



Dutch National Contact Point for the  
European Migration Network (EMN)

# EMN-study

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# Satisfying Labour Demand through Migration



Immigratie- en Naturalisatiedienst  
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Koninkrijksrelaties



The objective of the European Migration Network (EMN) is to meet the information needs of Community institutions and of Member States' authorities and institutions on migration and asylum, by providing up-to-date, objective, reliable and comparable information on migration and asylum, with a view to supporting policymaking in the European Union in these areas. The EMN also serves to provide the general public with information on these subjects.

The EMN has been established by Council Decision 2008/381/EC and is financially supported by the European Commission. The network is composed of the European Commission and National Contact Points (NCP) designated by the Member States. Each NCP maintains a national network.

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# Management Summary

## *Introduction*

The Netherlands will face great challenges in the field of labour market policy in the coming years. It is expected that the ageing population and the decrease in the proportion of young people in the population will cause a decrease in the labour force and an increase in labour shortages. The Netherlands does not have a special position in this respect. The other Member States of the European Union (EU) are faced with similar challenges. A recurring question is whether (temporary) labour migration can play a role in reducing the (anticipated) labour shortages. This question is central to the European debate on labour migration. One of the questions concerns the formation of a common European framework for labour migration policy. From this perspective, for the benefit of the European Commission, all EU Member States are performing an EU-wide study into the role of labour migration in the fight against labour shortages.

## *Explanation of the study*

One of the objectives of this study is to gain insight into the (national) strategies deployed by the various Member States in order to satisfy labour market demand by means of (labour) migration. The study is also intended to provide an overall picture of the degree of effectiveness that has been achieved, and to determine the most reliable methods. The influence of the worldwide economic crisis is also being taken into consideration. To the extent relevant, attention is also being devoted to the any legislative amendments taking place under the influence of current economic and political developments. Where possible, statistical data will support the position of labour migration in the respective Member States. Every Member State will produce a national report. All national reports are to be condensed into a synthesis report.

The present report deals with labour migration from both the other European Member States and from countries outside the EU (third countries). The focus is on labour migrants from third countries. A distinguishing criterion with respect to previously published reports on labour migration is the fact that the present report is not limited to the role of labour migrants on the Dutch labour market, but that it also considers the participation of all other migrants.

## *Dutch labour migration policy is not aimed at dealing with labour shortages at the macro level*

In the Dutch labour migration policy, labour migration forms the final element of measures to be taken to fight labour shortages. The emphasis is on national measures, such as promoting alignment between education and the labour market, and increasing the labour participation of unused domestic labour potential (women, persons of foreign heritage and older citizens). The principle of the demand-driven approach is the main focus of Dutch labour migration policy. Labour migrants from third countries only become eligible for a position if that position cannot be filled from the domestic labour offer or the offer from another country within the European Economic Area (EEA). Fighting labour shortages at the macro level is therefore not addressed.

In view of the above, restraint is characteristic for the admittance of labour migrants from third countries. It was decided to expand the possibilities of admittance only with regard to the highest segment of the Dutch labour market. Various measures were implemented in this field in the run-up to the Dutch Modern Migration Policy (review of aliens law, not being asylum law). The Highly Skilled Migrants Scheme and the Highly Educated Migrants Scheme pilot are examples thereof. The latter (pilot) scheme, moreover, constituted a concession to the demand-driven nature of Dutch labour migration policy.

## *Undesirable side effects of labour migration dominate the political debate*

The subject of labour migration is continuously in the forefront of subjects for political discussion. The undesirable side-effects of labour migration (both from other EU countries and from third countries) dominate the political debate. It is remarkable in this context that the undesirable side effects of labour migration (from both other EU countries and from third countries) dominate the political debate. The most prominent subjects of political discussion are displacement of the domestic labour potential, the

consequences for social security, integration problems, abuse of labour migrants and the danger of brain drain (loss of knowledge capacity in countries of origin). As regards the issues of social security and integration, previous (negative) experiences of the Netherlands with large labour migration waves play an important role.

*The percentage of third country nationals exceeds the percentage of citizens from other EU countries*

Based on the data available, it would seem that the free movement of workers would facilitate labour migration from other European countries, but the percentage of third country nationals in the Dutch labour market is higher than the percentage of EU citizens. The explanation may lie in the fact that the figures are not limited to the labour participation of *labour* migrants from third countries. After all, the figures represent the participation of *all* migrants from third countries. Moreover, it cannot be excluded that the economic recession plays a role in this context.

*Influence of the crisis on labour migration flows*

The available figures show a shift between the various forms of labour migration. Whereas a decrease occurred in the number of residence permits to work as an employee, the number of residence permits to work on a self-employed basis showed an increase. Possible explanations for the decrease in the number of permits to work as an employee are the expiry of the transitional scheme for Central and Eastern European Countries (CEE countries), the introduction of the Highly Skilled Migrants Scheme, and the economic recession. The accession of Bulgaria and Romania to the European Union may be primarily decisive for the (initial) rise in the number of permits to work on a self-employed basis. In view of the transitional scheme applied to both nationalities, it is not inconceivable that the freedom that self-employed persons have on the Dutch labour market plays a role in the decision to settle in the Netherlands as a self-employed person. The subsequent decrease in the number of permits to work on a self-employed basis may be a consequence of the recession.

The number of admitted highly skilled migrants shows a significant growth up to 2008, whereafter – in 2009 - a decrease became evident. In this case as well, the economic recession may constitute a possible explanation for the above development.

*Additional role of temporary labour migration in the fight against labour shortages*

The number of vacancies that could not be filled, or which are hard to fill, reached record numbers in 2008. This number was halved in 2009 as a result of the crisis. The first signs of increasing numbers are already visible again, however. In particular health care, education, technical and industrial occupations will face increasing shortages in the time to come. This mainly concerns lower positions.

For 2015, the Labour Participation Advisory Committee expects a shortage of 375,000 skilled workers in the Netherlands, increasing to perhaps 700,000 in 2040. The increased offer of labour from outside the EU will not be sufficient to deal with this shortage, according to the Advisory Committee on Migration Affairs (ACVZ). In this connection, the ACVZ sees an important role for - temporary - labour migration. The position of the Cabinet in this respect is, however, not yet known.

The Netherlands has experimented in the past with circular migration from third countries in health care. These experiments were not very successful. A new pilot project entitled 'circular migration' has been in effect since 1 December 2009 in the context of development cooperation. In this pilot, workers from South Africa and Indonesia will temporarily work in sectors in which there are labour shortages (industrial occupations and logistics). The planned end date is 30 November 2012.

*Final considerations*

Various factors complicate the ability to answer the question as to what extent Dutch migration policy is effective in the fight against labour shortages. First and foremost, the Netherlands pursues a reactive and demand-driven policy that is not aimed at dealing with labour shortages at the macro level. Secondly, the picture of the mutual relationship between the number of vacancies that are hard to fill and labour migration is somewhat distorted by the consequences of the economic crisis.

The current role of labour migration in the Dutch approach to labour market problems is marginal. How this role will look in the (near) future will depend on the results of the Circular Migration pilot and the definition of the position to be taken by the (new) Dutch Cabinet as regards the advice issued by the AVCZ.

# Table of contents

<b>Management Summary</b>	<b>4</b>
<b>Preface</b>	<b>7</b>
<b>1. Introduction</b>	<b>8</b>
1.1. Reason for and context of the study	8
1.2. Nature and objectives of the study	9
1.3. Study method	9
1.4. Definitions	10
<b>2. Vision and policy regarding economic migration in the Netherlands</b>	<b>12</b>
2.1. National vision and policy	12
2.1.1. Introduction	12
2.1.2. The challenges in Dutch labour market policy	12
2.1.3. The Dutch vision of labour migration	15
2.2. The legal framework for labour migration	17
2.2.1. Introduction	17
2.2.2. Work as an employee and independent entrepreneurship	17
2.2.3. Highly Skilled Migrants	19
2.2.4. Pilot Highly Educated Migrants Scheme	20
2.2.5. Scientific Researchers	21
2.2.6. Other migrants on the Dutch labour market	22
2.2.7. Modern Migration Policy	22
2.3. Political debate and the shareholders involved	24
2.3.1. Introduction	24
2.3.2. Displacement of labour potential	24
2.3.3. Consequences for social security	25
2.3.4. Integration problems	25
2.3.5. Abuse of labour migrants	26
2.3.6. Brain drain and circular migration	27
2.3.7. Involvement of stakeholders	27
<b>3. Implementation of labour migration policy in the Netherlands</b>	<b>30</b>
3.1. Implementation of policy	30
3.2. Statistics and trends	31
3.2.1. The current situation	33
3.2.2. Future situation	43
3.2.3. Analysis of trends and relevant developments	49
<b>4. Cooperation with third countries</b>	<b>51</b>
4.1. Experiences with labour migration in the care industry	51
4.2. Cooperation with South Africa and Indonesia	52
<b>5. Concluding observations</b>	<b>53</b>
<b>Bibliography</b>	<b>55</b>
<b>ANNEXES</b>	<b>57</b>

## Preface

In recent years, labour migration has (once again) become one of the top priorities for debate on the national and international agenda. It is an established fact that Europe will be faced with an ageing population and a shrinking labour force. The question is how Europe, and the Netherlands in particular, can deal with the demand for labour. This is the reason why a large number of research and advice reports concerning this subject have preceded the present report.

It was a great challenge to reflect on the role of (labour) migration in dealing with the labour shortage. The impact of the economic crisis on the developments on the labour market makes it more difficult to use possible explanations for the interrelationship between the labour market and migration which are based on information dating from before the crisis. The present study report provides an inventory of the situation in the Netherlands as regards measures (both current and yet to be taken) that address the quantitative or the qualitative labour shortage, and the current political debate in respect thereof. The study is not limited to a specific group of migrants or a specific segment of the labour market.

This report was drawn up by Viola Schouten and Santhusia Alisentonono and edited by Hans Lemmens. This final result could not have been achieved without their inexhaustible questions and reasoning. The subject of shortages on the labour market and (labour) migration touched a relatively large number of parties (ministries, trade unions, implementing organisations etc.) in the Netherlands. These parties have contributed from their respective areas of expertise to the formation of this report in order to provide a complete picture of the Dutch context. A great debts of thanks is owed to the following experts who commented on this report in one of its draft versions: Caroline Rietbergen (FNV), Cor Kragt (CBS), Edi Huster (Ministry of Economic Affairs), Gerdien Waterman (IND), Gine Terpstra (Ministry of Foreign Affairs), Han Nicolaas (Statistics Netherlands), Ivo Gorrissen (Statistics Netherlands), Jan Verboom (Ministry of Justice), Liesbeth van Amersfoort (UWV-Werkbedrijf), Maarten Vleugel (IND), Rien Smit (FME-CWM), Sip Nieuwsma (VNO-NCW), Thomas Claessens (IND), and Vanessa Monfils (Ministry of Social Affairs and Employment). Their views and insights have completed this reported and added the necessary nuances. The majority of the figures were provided by Statistics Netherlands and UWVWerkbedrijf who provided customised work for this report.

# 1. Introduction

## 1.1. Reason for and context of the study

For quite some years there has been an ongoing debate within the EU concerning the problems (to be expected) on the labour market as a consequence of the so-called 'ageing population' and the related decrease of the labour force. In 2007, the European Migration Network performed an investigation of entry and residence conditions for highly educated third country nationals.<sup>1</sup> The researchers expressed their expectation that the percentage of citizens of the European Union (EU) in the labour force would drop from 67.2% in 2004 to 56.7% in 2050. Migration is mentioned as one of the possible answers to this (anticipated) change in the labour force.

A recurring theme in the debate is the question of whether (temporary) labour migration from third countries can offer a solution to these problems.

Various factors influence the composition of the labour force and the migration flows. These factors may be temporary in nature, such as the worldwide economic crisis. Other factors, such as the fact that population is ageing and that there are fewer young people, are of a more structural nature. Political developments at the national and international level are also of influence. One example of such a development is the *European Pact on Immigration and Asylum*.<sup>2</sup> One of the five commitments of this pact is to organise legal immigration to take account of the priorities, needs and reception capacities determined by each Member State, and to encourage integration. Another example is the recently adopted *Stockholm Programme*.<sup>3</sup> The Stockholm Programme contains various principles and starting points of the EU in the fields of freedom of citizens, security, justice, asylum and migration for the coming five years. Relevant in view of the present study is the intention to ensure that migration to Europe is more effectively aligned towards the needs of the European labour market. The objective is to develop a common migration policy on the basis of demand and supply on the various EU labour markets.

It is expected that the above developments will lead to an even more intensive cooperation between the EU and third countries in the field of migration management. Various recent Council directives, such as the directive pertaining to the 'Blue Card'<sup>4</sup>, may also be of influence on the migration flows to the Netherlands and other Member States.

In view of the above, all Member States together are performing an EU-wide study into the manner in which they have – up to the current time – deployed labour migration in dealing with labour market bottlenecks and the ensuing results. This report was written on the instructions of the EMN within the context of the EMN Work Programme 2010. The EMN was established by Council decision 2008/381/EC of 14 May 2008 and is supported financially by the European Commission. The network consists of designated national contact points in addition to the Commission. The EMN collects and analyses information on migration and asylum (among other things by referring to social debate, scientific research, statistics, policy, and case law). Every EMN national contact point draws up a report in this context, which is based on the most recent data. As national contact point for the EMN in the Netherlands, the IND's Information and Analysis Centre (INDIAC) is responsible for the Dutch report.

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<sup>1</sup> Conditions of Entry and Residence of Third Country Highly-Skilled Workers in the EU, European Migration Network, 2007.

<sup>2</sup> This pact, which adopted during the European Council of 15-16 October 2008, concerns the harmonisation of asylum and migration policy of the EU Member States.

<sup>3</sup> The Stockholm Programme is the third multi-annual programme for the Justice and Home Affairs Council 2010-2014. This programme succeeds the so-called Hague Programme that ended in 2009.

<sup>4</sup> The Blue Card was introduced in Directive 2009/50/EC on 25 May 2009 and can be designated as a work permit for top talent from third countries. Depending on the manner of implementation of the Directive, holders of this Blue Card are only free to work as a highly skilled migrant during the first two years. A Member State may also decide to perform a labour market check. It is currently unknown whether the Netherlands will adopt such provisions. The Directive must be implemented before 19 June 2011.



This report and the reports issued by the other Member States are to be condensed into a synthesis report.

## 1.2. Nature and objectives of the study

One of the objectives of the EU-wide study is to gain insight into the (national) strategies of the various Member States with regard to satisfying labour market demand by means of (labour) migration. The study is also intended to chart the degree of effectiveness that has been achieved with respect to these strategies (including cooperation with third countries) and to determine the most effective methods. Finally, the study deals with the influence of the economic downturn and the subsequent recovery on the various strategies. Reference is made in particular to (future) adjustment to the various strategies.

Contrary to the above-mentioned 2007 EMN report, the present report will not be limited to the need for *highly educated* third country nationals. The role of *all groups* of migrants in dealing with shortages and needs in *all segments* of the labour market is central to this report.

The study focuses on the migration of third country nationals. Attention is also devoted to the influence of intra-EU mobility on the Dutch labour market, in view of its place on the (Dutch) political agenda.

The study report has various target groups: firstly ministers, policy advisors and policy officials, on both the national and international (EU) level, who are involved in economic migration. Non-governmental organisations (NGO's) and academic researchers may also benefit from the study. And finally, this study is also intended for everyone who is interested in policy with respect to economic migration.

## 1.3. Study method

The report is largely based on literature study. The literature consulted consists mainly of study reports, Parliamentary documents and policy documents. Both national and international sources were consulted in that context. An overview of all consulted sources has been included at the end of this report. These are, on the whole, sources from the last five years, but older sources have also been included in the study where relevant.

The present study concerns subject matter that has already been considered by various agencies and organisations. At the national level, this includes the Advisory Committee on Migration Affairs (ACVZ), the Social and Economic Council (SER), the Netherlands Bureau for Economic Policy Analysis (CPB) and the Dutch national contact point of the EMN (NL EMN NCP). Their products are generally aimed at a partial aspect of (labour) migration, for example demarcated on the basis of a certain segment of the labour market. Some existing reports are also limited to groups of migrants that settle in the Netherlands with the exclusive intention of performing work. The present report, however, intends to provide an overview of the role of migration in *all* segments of the labour market in which *all* groups of migrants are involved as well.

As a starting point for the collection of the necessary source material, the NL EMN NCP organised an expert meeting. At this meeting, representatives were present from various important organisations which, through their various duties, are involved in the subject of labour migration. The object of this meeting was to obtain input for the production of the report. The added value of this input is that the aforementioned stakeholders have (current) information which cannot (yet) be found in publications.

A secondary analysis was used for the presentation of quantitative data and trends. Not all quantitative data, as required according to the specifications, is available. Various sources have been consulted to provide an image of the Dutch context that is as accurate as possible. The figures contained in this report were provided by several parties, namely Statistics Netherlands (CBS), Employee Insurance Agency (UWV) and the IND Information and Analysis Centre (INDIAC). The requirements of the study specification have not been met in full. Data from Statistics Netherlands are, for example, based on the

Labour Force Survey (EBB). The EBB is 0.8% random sample among persons aged 15 and older who reside in the Netherlands.<sup>5</sup> This random sample was subsequently increased to provide representative figures for the whole of the Netherlands. This meant that reporting in the desired level of detail was not always possible. On the basis of the quantitative data that were indeed available for use, this report provides an accurate picture of the number and role of (labour) migrants on the Dutch labour market.

## 1.4. Definitions

The terminology used in the present report aligns as closely as possible with the terminology of the EMN Glossary. The purpose of the terms and definitions in the glossary developed by EMN is, among other things, to increase the comparability of the information exchanged among the EU Member States.<sup>6</sup> The following categories of (labour) migrants are roughly distinguished in order to facilitate comparability of the national reports drawn up by all Member States:

- a. Highly qualified
- b. Qualified
- c. Semi Qualified
- d. Scientific Researchers
- e. Seasonal Workers

### *Re a. Highly Qualified*

This term is derived from Article 2(b) of Council Directive 2009/50/EC of 25 May 2009 concerning the conditions for entry and residence of third country nationals for the purposes of highly qualified employment. In the European context, this name is used to refer to employees who work as employees in one of the EU Member States. As employees, they enjoy protection, irrespective of the legal relationship, in the relevant Member State pursuant to national labour legislation and/or national practice as regards real and actual labour for payment for or under the management of someone else. They also have the required adequate and special skills, which are evidenced by higher professional qualifications.

