant groups'. This category concerns, to a large extent, immigrants that came to the Netherlands as asylum seekers. In our analyses we will compare the labour market position of these various immigrant categories with the labour market position of the native Dutch population.

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<sup>28</sup> However, the information available for the immigrants from the MEE-countries is limited to figures about labour participation and unemployment. Information about for example education and dependency of social benefits is not available.

The main issue in this chapter is the changing labour market position of immigrant groups in the Netherlands. Since an adequate level of education is considered an important precondition for labour market participation, we first examine the level of education of non-Western immigrants in the Netherlands (6.2). We then describe various aspects of their labour market position such as labour market participation and unemployment (6.3), the extent to which non-Western immigrants depend on social assistance and other social benefits (6.4) and the labour position of non-Western immigrants (6.5). The appendix to this chapter contains some supplementary statistical information.

## 6.2 Level of education of non-Western immigrants

An adequate education is generally considered a precondition for a good labour market position. This is true for both the native Dutch population and for Western and non-Western immigrants living in the country. However, a major problem for many non-Western immigrants is their low level of education (unfortunately we do not have information about educational levels of migrants coming from the MEE-countries). The low educational levels of non-Western immigrants have various backgrounds. Former guest workers were, at that time, selected to do low-skilled work in the Netherlands. They were migrants with little or no educational background. Although their children are generally better educated than their parents, there is still a gap with the (rising!) average education levels in the Netherlands. Other non-Western immigrants may have higher levels of education, but their education is often still insufficient for the current post-industrial labour markets. Educations achieved in Third World countries are often not acknowledged in the Netherlands.

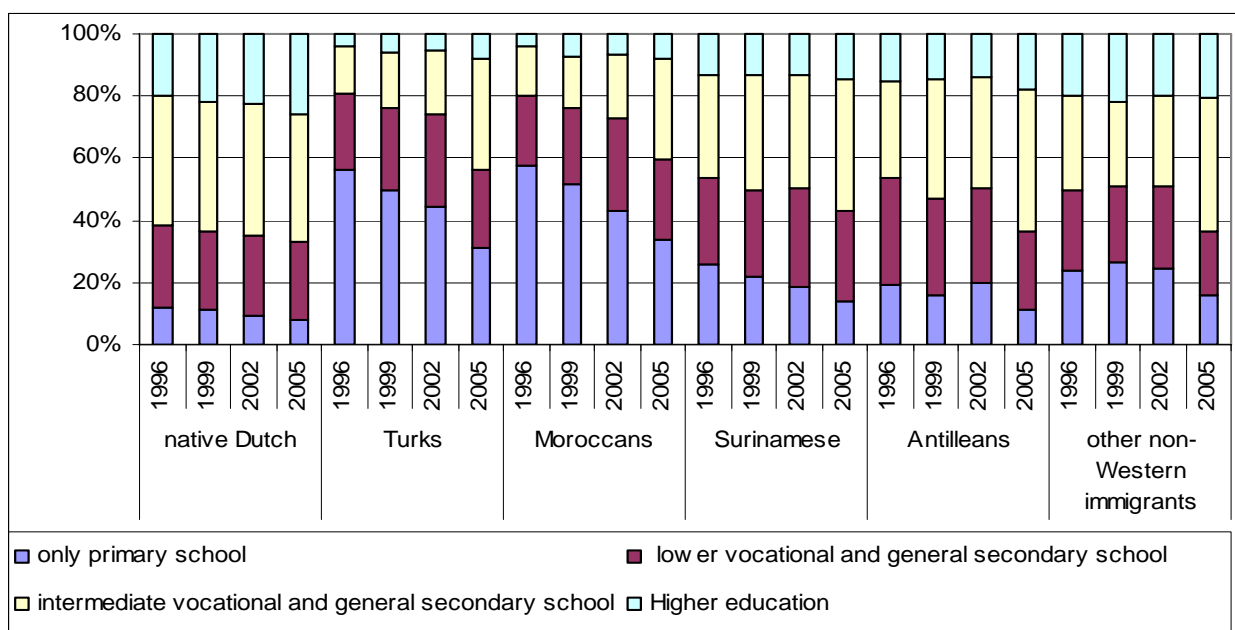
Figure 6.1 shows the levels of education of the native Dutch population and various non-Western immigrant groups in 1996, 1999, 2002, and 2005. The figure makes two things clear. First, the level of education of non-Western immigrant groups – and especially of the Turkish and Moroccan groups – is still significantly lower than that of the native Dutch population. Whereas over 30 percent of all Turkish and Moroccan adults (from 15 to 64 years old) have finished only primary education (and often not even that), this is true for only 8 percent of all native Dutch adults.

Secondly, although the levels of education for non-western immigrants are still rather low they increased significantly in the last decade. This is especially true for the Turkish and Moroccan groups. The share of Turkish and Moroccan adults (in the age of 15 to 64 years) with only primary school fell from 56 percent in 1996 to 31 respectively 34 percent in 2005. Meanwhile,



the percentage of highly educated Turkish or Moroccan adults rises slowly (from around 4 percent in 1996 to 8 percent in 2005 for both groups). However, the native Dutch are improving their educational levels as well. The percentage of highly educated native Dutch adults rose from 20 percent in 1996 to 26 percent in 2005. Both tendencies (rising educational levels of non-Western immigrants but faster rising educational levels of the native Dutch population) imply that the gap between both groups is only widening. Although non-Western immigrants slowly improve their educational qualifications they seem to be unable to catch up with the native Dutch population (see figure 6.1; more specific data in the appendix to this chapter).

Figure 6.1 Educational level of native Dutch and non-Dutch population (15-64 year) (1996, 1999, 2002, 2005) (data of 2006 not available)



Source: Netherlands Statistics, Statline (own computations)

Levels of education vary not only between different immigrant groups, but also by gender and age groups. In general men have higher educational levels than women. This is true for both the native Dutch and for various immigrant populations. On the other hand, the differences in educational achievement between males and females in non-Western immigrant groups are not that large. For Turkish and Moroccan immigrants, in particular, both men and women often have very low levels of education. The same is true for various new immigrant groups, especially Afghans and Somalians. For most immigrant groups the level of education increases for both men and women.

Education levels also vary by age. In general younger people were in school longer and achieved higher educational levels than older groups. This is also true for both the native Dutch and for various immigrant groups. Second-generation immigrants, born and educated in the Netherlands, generally have higher educational levels than first-generation immigrants (foreign-born). Also recently arrived first-generation immigrants, especially marital migrants from Turkey and Morocco, are often not very well educated. That the second-generation immigrant youth attain higher levels of education than their parents does not mean, however, that their situation is unproblematic. The levels of education of young non-Western second-generation immigrants are still significantly low compared to those of young native Dutch persons. There are various reasons for the relatively low educational levels of young non-Western second-generation immigrants. On the one hand, one has to take into account that their parents were mostly low skilled or unskilled. As the educational achievement of children is strongly influenced by their parents' educational achievement, one can hardly expect young non-Western immigrants to do much better than their parents. On the other hand the educational achievement of young non-Western second-generation immigrants is strongly tempered by their high incidence of premature school dropout. Research shows that the incidence of premature school dropout (leaving school without a certificate) among young non-Western immigrants is higher as among native Dutch youth of the same age. This can partly be explained by the fact that non-western migrants are overrepresented in the lower vocational schools, where the drop-out is higher than in the higher educational levels. But also within the lower vocational schools the dropout among young non-Western immigrants is higher as among native Dutch youth of the same age.<sup>29</sup> As a result, many young (often second-generation) non-Western immigrants enter the labour market without any formal qualification and have fewer chances of a successful professional career.