According to the international occupation classification of the International Labour Organisation (ILO), ISCO-88 (International Standard Classification of Occupations 1988), this concerns persons who can be classified among the following professional groups:

Professional group 1	Managers
Professional group 2	science and engineering specialists, scientific/academic professionals
Professional group 3	science and engineering technicians and associate professionals, mid-level executives/managers in scientific/academic professions. As regards migrants, this concerns, for example, a manager or technician active in the internal labour market of transnational corporations and international organisations, or those who, via the international labour market, are looking for a position.

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<sup>5</sup> Persons in institutions and homes (institutional population) are exempted.

<sup>6</sup> This glossary can be downloaded at <http://emn.sarenet.es/Downloads/prepareShowFiles.do?directoryID=117>

### *Re b. Qualified*

Professional groups 4 to 8 of the ISCO-88 occupational classification are included in this category. This concerns the following groups:

Professional group 4	Clerical support workers
Professional group 5	Service and sales workers
Professional group 6	Skilled agricultural, forestry and fishery workers
Professional group 7	Craft and related trades workers
Professional group 8	Factory workers; Plant and machine operators, and assemblers

### *Re c Semi Qualified*

This refers to labourers that are classified under professional group 9 of the ISCO-88 occupational classification ('elementary occupations'). This concerns low-skilled or unskilled workers.

### *Re d Scientific Researchers*

This term is derived from Directive 2005/71/EC in which it is often used to refer to a citizen of a third country who holds a suitable higher education diploma that grants access to university degree programmes. Scientific Researchers are classified in professional group 2, Science and engineering specialists, scientific/academic professionals, and professional group 1237 Research and Development Department Managers, according to the ISCO-88 occupation classification.

In order to avoid any doubt, it is emphasised that the 'scientific researchers' category in the present study concerns an independent, separate category. This means that the figures compiled for the present study distinguish between this category and other types of scientific specialists in Professional Group 2, as referred to at a (Highly Qualified).

### *Re e Seasonal Workers*

This term is derived from the Resolution of the Council of Europe of 20 June 1994 concerning restriction of the admission of citizens of third countries to the territory of the Member States with a view to employment. The term refers to a worker who is a citizen of a non-EU country and who has been hired to perform seasonal work in the territory of one of the EU Member States on the basis of a contract to perform designated activities during a fixed period. There is no ILO-ISCO classification for this category.

## 2. Vision and policy regarding economic migration in the Netherlands

The debate on policy-making with respect to the Dutch labour market has been in full swing since the end of the nineties. This debate largely centres on policy issues such as increasing the age of retirement and increasing labour participation. Labour migration as policy instrument for the Dutch labour market problems is considered to be the final element of measures to be implemented. This chapter deals with the Dutch vision of labour migration as one of the control elements for the labour market.

### 2.1. National vision and policy

#### 2.1.1. Introduction

The formation of the Dutch vision of labour migration policy is driven by various national and international (European) developments. When the European Council decided in Lisbon in March 2000 that the EU would strive to achieve the status of most dynamic knowledge economy in the world by 2010 (the Lisbon Strategy), the Dutch Cabinet in office at that time intended to become one of the leaders in Europe in this field. The green paper of the European Commission on the management of labour migration<sup>7</sup> and the policy plan for legal migration<sup>8</sup> that arose from it strengthened this Dutch ambition. The Netherlands also agrees (to a large extent) with the new long-term strategy of the EU (the EU 2020 Strategy).<sup>9</sup>

In light of the Dutch ambitions, the Cabinet subjected the national labour migration policy to a critical assessment. An important development is the shift in policy, whereby the admission of (highly) qualified migrants who contribute to the knowledge economy takes place in a simple and quick manner. Admission policy for semi-qualified migrants is still restrained in nature.

Partly as a result of changing perceptions with regard to labour migration policy, the whole Dutch (regular) migration policy is currently in a phase of modernisation. Other national developments in the field of regular admissions policy (family reunification and family formation) have also led to the awareness that it was necessary to reassess the regular admissions policy. A report from the Netherlands Court of Audit (ARK) of September 2005 concerning the regular admissions procedure at the IND strengthened this awareness.<sup>10</sup>

#### 2.1.2. The challenges in Dutch labour market policy

The worldwide crisis has also affected the Netherlands. The response of the Netherlands to the crisis can, however, be qualified as moderate. One of the areas in which this is evident is the unemployment rate.

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<sup>7</sup> Green Paper on an EU approach to managing economic migration, 11 January 2005, COM (2004) 811 final. The green paper intended to start an in-depth debate on the most appropriate form for Community rules for the admission of economic migrants (from third countries) and on the added value of a common framework as mentioned above.

<sup>8</sup> Communication from the Commission: Policy plan on legal migration, 21 December 2005, COM (2005) 669 final. The policy plan contains a whole range of proposals for migration for the period 2006-2009. The plan furthermore announces four directives for specific groups of migrants (highly skilled migrants, seasonal workers, intra-corporate transferees and paid trainees). The rights of migrants are central in this context.

<sup>9</sup> This strategy, which was presented in March 2010 during the European summit, has a term of ten years similarly to the Lisbon Strategy. Contrary to the Lisbon Strategy, the EU 2020 Strategy has a limited number of key objectives that are mutually related. These are, successively: more research and development, more employment, green economic growth, promoting social inclusion and increasing educational levels. The Netherlands has responded positively to the presentation of the new strategy. The emphasis on growth and employment, with a central place for social policy and sustainability policy, is welcomed in particular.

<sup>10</sup> Parliamentary Papers II, Session Year 2004-2005, 30 240, nos. 1-2. This study report was drawn up at the request of the Minister of Immigration and Integration then in office. The study concerned the IND's primary process, focusing on regular admissions (not being asylum).

Said rate was 3.7% (285,000 persons) in the third quarter of 2008 versus 5% (394,000) a year later. Young persons and persons of non-Western foreign heritage, in particular, are among the affected categories.<sup>11</sup> Despite the fact that the tide seems to be turning somewhat, the Netherlands Bureau for Economic Policy Analysis (CPB) has estimated that unemployment will peak this year and stabilise thereafter. The moderate response of the Netherlands can be ascribed to a number of factors. Firstly, the labour offer decreased, especially among young persons who decided to continue their studies as a result of the economic crisis. On the other hand, various companies decided, contrary to the trend, to retain their employees (labour hoarding), due to a fear of personnel shortages after the crisis. The increased number of independent entrepreneurs may also have contributed to the moderate development of unemployment.<sup>12</sup>

The Dutch government implemented several measures to limit the consequences of the crisis as much as possible. In addition to drastic measures pertaining to the financial system, the government decided on special 'short time working' (wtv), followed by the regulation with respect to partial payment pursuant to the Unemployment Insurance Act (part-time WW)<sup>13</sup>, an additional stimulus package of nearly six billion Euros, and agreements made about the manner to tackle the recovery of the government's finances. This allowed employers to retain many of their employees despite the crisis.<sup>14</sup>

No measures related to the crisis were taken in the field of labour migration. The current legislative proposals within the context of the Modern Migration Policy (see paragraph 2.1.3.), constituted the concrete reason for a motion to review the Labour Act for Aliens (Wav).<sup>15</sup> The Cabinet also submitted a proposal to reduce the waiting time for seasonal workers. Currently, seasonal workers are not allowed to have held a residence permit for performing work during 28 weeks immediately prior to issue of a work permit (TWV). The amendment is intended to reduce the aforementioned 28 weeks to 14 weeks. This amendment is the government response to the need of the agricultural sector to be able to rehire (former) employees during a certain season or period.<sup>16</sup>

The Netherlands seems to be slowly recovering from the economic crisis, according to a statement from the Minister of Social Affairs and Employment (SZW) on behalf of the Cabinet in a letter to the Lower House in March 2010. In view of the dependence on developments in the world economy, it is, in his opinion, still too early to speak of a road to (full) recovery, however. Moreover, certain sectors such as shipbuilding and construction, and related sectors (for example the wood and building materials industry) have not been affected by the consequences of the crisis until its current stage.<sup>17</sup> This does not detract from the fact that the Netherlands, according to the Minister, finds itself in a new phase of the

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<sup>11</sup> Letter from the Minister of Social Affairs and Employment to the Lower House, Arbeidsmarkt in crisis, 8 December 2009.

<sup>12</sup> Companies that temporarily have less work due to special circumstances can apply for 'short-time working' (WTV) for their employees. This generally concerns circumstances such as fire or flooding. In 2008, the Minister of Social Affairs and Employment decided to open the existing WTV regulation to companies that faced a significant drop in demand as a result of the crisis. The hours employees did not work were compensated by a partial payment pursuant to the WW. Temporary access to the WTV was intended to prevent excessive reactions on the labour market (mass dismissals). The part-time WW regulation was succeeded in 2009 by the WTV regulation. The part-time WW regulation makes it possible to partially dismiss personnel. Personnel will continue to remain employed for the remaining hours. The WW compensates the loss of income of employees in this case as well. There are some differences between both regulations. In order to make use of part-time WW, a company does not have to demonstrate loss of sales for example. Another difference concerns the fact that the WTV regulation did not have any (adverse) influence on the accrual of WW entitlements of employees in the unlikely event that they were as yet dismissed, whereas the period of receiving partial WW benefits within the context of the part-time WW did have consequences for payment after a possible full dismissal

<sup>13</sup> See note 12.

<sup>14</sup> See note 12.

<sup>15</sup> Parliamentary Papers II, Session Year 2009 – 2010, 32 144. In addition to Cabinet proposals within the context of the Modern Migration Policy, developments on the Dutch labour market and at businesses, and the learning points arising from the implementation of the Wav by the UWV and enforcement by the Labour Inspectorate also led to the review of the Wav.

<sup>16</sup> Parliamentary Papers of the Lower House, session year 2009-2010, 32 287, nos. 3 and 5.

<sup>17</sup> Parliamentary Papers II, session year 2009-2010, 29 544, nos. 238.

crisis, which demands targeted measures. After all, the ad hoc measures to limit the consequences of the credit crisis cannot deflect attention from the structural problems. In addition to the consequences of the global crisis, the Netherlands is faced with long-term challenges as well, such as the increasing ageing of the population, the fact there are fewer young people, and a structural change of the economy and the labour market, as a consequence of international competition constitute long-term challenges facing the Netherlands. In this connection, the following elements comprise the key concepts formulated by the Cabinet for a Dutch (structural) labour market policy:

- a. facilitating mobility;
- b. sustainable deployment and education;
- c. activating social security.<sup>18</sup>

*Re a Facilitating mobility*

It is the opinion of the previous Dutch government, Balkenende IV, that the changing labour market demands employees that can be deployed flexibly. This will make it possible to use surpluses on the labour market to deal with shortages. The 'new employee' should, in the Cabinet's view, be open to changing his occupation, employer or sector if necessary. The emphasis shifts from job security (a job for life) to work security (certainty that there is work). Employees will be expected to invest in themselves, and social security will have to be adjusted to the new situation. A number of mobility centres were formed in 2009 in order to support these work-to-work processes. These centres focus on bringing together the regional network of work, education and income. The government and the business community are united within this network. This makes it possible to coordinate supply and demand more quickly.<sup>19</sup> The results are encouraging: from the start on 1 March 2009 until December 2009, 13,000 people who were under the threat of dismissal were helped to transfer directly from their old position into a new position. In addition, 95,000 persons found a new position within three months after their dismissal.<sup>20</sup>

*Re b Sustainable deployment and education*

Currently unused labour potential (including women, older citizens and non-Western persons of foreign heritage) is increasingly being mobilised for labour participation, according to the Cabinet. The Netherlands has set itself the objective of increasing the rate of participation from rate of 70% (current rate) to 80% in 2016. Promoting participation also focuses on the current labour force. According to the Cabinet, sustainable deployment should make it possible for employees to perform work up to an older age – and facilitate the transition from (physical or psychological) hard work to lighter or less demanding work. The Cabinet is of the opinion that education is essential in this context. An important attention point for the future in that connection is the decision to change the current non-obligatory nature of (additional, career-linked courses of) education into a natural part of career planning.

The Cabinet is of the opinion that the increasing demand for highly qualified personnel and the changing labour market structure make education moreover necessary to retain and promote the Dutch knowledge economy and the related international competitive position. Education and the labour market should be geared towards each other as much as possible.

*Re c Activating social security.*

The current social security system is being called into question, according to the Minister in his letter. The question is whether the current system offers sufficient flexibility and space for mobility, and whether it has a sufficient activating effect. Strengthening the activating effect is important in view of the promotion of labour participation. From this perspective, a number of projects have been started to realise the participation of those receiving benefits. One of the specific groups on which government

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<sup>18</sup> See note 12.

<sup>19</sup> Parliamentary Papers II, session year 2009-2010, 29 544, nos. 238.

<sup>20</sup> Parliamentary Papers II, session year 2009-2010, 29 544, nos. 238.

policy focuses concerns older citizens.<sup>21</sup> In addition to increasing the retirement age to promote the participation of older citizens, the Netherlands is investigating the possibilities to review the current pensions system, for example by adjusting the pensions schemes in line with life expectancy. This entails a risk for employees. Employees will have to be offered the possibility to compensate this risk, for example the possibility to keep working longer.

Another striking category concerns the independent entrepreneurs. The previous government, Balkenende IV, requested the SER for its advice on the question of whether the system of employment relationships, taxation and social security is still equipped to deal with the increasing diversity of employment relationships, in particular in view of the increasing number of independent entrepreneurs. This advice was not yet available at the time the present report was completed.

### 2.1.3. The Dutch vision of labour migration

#### *Labour migration as final element of labour market measures*

In 2008, on the instructions of the Minister of SZW, the Temporary Commission on Labour Participation (the Bakker Commission) assessed the question of how the government could facilitate labour participation in the Netherlands.<sup>22</sup> The recommendations of this commission are almost entirely aimed at national labour market measures. The sole exception is the argument of the Bakker Commission for a low-threshold admission regulation for highly skilled migrants. Supplementary to the report of the Bakker Commission, the ACVZ submitted an advisory report in May 2009 on the use of temporary labour migration as additional instrument in the fight against the (expected) labour shortages.<sup>23</sup> In its report, the ACVZ recommends, inter alia, to start a pilot for 1,000 to 1,500 temporary labour migrants for a period of two or three years in 2012 or 2013. A Cabinet response to the ACVZ recommendation is not yet available.<sup>24</sup>

The Dutch vision of *knowledge migration* is that this form of migration contributes to the Dutch knowledge society and the related international competitive position. Knowledge migration or other forms of labour migration do not, however, constitute a solution to demographic problems, such as an ageing population and the fact there are fewer young people. Solutions to these problems need to be found in national labour market policy.<sup>25</sup>

It follows from the above that labour migration, as part of the package of measures to be implemented for a properly functioning labour market, will – for the time being – form the final element of those measures. As shown by the previous paragraphs, Dutch labour market policy focuses in first instance on increasing the quality and quantity of the (current and future) Dutch labour force and resolving of temporary bottlenecks in the labour market. This naturally also includes the (regular and asylum) migrants who are already lawfully residing in the Netherlands and whose residence is not of a temporary nature.

#### *Demand-driven labour migration policy*

Dutch labour migration policy has traditionally had a demand-driven nature. The principle of the demand-driven approach is also the guiding principle in current policy. The Dutch government made a concession to the principle of the demand-driven approach with the Highly Educated Migrants Scheme

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<sup>21</sup> Cabinet Memorandum on Labour Participation for Older Citizens (Parliamentary Papers II, session year 2009-2010, 32 161, nos. 13) describes the problems older citizens face on the labour market and various measures that had so far been taken.

<sup>22</sup> *Naar een toekomst die werkt*, Commissie Arbeidsparticipatie, Rotterdam, 16 June 2008.

<sup>23</sup> Advisory report ‘*Tijdelijke arbeidsmigratie 2015-2035*’, Advisory Committee on Aliens Affairs, The Hague, May 2009.

<sup>24</sup> The 2009 ACVZ annual report (published in 2010) shows that, at the time the annual report was drawn up, no Cabinet response had been received yet. This may be related to the fall of the Dutch Cabinet in February 2010.

<sup>25</sup> See the Cabinet response to, inter alia, the advice from SER dated 16 March 2007 (letter from the Minister of SZW, 1 June 2007, reference AM/AM/2007/17274).

pilot.<sup>26</sup> The pilot scheme entails that, subject to certain conditions, students who have obtained their masters degree and doctoral candidates, in or outside the Netherlands, will have the opportunity, within a certain period, to find employment as a highly skilled migrant or to start an innovative company.

### *Modern Migration Policy*

Under influence of various national and international developments, current Dutch (labour) migration policy proved to be no longer sufficient. In 2006, the Dutch government decided to modernise policy for migrants who intend to settle in the Netherlands on regular (not being asylum) grounds. Selectivity in admission is central to this Modern Migration Policy. The admission of migrants whose skills are required in the Netherlands is made simpler, quicker and inviting. This mainly concerns highly educated migrants who are able to provide a quality impulse to the Dutch knowledge economy through their participation in the labour market. For the middle and lower segment of the labour market, selectivity will continue to be combined with restrictiveness, as is currently the case. As potential participants in the Dutch labour market, Domestic and European candidates are preferred over candidates from countries outside the EU (hereinafter: third countries).

In anticipation of the Modern Migration Policy, some policy measures were implemented that were intended to make the Netherlands more attractive as country of establishment for highly educated migrants. Prior to the formation of the above-mentioned Highly Educated Migrants Scheme in 2008, the Highly Skilled Migrants Scheme entered into effect on 1 October 2004.<sup>27</sup> This scheme allows companies to hire foreign employees in a simplified and rapid manner. The so-called Self-employed Migrants Scheme subsequently entered into force on 1 May 2006. Highly skilled migrants who want to start their own company in the Netherlands have since qualified for admission on the basis of a points system. The points system is mainly focused on personal characteristics, the business plan and the added value for the Netherlands.<sup>28</sup>

The above shows that liberalisation of Dutch policy is limited to highly educated migrants who perform work as an employee or on a self-employed basis, and make a positive contribution to the Dutch knowledge economy and its related international competitive position. In view of the considerable volume of semi-educated labour potential in the Netherlands and the European Union, semi-educated third country nationals are only cautiously admitted. Labour migrants from third countries only qualify for admission if there are no (suitable) domestic and/or European candidates for certain positions in the middle or lower segment.<sup>29</sup> This means that labour migration follows the fluctuations of the labour market in a natural way, according to the Cabinet. Expansion of this form of labour migration is, for this reason, not necessary.<sup>30</sup>

The Modern Migration Policy distinguishes three forms of labour migration, namely regular labour migration, (strictly) temporary labour migration and knowledge/talent migration. The first category refers to the migration of workers from third countries who require a work permit, with a labour market check or otherwise. The second category includes seasonal workers from third countries and European countries where the freedom of the movement of workers does not apply, trainees and interns. And finally, the third category includes those migrants who make use of the current Highly Skilled Migrants Scheme, the Highly Educated Migrants Scheme and the Blue Card.

An important development in the Modern Migration Policy when compared with current policy is the strengthening of the position of the so-called sponsor. 'Sponsor' is defined as the natural person or legal

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<sup>26</sup> This scheme of December 2008 will be dealt with in more detail in paragraph 2.2.4.

<sup>27</sup> This scheme means that highly skilled migrants can be hired without a work permit, provided they satisfy the minimum income requirement. We refer you to paragraph 2.2. for more information about this scheme.

<sup>28</sup> Parliamentary Papers II, session year 2005-2006, 29696, nos. 3. For many years, the Minister of Economic Affairs has provided advice to the Minister of Justice (and consequently to the IND) concerning the question of whether the presence of foreign nationals (third-country residents) who work on a self-employed basis serve an essential Dutch interest. The Minister of Economic Affairs introduced the points system as basis for said advice in 2006. The scheme itself was published on 4 January 2008 in the Government Gazette and entered into effect as of that date.

<sup>29</sup> The labour market check performed in this connection is dealt with in greater detail in paragraph 2.2.

<sup>30</sup> See the Cabinet response to, inter alia, the advice from SER of 16 March 2007 (letter from the Minister of SZW, 1 June 2007, reference AM/AM/2007/17274).



entity (company, foundation, research institute etc.) lawfully residing or established in the Netherlands that has an interest in the admission of the migrant. In the case of labour migrants, this is usually the employer. Strengthening the position of the sponsor entails obligations for the sponsor, as well as rights. As a result, the sponsor will become (partly) responsible for the foreign national's compliance with the statutory rules, and for his return.<sup>31</sup>

### *Circular migration*

The Netherlands has so far had few successful experiences with circular migration from third countries. The ACVZ is nevertheless of the opinion that (circular) migration can be a useful additional instrument for Dutch labour market policy.<sup>32</sup>

The Circular Migration pilot started in the Netherlands on 1 December 2009, under influence of the international debate on the integration of migration. The pilot is intended to chart the added value of circular migration as development tool. The pilot is also being used to establish whether, and if so, how, the return of a migrant can be guaranteed. Migrants who come to the Netherlands within the context of the pilot will perform labour in occupations in respect of which the labour supply is insufficient. The establishment of these so-called 'shortage occupations' takes place on the basis of analyses performed by UWV WERKbedrijf and meetings with entrepreneurs and international temporary employment agencies.<sup>33</sup> The end date of the pilot is 30 November 2012. Chapter 4 deals with the structure and content of the pilot in greater detail.

## 2.2. The legal framework for labour migration

### 2.2.1. Introduction

The Aliens Act 2000 (Vw 2000) and the Labour Act for Aliens (Wav) are relevant to labour migration. Both acts have been elaborated in subordinate legislation. The Vw 2000 has been elaborated in, successively, the Aliens Decree (Vb), the Aliens Regulations (VV) and the Aliens Act Implementation Guidelines (Vc). The Wav Implementation Decision, the Wav Delegation and Implementation Decision, the 2008 Policy Rules on the Imposition of Fines, and the Decision on UWV Policy Rules on the Implementation of the Wav. This legislation and regulations form the legal framework for labour migration. Where reference is made in this paragraph to the Vw 2000 and the Wav, this will constitute a reference to entire complex of legislation and regulations.

The legal framework will be explained below. Paragraph 2.2.7. deals in more detail with the Modern Migration Policy, which was already briefly referred to above.

### 2.2.2. Work as an employee and independent entrepreneurship

The Vw 2000 and the Wav display a mutual relationship in the field of labour migration. The first Act regulates the conditions for both admission to and residence in the Netherlands for foreign nationals, unless the second Act provides rules for admission to the Dutch labour market. The main rule of the Wav is that an employer is not allowed to let a foreign national work in the Netherlands without a work permit (TWV). This instrument enables the Netherlands to prevent the domestic and European labour supply<sup>34</sup> from being displaced. An application for a work permit submitted by an employer will be checked for 3 main points<sup>35</sup>:

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<sup>31</sup> This is dealt with in greater detail in paragraph 2.2.6.

<sup>32</sup> Advisory Committee on Migration Affairs (ACVZ). (2009) *Tijdelijke arbeidsmigratie 2015 – 2035*. The Hague: ACVZ.

<sup>33</sup> Parliamentary Papers II, session year 2009-2010, 30,373, nos. 52 and no. 54.

<sup>34</sup> European labour supply is defined as citizens of the European Economic Area (EEA). The EEA consists of all Member States of the European Union, Norway, Iceland and Liechtenstein.

<sup>35</sup> Parliamentary Papers II, session year 2009-2010, 32,144, nos. 1.

- the presence of prioritised supply (labour market check) and the recruitment efforts of the the Employer;
- remuneration in accordance with the market (and at least the statutory minimum wage)
- adequate accommodation.

Before a work permit can be issued to an employer, he will have to demonstrate that he, despite sufficient recruitment efforts for that purpose, is not able to fill his vacancies with prioritised labour supply. In addition, the employer will have to pay a salary that is customary for the activities to be performed. Said salary must also be at least equal to the statutory minimum wage. The employer will also be responsible for the accommodation of his (future) foreign employees.

Not all (labour) migrants come under the Wav. Labour migrants with the nationality of one of the EEA Member States are free to engage in work on the Dutch labour market, to the extent the freedom of movement of workers applies to them. Currently, only persons with Bulgarian or Romanian nationality are not free to engage in work on the Dutch labour market. The Netherlands has made use of a transitional regime. The economic crisis had not yet arisen at the time the decision in respect of the above was made, but the first signs of a changing economic situation were already visible. The uncertainty about the (future) domestic labour supply that accompanied it and the expected increase in unemployment ultimately led to the Cabinet's choice for a transitional regime. Moreover, the Cabinet assumed that the neighbouring countries would also continue the transitional scheme. Completely opening the borders could, according to the Cabinet, have a magnet effect.<sup>36</sup> In addition, experiences with (Polish) labour migrants and public opinion in society about the full freedom of the movement of workers for new Member States constituted an additional reason to choose the transitional scheme. The transitional scheme has, for the time being, been extended to 1 January 2012.

To the extent Bulgarians and Rumanians perform work *on a self-employed basis*, there exists no obligation for their (future) *clients* to apply for a work permit. Independent entrepreneurs from Bulgaria and Rumania are in that sense free to work on the Dutch labour market, to the extent they actually work on a self-employed basis. If they wish to work as an employee, the work permit requirement will apply.

In this report, the activities of labour migrants from third countries are subdivided as follows:

1. work as an employee
2. work on a self-employed basis

#### *Re 1 Third country nationals who work as an employee*

Admission of third country nationals to work as employees (not being labour migrants) will only take place if the presence of the foreign national serves a vital Dutch interest. This is determined in the above-mentioned Wav. Responsibility for admission to the Dutch labour market pursuant to the Wav is held by the Minister of Social Affairs and Employment. The Minister will determine whether a work permit (hereinafter: TWV) for the benefit of a third country resident can be granted to his (future) employer. The basic principle in this context is the so-called prioritised supply on the Dutch labour market. This means that the needs of the labour market have to be met as much as possible by means of the deployment of the supply available, or to be reasonably expected, in the Netherlands, or by the labour supply in the EU or EEA, to the extent the freedom of movement of workers applies to them.

Third country nationals who hold a residence permit to work on a self-employed basis are exempted from the TWV requirement. Their admission is nevertheless also subject to various conditions, as stated further down in this report. Moreover, an order in council may designate certain categories of persons in respect of whom a TWV application will not be necessary.<sup>37</sup>

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<sup>36</sup> Letter from the Minister of Social Affairs and Employment and the Minister for Housing, Communities and Integration, Lower House, session year 2008--2009, 29 407, no. 98

<sup>37</sup> See Article 3 Wav.

After 3 years of residence on the basis of a residence permit to perform work, the foreign national will be entirely free to work on the Dutch labour market. This means that, after that time, the employer of said foreign national no longer needs to have a TWV.

### *Re 2 Third country nationals working on a self-employed basis*

Work, other than as an employee, can be subdivided into two categories, namely the exercise of a certain *profession* (for example doctor, physiotherapist, pharmacist, performing artist or sports teacher) and the exercise of a certain *business* (for example a butcher's shop, retail business or a restaurant). The basic principle is that residence can be permitted if such would serve a vital Dutch interest. Said interest may lie in the field of public health, the economy, culture or in socio-economical areas.

To answer the question of whether the presence of the foreign national serves a vital Dutch interest, the opinion of other Ministries will, in many cases, be important. In the case of artists, the advice of the Minister of Education, Culture and Science (OCW) will have to be requested, in the case of sports teachers, the opinion of the Minister of Health, Welfare and Sport (VWS). If the case concerns the independent exercise of a profession or entrepreneurial activities, the advice of the Minister of Economic Affairs (EZ) will generally have to be requested. The Minister of EZ has developed a points system that forms the basis of its advice to the IND concerning the vital Dutch interest that is served by the foreign national's residence in the Netherlands. The three criteria pursuant to which the points are granted are personal experience, business plan and added value. A maximum of 300 points can be achieved for all these criteria, while a minimum of 90 points is required, with a minimum of 30 points per criterion.

The requirement of a vital Dutch interest does not apply for some categories of foreign nationals. This includes, for example, long-term EC residents or foreign nationals who are active, or who have been active, on the international labour market.<sup>38</sup>

Family formation and family reunification with foreign nationals working as employees or with independent entrepreneurs from third countries are possible. This is subject to the customary policy that also applies to all other foreign nationals (not being EU citizens). One of the (possible) conditions in this connection is the requirement to have a valid MVV. This obligation does not apply to all third country nationals, and depends on the nationality of the person involved.<sup>39</sup>

Another requirement is the means requirement. Labour migrants are required to have a certain minimum income in order to prevent them from relying on public resources.

Access to the Dutch labour market for family migrants depends on the degree of freedom on that same labour market that applies to the labour migrant. If this person is only allowed to work on the basis of a TWV applied for by the employer, this will also apply to the family migrant. If no restrictions apply to the labour migrant as regards access to the labour market, none will apply to the family migrant either.<sup>40</sup>

### 2.2.3. Highly Skilled Migrants

The Highly Skilled Migrants Scheme has been in effect since 1 October 2004. Third country nationals who earn, or will earn, a certain minimum salary on an annual basis will be designated as Highly Skilled Migrants.<sup>41</sup> The same applies to third country nationals who – within less than one year after completing a higher professional education or a scientific study in the Netherlands – have found employment on the basis of an employment contract or an official appointment, and earn a gross annual salary that is at

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<sup>38</sup> See Chapter B5/ 7.8 and 7.9 Vc.

<sup>39</sup> An MVV is a visa that allows foreign nationals to enter the Netherlands. The procedure to obtain said visa enables the Dutch government to check, prior to the foreign national's arrival, whether he or she satisfies the criteria for residence under the restrictions intended by the foreign national. The MVV obligation does not exist for citizens from Australia, the United States, Canada, Japan, New Zealand, South Korea, Monaco and Vatican City. Citizens with an EU or EEA nationality and persons with Swiss nationality are also exempt from the MVV obligation.

<sup>40</sup> Family members of spiritual leaders or teachers of religious knowledge and foreign nationals who work (or who have worked) on Dutch mining installations are not admitted to the labour market. There are, nevertheless, some cross-border service providers (not being EU citizens) who have been exempted from the TWV requirement, but their family members are not exempted from this requirement.

<sup>41</sup> An minimum amount of €36,801 applies to persons aged younger than 30 as of 1 January 2010 and an amount of € 50,183 for persons aged over 30.

least equal to the income requirement applicable to recently graduated foreign students will qualify for residence as a Highly Skilled Migrant.<sup>42</sup>

Foreign nationals employed in the Netherlands within the context of performing scientific research in the employ of a funded or designated educational institution or a research institute financed or subsidised in whole or in part by the government, either directly or indirectly, will also be designated as Highly Skilled Migrants. This also applies to foreign nationals who work as doctors training to become specialists at a training institute designated by the Medical Specialists Registration Committee, the Public Health Officers Registration Committee or the General Practitioner and Nursing Home Physicians Registration Committee. No income requirement applies to them.

Professional athletes in professional football, spiritual leaders or teachers of religious knowledge, and foreign nationals who perform work that consists entirely or in part of the performance of sexual acts with or for third parties, are exempted from residence as a Highly Skilled Migrant.

Foreign nationals who satisfy the income requirement or the qualification of scientific researcher or doctor in training to become a specialist can be granted residence as Highly Skilled Migrant provided the employer whose employ they have entered has been admitted to the Highly Skilled Migrants Scheme.

Residence permits for Highly Skilled Migrants can be granted for at most five consecutive years.<sup>43</sup>

Highly Skilled Migrants also have the right to family formation and/or family reunification. Depending on their nationality, said family members will be required to hold a Regular Provisional Residence Permit (MVV).<sup>44</sup> Irrespective of the term of the residence permit of the labour migrant, the marriage partner will in first instance receive a residence permit for the duration of one year.<sup>45</sup> After that year, the period of validity may be extended for a period of at most five years.<sup>46</sup>

Whereas Highly Skilled Migrants are only allowed to perform work as a Highly Skilled Migrant, his family members will have unrestricted access to the Dutch labour market.

#### 2.2.4. Pilot Highly Educated Migrants Scheme

The Highly Educated Migrants Scheme entered into effect by decree dated 12 December 2008. This (pilot) scheme offers foreign nationals, who have completed a masters degree or doctoral research in the Netherlands, the possibility to find a job as a Highly Skilled Migrant or to start an innovative company, within at most one year. Foreign nationals can apply to make use of this so-called orientation year during the period of up to three years after completion of the masters degree or the doctorate process. This scheme also applies to foreign nationals who have completed a masters degree or doctorate process outside the Netherlands, provided the course is included in the top 150 of the lists of the 'Times Higher Education Supplement' of de 'Jiao Tong Shanghai University' published in 2007.

Moreover, a points system applies to those who wish to qualify for the scheme. Assessment will take place on the basis of the type of education, the age of the foreign national and the indicators for success in the Netherlands. The minimum required number of points is 35, the maximum amount of points that can be achieved is 40. A maximum number of 30 points can be achieved for graduating or achieving a doctoral degree from a Dutch institution for higher education or a top level foreign university. Foreign nationals aged between 21 and 40 will receive an additional 5 points. The line of reasoning is that the younger the foreign national enters the Netherlands, the longer he will be able to contribute positively to the welfare state. Indicators for success in the Netherlands include previous residence in the Netherlands within the context of work or study, knowledge of the Dutch or English language or having completed an

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<sup>42</sup> A minimum amount of € 26,376 has applied since 1 January 2010.

<sup>43</sup> This is provided for in Article 3.4, first paragraph, at y, of the Vb.

<sup>44</sup> See note 39.

<sup>45</sup> See Article 3.57 Vb.

<sup>46</sup> See Article 3.67, paragraph 1, at a, of the Vb.

education at an institute for higher education in a country that is a signatory to the Bologna Declaration.<sup>47</sup>

Foreign nationals admitted pursuant to the Highly Educated Migrants Scheme will not be free to engage in work on the labour market during the orientation year. Possible employers will be required to have a work permit. If the migrant finds a position as a *Highly Skilled Migrant* before the orientation year is over, the TWV requirement will no longer apply. The same applies to any family members of the foreign national. As long as the labour migrant works as an employee other than as a Highly Skilled Migrant, the employer of the family member will be subject to the TWV requirement. If the labour migrant is able to find a position as a Highly Skilled Migrant, the TWV requirement will also lapse for the family member.

## 2.2.5. Scientific Researchers

Scientific Researchers can reside in the Netherlands on the basis of several schemes. There exists, in this connection, a distinction between paid and unpaid researchers.

### *Paid researchers*

The framework of the Wav applies to researchers from third countries in first instance. The Wav Delegation and Implementation Decision provides in paragraph 26 that the labour market check and the obligation on the part of the employer to report vacancies do not apply to:

- doctoral candidates as regards university education;
- foreign nationals who, after having completed the final examination of a scientific study course, perform research for a period of less than 3 years; and
- highly educated researchers who come to the Netherlands to perform research activities on the basis of a temporary appointment upon recommendation of the Royal Netherlands Academy of Arts and Sciences.

Moreover, the requirement of payment of the full minimum wage is not checked for researchers who are employed by universities or institutions for Higher Professional Education (HBO) in the country of origin and who perform research in the Netherlands for at most two years.

Family members of the researchers described in the above-mentioned categories are free to enter the Dutch labour market. Their employer will, in such cases, be obliged to have a TWV, whereby, similarly to researchers, the labour market check and the obligation to report vacancies do not constitute grounds for refusal. This naturally does not apply to remuneration in line with the market.

Scientific personnel has qualified for accelerated admission ever since the implementation of the 'Directive on a specific procedure for admitting third-country nationals for the purposes of scientific research' (Directive 2005/71/EC) on 12 October 2007. For this type of admission procedure, the condition applies that the migrant will perform research at an institution that has been recognised *in advance*. Some research institutes have been recognised by operation of law, others have to submit an application to that effect.<sup>48</sup> An important advantage as regards admission pursuant to the Directive is the cancellation of the TWV obligation. In addition, the rules that apply to researchers and their family members, with regard to mobility within the EU, have also been made more lenient.

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<sup>47</sup> The European countries that have signed the Bologna Declaration in 1999 have committed themselves to the realisation of an educational system wherein the education in institutions throughout Europe is comparable and interchangeable. The affiliated countries have laid down in the Declaration the intention to introduce the Bachelor-Master system before 2010. The line of reasoning is that higher education will become more flexible, open and attractive as a result. In view of the above, a foreign national who has completed an education at an institute for higher education in a country affiliated with the Bologna Declaration will more easily find alignment with the Dutch labour market.

<sup>48</sup> Public research institutes that apply the codes of the University Function Ordering System (UFO) for researchers in paid employment and public research institutes that have been included in the Annex to the Higher Education and Research Act (Whv) have been recognised by operation of law. Private research institutes will have to submit an application to the IND. A research institute can be recognised if it is included in the Dutch Research Database.