Another way to measure premature school dropout is to look at the proportion of a certain population that has not attained the so-called basic qualifications to enter the labour market.<sup>30</sup> As figure 6.2 shows, 48 percent of the non-Western immigrant population of working age (15-65 years old) (first- and second-generation), does not possess the minimum basic qualifications to enter the labour market. The same is true for almost 33

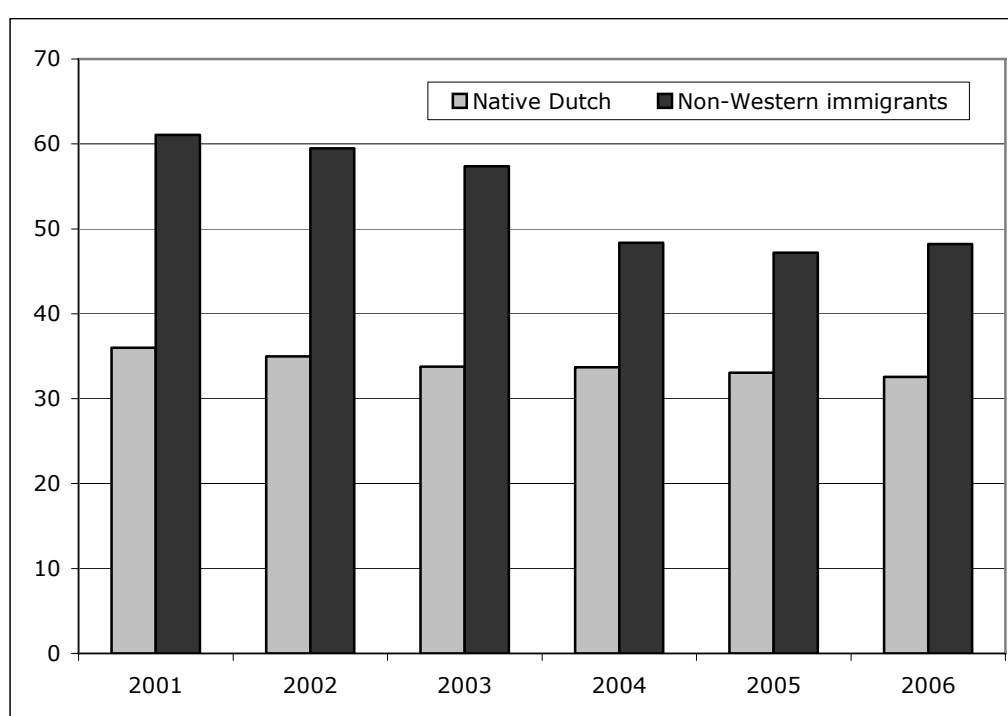
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<sup>29</sup> Netherlands Statistics, Yearbook Education (Jaarboek onderwijs) 2007, pp. 138.

<sup>30</sup> According to EU-standards, people with only primary school and lower vocational or general education are insufficiently prepared for the current labour market.

percent of the native Dutch adult population. Figure 6.2 also shows that the differences between the native Dutch and non-Western immigrants in this respect has declined over the years. In 2006 the difference inclined again. Not having the minimum basic qualifications, of course, does not imply that one cannot enter the labour market. However, available statistics show that people without minimal basic qualifications have higher chances to become unemployed or to become dependent on low skilled, low-paid and often temporary and/or flexible work.

Figure 6.2: Persons without formal start qualification to enter the labour market as % of the total population not at school (15-64 year)



Source: Netherlands Statistics, Statline (own computations)

### 6.3 Employment and unemployment of immigrants

In the previous Dutch SOPEMI-reports we extensively described the changing labour market position of various non-Western immigrant groups in the Netherlands. We argued that changes in the labour market position of immigrants are partly the result of more general developments in the economic tide in the Netherlands. In this report we will describe the labour market position of Western and non-Western immigrants, and of the native Dutch population in the period 1996-2006. During this ten-year period, there were major changes in the Dutch economy. The second half of the 1990's are

generally considered a rather favourable episode in the Dutch economic development, years of continuous economic growth, job growth and declining unemployment years. In the international literature this period is referred to as the "Dutch miracle" (cf. Visser and Hemerijck 1997). At the end of that period (in 2001/2002) the unemployment rates in the Netherlands were the lowest in the EU. However, a new economic recession started in 2003, resulting again in rising unemployment figures. The economic crisis was most severe in the years 2004 and 2005 when the official unemployment rate in the Netherlands was above 6 percent. In 2006 the economic situation improved again and the job possibilities grew (also because older generations of workers are leaving the labour market). The official unemployment rate decreased from 6.5 percent in 2005 to 5.5 percent in 2006. The expectation is that the unemployment rate will decrease even more.

The question in this section is what these general developments in the Dutch economy of the last decade imply for the labour market position (employment and unemployment) of immigrants living in the Netherlands. We will first describe developments in the labour market participation of immigrant groups, then the unemployment figures of immigrants and native Dutch workers, and we will end this section with a statistical analysis that explains the differences in unemployment between non-Western immigrant groups and the native Dutch population.