And finally, scientific researchers can also make use of the Highly Skilled Migrants Scheme, provided they have concluded an employment contract or have an appointment. They are exempted from the salary requirement in this context (see paragraph 2.2.3.).

#### *Unpaid researchers*

This category includes the following researchers<sup>49</sup>:

- scholarship students or receivers of stipends who perform research in the Netherlands for the duration of the scholarship that was provided (a) by or on behalf of the EU, (b) by an institute for international education or research subsidised by the Ministry of OCW, (c) by the Dutch government or (d) by a Dutch educational or research institute; or
- scholarship students or receivers of stipends who, within the context of a bilateral or multilateral agreement to which the Netherlands is a party, temporarily perform research for the term determined in said agreement.

Unpaid researchers are required to independent means of income. This includes for example sponsorships, stipends, scholarships or other guaranteed periodical payments, or income from work outside the Netherlands.

#### 2.2.6. Other migrants on the Dutch labour market

There are also other categories of migrants active on the labour market, in addition to labour migrants. This concerns both asylum seekers and admitted refugees as well as migrants who, within the context of a regular<sup>50</sup> purpose of residence, have been admitted to the Netherlands, such as family migrants. Currently, regular Aliens Law contains 28 different restrictions subject to which residence may be applied for.<sup>51</sup> This includes the restrictions mentioned in the previous paragraph (residence to work as an employee or on a self-employed basis, residence as Highly Skilled Migrant and as highly educated third country resident). Full or partial freedom to enter the labour market is linked to a number of the (remaining) residence restrictions, conditional or otherwise. In the case of family migration, this depends, for example, on the residence of the main applicant. If this person enjoys full freedom to engage in work on the Dutch labour market, his family members will enjoy similar freedom. If the TWV requirement applies to the main applicant, it will also apply to his family members.

Foreign nationals in the asylum procedure will have access to the labour market after six months. This access limited, in the sense that they are allowed to work a maximum of 24 weeks out of 52 weeks. A maximum period of 14 weeks applies to several specific occupations.<sup>52</sup> The reason therefor is that the right to unemployment benefits arises more quickly than is the case for other occupations.

#### 2.2.7. Modern Migration Policy

The Modern Migration Policy was already referred to in paragraph 2.1.3. This paragraph deals with the content of the Modern Migration Policy in greater detail. The new policy is expected to enter into force on 1 January 2011.

Key words of the Modern Migration Policy are selectivity, simplification and acceleration of procedures, changing the sponsor system, effective supervision and visible enforcement.

#### *Selectivity*

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<sup>49</sup> This is provided for in B5/4.6.4. of the Vc.

<sup>50</sup> The term 'regular' is used here to denote 'not asylum-related'.

<sup>51</sup> These restrictions are set out in Article 3.4 of the Vb.

<sup>52</sup> This concerns artists, musicians, employees of film industry and employees who provide technical support to these groups.

Selectivity occurs by means of the quick and simple admission of migrants required by the Netherlands. In this connection, the new migration legislation makes a distinction between permanent and strictly temporary labour migration. Temporary labour migration in particular makes it possible to deal with the needs of the labour market in a flexible and timely fashion. An inviting policy for the top segment of the labour market contributes to the position of the Netherlands as an attractive place of settlement for foreign knowledge-intensive companies and Highly Skilled Migrants. In anticipation of the implementation of the Modern Migration Policy, the Highly Educated Migrants Scheme was, in this context, introduced on 12 December 2008.<sup>53</sup> For the middle and lower segment of the Dutch labour market, the policy has remained restrictive. Domestic labour supply, and the labour supply from countries in respect of which the free movement of workers applies, will remain prioritised. The prevention of a displacement of this labour supply is central. The instrument to achieve this aim is the work permit (TWV).

### *Simplified procedures*

In order to guarantee a quick and simple admission process, it was decided to simplify procedures in certain respects. Firstly, the separate procedures to obtain a Regular Provisional Residence Permit (MVV) and a Regular Residence Permit (VVR) have been integrated into a single procedure. The introduction of a shared desk for the UWV (formerly CWI) and the IND will shorten the processing times of application procedures for residence and work permits. This desk will handle the applications for TWV's that are not subject to a labour market check pursuant to the Wav, which run concurrently with an MVV application.<sup>54</sup> The assignment of more responsibility to the sponsor will also ensure that the procedure for handling a residence application will take less time. And finally, the system of residence permits will be significantly simplified. The current system of 28 restrictions will be reduced to eight clusters:

Cluster I	Exchange
Cluster II	Study
Cluster III	Labour temporary
Cluster IV	Labour regular
Cluster V	Knowledge and talent
Cluster VI	Relatives and family
Cluster VII	Humanitarian temporary
Cluster III	Special residence

Residence permits subject to various (as few as possible) restrictions can be granted within these clusters. The period of validity of the residence permit will be aligned as much as possible with the anticipated term of residence of the migrant. This will prevent unnecessary extension procedures.

The labour market position of the permit holder will depend on the cluster within which the right of residence was granted. Migrants who have the same residence restriction will have the same labour market position. In cases in which this position comprises the TWV requirement, this will remain the case in the event of any transfer to another employer.

Family members of migrants will in principle receive their residence right from the same cluster as the sponsor. This does not mean, however, that they will automatically have the same labour market position as the sponsor. Family members of Highly Skilled Migrants are, for example, free to engage in work on the labour market, while the sponsor is exclusively allowed to work as a Highly Skilled Migrant.

### *Change of the sponsor system*

The sponsor does have an independent position in the current migration system. This will change as a result of new migration legislation. The sponsor will have greater responsibility than is currently the case, which will be laid down in a statutory system of rights and obligations. The sponsor will be expected to provide timely, accurate and full information about the admission, residence and departure of the

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<sup>53</sup> See paragraph 2.2.4.

<sup>54</sup> This (digital) desk was opened on 1 October 2008. The relevant website is [www.arbeidsmigratie.nl](http://www.arbeidsmigratie.nl).

relevant migrant. The sponsor's independent position will not be limited to employers and institutions, but it will apply to all residence clusters. An exception to the sponsor requirement will only be made for independent entrepreneurs and migrants who come under the talent scheme, or who are admitted for humanitarian reasons, because of the absence of a sponsor in these cases.

Upon request, commercial sponsors can, under certain circumstances, be recognised as 'reliable sponsor' by the government. On the basis of information gathered for that purpose, the IND will assess the sponsor with respect to the (quality) requirements and conditions laid down in law. These requirements and conditions relate to solvency, the degree of compliance with obligations pursuant to aliens legislation, the Wav and the Minimum Wage and Minimum Holiday Allowance Act (Wml), the absence of criminal objectives and antecedents, and a possible revocation of the sponsor's previous recognition. Recognition as 'reliable sponsor' will help expedite the processing time of the procedures. Digitisation of procedures and the use of biometric data support this acceleration.

### *Supervision and enforcement*

Adjustment of the supervision and enforcement instruments will lead to quick and effective detection of fraud and abuse. An important change is the sponsor's information and retention obligation. This will allow the government to supervise the migrant during the period that he or she requires a sponsor in order to be allowed to reside in the Netherlands. Sponsors who do not comply with the obligation to provide information may be subjected to an administrative fine. This applies to both commercial and private sponsors. Certain costs incurred by the government in connection with forced repatriation of the migrant may be recovered from the sponsor by means of an administrative monetary debt. And finally, another sanction is withdrawal of the status of recognised sponsor.

It is expected that the combination of advantages for bona fide companies and institutions and the sanctions for those who do not abide by the rules will promote compliance with those rules.

## 2.3. Political debate and the shareholders involved

### 2.3.1. Introduction

In view of the relationship with national and international socio-economic development, labour migration may be considered a dynamic phenomenon. There are, moreover, various possible (undesirable) side effects attached to labour migration that have not escaped the attention of the government. Possible (undesirable) side effects concern matters such as displacement of the domestic labour supply, unfair competition, the consequences for social security, integration problems, and the abuse of labour migrants (such as poor accommodation, underpayment and human trafficking). Where it concerns labour migration from developing countries, the danger of 'brain drain' and the promotion of temporary (circular) labour migration are also subjects of (political) debate. The main emphasis of the political debate is primarily these (undesirable) side effects.

The formation of policy with respect to labour migration is moreover not merely a political affair. In addition to various (government) advisory bodies, other stakeholders, such as employers and employees' organisation and trade associations, provide their views, voluntarily or upon request, during the formation of policy.

After a short discussion of the most prominent (political) points of debate, in random order, an explanation is given of the involvement of stakeholders in the formation of policy.

### 2.3.2. Displacement of labour potential

The liberalisation of the top segment of the labour market and the enforcement of restrictiveness of the middle and lower segment forms the approach of the new migration policy to prevent displacement of the domestic labour potential. The line of reasoning is that unemployment mainly occurs in the lower half of the labour market. The Dutch media did report some time ago, however, about increasing



unemployment among highly educated persons of native Dutch heritage. Some politicians have placed this issue on the political agenda.<sup>55</sup>

The significant influx of labour migrants from other EU countries constitutes, in the eyes of a (small) number of political parties, a danger to the domestic labour potential.

In view of the risk of displacement, the sole salary requirement for Highly Skilled Migrants also constituted a point for discussion.<sup>56</sup> According to some politicians, this development made the Highly Skilled Migrants Scheme vulnerable to abuse, by facilitating the settlement of migrants who cannot be considered Highly Skilled Migrants (such as chefs, service personnel, cleaners and gardeners). This would allegedly cause undesirable displacement effects in the labour market.<sup>57</sup> This was followed by a motion requesting government proposals to better align the implementation of the Highly Skilled Migrants Scheme with its objectives.<sup>58</sup> This motion was included in the elaboration of the Modern Migration Policy.<sup>59</sup> During a debate on labour migration on 17 January 2008, a motion on the enforcement of the Highly Skilled Migrants Scheme was presented.<sup>60</sup> The motion was adopted on 22 January 2008, but the State Secretary then in office, nevertheless, considered it supportive of current policy which will also be reflected in the Modern Migration Policy.

### 2.3.3. Consequences for social security

The debate with respect to the consequences of (labour) migration for the Dutch social security system took flight after the publication of the report of the Blok parliamentary committee in 2004 concerning Dutch integration policy since the nineteen seventies.<sup>61</sup> The report constituted reasons for the State Secretary of Social Affairs and Employment then in office to inform the Lower House about (labour) migration and social security rights. During the debate pursuant to this report, the government promised to inform the House with regard to the possibilities to limit the access of migrants to social security. The Cabinet subsequently presented various options to achieve this objective.<sup>62</sup> The debate in the Lower House regarding these options led to a number of additional Cabinet measures to limit the risks for social security that could be caused by migration.<sup>63</sup> The introduction of a Dutch transitional model with respect to social assistance is currently in dispute. This model is coming up against objections, because, in the opinion of the Cabinet, the distinction between the Dutch citizens and the foreign nationals lawfully residing in the Netherlands goes against various international conventions and national (constitutional) principles.<sup>64</sup>

### 2.3.4. Integration problems

The large migration wave of the nineteen sixties and seventies from, inter alia, Turkey and Morocco, had considerable consequences for the Netherlands in a socio-economic and a socio-cultural sense. These problems continue until today. The (for the most part) low educational levels, one-sided professional profile and different cultural background are considered responsible for these problems. The (unexpected) permanent settlement in the Netherlands of these migrants and the subsequent family migration increase these problems. In view of these problems, the Dutch government implemented various measures in the course of time, partly with respect to migrants who have resided in the

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<sup>55</sup> Parliamentary Papers II, session year 2006-2007, 30 573 and 30 800 VI, no. 4.

<sup>56</sup> see paragraph 2.5.4. for a more detailed explanation of this criterion and why it was selected.

<sup>57</sup> Lower House, *Arbeidsmigratie en sociale zekerheid*, 26 October 2006, TK 18.

<sup>58</sup> Parliamentary Papers II, session year 2006-2007, 29,861, no. 8.

<sup>59</sup> Parliamentary Papers II, session year 2006-2007, 29 861 and 30 573, no. 16.

<sup>60</sup> Parliamentary Papers II, session year 2007-2008, 29 861, no. 27.

<sup>61</sup> The Temporary Parliamentary Investigation Committee on the Integration Policy, better known as the Blok Committee, presented the study report 'Building Bridges' (*Bruggen Bouwen*) on 19 January 2004, which report focused on Dutch integration policy during the last thirty years.

<sup>62</sup> Parliamentary Papers II, session year 2004-2005, 29 861, no. 2.

<sup>63</sup> One of them is the exclusion of access to social security of EU citizens during the interim period and of persons who cannot be considered to be Dutch citizens. The Cabinet also implemented measures to make the exchange of information between municipalities and the IND as regards reliance on social assistance by foreign nationals, and the consequences thereof under aliens law, more effective. And finally, the Cabinet decided to give partners and employers of migrants more financial responsibility by implementing the sponsor regime more strictly.

<sup>64</sup> Parliamentary Papers II, session year 2009-2010, 32,149, no. 1.

Netherlands for a considerable period of time, and partly with respect to the so-called newcomers. As a result of the Blok Committee report, integration policy became an even more prominent subject for debate.

The integration issue still has an important place in the current political debate on labour migration. The Cabinet's point of view is that highly educated and highly skilled migrants do not constitute a risk as regards the integration issue. These migrants are expected to be very well capable of preparing for their arrival in the Netherlands, so that mandatory integration does not apply. The government expects a positive effect on the (future) integration problems as a result of the enforcement of the restrictive nature of the admission of labour migrants in the middle and lower segment of the labour market.

Not all parliamentary parties are convinced that labour migration policy will not present any risks to the integration issue. There exists, for example, concern about the absence of the obligation for Highly Skilled Migrants and other high-value labour migrants and their family members to go through an integration process in the country of origin prior to their arrival in the Netherlands.<sup>65</sup>

Although not a direct consequence of *national* labour migration policy, there is concern about the phenomenon that third country nationals increasingly often rely on EC law as (marriage) partners of Dutch or EU citizens. National rules do not apply in this context. It is feared that this may influence the integration problems as a result of the arrival of marriage and family migrants with few future prospects.<sup>66</sup> An investigation into this phenomenon performed in 2009<sup>67</sup> on the instructions of the Cabinet shed some light on the size and composition of this group of family migrants from third countries that makes use of Community law. The researchers did not include a statement in their report about the extent of any abuse. The report nevertheless led to various additional measures to counter abuse. This did not end the political dialogue.

### 2.3.5. Abuse of labour migrants

A point for concern of both politicians and other stakeholders (such as the trade unions) concerns the abusive situations that may accompany labour migration. These abuses range from poor employment practices to exploitation (trafficking in human beings). Abuses may concern illegal employment, salary, accommodation, working conditions, treatment or a combination of these. Examples include payment of salary below market wages (in violation of previous agreements or otherwise), failure to pay contributions and taxes, withholding salary as a means of exerting pressure, housing migrants in miserable circumstances, and letting people work in unsafe working conditions. These problems occur relatively often with regard to labour migrants from the new EU Member States. Mala fide employment agencies often play a role in this connection.<sup>68</sup> This may concern both Dutch and foreign employment agencies, for that matter.

Dutch legislation has several legal weapons to deploy in the field of labour protection and to combat labour market fraud. One of them is the administrative fine.<sup>69</sup> Although the Cabinet is of the opinion that the administrative fine has proved effective, some politicians are of the opinion that enforcement could be improved<sup>70</sup>. On 10 December 2009, members of the Lower House tabled a motion requesting that the amount of the fines be linked to the economic profits gained by the mala fide employer as a result of non-compliance with legislation and regulations. The Minister of SZW indicated in a written response that the current legal system of legislation and regulations already takes sufficient account of the

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<sup>65</sup> Parliamentary Papers II, session year 2005-2006, 30 573, no. 2.

<sup>66</sup> This concern led to two motions to apply the national rules to this category (see Parliamentary Papers II, session year 2008-2009, 30 573 nos. 16 and 23). Both motions were rejected.

<sup>67</sup> Gemeenschapsrecht en gezinsmigratie, WODC, 2009.

<sup>68</sup> 'Mensenhandel. Zevende rapportage van de Nationaal Rapporteur Mensenhandel', Bureau NRM, The Hague, 2009.

<sup>69</sup> This administrative law instrument was included in the Wav on 1 January 2005. The objective is to enable deal with labour market fraud under administrative law as well as under criminal law.

<sup>70</sup> Parliamentary Papers II, session year 2009-2010, 17,050 and 29,523, no. 396.

economic gains in these circumstances, and that the administrative fine has a sufficient deterrent effect.<sup>71</sup>

### 2.3.6. Brain drain and circular migration

One of the priorities of the former Dutch Cabinet is to prevent the outflow of highly qualified persons from developing countries (brain drain). Mutual coordination, and strengthening the migration policy and the development policy, are key objectives of the approach chosen. Not all parties are enthusiastic about the activities developed in this connection. In this connection, a motion was tabled at the end of 2009, pursuant to the 2008 International Migration and Development Policy Memorandum<sup>72</sup>, requesting the government to further concretise various measures it had announced, before the Policy Memorandum would be debated in the Lower House. The then State Secretary for Justice, also on behalf of the then Minister for Development Aid, replied to this motion by letter dated 10 February 2009. This letter successively explained the (small) size of the brain drain (caused by the Netherlands), the 'Codes of Conduct' and the compensating measures.<sup>73</sup> During the General Consultation of 12 February 2009 several parties complained about the lack of specific information. The circular migration pilots announced in the State Secretary's letter did not meet with full approval either. Some wondered whether the economic crises and the related (imminent) mass redundancies did not constitute grounds for cancelling the pilots. The guarantee of return to countries of origin was also questioned. The counter arguments of the government members – that the pilots were precisely intended to chart the positive and negative effects of circular migration – were unable to prevent two motions that explicitly brought these issues to attention from being tabled on 11 March 2009.<sup>74</sup> The motion requesting cancellation of the pilots did not receive wide support from parliament, but the motion requesting a more specific elaboration of the pilot was accepted. The progress report on the 2008 International Migration and Development Policy Memorandum describes the specific structure of the pilot.<sup>75</sup>

Other points of criticism concerning the memorandum on development cooperation and migration are the choice of countries of origin for the pilots, the lack of a link with strategies of the countries of origin to benefit from the accrual of knowledge and remittances (migrants sending money to their country of origin), the failure to deal with the apparent limited attractiveness of the Netherlands to, in particular, students from developing countries, the lack of sufficient interdepartmental cooperation to prevent brain drain, the uncertainty about the balance between the costs and benefits of migration, the insufficient attention for crime related to (illegal) migration, and the possible problems associated with integration. The above-mentioned progress report concerning the 2008 International Migration and Development Policy Memorandum deals with a number of these issues.

### 2.3.7. Involvement of stakeholders

The formulation and development of Dutch labour market and labour migration policy takes place in consultation with various stakeholders. The main stakeholders are certain advisory bodies and the social partners (employers' and employees' organisations). The formation of policy is based in part on interdepartmental cooperation within the government. More detailed information about the various stakeholders will be provided below.

#### *Advisory bodies*

The Advisory Committee on Aliens Affairs (ACVZ) is an independent and permanent advisory body that issue policy advice, upon request and upon its own initiative, to the government and parliament concerning aliens law and aliens policy. The ACVZ analyses existing aliens legislation and policy, and provides advice and recommendations with respect to proposed legislation and regulations. The Committee consists of persons from various areas of the world of science and academia, the judiciary

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<sup>71</sup> Parliamentary Papers II, session year 2009-2010, 17,050 and 29,523, no. 396.

<sup>72</sup> Parliamentary Papers II, session year 2007-2008, 30 573, no. 11.

<sup>73</sup> Parliamentary Papers II, session year 2008-2009, 30 573, no. 34.

<sup>74</sup> Parliamentary Papers II, session year 2008-2009, 30 573, nos. 39 and 41.

<sup>75</sup> Parliamentary Papers II, session year 2009-2010, 30 573, no. 54.

and the health care industry. In recent years the ACVZ has issued various advisory reports concerning the field of labour migration. One of the most important of those concerned the advice on temporary labour migration.<sup>76</sup> This advisory report was issued at the ACVZ's own initiative. The advisory report was presented to the (then) State Secretary for Justice. The Cabinet's response is not yet known.

Within the Social and Economic Council (SER), independent experts, employers and employees, appointed by the Crown<sup>77</sup> work together with the objective of advising the government and parliament on the main lines of socio-economic policy to be pursued. Various committees and working groups prepare the advisory reports, regulations and decisions of the SER. These committees also have as much as possible the same tripartite composition as mentioned above. Members of these committees need not be members of the Council. Organisations other than employers' and employees' organisations (for example, consumer organisations or nature and environmental organisations) regularly participate in the committees and working groups in order to promote social support and/or the expertise of the advice. In addition, there are also committees with temporary advisory members who contribute specific expertise, such as the Netherlands Bureau for Economic Policy Analysis (CPB). There are also committees with ad interim members from, for example, the Labour Foundation and the Council for Work and Income. The SER advisory report on the future of labour migration policy drawn up in 2007 is an important document with respect to opinions in the field of labour migration.<sup>78</sup> This advisory report was issued at the request of the Cabinet then in office. The Cabinet endorsed this advice.

The Council for Work and Income (RWI) can be qualified as a consultative body and an expertise centre. Within this council, representatives of employees (trade unions), employers (business and trade organisations) and municipalities (Association of Netherlands Municipalities or VNG) cooperate under the direction of an independent chairman. The Council creates various (periodical) products on the basis of practical experience and knowledge from other investigations and analyses. These include advisory reports for the government and parliament, but also for example practical guides for actors at the regional level. The RWI has not recently issued products in the field of labour migration. Advice and reports pertaining to seasonal labour, intra EU integration and the labour market position of highly educated persons of foreign heritage were issued several times in the past.

#### *Employers' organisations*

One of the largest employers' organisations in the Netherlands is VNO-NCW. VNO stands for *Verbond Nederlandse Ondernemingen* and NCW for *Nederlandse Christelijk Werkgeversverbond*, and is referred to in English as Confederation of Netherlands Industry and Employers VNO-NCW. Both organisations merged in the past. The approximately 115,000 affiliated organisations represent 90% of employment in the Dutch market sector. VNO-NCW works together with Dutch Federation of Small and Medium-Sized Enterprises (*MKB-Nederland*). In addition, five regional employers' organisations are affiliated with VNO-NCW.

Another important stakeholder is the Dutch Federation of Agricultural and Horticultural Organizations (LTO). The cooperating partners within this organisation are the *Land- en Tuinbouworganisatie in Noord-Nederland* (LTO Noord), the *Zuidelijke Land- en Tuinbouworganisatie* (ZLTO) and the *Limburgse Land-en TuinbouwBond* (LLTB). As a result of this composition, LTO represents nearly 50,000 agrarian entrepreneurs in the Netherlands. LTO uses its best endeavours to further the social and economic position of these entrepreneurs.

The Royal Association MKB-Nederland (MKB) looks after the interests of nearly 186,000 businesses that fall in the category of small and medium sized businesses.

All employers' organisations referred to above are represented on the SER and the RWI.

#### *Employee organisations*

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<sup>76</sup> Advisory Committee on Aliens Affairs (ACVZ), *Tijdelijke arbeidsmigratie 2015-2035*, The Hague, May 2009.

<sup>77</sup> The Crown is taken to mean the King and the Ministers. Appointment by the Crown is effected by means of a Royal Decree.

<sup>78</sup> Social and Economic Council (SER), *Arbeidsmigratiebeleid*, The Hague, 16 March 2007.

The Netherlands has various trade unions in various sectors and branches of industry. These unions have united in several umbrella federations of trade unions. There are currently three federations of trade unions in the Netherlands.

The largest federation of trade unions is the Dutch Trade Union Federation (FNV). This union of trade federations comprises nineteen independent trade unions. It has a membership of approximately 1.4 million employees. The FNV looks after the interests of employees and those entitled to benefits of both Dutch and foreign heritage in the broad field of work and income. These interest can be both collective and individual.

The Christian Trade Union Federation (CNV) is a smaller federation of trade unions. 11 unions have joined this federation of trade unions. The membership is 350,000 persons. This federation of trade unions also looks after the interests of its members in the field of work and income, but from a Christian perspective.

A federation of trade unions that focuses specifically on the middle and top segment of the labour market is the Trade Union Federation for Intermediate and Higher Employees (MHP). This is the smallest federation of trade unions in the Netherlands. Five employee organisations are affiliated with the MHP. The membership is over 160,000 persons.

All federations of trade unions are in turn represented on various advisory bodies and umbrella federations. The RWI and the SER are examples of the former category. The Labour Foundation is an example of the second category. This foundation is a consultative body for various representative central organisations of employers and employees. The foundation intends to promote labour relations on behalf of these organisations. A secondary duty of the foundation is to provide the government with advice in the field of labour relations.

#### *Interdepartmental cooperation*

The formulation of labour market and labour migration policy is not the exclusive affair of a single Ministry. Although final responsibility for labour market and labour migration is held by the Ministry of SZW, interdepartmental cooperation is essential due to the various adjacent fields of policy, such as Justice, Economic Affairs and Development Aid. This form of cooperation takes place at both the policy advisory and the Ministerial (decision-making) level.

## 3. Implementation of labour migration policy in the Netherlands

This chapter is intended to provide insight into the practical implementation and effects of Dutch labour market policy. In addition to information on implementation of policy (paragraph 3.1.), this chapter also contains an analysis of statistical data on the participation of (labour) migrants on the Dutch labour market (paragraph 3.2.). The chapter concludes with a brief consideration of relevant trends and developments.

### 3.1. Implementation of policy

In the Netherlands, UWV WERKbedrijf (hereinafter referred to as Werkbedrijf) is the central (government) agency for the promotion of labour participation and the filling of vacancies. Werkbedrijf is a merger of the former Centre for Work and Income (CWI) with the UWV. Werkbedrijf carries out activities in the field of employment mediation and reintegration. In this connection, there is coordination between demand and supply (job matching). Said job matching focuses primarily on the domestic supply of labour. Werkbedrijf, moreover, participates in EURES, the European network of (cross border) employment mediators.<sup>79</sup> This also creates insight into the labour supply within the EEA. Participation in EURES is also important within the context of another Werkbedrijf duty, namely the issue of work permits.<sup>80</sup>

The Werkpleinen were recently introduced. These are partnerships between Werkbedrijf and the municipalities. Their objective is to offer integrated services to those entitled to benefits, those seeking employment, and employers. These services are based on customisation towards those seeking employment and employers. In order to guarantee the best possible match between (Dutch) demand and (foreign and European) supply, Werkbedrijf cooperates intensively with public and private parties at the local, regional and national level. Public parties include municipalities and municipal social services. Private parties are taken to mean, inter alia, employment agencies, other mediation agencies and reintegration agencies. The cooperation between Werkbedrijf and the municipalities has been laid down in law.<sup>81</sup> The mobility centres referred to in paragraph 2.1.2. have also been placed with the Werkpleinen. The integrated services of all Werkpleinen have to be realised by the end of 2010.

Werkbedrijf holds information with respect to the nature and number of vacancies at the national and regional level.<sup>82</sup> Any shortages on the labour market can be distilled from this information. Werkbedrijf provides a monthly overview of the dynamics and operation of the labour market by occupation, sector and region, on the basis of data from those seeking employment and employers. In addition, Werkbedrijf produces national and regional labour market forecasts on an annual basis.

Timely reporting of a vacancy to the UWV, by the employer, is essential to the proper coordination of supply and demand. Research performed by the Work and Income Inspectorate (IWI) shows that there is room for improvement in the case of seasonal labour.<sup>83</sup> The Minister of SZW has again emphasised the

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<sup>79</sup> EURES was formed in 1993 and constitutes a cooperation network of the European Commission and the public employment services of the Member States of the European Economic Area (the EU Member States, Norway, Iceland and Liechtenstein) and other partner organisations. Switzerland also participates in the EURES partnership. EURES is intended to provide information, advice and service in the field of recruitment and employment mediation (job matching) to those seeking work and employers, as well as to any citizen who wishes to benefit from the principle of the freedom of movement of persons.

<sup>80</sup> To the extent it concerns EU/EEA citizens in respect of whom the freedom of movement of workers does not (yet) apply.

<sup>81</sup> The amended Work and Income Implementation Structure Act (SUWI Act) entered into effect on 1 January 2009 (Bulletin of Acts and Decrees 2008, 600). The cooperation has been laid down in Article 10 of this Act.

<sup>82</sup> When registering vacancies, Werkbedrijf depends on the willingness of employers to report these. Not all employers report their vacancies (in time). An obligation to report a vacancy only applies during a TWV procedure.

<sup>83</sup> Parliamentary Papers II, session year 2009-2010, 29 544, no. 228. This concerned the agricultural sector.

conditions for granting TWV's in the agricultural sector. The sector will have to make sufficient effort to fill the vacancies, in cooperation with UWV, with the domestic supply of labour.<sup>84</sup>

As stated above, the activities of the Werkpleinen focus on job matching for Dutch citizens and European citizens. As yet, there is no regulated form of job matching for third country nationals. In this connection, employers still have to rely on, inter alia, international employment mediators (employment and secondment agencies). In the view of the ACVZ, the government will in future have a facilitating role in the deployment of (temporary) labour migrants. In that vision of the future, a Labour Migration Planning Commission<sup>85</sup> to be formed for that purpose will make (semi) annual proposals relating to labour migration.<sup>86</sup> The position of the Cabinet in this respect is, however, not yet known.<sup>87</sup>

Integration is of great importance for the proper participation of migrants. Some migrants are required to pass the civic integration examination, others are not.<sup>88</sup> The obligation to pass the civic integration examination applies, in principle, to all foreign nationals aged between 16 and 64 who reside in the Netherlands on the basis of a permanent residence permit, also if they resided in the Netherlands prior to the introduction of the Civic Integration Act. An exception is made for foreign nationals who have resided eight years in the Netherlands during the school age or hold diplomas that show that they have sufficient knowledge of the Dutch language and society. This obligation does not apply to EU citizens.<sup>89</sup> A civic integration obligation does not apply to Highly Skilled Migrants and their family members either. The Netherlands strives for an embedding of the integration process in the services of the Werkpleinen.<sup>90</sup>

## 3.2. Statistics and trends

This paragraph provides an explanation of the quantitative data of this report. A large proportion of the quantitative data has been included in the annexes for the sake of the readability of this report. This paragraph also provides an analysis of the latest trends and developments in the field of (labour) migration. These concern migrants residing in the Netherlands who performed work here in the period of 2004 to 2009. Data from different sources were used to provide as accurate a picture as possible. Firstly, the Centre for Policy Related Statistics, of Statistics Netherlands (CBS) provided customised data on the role of third country nationals on the Dutch labour market. Secondly, data was obtained from the '2010 Trend Report Regular' of the IND's Information and Analysis Centre (INDIAC). The data from this report provide insight into various categories of labour migration in the Netherlands, such as work as an employee, work on a self-employed basis and residence as a Highly Skilled Migrant. And thirdly, UWV Werkbedrijf provided data on the number of TWV's.

The following comments are made with respect to the data used for the purpose of improved interpretation:

- The figures from Statistics Netherlands (see annexes) are based on the Labour Force Survey (EBB), 2004 to May 2009. It is important to be aware that the EEB concerns a 0.8% random sample of persons aged 15 and older who reside in the Netherlands.<sup>91</sup> The working labour force was selected from the EBB according to the ISCO-88 occupational classification, and data for this population was compiled based on the level at which they work, their nationality and gender. All persons aged 15 to 64 who work at least one hour a week form part of the research population. For the purpose of this study, the random sample was increased to figures representative for the Netherlands as a

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<sup>84</sup> Parliamentary Papers II, session year 2009-2010, 29 544, no. 244.

<sup>85</sup> This commission is a partnership of the government, employers and trade unions.

<sup>86</sup> Advice 'Tijdelijke arbeidsmigratie 2015-2035', Advisory Committee on Aliens Affairs, The Hague, May 2009.

<sup>87</sup> See note 26 to paragraph 2.1.3.

<sup>88</sup> Those not required to pass the civic integration examination may, nevertheless, feel the need for an integration provision. There are possibilities for this purpose.

<sup>89</sup> A possible obligation on Eastern Europeans to pass the civic integration examination is currently the subject of debate.

<sup>90</sup> These pilots followed from the Delta Plan for Civic Integration of the Ministry of VROM/WWI. This Delta Plan is intended to create a stronger link between civic integration and participation. The aim is for 80% of civic integration programmes to be dual in 2011. This means that they will have comprise a combined civic integration and reintegration process.

<sup>91</sup> Persons in institutions and homes (institutional population) are exempted.

whole. The findings were rounded to the nearest one thousand. Findings below 1500 are not reflected because of inaccuracies in the findings that are too large; no percentages are therefore reported with respect to these findings. The figures that have been reflected concern annual averages.

- The 'seasonal workers' category cannot be completely represented, because data on temporary labour migration is limited. The reason therefor is that there are different registers in which *part* of the legal temporary labour migrants can be found. It concerns the following registration registers.
  - Dutch companies who temporarily employ a foreign worker, apply for a citizen service number (BSN) for such employees and register them with the UWV for payment of the contributions. Labour migrants in the employ of a foreign company remain linked to the sending country from a tax perspective; they consequently do not pay employee insurance contributions in the Netherlands. This group is therefore not included in official Dutch registrations.
  - If a TWV is required, the employer will apply for one from the UWV.
  - A (labour) migrant is not registered with the Municipal Administration (GBA) unless the intended period of residence is at least four months. In principle, all migrants with an intended period of residence of at least four months can be found in the GBA. The request for registration within the GBA is, however, the responsibility of the migrant himself. It therefore may happen that legal migrants do not have themselves registered.
  - Temporary labour migrants, who come to the Netherlands to work on a self-employed basis, are required to register with the Chamber of Commerce (KvK).

The above shows that registration of temporary migrants takes place in a fragmented manner, depending on the needs of the migrant for documents that enable him to work (BSN, TWV, registration with the KvK etc.). Although this manner of registration considerably complicates the insight into the nature and extent of seasonal labour, CBS has started this process for employees from the new Member States<sup>92</sup>. The image of the CBS concerning the extent of temporary labour migration of employees from the Eastern European Member States is explained in the sub-paragraph below.

- INDIAC made use of data from the IND Information System (INDIS) for the 2010 Trend Report Regular. The data cover the period from 2005 to 2009. Data prior to this period have not been included. The reason therefor is that, at the time, part of regular migration fell under the responsibility of various aliens services with their own registration systems, as a result of which a complete picture is lacking. The percentages have furthermore been rounded off to whole numbers. Additions of percentages in tables and graphs may deviate from one hundred percent. Deviating totals have not been reflected, but have been reported as one hundred percent. Absolute figures have not been rounded off.
- Migrants who previously held a nationality other than the Dutch, but acquired Dutch nationality at a later moment should be taken into account. This group has been classified among the group of Dutch citizens during the subdivision by nationality, as a result of which the picture of the role of migrants on the labour market may not be entirely accurate. The same applies to persons who hold the Dutch as well as a non-Dutch nationality. These have also been classified among the group of Dutch citizens.
- Data on vacancies by profession (elementary, lower, middle, higher and scientific occupations) are not amply available. CBS registrations, which are published every two years, were used to obtain this information. There are, however, no data available for 2004, which means that figures for the years 2006 and 2008 have been reported in this report. Data for the year 2010 are not yet public.

This study does not pretend to paint a complete picture with the data that is discussed in the (sub)paragraphs below. The objective is to provide an image of the nature and extent of the role of (labour) migrants on the Dutch labour market and, where possible, provide an explanation of striking developments. A discussion of data from 2004 up to the present date (3.2.1.) is followed by an

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<sup>92</sup> Corpeleijn, A. (2006) *Migranten en Werknemers uit de Oost-Europese Lidstaten van de Unie*. CBS, Sociaal-Economische Trends, 4e kwartaal 2006: 31-37.



explanation of the possible scenarios for the future labour market (3.2.2.). The existing and anticipated shortages on the labour market will also be dealt with. This chapter concludes with an analysis of trends and developments on the basis of the subject matter concerning the current and future situation (3.2.3.).