### **Labour market participation of immigrants in the Netherlands (1996-2006)**

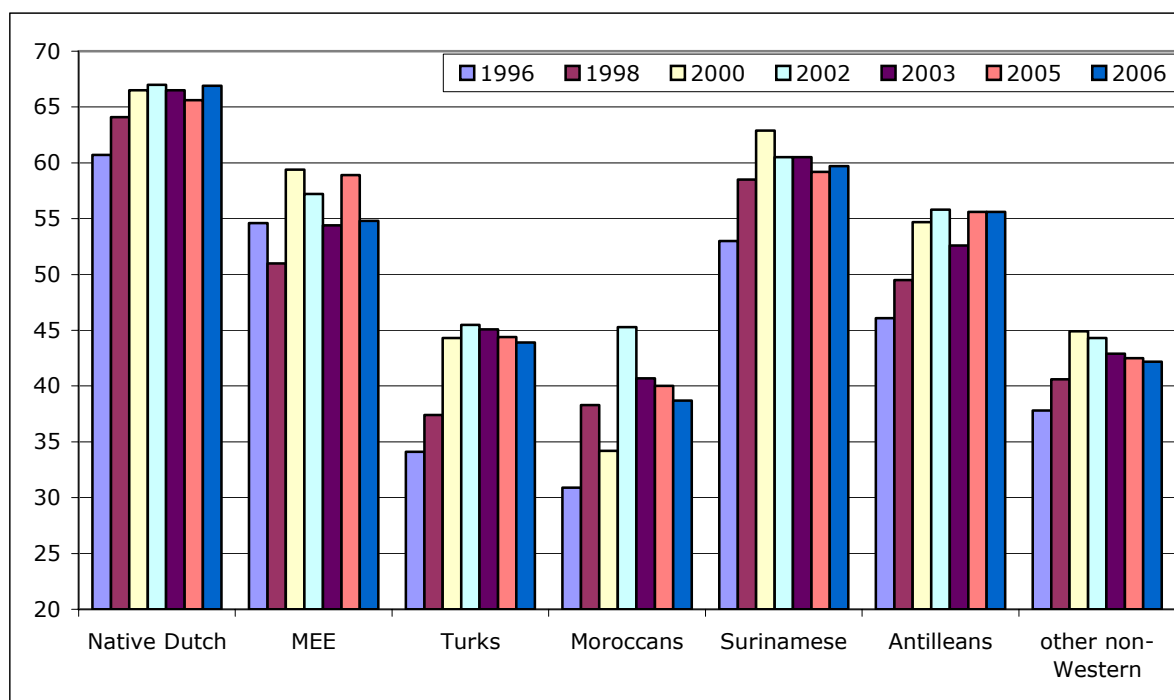
The first indicator to describe the changing labour market position of immigrants in the Netherlands is the *net labour participation* (or actual workforce). This figure shows the percentage of the total population of working age (from 15 to 65 years) that is actually employed for at least 12 hours a week. The picture is quite clear. The net labour market participation of both the native Dutch population and all immigrant groups increased significantly in the period from 1996 until 2002. The net labour market participation of the native Dutch group increased from 60.7 percent in 1996 to 67 percent in 2002. The increase in the net labour market participation is even clearer among non-Western immigrants (from 40 percent in 1996 to almost 50 percent in 2002). In that year, at the height of the economic boom, almost half of all non-Western immigrants of working age (male and female) were actually working (12 hours a week or more). However, also in the late 1990s there were still clear differences between the non-Western immigrant groups. Although the labour participation of all non-Western

immigrant groups was on the rise, these figures were consistently higher for postcolonial immigrant groups (Surinamese, Antilleans) than for former guest worker groups (Turks, Moroccans).

During the following years of economic recession (2003-2005) the net labour market participation fell again. This was especially the case for Moroccan groups (from 45 percent in 2002 to 40 percent only three years later, in 2005).

As we can observe in figure 6.3 2006 shows an increase again for native Dutch. The net labour participation is almost back at the level of 2002. The net labour market participation among immigrants from Morocco, Turkey, other non-western countries (and MEE-countries) is however (still) dropping. These figures show that despite their increased labour market participation during the economic boom in the late 1990s, the labour market position of non-Western immigrants was still very vulnerable. One important explanation is that many non-Western migrant workers that found employment in the late 1990s were employed on flexible and temporary labour contracts.

Figure 6.3 Net labour participation by ethnic decent (1996-2006)



Source: Netherlands Statistics, Statline (own computations)  
MEE: immigrants from the Middle and East European countries

The Dutch SOPEMI-report for the second time presents similar data about the net labour market participation of immigrants from the Middle and East European countries (MEE), among which are also the new EU-member states.

The net labour market participation of this group fluctuated over the years. The increased labour participation of MEE-migrants in the last few years is especially notable. Despite the economic recession, their net labour market participation increased from 54.5 percent in 2003 to almost 59 percent in 2005. These figures are remarkable because the labour participation of most non-Western immigrant groups fell in these years. However, in 2006 the net labour market participation of MEE-migrants fell rapidly, from almost 59 % to almost 55 %.

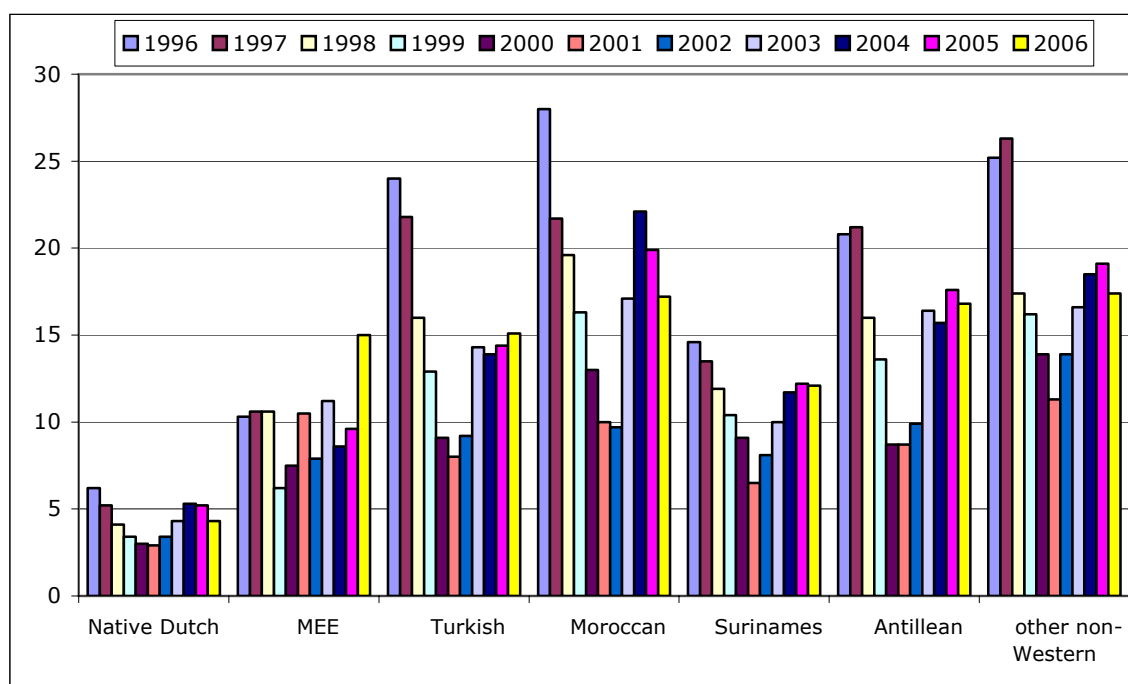
To conclude we can say that the net labour market participation of non-Western immigrants in the Netherlands appears to be strongly related to the general economic development. During the economic boom in the late 1990s (and actually until 2001/2002) more and more non-Western immigrants joined the workforce and the gap in the net labour market participation between non-Western immigrants and the native Dutch population became smaller. However, when the current economic crisis started the net labour market participation of most non-western immigrant groups fell more rapidly than with the native Dutch. 2006 shows that the gap between non-Western immigrants and native Dutch is widening even further. This is, in particular, true for those non-Western immigrant groups with the most vulnerable labour market position (Turks and Moroccans). In general, the net labour market participation of non-Western immigrants (with a notable exception of the Surinamese) is still significantly lower than that of the native Dutch population. The net labour market participation of migrants from Middle and East European countries (MEE) is lower than that of the native Dutch, but significantly higher than that of most non-Western immigrant groups (again with a notable exception of the Surinamese and Antilleans). However in 2006, the net labour market participation of MEE-migrants fell rapidly.