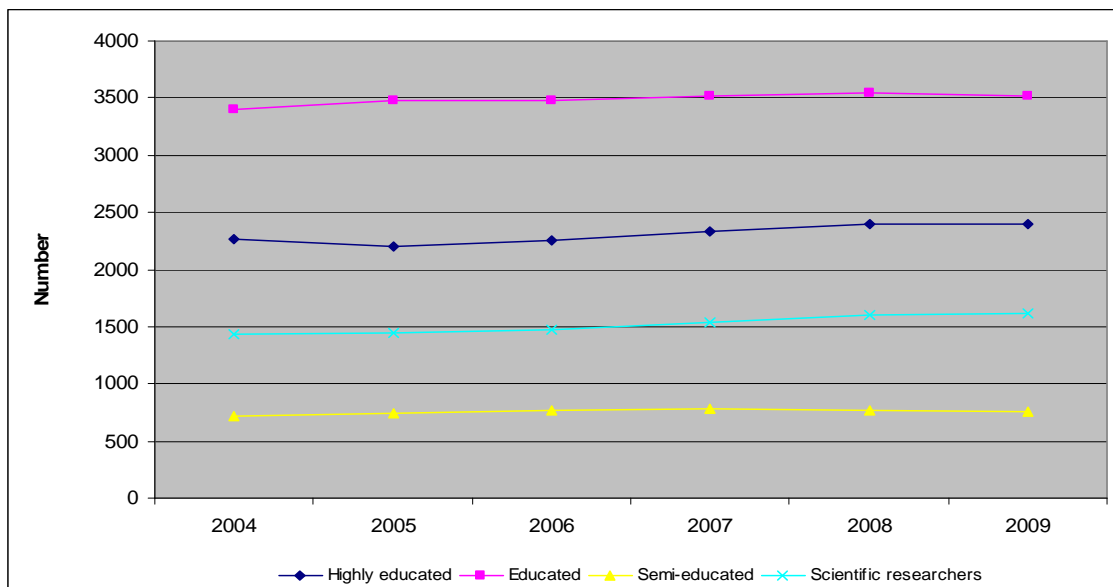
### 3.2.1. The current situation

#### *Labour force fairly stable*

The total labour force, the group of Dutch citizens and non-Dutch citizens taken together, is developing in a rather stable manner during the period 2004 to 2009 (see Figure 1) and does not display any strong highs and/lows. This also applies to the group of 'scientific researchers' that is singled out here.<sup>93</sup> This group, in principle, belongs in the category 'highly educated'. The highly qualified and qualified jointly constitute the largest group of the total labour force. The smallest group consists of semi-educated employees.

The labour market was seriously impacted by the economic crisis in 2009 and in particular in 2010; the years of scarcity have passed for the time being. There seems to be a more stable labour situation for the labour market as a whole than was previously the case.<sup>94</sup> Possible explanations include the decreasing labour supply (in particular among young people, who tend to remain in education for a longer period), companies that retained their personnel and did not dismiss them, and the increased number of independent entrepreneurs (see also paragraph 2.1.2.). Qualitative discrepancies can, however, increase in the future (see also paragraph 3.2.2.). A representative of the employers' organisation for the technological industry FME-CWM<sup>95</sup> reported, for example, that especially this industry is giving off the first signals about vacancies that are hard to fill. It concerns in particular technical positions from the MBO Plus level and up.

**Illustration 1: Total labour force 2004 to 2009 (x1,000) by qualification**



Source: CBS, Statistics Netherlands (EBB, 2010)

<sup>93</sup> The percentage of scientific researchers proves to be rather large in comparison with the group of semi-educated employees. This is explained by the manner in which these categories are operationalised. It has become clear that persons with ISCO-code 1237 are nearly all counted among the category of scientific occupations, a small share among the higher occupations. This code includes, for example, managers who supervise a scientific department, but who are not scientific researchers themselves. See also [www.ilo.org](http://www.ilo.org). The group 'members of the Armed Forces with similar skills performing R&D' cannot be separately distinguished and have not been included in the category scientific researchers.

<sup>94</sup> Research Centre for Education and the Labour Market (ROA). 2009. *De arbeidsmarkt naar opleiding en beroep*. Maastricht: Maastricht University.

<sup>95</sup> See also [www.fme.nl](http://www.fme.nl). In its mission, FME-CWM states that it wishes to strengthen the position of the technological industry in the Netherlands, also at the international level, by means of vision, advice and services, so that the competitive position of its member improves, the sector is positioned optimally and its continuity is guaranteed.

*Number of labour migrants from third countries is larger than those from EU Member States*

Approximately 96% of the total labour force consists of Dutch citizens, followed by third country nationals who make up nearly 2.5% of the total population. The remaining 1.5% are subdivided into the remaining EU-14 ('old' Member States)<sup>96</sup>, EU-10 ('new' Member States)<sup>97</sup> and EU-2 countries (Bulgaria and Rumania) (see Table 1).<sup>98</sup>

**Table 1: Labour force in the Netherlands: Dutch citizens, EU-14, EU-10, EU-2 taken together and third country nationals 2004 to 2009, x 1000**

	2004	2005	2006	2007	2008	2009
NL	7521	7578	7674	7854	7995	7975
EU-14, EU-10 and EU-2	111	114,5	117	123	123	123
Third country nationals	195	172	184	193	198	190
<b>Total</b>	<b>7827</b>	<b>7864</b>	<b>7976</b>	<b>8171</b>	<b>8316</b>	<b>8287</b>

Source: CBS, Statistics Netherlands (EBB, 2010)

*The group of third country nationals constitutes a larger share of the educated and semi-educated occupations than the group 'EU other'.*

The division by ISCO classification shows that the group of third country nationals comprise a larger percentage of the educated occupations (approximately 3%) and semi-educated occupations (approximately 6%) than citizens from the remaining EU Member States (educated occupations over 1%, semi-educated occupations fluctuate between 1 and 2%). A possible explanation is that the supply within the EU is not sufficient or that the current supply cannot be 'matched' with the demand (see Table 2).

**Table 2: Division of labour force in the Netherlands. EU other and third countries by professional level, 2004 to 2009**

	2004	2005	2006	2007	2008	2009
Highly educated - NL	97,2	97,1	97,1	97,1	97,2	97,2
Highly educated EU other	1,3	1,4	1,3	1,4	1,4	1,4
Highly educated - third countries residents	1,5	1,5	1,6	1,5	1,4	1,4
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>
Qualified - NL	96	96,4	96,2	96,2	96,2	96
Qualified EU other	1,3	1,4	1,3	1,2	1,3	1,3
Qualified - third country nationals	2,7	2,2	2,5	2,6	2,5	2,7
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>
Semi-educated - NL	91,8	93,2	92,9	92,6	91,7	92,6
Semi-educated EU other	1,6	1,1	1,3	1,6	1,6	1,8
Semi-educated - third countries residents	6,6	5,7	5,8	5,8	6,7	5,6
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>
Scientific researchers - NL	96,6	96,6	96,7	96,4	96,6	96,8
Scientific researchers -EU other	1,8	2	2,1	2,1	2	1,9
Scientific researchers - third country nationals	1,6	1,4	1,2	1,5	1,4	1,3

<sup>96</sup> The EU-14 includes the countries that formed the European Union prior to 1 May 2004: Belgium, Denmark, Germany, Finland, France, Greece, Ireland, Italy, Luxembourg, Austria, Portugal, Spain, the United Kingdom, Sweden.

<sup>97</sup> The EU-10 includes the following countries: Cyprus, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovenia, Slovakia and the Czech Republic.

<sup>98</sup> These data are based on an EBB that assumes nationality. The country of birth has been left out of consideration.

<b>Total</b>	100	100	100	100	100	100
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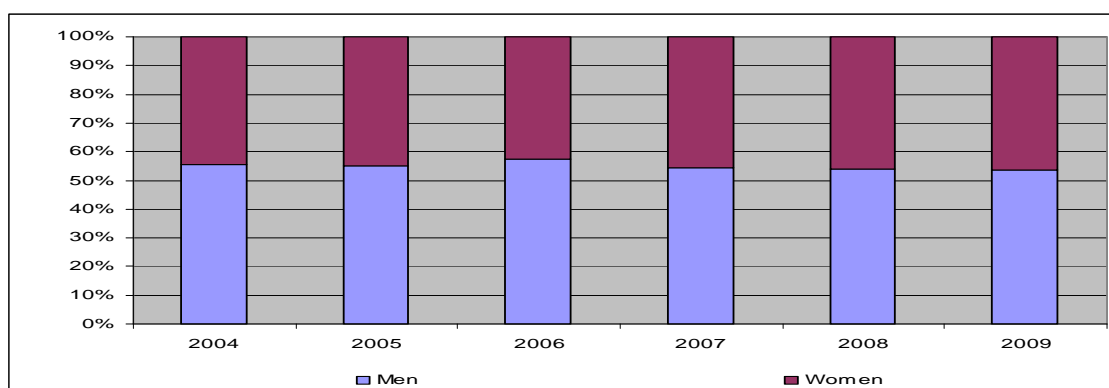
Source: CBS, Statistics Netherlands (EBB, 2010)

### *Usually more men economically active than women*

Work (as an employee) is, traditionally speaking, carried out by men rather than women. This is therefore reflected in the distribution between male and female workers within the labour force. Approximately 55% of the total labour force consisted of men and 45% of women from 2004 to 2009. (see Figure 2 and Tables 1 to 6 in the Annex). Women are often held back on the labour market when compared with men, for various reasons. The management positions are mainly held by men, but the difference between men and women is getting smaller.<sup>99</sup> More importantly, men generally focus more on their career than women.

The men-women relationship among the group of third country nationals generally displays the same image: the group of men who are economically active is larger than the group of women (see Table 3). Approximately 60% of the total labour force consisted of men and 40% of women from 2004 to 2009. This subdivision does not just apply to the category of highly educated persons, but also to the qualified and semi-qualified labour force from third countries. The difference between the men-women relationship in the category of scientific researchers is generally rather small. The difference has become smaller for the semi-educated category: in 2004 the group of men was 28,000 and the group of women was 19,000, while the division was 50-50 in 2009.

**Illustration 2: Total labour force: Men-women division 2004 to 2009**



Source: CBS, Statistics Netherlands (EBB, 2010)

**Table 3: Division between economically active men and women from third countries by professional level, from 2004 to 2009 (x1000)**

	2004		2005		2006		2007		2008		2009	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Highly	21	14	19	14	20	15	18	17	18	16	18	16
Educated	57	34	49	29	54	32	57	34	59	31	56	38
Semi-	28	19	25	17	25	19	26	19	28	24	21	21
Scientific researchers	13	9	10	10	9	9	12	10	12	11	11	10
<b>Total</b>	<b>119</b>	<b>76</b>	<b>109</b>	<b>69</b>	<b>109</b>	<b>76</b>	<b>114</b>	<b>79</b>	<b>116</b>	<b>82</b>	<b>105</b>	<b>84</b>

Source: CBS, Statistics Netherlands (EBB, 2010)

### *The freedom of movement of persons and workers promotes labour migration from MEE countries, Bulgaria and Rumania*

The net migration of Polish citizens increased significantly in 2004 when Poland joined the EU. This was in particular visible in the horticultural sector. This trend continued in the years thereafter with a relative strong rise in 2007, which was the year the TWV obligation for Polish workers was cancelled. This suggests a positive connection between the reduction of restrictions of the freedom of movement of

<sup>99</sup> The Ministry of Social Affairs and Unemployment (2005). *De glazen muur*. The Hague: The Ministry of Social Affairs and Unemployment.

persons and workers and the size of net migration. In 2007, 6,800 more Polish citizens came to the Netherlands than left the Netherlands, while this net migration was about 5,000 persons in 2005 and 2006.<sup>100</sup>

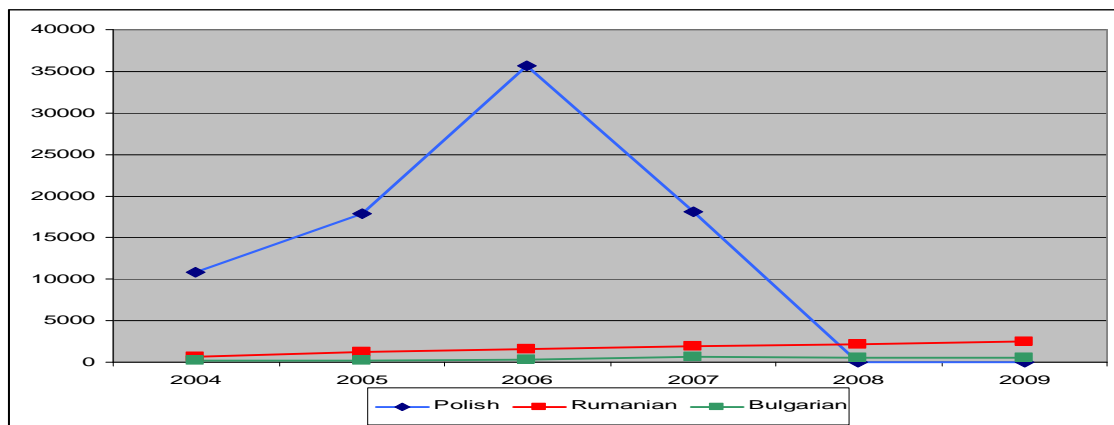
When Bulgaria and Rumania joined the EU in 2007, net migration in the Netherlands increased considerably. An additional number of 4,000 more Bulgarians and 1,800 more Rumanians came to the Netherlands than left the Netherlands. In 2006, the net migration for both groups was only a few hundred persons.<sup>101</sup>

For June 2008, CBS counts 94,000 employees from MEE Member States of the EU (MEE country). The country of birth or the country of residence were left out of consideration (a Polish citizen with, for example, German nationality is not included in these figures).

Figure 3 illustrates the strong decrease in the number of TWVs issued to Polish citizens as a consequence of the abolition of the TWV requirement for Polish citizens. The increase in the years 2004 to 1 May 2007 is a consequence of liberalised policy (the labour market check is no longer applied) in certain 'shortage sectors'. The number of TW'sV for Rumanians and Bulgarians is almost stable<sup>102</sup>.

Among the group that works on a self-employed basis (and do not require a TWV), the number of granted residence applications increased from 1,100 in 2005 to nearly 2,800 in 2008.<sup>103</sup> The fact that Bulgaria and Rumania joined the EU made it simpler for their citizens to start work as independent entrepreneurs in the Netherlands from 2007 onwards. The *Starter Profile* of the KvK concerning 2008 confirms this image.<sup>104</sup> It furthermore shows that Bulgarians mainly worked in the construction industry (43%), followed by facility services (19%, including cleaning companies), agriculture and the fishing industry (18%). The personal services sector comprises 9%, 95% of which was active in hairdressing and beauty care. Rumanians are mainly represented in the personal services sector (32%), followed by the construction sector (29%), facility services (16%) and to a lesser extent the agricultural and fishing industry (6%). The number of independent entrepreneurs dropped after 2008, presumably as a result of the economic crisis, and the rising trend of work on a self-employed basis was interrupted.

**Illustration 3: Number of TWV's granted in horticulture by top 3 nationality from 2004 to 2009**



Source: UWV (2010)

*The number of third country nationals is fairly limited in seasonal labour in agriculture and horticulture*  
Seasonal labour in agriculture and horticulture is dominated in first instance by Polish citizens, and subsequently by Rumanians and Bulgarians when the TWV obligation that applied to them lapsed. As explained in the previous paragraph, the increasing number of TWV's issued can be related to Poland

<sup>100</sup> SEO-Economic Research (2008). *De economische impact van arbeidsmigratie uit de MOE-landen, Bulgarije en Roemenië*. Amsterdam: SEO

<sup>101</sup> SEO-Economic Research (2008). *De economische impact van arbeidsmigratie uit de MOE-landen, Bulgarije en Roemenië*. Amsterdam: SEO.

<sup>102</sup> See the press releases of UWVWerkbedrijf for further information:

[http://www.uwv.nl/overuwv/pers/persberichten/persberichtenoverzicht\\_2010/Minder\\_werkvergunningen\\_voor\\_Roemenen\\_en\\_Bulgaren.aspx](http://www.uwv.nl/overuwv/pers/persberichten/persberichtenoverzicht_2010/Minder_werkvergunningen_voor_Roemenen_en_Bulgaren.aspx)

<sup>103</sup> INDIAC (2010). 2010 Trend Report Regular 2010. Rijswijk: INDIAC

<sup>104</sup> Chamber of Commerce (KvK); *Startersprofiel 2008*, 2009.

joining the EU, the subsequent abolishment of the TWV requirement for Polish workers thereafter prompted a decrease.

Third country nationals take a subordinate position in this connection. The top 3 nationalities fluctuated between 0.5% and 1.8% of the total number of TWV's granted for seasonal labour in agriculture and horticulture from 2004 to 2007. In 2008 and 2009, this number increased to 7.5% and 5% respectively as a consequence of the abolition of the TWV obligation for Polish citizens, as a result of which third country nationals assumed a larger share of the TWV's (see Table 4).

**Table 4: Number of granted TWV's by seasonal labour in the agricultural and horticultural industry by top 3 of third country nationals, 2004 - 2009**

Nationality	2004	Nationality	2005	Nationality	2006	Nationality	2007	Nationality	2008	Nationality	2009
1. Chinese	130	1. Chinese	112	1. Chinese	95	1. Ukrainian	98	1. Ukrainian	164	1. Ukrainian	113
2. Ukrainian	55	2. Ukrainian	74	2. Ukrainian	92	2. Russian	53	2. Russian	51	2. Russian	43
3. Vietnamese	38	3. Russian	71	3. Russian	53	3. Japanese	25	3. Brazilian	23	3. Philippine	14
Other	12.410	Other	24.550	Other	45.828	Other	21.885	Other	2.933	Other	168
<b>Total</b>	<b>12.633</b>	<b>Total</b>	<b>24.807</b>	<b>Total</b>	<b>46.068</b>	<b>Total</b>	<b>22.061</b>	<b>Total</b>	<b>3.171</b>	<b>Total</b>	<b>3.338</b>

Source: UWV (2010)

#### *Fewer residence permits for labour migration*

This paragraph explains a number of developments pertaining to residence permits that fall under labour migration. An essential comment that should be made in advance is that the developments in the number of TWV's reflect 'only' part of the influx of migrants into the labour market. There are namely migrants who have access to the labour market without being required to hold a residence permit. Think in this connection for example of Polish citizens. There are also migrants who have access to the labour market on the basis of a residence permit that is not labour-related (for example asylum seekers). There are also foreign nationals who work for less than three months and require a TWV for this purpose, but who do not require an MVV. These groups are not 'visible' in the figures concerning residence permits that fall under labour migration.

Residence permits that are granted with respect to labour are subdivided into the following categories *Work as an employee*, *Work on a self-employed basis*, *Work as a Highly Skilled Migrant* and *Work as a Researcher*.<sup>105</sup> (see also Table 29 in the annex) These are dealt with below.

#### *Work as an employee*<sup>106</sup>

After 1 May 2004, when the European Union was expanded with ten new countries (Cyprus, Malta and the eight MEE countries of Estonia, Latvia, Lithuania, Poland, Hungary, the Czech Republic, Slovakia and Slovenia), migrants from these new EU countries obtained easier access to the Dutch labour market. A transitional scheme did apply for the MEE countries until 1 May 2007, whereby a TWV combined with a labour market check was still required.<sup>107</sup> There has been full freedom of movement for workers of all countries of the EU-25 since 1 May 2007. The transitional scheme does still apply to countries that joined the EU effective 1 January 2007, i.e. Bulgaria and Rumania.

The group of migrants that were granted residence permits to work as an employee decreased in the period of 2005 to 2009, from well over 13,000 to slightly more than 2,500. The main reason was the fact that the new Member States joined the EU (Bulgarians and Rumanians no longer need residence permit either to perform work as employees, they do require a TWV). Other possible causes are the introduction of the Highly Skilled Migrants Scheme and the recent economic crisis.

When looking at nationality, the increase in the group of Chinese immediately catches the eye. In 2007, the Chinese made up 13% (522) of the total of residence permits granted for work as an employee, while this percentage grew to 25% (724) in 2008 and to 38% (989) in 2009 (see Table 5). A possible cause is the arrival of a growing number of Chinese companies in the Netherlands. LPMG reports that in 2008 more

<sup>105</sup> The category 'Work as a trainee/intern' is left out of consideration here, because it falls outside the scope of this study.

<sup>106</sup> INDIAC (2010). *2010 Trend Report Regular 2010*. Rijswijk: INDIAC

<sup>107</sup> They do not require a residence permit as EU citizens.

than 180 Chinese companies were active in the Netherlands and that this number is rising.<sup>108</sup> The Netherlands Foreign Investment Agency (NFIA) reported to the Ministry of Economic Affairs that, in 2009, half of the number of newly established foreign companies came from Asia; more than half of those came from China. These companies bring their experts from China to the Netherlands (on the basis of a residence permit 'work as an employee' and if possible also on the basis of the Highly Skilled Migrants Scheme). Another possible cause is the fact that the catering industry is 'flying in' Chinese staff, because the current potential Chinese employees have better perspectives on the labour market, while the demand for Chinese staff continues to exist in the catering industry.<sup>109</sup>

**Table 5: Top 5 nationalities with respect to granted initial residence applications 'Work as an employee', 2005-2009**

<sup>110</sup>

Nationality	2005	%	Nationality	2006	%	Nationality	2007	%	Nationality	2008	%	Nationality	2009	%
1. German	2.411	18	1. German	2.452	20	1. Polish	820	20	1. Chinese	724	25	1. Chinese	989	38
2. British	1.776	13	2. British	1.594	13	2. Chinese	522	13	2. American	413	14	2. American	238	9
3. French	790	6	3. Belgian	814	7	3. American	497	12	3. Japanese	227	8	3. Turkish	174	7
4. Polish	773	6	4. Italian	777	6	4. Japanese	264	7	4. Rumanian	197	7	4. Philippine	159	6
5. Portuguese	752	6	5. Portuguese	763	6	5. Rumanian	264	7	5. Philippine	134	5	5. Rumanian	139	5
Other	6.832	51	Other	5.578	47	Other	1.676	41	Other	1.168	41	Other	923	35
<b>Total</b>	<b>13.334</b>	<b>100</b>	<b>Total</b>	<b>11.978</b>	<b>100</b>	<b>Total</b>	<b>4.043</b>	<b>100</b>	<b>Total</b>	<b>2.863</b>	<b>100</b>	<b>Total</b>	<b>2.622</b>	<b>100</b>

Source: INDIAC (2010 Trend Report Regular)

#### *Work on a self-employed basis*<sup>111</sup>

The number of residence applications for work on a self-employed basis experienced a peak of 3,400 in 2008. Nearly 2,800 applications were granted. The number of applications still fluctuated between 2,000 and 3,000 in the period of 2005 to 2007. The peak of 2008 can be attributed to the fact that Rumania and Bulgaria joined the EU resulting in the fact that it became easier for their citizens to start an independent business in the Netherlands (see Table 6). A decrease in the number of applications occurred after 2008, which may have been prompted by the economic crisis.

**Table 6: Top 5 nationalities with respect to granted initial residence applications 'Work on a self-employed basis', 2005-2009**

Nationality	2005	%	Nationality	2006	%	Nationality	2007	%	Nationality	2008	%	Nationality	2009	%
1. Polish	527	48	1. Polish	641	52	1. Bulgarian	764	46	1. Bulgarian	2.244	81	1. Bulgarian	1.140	76
2. German	86	8	2. German	97	8	2. Polish	533	32	2. Rumanian	453	16	2. Rumanian	281	19
3. Hungarian	73	7	3. British	80	6	3. Rumanian	155	9	3. American	35	1	3. American	41	3
4. British	60	5	4. Slovakian	57	5	4. American	52	3	4. Canadian	5	0	4. Turkish	10	1
5. Slovakian	40	4	5. Bulgarian	52	4	5. Slovakian	47	3	5. Macedonian	4	0	5. Chinese	7	0
Other	319	29	Other	315	25	Other	115	7	Other	27	1	Other	23	2
<b>Total</b>	<b>1.105</b>	<b>100</b>	<b>Total</b>	<b>1.242</b>	<b>100</b>	<b>Total</b>	<b>1.666</b>	<b>100</b>	<b>Total</b>	<b>2.768</b>	<b>100</b>	<b>Total</b>	<b>1.502</b>	<b>100</b>

Source: INDIAC (2010 Trend Report Regular)

<sup>108</sup> KPMG (2009). *High growth markets, the position of the Netherlands as a business partner – Issue 2: China*. The Hague: KPMG.

<sup>109</sup> Vogels R., Geense P., Martens E (1999). *De maatschappelijke positie van Chinezen in Nederland*. Assen: Van Gorcum; B.R. Rijkschroeff (1998). *Etnisch ondernemerschap - De Chinese horecasector in Nederland en in de Verenigde Staten van Amerika*. Groningen: University of Groningen.

<sup>110</sup> After 2007, the Polish nationality does not appear in the table. This applies to the other EU nationalities as from 2006. This can be explained by the fact that as from 1 May 2006, Directive 2004/38/EC of the European Union on the right of citizens of the Union and their family members to move and reside freely within the territory of the Member States had been implemented in Dutch migration policy. As a result of this, the application procedures for the issue of an EU document for citizens of the EU/EEA, and Switzerland who wish to stay in the Netherlands for a period of more than three months has ceased to apply. Instead of this, it is sufficient for foreign nationals to register at the IND. Until 1 May 2007, a transitional scheme regarding the free movement of employees applied to citizens of the EU Member States that joined the EU on 1 May 2004, i.e. Estonia, Hungary, Latvia, Lithuania, Poland, Slovenia, Slovakia, and the Czech Republic (also referred to as the Middle and East European (MEE) countries) who relied on the EC Treaty. In connection with this transitional scheme, the application procedures for the issue of an EU document for foreign nationals from MEE countries continued to be in force until the same date.

<sup>111</sup> INDIAC (2010). *2010 Trend Report Regular 2010*. Rijswijk: INDIAC

### *Work as Highly Skilled Migrant*<sup>112</sup>

The number of residence applications on the basis of the Highly Skilled Migrants rose from approximately 2,000 to over 7,000 in the period of 2005 to 2008. The percentage of residence applications that were granted was about 95% on average. The increase in the number of applications is related, inter alia, to growing familiarity among employers and the increasing demand of the technological industry. The Scheme has also been increasingly expanded (scientific researchers, doctors in training to become specialists, and starting entrepreneurs were admitted to the Scheme).

In 2009, the number of applications dropped to less than 5,500, inter alia as a result of the economic crisis and the related reduced demand.

The Indian nationality holds the number one spot where work as a Highly Skilled Migrant is concerned, possibly because India has a large supply of IT specialists who speak English. In addition to India, the United States, Japan, China and Turkey are in the top 5 countries of origin of Highly Skilled Migrants.

### *Work as a researcher*<sup>113</sup>

The number of residence applications to reside in the Netherlands as a researcher increased from 270 to over 1,300 in the period of 2005 to 2009. At least 98% of these applications for residence permits are granted. One cause of the increase is the implementation of Directive 2005/71 of the Council of the EU, which simplifies the admission of researchers. Another cause may lie in the policy intensification of the Dutch government with respect to Research & Development (R&D). This is how the Netherlands complies with the Lisbon Strategy of the European Commission and the EU-2020 strategy to intensify R&D.<sup>114</sup>

Furthermore, policy of the Ministry of Education, Culture and Science with respect to the internationalisation of higher education is also an important factor.<sup>115</sup> A remarkable development is the rise in the number of researchers from China, who constitute an increasingly larger share of the researchers who come to the Netherlands. More than four million students graduate in China every year. A number of those who continue their studies abroad wind up in the Netherlands.

### *Highly Educated Migrants Scheme*

Since the introduction of the Highly Educated Migrants Scheme, 254 applications have been granted pursuant to this scheme, up to August 2010. Approximately 40 of the residence permits that were granted concerned applications with an MVV (third country nationals) and approximately 50 concerned applications without an MVV. The majority of applications that were granted, nearly 170, concerned persons who had previously resided in the Netherlands on the basis of a different purpose of stay and who submitted an application at a later time to change the purpose of stay and therefore came under the Highly Educated Migrants Scheme. The Scheme does not exclude Highly Educated Migrants, who already reside in the Netherlands, and who want to change their purpose of stay. It may happen, for example, that a Highly Skilled Migrant, who has lost his job, can extend his residence pursuant to the Highly Educated Migrants Scheme during the orientation year, on the basis of his talents.

### *Obstacles when filling the increasing number of vacancies*

The Netherlands also faces an immense challenge on the labour market: a structural manpower shortage.

The Commission on Labour Participation mentioned a record number of approximately 240,000 vacancies<sup>116</sup> (see Table 7) in 2008. The number of vacancies decreases after 2008. The consequences of the recession are becoming increasingly visible. Especially the construction, industry and business services sectors have undergone a decrease of employment since last year. The shift from a tight labour market to an ample labour market also entails a decrease in the number of vacancies that are (very) hard to fill.

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<sup>112</sup> INDIAC (2010). *2010 Trend Report Regular 2010*. Rijswijk: INDIAC

<sup>113</sup> INDIAC (2010). *2010 Trend Report Regular 2010*. Rijswijk: INDIAC

<sup>114</sup> Ministry of Economic Affairs (2009). *Kabinetsreactie op SER-advies Europa 2020: de nieuwe Lissabonstrategie*. The Hague: Ministry of Economic Affairs.

<sup>115</sup> See [www.rijksoverheid.nl/onderwerpen/onderwijs-en-internationalisering](http://www.rijksoverheid.nl/onderwerpen/onderwijs-en-internationalisering)

<sup>116</sup> Adviescommissie Arbeidsparticipatie. (2008) *Naar een toekomst die werkt*. Rotterdam: Commissie Arbeidsparticipatie.

This number was nearly halved in 2009 when compared with the previous year.<sup>117</sup> The consequence is that in 2009 only a quarter of the vacancies was (very) hard to fill. The number of outstanding vacancies was 113,000 in the first quarter of 2010.<sup>118</sup>

**Table 7: Vacancies by occupation 2006 and 2008 (x1000)**

	2006*	2008*
Elementary professions	19,0	19,4
Lower professions	52,2	60,7
Middle professions	77,3	91,1
Higher professions	43,2	50,0
Scientific professions	8,8	8,8
Profession unknown	-	7,5
<b>Total</b>	<b>200,5</b>	<b>237,5</b>

Source: Statistics Netherlands (CBS), Statline: 2010

\* Numbers in September of the calendar year

These vacancies are hard to fill because the current labour market has a number of bottlenecks, which continue to obstruct a higher level of labour migration. In 2008, the Labour Participation Advisory Committee issued a report on this matter on the instruction of the Minister of Social Affairs and Employment. A number of bottlenecks are explained below as these have been established by this Committee.<sup>119</sup>

- A group of 900,000 persons<sup>120</sup> have trouble finding employment for various reasons. They have no education or insufficient education, lack work rhythm or have an occupational disability when forces them into sheltered employment. In some cases, a situation of discrimination exists. A lack of motivation sometimes also plays a role, caused (among other reasons) by the fact that those seeking employment who do find work sometimes hardly make any (financial) progress. According to the Committee, the efforts to help these 900,000 individuals to find work prove to be insufficiently effective.
- Many employees, in particular women with and without children, work part-time; four out five women do so, versus one in five men. Part-time work is useful in helping individuals to combine work and free time, and fits in well with the Dutch vision of child raising. But women remain too long in small part-time jobs, according to the Committee, also when the children are older. The consequence is that the work force in the Netherlands works fewer hours when compared with other countries. Working hours, careers and the organisation of work are not geared towards the needs and careers of women, according to the Committee.
- The labour market does not work well for older persons (55+), according to the Committee. Parents are insufficiently deployable and often retire too early.<sup>121</sup> Labour mobility also strongly decreases in later years. Older employees change jobs or positions less often, which means that

<sup>117</sup> Ecorys (2009). *Vacatures in Nederland; de vacaturemarkt en personeelshervorming in beeld*. Amsterdam: UWV WERKbedrijf.

<sup>118</sup> See [www.CBS.nl](http://www.CBS.nl) (via [themas/arbeid-sociale-zekerheid/publicaties/arbeidsmarkt-vogelvlucht/korte-termijn-ontwikkeling](http://themas/arbeid-sociale-zekerheid/publicaties/arbeidsmarkt-vogelvlucht/korte-termijn-ontwikkeling))

<sup>119</sup> Adviescommissie Arbeidsparticipatie. (2008) *Naar een toekomst die werkt*. Rotterdam: Commissie Arbeidsparticipatie.

<sup>120</sup> This concerns persons who are available to the labour market: persons claiming unemployment benefits, persons on social assistance and those with partial occupational disabilities, but also a group of approximately 450,000 persons not receiving unemployment benefits (not entitled to benefits).

<sup>121</sup> For example: Only 14% of all persons aged over 55 who wind up claiming unemployment benefits find employment within one year.



they learn less. This reduces their deployability. The result is that only one out of three of all employees aged between 60 and 64 is employed.

- Education is insufficiently in line with the labour market, according to the Committee. Good education increases the chances of finding work. The problem is, however, that (vocational) education is insufficiently in line with the labour market. High school drop-out rates also play an important role in this context. One out of eight young persons leave their education without a basic qualification, therefore without an education that they will be able to use on the labour market, whereas employers precisely have a great need for well-educated employees. Moreover, the Netherlands has 1.5 million semi-literates who hardly have any access to the labour market.
- In the coming years, adaptability and the most effective deployment of the labour force by increasing labour productivity will be essential, according to the Committee. This requires, according to the Committee, greater investment in deployability. This applies especially to semi-educated and older employees, the groups where the largest unused labour potential is concentrated. This indicates that there is a structural problem in the Dutch labour market: regular employees are too inflexible and flexible employees (flex workers and self-employed workers without employees) are too flexible. There is too little investment in deployability for both groups. Regular employees have, according to the Committee, not enough incentive to remain deployable and to deal with new challenges. They are comfortable and secure in their position. Employers have no interest in investing in the deployability of flexible employees. This imbalance may be harmful for the motivation and productivity of the labour force.

Migration will not solve the significant labour shortage, according to the Commission on Labour Participation. The number of persons required by the Netherlands - and other European countries - for this purpose, is simply too large. Migration is often seen as a possible solution to future labour market problems. In that sense, the Committee considers migration useful, but not sufficient to make an essential contribution the structural labour market shortage that faces the Netherlands.

Sectors that will experience relatively large problems in finding employees in the coming period are the care industry, education and the technical and industrial occupations.<sup>122</sup> Bottlenecks in finding employees in these sectors could become visible in the number of issued TWV's for occupations that fall into these categories. It is noted in this context that the number of TWV's issued for certain occupations does not necessarily apply as an image for the sector as a whole. A larger number of TWV's issued may mean that there are larger shortages on the labour market. After all, TWV's are, generally speaking, only issued if no prioritised supply is available; a lower number of TWV's issued, by contrast, does necessarily mean that there is no or a smaller shortage on the labour market. It may also mean, for example, that there are no employees available abroad in these sectors.<sup>123</sup> A declining trend can be observed in the number of TWV's issued in the period 2004 - 2009 (see Figure 4) with respect to, for example, the occupations technical/technological consultancy and electronics assembly/repairs. This also applies to the care and therapy occupations in the care industry (see Figure 5). In addition to the economic crisis, a possible solution may lie in the fact that the demand for personnel in these sectors cannot be filled by migrants, which results in fewer TWV's to be issued. A decrease from 203 issued TWV's in 2004 to 125 in 2009, can also be observed for the category teaching/lecturing within the educational sector.<sup>124</sup> Apart from the fact that there may not be suitable migrants to fill the vacancies, it may also be the case that the required migrants enter the Netherlands as Highly Skilled Migrant and do not require a TWV.

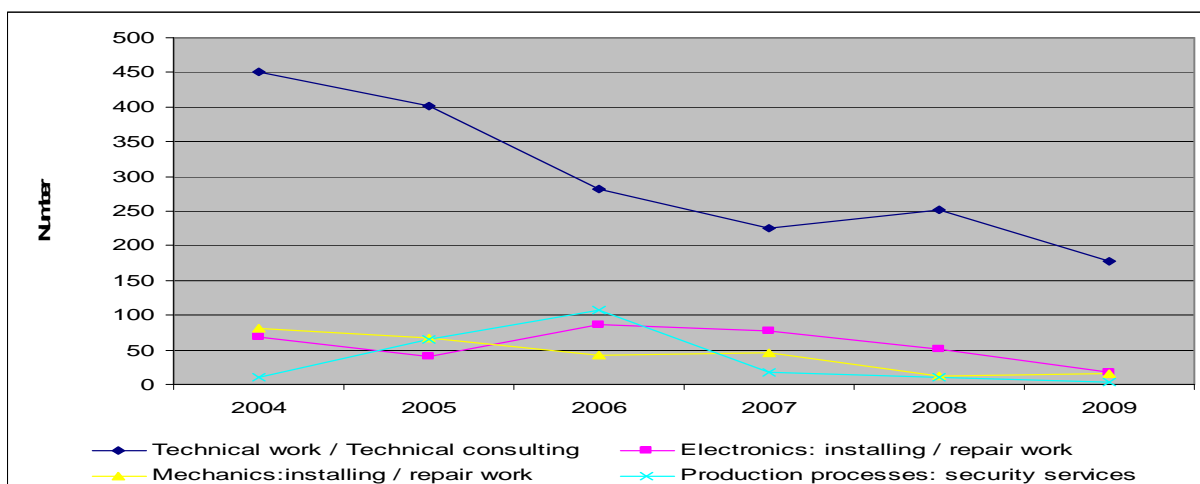
#### **Illustration 4: Number of TWV's granted 2004 - 2009 in technical and industrial occupations**

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<sup>122</sup> Research Centre for Education and the Labour Market (ROA). 2009. *De arbeidsmarkt naar opleiding en beroep*. Maastricht: Maastricht University.