### **Unemployment of immigrants in the Netherlands (1996-2006)**

The second indicator to describe the labour market position of immigrants in the Netherlands is the unemployment rates, that is the number of people officially registered as unemployed by the Dutch employment agencies (Centres for Work and Income), as a percentage of the total active population (either working at least 12 hours a week or looking for work). This way of counting unemployment implies that non-working adults that gave up looking for a job ('labour market dropouts') are not included in official unemployment statistics.

Figure 6.4 shows the unemployment rates of the native Dutch and various immigrant groups from 1996 and 2006. The figure shows rather dramatic changes in the unemployment rates of non-Western immigrants. We see the same pattern as noticed before. During the economic boom of the late 1990s, but especially in 2000 and 2001, the unemployment rate of non-Western immigrants dropped rapidly. The unemployment rate of Turks and Moroccans, for instance, fell from around 25 percent or more in 1996 to less than 10 percent in 2002. These figures inspired us to rather positive conclusion about the improved labour market position of non-Western immigrants in the Netherlands in the Dutch SOPEMI Reports of 2002 and 2003. We concluded that non-Western immigrants indeed benefited from the favourable economy in these years 1990s and were able to improve their labour market position vis-à-vis the native Dutch population. However, as already mentioned in more recent Dutch SOPEMI-reports, the labour market position of non-Western immigrants declined again in the new economic crisis after 2002.

Figure 6.4 Unemployment rates by ethnic decent (1996-2006)



Source: Netherlands Statistics, Statline (own computations)

On the other hand, there are significant differences between the various immigrant categories. Again, the Moroccan group seems to be worst off. Between 2002 and 2004, the unemployment among Moroccans more than doubled (from 10 to 22 percent). But between 2005 en 2006, the unemployment among Moroccans declined to 17 percent. The unemployment

of non-Western immigrants (among whom are many former asylum seekers) and of Antilleans is also around 17 percent. Except for Turks and MEE-migrants, the unemployment level of the various groups decreased in 2006. The increase in the unemployment rate of migrants from MEE-countries especially stands out (from 9.6 percent in 2005 to 15 percent in 2006).

#### 6.4 Non-Western immigrants and social benefits

Another way to describe the social position of non-Western immigrant groups is by the extent to which they are on social benefits. Looking at social benefit recipients gives a somewhat different picture of the social position of immigrants (and the native Dutch population) than the unemployment figures in the previous section. Figures about social benefit recipients not only include unemployed persons (that is: out of work, but still looking for a job), but also persons that dropped out of the labour market altogether. Figures about social assistance and disability benefits give an especially clear indication about the extent to which people have left the labour market. It has been argued, that unemployment was not the main socio-economic problem of the Netherlands in the late 1990's, but the sizeable labour market dropout. Particularly, the large number of disability benefits is often mentioned as the main problem of Dutch social politics.

This section describes the distribution of social benefits (social assistance<sup>31</sup>, disability benefits<sup>32</sup>, unemployment benefits) over various immigrant groups and the native Dutch population.

Figure 6.5 shows the proportion of social benefit recipients of each category as a percentage of the total population in the working age group (15-64 years). The figure makes it clear that non-Western immigrant groups, particularly Turks and Moroccans, significantly more often live on social benefits than the native Dutch population. Whereas 12.5 percent of the native Dutch population receives some social benefits, this is true for around 28 percent of the Turkish and Moroccan population. Of the other non-Western immigrant groups (Surinamese, Antilleans, other non-Western immigrants) around 21 to 23 percent of the total adult population receives some social benefits. Compared to the native Dutch population, non-Western immigrants

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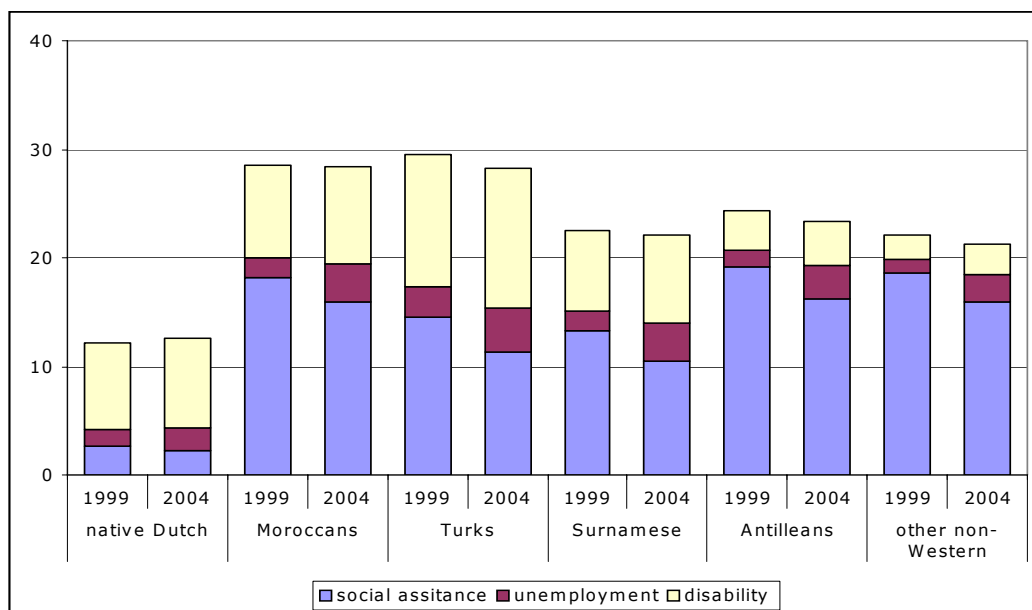
<sup>31</sup> National assistance (ABW) and special benefits for the long-term unemployed (IOAW/IOAZ).

<sup>32</sup> They include disability benefits for working people (WAO), entrepreneurs (WAZ) and people who were never able to work due to physical or mental health problems.



receive social assistance benefits more often than the two others types of benefits; disability and unemployment benefits. The native Dutch on the other hand receive more disability benefits than social assistance and unemployment benefits. Also the relatively high number of Turkish people living off of disability benefits is quite remarkable.<sup>33</sup>

Figure 6.5: Benefit Recipients by Ethnic Descent (1999 and 2004) (in % of the total population 15-64 years) (data of 2005 and 2006 not available)



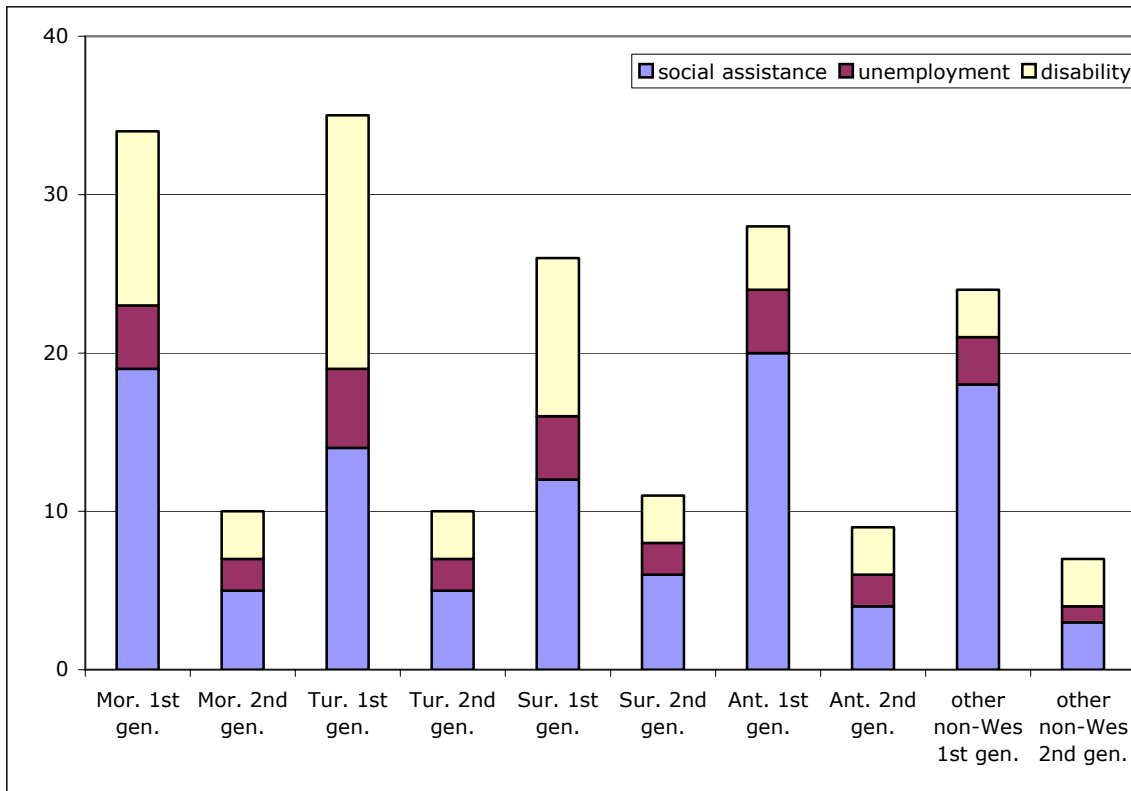
Source: Netherlands Statistics, Statline (our own computations)

Figure 6.5 shows the proportion of social benefit recipients among first and second-generation immigrants (again related to the total population of working age). First-generation immigrants are foreign-born of at least one foreign born parent, second-generation immigrants are born in the Netherlands of at least one foreign born parent. The figure shows large differences in the extent of social benefit recipients between first and second-generation non-Western immigrants. First-generation immigrants depend on social benefits far more often than their children of the second generation. These trends can be explained to a large extent by differences in age and educational level. Since the second generation is relatively younger than the first, although young immigrants are still coming to the Netherlands, they are less often unemployed or incapacitated for work, for example because they

<sup>33</sup> Figure 6.5 still gives a somewhat distorted picture of the 'disability rate' of the Turkish (and to a lesser extent also the Moroccan group). In the Dutch social security system disability benefits are 'employees benefits', meaning that only employees and self-employed persons are eligible for a disability benefit. When the number of disability benefits for the Turkish and Moroccan groups are related to the actual workforce in both immigrant categories, they are clearly over represented in the disability benefit recipients vis-à-vis the native Dutch (Snel, 2002).

are still in school. The second generation is generally also better educated than the first, and speaks Dutch better. As a result of these aspects one can expect the second generation to depend less on social benefits than the first generation.

Figure 6.6: Benefit Recipients by Ethnic Descent and Generation (2004) (data of 2005 and 2006 not available)



Source: Netherlands Statistics, Statline (our own computations)

Figure 6.6 also shows that the differences in social benefit recipients between the first and second generation are not the same in all immigrant groups. The differences between the generations are largest in the Moroccan and Turkish group. First-generation Moroccans and Turks, for instance, depend on social benefits three and a half times more often than their second generation born in the Netherlands. This is in line with the general expectation that second-generation immigrants achieve better social positions in the host societies than their parents that came from other societies.

## 6.5 Labour position of non-Western immigrants

Thus far we focused on the question whether or not first and second-generation immigrants in the Netherlands participate in the workforce *or* if they are unemployed and/or depend on social benefits. This section describes the social position of working immigrants in terms of their occupational level, their occupational sector, the kind of employment contracts they have (steady or flexible jobs), and their working hours (part-time versus full-time jobs). As in previous sections we will compare the labour market position of non-Western immigrant groups (first and second-generation) with that of the native Dutch population.

**Table 6.3: Native Dutch and Immigrant workers by Occupational sector (2000-2005) (in %) (data of 2006 not available)**

	Native Dutch	Western immigrants	Turks	Moroccans	Surinamese	Antilleans/Arubans	Other non-Western
<b>2000</b>							
agriculture	3.5	1.1	4.3	5.3	0.7	0.0	1.5
Industry/construction	21.5	21.1	38.0	26.3	14.8	19.0	23.1
Private services	39.5	41.6	38.0	43.9	43.0	42.9	50.0
Public services	30.2	30.0	13.0	15.8	35.6	31.0	18.7
Other/unknown	5.3	6.2	6.5	8.8	5.9	7.1	6.7
<b>2005</b>							
Agriculture	3.3	1.0	3.8	0.0	0.0	0.0	1.8
Industry/construction	21.6	19.6	27.6	23.1	16.5	18.4	17.5
Private services	37.3	39.2	42.9	47.4	43.9	46.9	53.6
Public services	34.2	35.4	22.9	25.6	36.7	34.7	22.9
Other/unknown	3.6	4.8	2.9	3.8	2.9	0.0	4.2

Source: Netherlands Statistics (Labour Surveys)

Table 6.3 shows the occupational sectors native Dutch and non-Western immigrant workers are employed in. Turkish, and to a lesser extent Moroccan, workers tend to be overrepresented in traditional industry and construction jobs (but especially in industrial jobs) and underrepresented in public service jobs. This was especially true in 2000. Moroccans and Antilleans/Arubans are overrepresented in the private service sector. When looking at the recent developments (2000-2005) we can see that the differences between the groups are reducing. The proportion of Turkish and Moroccan workers in public service jobs, for instance, went up significantly. However, this does not mean that differences in occupational levels decline as well. On the contrary, as table 6.4 makes clear.

**Table 6.4: Native Dutch and Immigrant Workers by Occupational Level (2000-2005) (in %) (data of 2006 not available)**

	Native Dutch	Western immigrants	Turks	Moroccans	Surinamese	Antilleans/ Arubans	Other non- Western
<b>2000</b>							
Elementary occupations	5.9	7.0	20.7	25.9	12.7	9.5	18.7
Lower occupations	23.7	21.8	43.5	36.2	26.9	21.4	26.9
intermediate occupations	39.8	36.0	23.9	27.6	38.1	31.0	29.1
higher/scientific occup.	29.4	33.4	7.6	8.6	22.4	28.6	20.1
occupation unknown	1.2	1.8	3.3	3.4	0.7	9.5	5.2
<b>2005</b>							
Elementary occupations	6.0	7.7	24.3	31.3	14.9	13.7	20.7
Lower occupations	22.7	22.0	35.5	33.8	29.1	25.5	29.9
intermediate occupations	39.3	35.6	28.0	21.3	34.8	37.3	31.7
higher/scientific occup.	31.1	33.7	10.3	12.5	20.6	23.5	16.5
occupation unknown	0.9	1.0	1.9	1.3	1.4	0.0	1.2

Source: Netherlands Statistics (Labour Surveys)

The main differences are between the former guest workers groups (Turks and Moroccans) and the native Dutch working population. The proportion of Turkish and Moroccan people working in elementary and low skilled jobs is at least twice as large as the proportion of native Dutch working in those lower level jobs. This was the case in 2000, but despite the rising educational levels of immigrant workers we observed earlier in this chapter, this has not really changed in 2005. On the contrary, the proportion of Moroccan workers in the lowest skilled occupations has even increased. The occupational level of Surinamese workers is somewhere in between. Workers with a Surinamese background are also overrepresented in lower skilled occupations and underrepresented in highly skilled and scientific occupations, but to a lesser extent than Turkish and Moroccan workers. Also Surinamese labourers were unable to improve their occupational level in the last half decade. Between 2000 and 2005, the proportion of Surinamese workers in elementary and lower level jobs increased, whereas the proportion of Surinamese workers in the highest occupations declined somewhat (from 22.4% to 20.6%).

Further analysis shows that differences in personal qualifications are the main explanation for the still rather low occupational levels of non-Western immigrant workers. When controlling for gender, age, household composition and level of education, non-Western immigrant workers are much less concentrated at the bottom of the labour market. The influence of level of education and other personal qualifications differs somewhat between the various immigrant groups. Particularly for the Surinamese workers, level of education seems to be the main explanation for their occupational level. For other groups such as Moroccans, Antilleans and other non-Western immigrants, level of education does not entirely explain the low level of occupation. This means that the low occupational level of these immigrant groups is partly the result of different factors that are still unknown (such as

lower aspiration levels of immigrant workers or labour market discrimination).

**Table 6.5: Native Dutch and Immigrant Workers with Steady and Fixed Jobs\* (2000-2006) (in %)**

	native Dutch	Turks	Moroccans	Surinamese	Antilleans	Other non-Western
<b>2003</b>						
Steady labour relation	82.6	75.5	77.9	83.5	83.0	71.2
Flexible labour relation	5.7	14.7	18.2	12.2	10.6	16.0
Self-employed	11.7	9.8	3.9	4.3	6.4	12.8
Total	100	100	100	100	100	100
<b>2006</b>						
Steady labour relation	80.2	70.2	77.9	80.6	76.5	69.3
Flexible labour relation	7.2	19.2	14.3	12.5	15.7	17.8
Self-employed	12.7	10.6	7.8	6.9	7.8	12.9
Total	100	100	100	100	100	100

\*flexible jobs are defined here as workers with either temporary labour contracts or unsure number of working hours (including employees of temporary employment agencies)

Source: Netherlands Statistics (Labour Surveys)

**Table 6.6: Native Dutch and Immigrant Workers with Full-time and Part-time work (2000-2006) (in %)**

	native Dutch	Turks	Moroccans	Surinamese	Antilleans	Other non-Western
<b>2003</b>						
Part-time	36.1	25.7	26.3	32.4	37.5	35.3
Full-time	63.9	74.3	73.7	67.6	62.5	64.7
Total	100.0	100.0	100.0	100.0	100.0	100.0
<b>2006</b>						
Part-time	37.7	26.2	29.9	35.7	35.3	31.9
Full-time	62.3	73.8	70.1	64.3	64.7	68.1
Total	100.0	100.0	100.0	100.0	100.0	100.0

Source: Netherlands Statistics (Labour Surveys)

Table 6.5 and table 6.6 describe the kind of labour contracts native Dutch and immigrant workers have. First, a distinction is made between steady and flexible labour relations. Steady labour is defined as a fixed labour contract with a fixed number of working hours. A flexible labour relation exists when workers either have a temporary labour contract (including employees of temporary employment agencies) and/or are unsure about the number of working hours. Despite of all talk about flexibility of the labour market, the table makes very clear that 'traditional' steady work is still the prevailing employment contract. This is true for both native Dutch and for immigrant workers, although immigrant workers are somewhat less often employed in steady labour relations than the native Dutch (except for Surinamese workers). Table 6.5 also shows that the proportion of steady labour relations is slowly decreasing, both among native Dutch and immigrant workers. Self-employment is not a real alternative for fixed or temporary jobs for migrant workers. In most immigrant groups (except 'other non-Western immigrants'),

the proportion of self-employed persons is significantly lower than among the native Dutch. Table 6.6 describes the 'working hours regimes' of native Dutch and immigrant workers. Immigrant workers in general tend to have full-time jobs somewhat more often than native Dutch workers. This is especially true for Turkish and Moroccan workers. The main reason for this difference is probably the gender composition of the native Dutch and immigrant workforce. Native Dutch women are relatively more often active in the labour market than women with an immigrant background, especially those with a Turkish or Moroccan background. Furthermore, women work significantly more often in part-time jobs than men. More women in the workforce implies, almost by definition, a larger proportion of part-time work.

## Appendix for Chapter 6

### Supplementary tables

**A6.1** Level of education by Ethnic Descent and gender (15-64 year) (1996-2005)

**A6.2** Gross Labour Participation by Ethnic Descent and gender 1994-2006 (by absolute numbers and in %)

**A6.3** Net Labour Participation by Ethnic Descent and gender 1994-2006 (by absolute numbers and in %)

**A6.4** Number of working people by ethnic decent\* 1994-2004

**A6.5** Unemployment Rate by Ethnic Descent and gender 1994-2006 (by absolute numbers and in %)

**A6.6** Youth unemployment by Ethnic Descent and gender 1996-2005

**Table A6.1: Educational level of native Dutch and non-Dutch population (15-64 year) (1996, 2000, 2003, 2005)**

	year	only primary school	lower vocational and general secondary school	intermediate vocational and general secondary school	Higher education
native Dutch	1996	12	26	41	20
	2000	10	26	42	22
	2003	8	25	42	24
	2005	8	25	41	26
non-Western immigrants	1996	37	26	25	11
	2000	32	27	26	13
	2003	28	28	29	14
	2005	21	24	40	14
Turks	1996	55	24	15	4
	2000	47	28	19	4
	2003	39	30	22	7
	2005	31	25	36	8
Moroccans	1996	56	22	15	4
	2000	49	27	17	6
	2003	44	27	21	7
	2005	34	26	33	8
Surinamese	1996	26	27	33	13
	2000	19	29	35	15
	2003	19	29	37	15
	2005	14	29	43	15
Antilleans	1996	19	34	32	15
	2000	20	28	33	17
	2003	17	32	37	14
	2005	11	25	46	18
other non-Western immigrants	1996	24	25	30	20
	2000	24	25	29	20
	2003	22	26	30	22
	2005	16	20	43	21

Source: Statistics Netherlands, Statline

Table A6.2: Gross Labour Participation by Ethnic Descent\* and gender 1996-2006

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
<b>Total population</b>											
Native Dutch	65	66	67	68	69	69	69	70	69	69	70
Of foreign descent	57	58	59	59	60	60	60	61	61	62	62
Western	62	64	64	65	66	66	66	67	67	68	69
MEE	61	65	57	63	64	64	62	61	64	65	65
other Western	63	64	64	65	66	66	66	67	67	68	69
non-Western	51	52	53	53	54	55	55	56	56	56	55
Turkish	45	45	45	46	49	52	50	53	53	52	52
Moroccan	43	45	48	46	39	47	50	49	47	50	47
Surinamese	62	60	66	65	69	66	66	67	69	67	68
Antillean	58	58	59	62	60	59	62	63	60	68	67
other non-Western	51	53	49	50	52	52	51	51	52	53	51
<b>Total</b>	<b>64</b>	<b>65</b>	<b>65</b>	<b>66</b>	<b>67</b>	<b>67</b>	<b>68</b>	<b>68</b>	<b>68</b>	<b>68</b>	<b>68</b>
<b>Male</b>											
Native Dutch	78	79	80	80	80	81	80	80	79	78	78
Of foreign descent	69	69	70	70	71	70	70	71	70	70	69
Western	73	74	75	75	77	75	76	77	75	74	75
MEE	73	74	78	77	81	82	73	84	77	78	78
other Western	73	74	75	75	77	75	76	77	75	74	75
non-Western	63	63	64	64	65	65	65	65	65	66	64
Turkish	59	61	60	61	66	67	65	68	66	66	65
Moroccan	59	60	63	63	54	60	65	63	59	65	63
Surinamese	71	65	72	71	77	71	71	74	74	73	72
Antillean	67	62	70	76	65	67	68	70	67	76	71
other non-Western	61	64	59	61	63	61	61	59	62	62	59
<b>Total</b>	<b>77</b>	<b>77</b>	<b>78</b>	<b>78</b>	<b>79</b>	<b>79</b>	<b>78</b>	<b>78</b>	<b>77</b>	<b>77</b>	<b>77</b>
<b>Female</b>											
Native Dutch	51	53	54	55	56	57	58	59	59	60	61
Of foreign descent	46	47	47	48	49	51	50	51	52	53	54
Western	52	53	53	55	56	57	55	58	59	62	63
MEE	52	59	46	55	53	54	55	51	55	58	58
other Western	52	53	53	55	56	57	55	58	59	62	63
non-Western	38	40	41	40	41	44	44	45	46	46	46
Turkish	29	27	27	30	30	36	34	36	39	37	37
Moroccan	22	27	29	27	23	30	33	34	34	33	29
Surinamese	54	56	61	61	62	62	61	62	66	63	64
Antillean	50	53	48	49	55	51	56	56	54	60	62
other non-Western	38	40	38	36	39	40	40	42	40	43	43
<b>Total</b>	<b>50</b>	<b>52</b>	<b>53</b>	<b>54</b>	<b>55</b>	<b>56</b>	<b>57</b>	<b>58</b>	<b>58</b>	<b>59</b>	<b>60</b>

\*First and second generation immigrants

Source: Statistics Netherlands, Statline



**Table A6.3: Net Labour Participation by Ethnic Descent\* and gender 1996-2006**

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
<b>Total population</b>											
Native Dutch	61	63	64	66	67	67	67	67	66	66	67
Of foreign descent	49	50	53	54	55	56	55	55	53	54	55
Western	56	58	60	62	63	63	62	62	61	62	64
MEE	55	58	51	59	59	57	57	54	58	59	55
other Western	56	58	60	62	63	63	62	63	61	62	64
non-Western	40	41	44	46	48	50	49	47	47	47	47
Turkish	34	35	37	40	44	48	46	45	46	44	44
Moroccan	31	35	38	39	34	42	45	41	37	40	39
Surinamese	53	52	59	59	63	62	61	61	61	59	60
Antillean	46	45	50	53	55	54	56	53	51	56	56
other non-Western	38	39	41	42	45	46	44	43	42	43	42
<b>Total</b>	<b>59</b>	<b>60</b>	<b>62</b>	<b>64</b>	<b>65</b>	<b>65</b>	<b>65</b>	<b>64</b>	<b>63</b>	<b>63</b>	<b>65</b>
<b>Male</b>											
Native Dutch	75	77	78	79	79	79	78	77	76	75	76
Of foreign descent	59	60	63	64	66	66	65	63	61	61	62
Western	67	69	72	72	74	73	73	72	70	68	70
MEE	69	70	76	75	76	75	69	80	74	71	67
other Western	67	69	72	72	74	72	73	72	70	67	71
non-Western	49	49	53	56	59	59	58	56	54	56	55
Turkish	46	49	51	53	61	61	58	60	58	57	57
Moroccan	44	45	51	53	47	56	58	52	45	52	53
Surinamese	62	57	63	63	72	65	66	67	66	64	65
Antillean	53	50	60	66	60	60	62	56	56	64	60
other non-Western	46	47	49	53	55	55	53	48	50	50	49
<b>Total</b>	<b>72</b>	<b>74</b>	<b>75</b>	<b>76</b>	<b>77</b>	<b>77</b>	<b>76</b>	<b>74</b>	<b>73</b>	<b>72</b>	<b>73</b>
<b>Female</b>											
Native Dutch	46	48	50	52	54	55	56	56	56	56	58
Of foreign descent	39	40	42	43	44	47	45	46	46	47	47
Western	45	47	48	51	51	54	51	53	53	56	58
MEE	44	49	38	50	48	47	50	43	49	52	49
other Western	45	47	49	51	52	54	52	54	53	56	59
non-Western	30	32	34	34	36	40	39	39	39	38	38
Turkish	21	21	22	26	26	33	32	29	32	31	30
Moroccan	15	23	24	22	19	26	30	28	28	27	23
Surinamese	45	48	54	54	55	59	55	55	57	55	55
Antillean	39	41	39	42	50	47	50	50	45	48	51
other non-Western	28	30	31	28	34	35	35	37	34	34	35
<b>Total</b>	<b>45</b>	<b>47</b>	<b>49</b>	<b>51</b>	<b>52</b>	<b>53</b>	<b>54</b>	<b>54</b>	<b>54</b>	<b>54</b>	<b>56</b>

\*First and second generation immigrants

Source: Statistics Netherlands, Statline

**Table A6.4: Number of working people by ethnic decent\* 1996-2006**

	1996	1998	2000	2002	2004	2005	2006	1996=100
Native Dutch	5318	5617	5843	5888	5769	5748	5880	111
Western immigrant	546	587	625	632	623	626	654	120
Middle and Eastern Europe (MEE)	23	21	28	29	34	34	29	126
Other Western immigrants	523	566	597	602	589	592	625	120
Non-Western immigrant	318	384	449	515	526	543	538	169
Turks	62	72	90	99	106	107	104	168
Moroccans	44	60	57	82	71	80	77	175
Surinamese	103	119	134	136	144	141	144	140
Antilleans	27	31	40	48	46	51	51	189
Other non-Western immigrants	81	102	128	150	159	164	163	201
<b>Total</b>	<b>6182</b>	<b>6587</b>	<b>6917</b>	<b>7035</b>	<b>6918</b>	<b>6917</b>	<b>7073</b>	<b>114</b>

\*First and second generation immigrants

Source: Statistics Netherlands, Statline

Appendix Chapter 6

Table A6.5: Unemployment Rate by Ethnic Descent and gender 1996-2006

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
<b>Total population</b>											
Native Dutch	6	5	4	3	3	3	3	4	5	5	4
Of foreign descent	15	14	10	9	8	7	8	11	12	13	11
Western	10	9	7	5	5	5	5	7	8	9	7
MEE	10	11	11	6	8	11	8	11	9	10	15
other Western	10	9	6	5	5	4	5	7	8	9	6
non-Western	22	21	16	14	11	9	11	15	16	16	16
Turkish	24	22	16	13	9	8	9	14	14	14	15
Moroccan	28	22	20	16	13	10	10	17	22	20	17
Surinamese	15	14	12	10	9	7	8	10	12	12	12
Antillean	21	21	16	14	9	9	10	16	16	18	17
other non-Western	25	26	17	16	14	11	14	17	19	19	17
<b>Total</b>	<b>8</b>	<b>7</b>	<b>5</b>	<b>4</b>	<b>4</b>	<b>4</b>	<b>4</b>	<b>5</b>	<b>7</b>	<b>7</b>	<b>6</b>
<b>Male</b>											
Native Dutch	4	3	3	2	2	2	3	4	5	4	3
Of foreign descent	14	13	10	8	6	6	7	11	12	13	10
Western	8	8	5	4	3	3	4	7	7	9	6
MEE	.	.	.	.	.	.	.	.	.	.	14
other Western	9	8	5	4	3	3	4	7	7	9	6
non-Western	22	21	16	13	10	9	11	15	17	16	14
Turkish	23	21	15	12	8	8	10	12	12	14	12
Moroccan	26	24	20	16	12	8	10	17	24	20	15
Surinamese	13	13	12	10	7	8	7	9	11	11	11
Antillean	20	20	14	13	8	10	9	21	16	16	16
other non-Western	25	27	17	14	14	11	14	19	20	18	17
<b>Total</b>	<b>6</b>	<b>5</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>5</b>	<b>6</b>	<b>6</b>	<b>5</b>
<b>Female</b>											
Native Dutch	10	8	7	5	5	4	4	5	6	7	6
Of foreign descent	16	15	12	10	10	7	8	11	12	13	12
Western	12	11	9	7	8	6	7	8	10	9	8
MEE	16	16	18	9	.	13	10	16	12	11	16
other Western	12	11	9	6	8	6	7	7	10	9	7
non-Western	23	20	16	15	13	9	10	14	16	17	18
Turkish	27	24	18	14	12	7	8	20	18	15	21
Moroccan	34	17	19	17	16	15	9	18	19	20	23
Surinamese	16	14	12	11	11	5	9	11	13	13	14
Antillean	22	23	18	14	9	8	12	11	15	20	18
other non-Western	25	25	18	21	15	13	13	14	16	21	19
<b>Total</b>	<b>11</b>	<b>9</b>	<b>7</b>	<b>6</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>7</b>

Source: Statistics Netherlands, Statline

**Table A6.6: Youth unemployment by Ethnic Descent and gender 1996-2006. Native Dutch versus non-Western immigrants**

	1996	1998	1999	2000	2001	2002	2003	2004	2005	2006
<b>Total population</b>										
Native Dutch	10	7	7	6	6	8	9	12	11	9
Western countries	16	11	7	9	10	8	14	18	16	9
non-Western countries	34	23	18	15	14	16	21	23	26	22
<b>Male</b>										
Native Dutch	9	6	6	5	6	8	8	11	11	8
Western countries	19	10	5	7	8	10	14	18	15	10
non-Western countries	34	27	17	13	16	19	24	24	24	18
<b>Female</b>										
Native Dutch	12	8	8	7	7	8	10	12	11	10
Western countries	13	12	9	12	13	7	13	17	17	8
non-Western countries	34	19	18	17	11	12	17	21	28	27

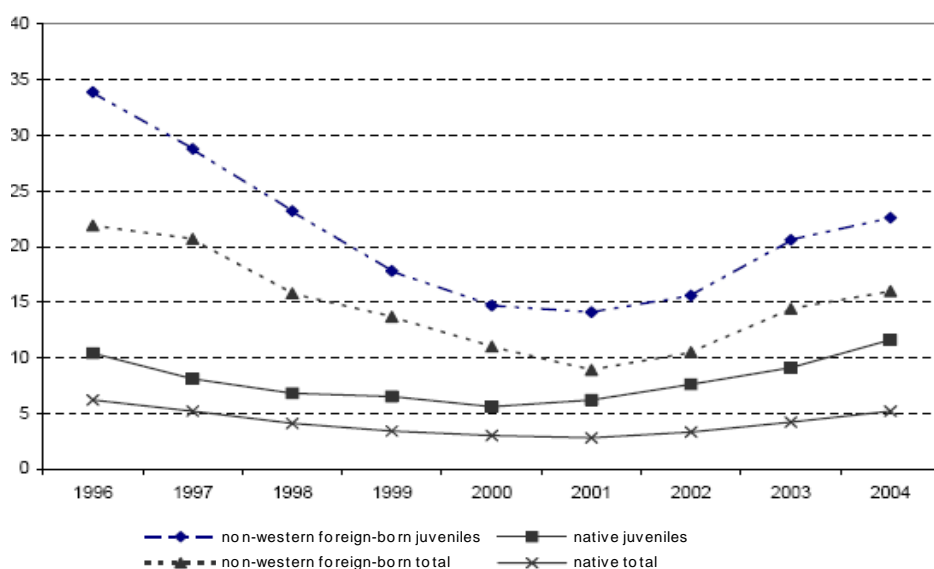
Source: Netherlands Statistics, Statline

**Table A6.7: Net Labour Participation and unemployment Rate of native Dutch and new immigrant groups' (2003) (2004/2005 not available)**

	net labour participation			unemployment		
	male	female	total	male	female	total
native Dutch	76	56	67	4	6	5
Yugoslavia (former)	58	39	49	20	21	20
Iraq	35	15	28	40	31	39
Afghanistan	38	10	27	34	50	37
Iran	52	32	43	25	25	25
Somalia	40	9	26	34	44	36

Source: SCP, WODC, CBS, Jaarrapport integratie

**Figure A6.1: Unemployment rates of native Dutch population and non-Western immigrants (both total population and juveniles) (1996-2004) (2005 not available)**





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