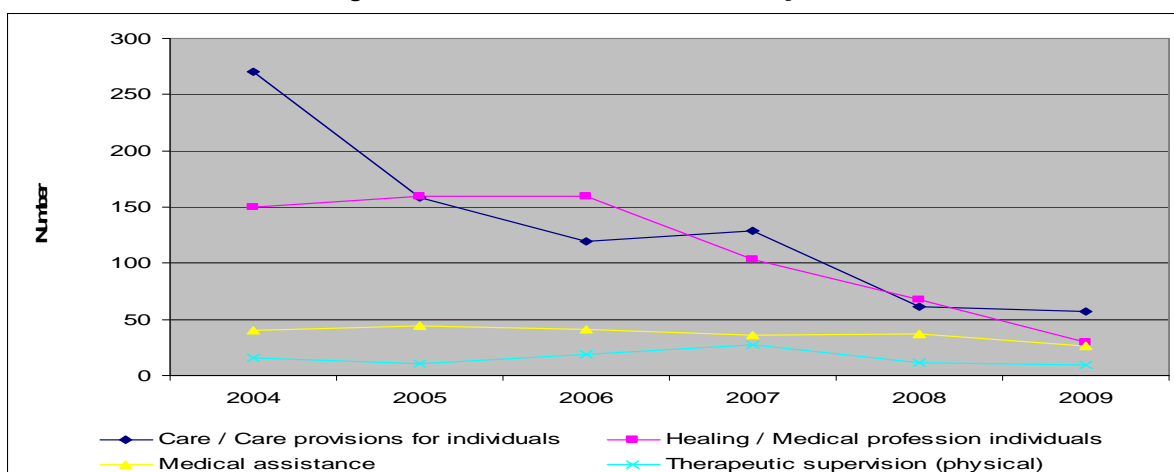
<sup>123</sup> Other causes may include the lapse of the TWV obligation for MEE residents, for service providers (freedom of movement of services whereby UWV is notified, but no TWV is required) and the Highly Skilled Migrants Scheme.

<sup>124</sup> See footnote 119. Another possible cause concerns the scheme for scientific researchers. Several additional exemptions for, inter alia, guest lecturers, were implemented in the Wav since 2004.



Source: UWV Werkbedrijf (2010)

**Illustration 5: Number of TWV's granted 2004 - 2009 in the care industry**



Source: UWV Werkbedrijf (2010)

### Illegal labour

Not only legal (labour) migrants play a role on the labour market; employers also deploy illegal migrants in dealing with shortages. In addition, legal migrants are sometimes put to work in an illegal fashion. The EU strives to combat illegal migration and in particular illegal labour.<sup>125</sup> The reason is that illegal labour entails several negative consequences. The failure to pay income tax constitutes a loss of income for the government. Failure to pay social security contributions leads to a loss of income for social security funds. Moreover, this may lead to unfair competition with bona fide employers and employees, including migrants who reside and work lawfully in the Netherlands.

In 2008, the WODC performed an investigation into illegal residence, and drew the following conclusions with respect to illegal labour. The cost aspect of legal employment is a reason for non-compliance with legislation and regulations in the field of legal employment.<sup>126</sup> Employing workers legally involves considerable labour costs. In addition, employers have to deal with a shortage of motivated legal workers. Employees who are residing illegally in the Netherlands will often perform work, against lower terms of employment and in worse working conditions, that legal residents seeking employment do not appear to be willing to do. The question of whether the fact that labour is being performed by illegal migrants is harmful or precisely necessary for Dutch society cannot be provided with an unambiguous answer, according to the WODC.

<sup>125</sup> Directive 2009/52/EC of the European Parliament and the Council of 18 June 2009 providing for minimum standards on sanctions and measures against employers of illegally residing third country nationals.

<sup>126</sup> WODC. (2008) *Illegaal verblijf in Nederland*. The Hague: WODC.

European and national developments with respect to the freedom of movement of workers influence the extent of illegal labour performed by illegal migrants.<sup>127</sup> A number of the migrants who were staying in the Netherlands illegally are now able to work and live in the Netherlands legally, inter alia as a result of the expansions of the European Union in recent years. Labour in the Netherlands that is performed by persons from the new EU countries does not, or no longer, constitute illegal labour by persons residing here unlawfully; these formerly illegal migrants may be replaced by illegal migrants from outside the EU. It is estimated that there were between 65,000 and 91,000 illegal residents active on the Dutch labour market in 2004. The Labour Inspectorate<sup>128</sup> discovered approximately 5,500 illegally employed foreign workers in 2006. Most were active in the catering, construction, agricultural and horticultural, retail and temporary employment sectors. 46% of those held the nationality of a MEE country; the remaining 54% came from, inter alia, China, Turkey and Bulgaria.<sup>129</sup>

### 3.2.2. Future situation

There is still great uncertainty about the future prospects of the Netherlands. The Netherlands faces several important challenges that play a significant role in the long-term economic perspectives. Examples of such challenges include the sustainability of social security, pensions and the environment. And furthermore, a shortage of workers on the labour market is expected for the period 2015-2035.<sup>130</sup> This shortage will probably manifest itself much sooner in certain sectors, for example the technological industry, according to a FME-CWM representative.

The following paragraphs provide an explanation of the forecasts that focus on the possible developments of the labour supply. These forecasts are not predictions, and do not provide an answer to future developments, but serve as explorations of possible scenarios. A description of the future situation in the Netherlands was mainly based on (periodical) publications of the CPB and CBS, because they are the leading agencies in the field of forecasts (expressed in figures). At the time of publication of this report, the CPB and CBS are preparing more recent forecasts, which could not, however, be included in this study.

#### *Ageing population*

All scenarios explored by the Netherlands Bureau for Economic Policy Analysis (CPB)<sup>131</sup>, show that the increasing ageing of the population puts pressure on the growth of the labour supply and on the relationship between the economically active citizens and those citizens who are not economically active. Increasing the labour participation of older people and women can reduce this pressure to a certain extent. It is an established fact that the baby boom generation<sup>132</sup> is ageing and the death rate is rising. The life expectancy of this generation is rising at the same time. The ageing of the population and the fact that there are fewer young people mean that the labour supply is growing slower than the entire population (an increasingly larger part will be retired when compared with the economically active citizens aged between 20-64).

**Table 8: Population forecast 2010 - 2025**

Age group	2010	%	2015	%	2020	%	2025	%
0 to 20 years	3.920.638	23.7	3.817.459	22.8	3.752.813	22.1	3.691.667	21.4
20 to 65 years	10.077.583	60.9	9.971.317	59.4	9.901.279	58.2	9.800.632	56.9
65 years and	2.538.203	15.3	2.990.500	17.8	3.359.712	19.7	3.728.876	21.7

<sup>127</sup> WODC. (2008) *Illegaal verblijf in Nederland*. The Hague: WODC.

<sup>128</sup> The Labour Inspection makes a contribution to the approach to illegal employment and underpayment. It does so by supervising compliance with the statutory rules: the Labour Act for Aliens and the Minimum Wage and Minimum Holiday Allowance Act. The basic principle of enforcement is that it focuses, on the basis of a risk analysis, mainly on the branches of industry and companies which entail increased risks and/or low compliance.

<sup>129</sup> Labour Inspectorate, 2007. *Graag volledige verwijzing*

<sup>130</sup> Adviescommissie Arbeidsparticipatie. (2008) *Naar een toekomst die werkt*. Rotterdam: Commission on Labour Participation.

<sup>131</sup> This concerns the scenarios Regional Communities, Strong Europe, Transatlantic Market and Global Economy. See also under the heading *Migration* further down in this paragraph.

<sup>132</sup> The generation born after the second world war (approximately 1945-1955).

older								
Size of the population	16.536.426		16.779.270		17.013.802		17.221.168	
Demographic pressure	68.3		68.3		71.8		75.7	

Source: Statistics Netherlands (CBS), Statline: 2010

**Table 9: Population forecast 2030 - 2050**

Age group	2030	%	2035	%	2040	%	2045	%	2050	%
0 to 20 years	3.722.788	21.4	3.775.883	21.6	3.797.444	21.7	3.778.692	21.7	3.747.181	21.6
20 to 65 years	9.555.617	55.0	9.308.894	53.3	9.194.447	52.6	9.263.679	53.2	9.347.060	53.9
65 years and older	4.102.079	23.6	4.384.735	25.1	4.481.995	25.6	4.375.478	25.1	4.248.746	24.5
Size of the population	17.380.474		17.469.512		17.473.888		17.417.848		17.342.986	
Demographic pressure	81.9		87.7		90.0		88.0		85.5	

Source: Statistics Netherlands (CBS), Statline: 2010

The above tables show a forecast of a progressively ageing population that will reach a peak around 2040; the age group between 20 - 65 will grow steadily from that point.

The demographic pressure reflects the group aged between 0 - 20 years and 65 years and older in relation to the group aged between 20 - 65 and consequently the relationship between the non-working and working part of population. The demographic pressure will be greatest around 2040; the non-working group will exert most pressure on the working group around that period.

#### *Shrinking labour force*

The potential labour force (persons aged between 20 and 65) has grown steadily in recent years. The ageing of the population means that the potential labour force will decrease by a million persons in the coming decades. The number that will be able to perform the work will become smaller. This will cause problems on the labour market if the volume of work remains constant. More work will have to be carried out by a smaller group of persons; structural shortages will arise on the labour market. The Labour Participation Advisory Committee predicted in 2008 that the Netherlands would have a shortage of 375,000 persons in 2015.<sup>133</sup> Said shortage may increase to 700,000 in 2040.

#### *Employment development by industrial sector*

It is expected that in 2013 there will be 220,000 fewer people working than in 2008.<sup>134</sup> This is nearly 3% of the active labour force in 2008. This means that employment will not have recovered from the economic crisis in 2013.

There have already been indications, especially in recent years, that there are more unemployed persons for a given supply of vacancies. It is expected that discrepancies will occur between the supply of unemployed persons and the demand in various segments of the labour market. These discrepancies could increase further in future.

The distribution across the various branches of industries will continue to shift, in particular from agriculture and industry to services and care. This shift is not new a phenomenon, but rather a process that has been going on for decades.

Agriculture is a shrinking sector; the demand for agricultural products is not increasing. Increasing labour productivity without an increase of sales results in a drop in employment.

There is, however, a different development apparent in the care industry. Care duties are hard to automate; the increase of labour productivity is relatively low. The increase of prosperity and the ageing of the population create increased demand in the care industry. Said demand, which is rising faster than

<sup>133</sup> Labour Participation Advisory Committee. (2008) Naar een toekomst die werkt. Rotterdam: Commission on Labour Participation. The prediction of this Committee concerning the labour shortages could change as a result of the effects of the crisis.

<sup>134</sup> Research Centre for Education and the Labour Market (ROA). 2009. *De arbeidsmarkt naar opleiding en beroep*. Maastricht: Maastricht University.

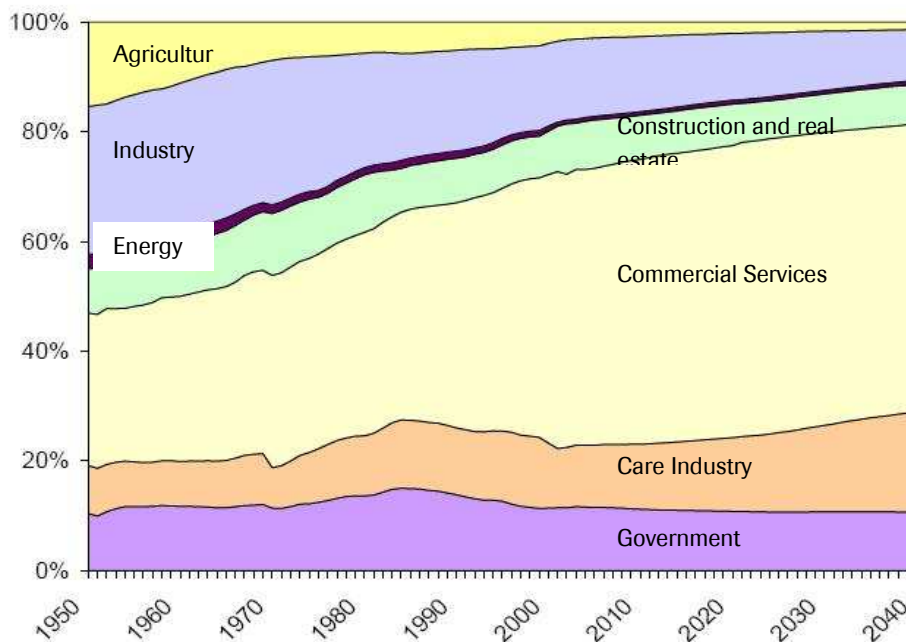
labour productivity, creates additional employment. Increased scale and mechanisation are also less suitable to be applied in services in other sectors such as education and personal and commercial services.

Industry is experiencing a significant increase in productivity, which is accompanied with a strong drop in prices. Contrary to the agricultural sector, this price decrease has significantly increased the demand. The consumption of industrial products, for example ICT products, has increased considerably. However, there are entire branches of industry (textile and leather industry) that have disappeared from the Netherlands as a result of foreign competition, particularly competition from low wage countries (outsourcing to India and China for example). This development is expected to continue in future. Industrial suppliers active in the Netherlands are relatively small companies that are active in so-called niche markets. Industry is a shrinking sector from the perspective of employment; there will be no expansion demand. A possible problem lies, however, in a high replacement demand, according to FME-NCW. Graduates from vocational education are entering into the industrial sector to a lesser extent. Process innovation in particular also creates an increase in the required competency levels. This may lead to a large qualitative discrepancy.

The main growth will be in the commercial services industry. This sector constitutes the fastest growing part of Dutch export, in which products that are commercially attractive on the international market play an important role. Significant improvements in productivity will become possible through the application of ICT techniques. The decreasing need for direct contact between manufacturer and consumer makes it possible to manufacture products remotely.

The illustration below reflects a scenario of the share in employment by branch of industry.

**Illustration 6: Share in employment by branch of industry 1950 - 2040**



Source: Netherlands Bureau for Economic Policy Analysis (CPB): 2004a

Illustration 6 reflects the development of employment by branch of industry in the Netherlands since 1950. It also charts the expected development until 2040 on the basis of various scenarios. The decreasing share of the agricultural sector and industry and the growing share of commercial services and care are clearly visible. Apart from the care industry, employment will also increase in the short term at the government, in education and the real estate industry (see Table 10), according to the research Centre for Education and the Labour Market.<sup>135</sup>

<sup>135</sup> Research Centre for Education and the Labour Market (ROA). 2009. *De arbeidsmarkt naar opleiding en beroep*. Maastricht: Maastricht University.

**Table 10: Development of the number of working persons per branch of industry 2004 - 2008, and the forecast for the average growth 2009 - 2013 by branch of industry**

Branched of industry	Average number of working persons 2007-2008	2004-2008	2009-2013
		%	%
Agriculture and fishing industry	191.000	-3,7	-2,7
Food	131.500	-2,5	-1,3
Chemistry	117.000	-1,2	-2,2
Metal and electrical engineering	319.500	-1,5	-3,9
Other industry	359.500	-1,1	-1,5
Energy	59.500	6,6	-0,9
construction	500.000	1,5	-0,8
Exploitation of real estate	74,500	4,5	0,8
Trade and repair	947.000	-2,1	-0,9
Transport	326.500	1,4	-1,2
Communication	122.500	1,1	-0,8
Bank and insurance sector	242.000	-1,9	-1,9
Catering and business services	1.403.500	1,1	-1,4
Health care	1.148.500	2,5	2,0
Government and Education	1.015.000	1,2	1,0
Total (including other)	7.334.500	1,1	-0,6

Source: ROA/CBS/CPB/EIM: 2009

The Indicator of Future Bottlenecks in Employment by Profession (ITKB) quantifies the recruitment problems in the various professional groups (see Table 11). The ITKB provides a value between 0 and 1, which provides insight into the extent to which employers will encounter problems in filling the required vacancies, taking into account the supply and demand relationships for the various education types. A lower indicator indicates that the bottlenecks in recruiting staff are greater; an indicator closer to 1 indicates that employers will experience fewer problems in recruiting their employees. The latter two columns of the tables show the percentage of working persons in respect of which employers can expect problems, varying from a reasonable percentage to a significant percentage.

The bottlenecks involved in finding personnel in the period up to 2014 will remain significant for professions in education and care. In education, this mainly concerns teachers, educational employees, educationalists and pedagogues. Problems arise in education as a result of a high replacement demand when compared with the number of graduates. In the care industry, the bottlenecks involved are related to a large expansion demand; the need for care is increasing. Bottlenecks occur in finding (trainee) nurses, therapists, medical analysts and departmental heads within care institutions. The increase in employment in care and the large turnover in the lower side of the labour market lead to significant bottlenecks in the lower levels of the care and service related occupations. This relates more to positions such as nurses, auxiliary and care staff.

In addition to the care industry and education, major bottlenecks are also expected in many lower and middle technical and industrial occupations. At the higher level, the bottlenecks when finding employees are less serious, with the exception of some categories such as technical analysts, natural scientists, electronic designers and company heads.

**Table 11: ITKB classification by professional class and percentage of working persons by classification of the Indicator of Future Bottlenecks in Employment by Profession until 2014**

Professional class	ITKB	ITKB classification	(Nearly) no bottlenecks %	(Very) significant bottlenecks %
Medical and paramedical professions	0,761	large	0	100
Pedagogical professions	0,803	large	23	76
Professions in the care and service industries	0,832	large	10	75
Technical and industrial professions	0,854	large	27	39
Socio-cultural professions	0,882	Practically none	79	21

Economic and administrative professions	0,889	Practically none	80	18
Creative professions	0,899	Practically none	87	13
Public order and security professions	0,862	Some	7	7
IT professions	0,905	Practically none	71	0
Agricultural professions	0,880	Some	48	0
Professions in transport	0,874	Some	10	0
Total (including other)			41	40

Source: ROA: 2009

#### *Development of employment by professional class*

Employment in creative professions (especially among interpreters, translators, writers and linguists), the agrarian professions and the technical and industrial professions, decreased between 2004 and 2008 (see Table 12). Production methods that cut down on labour played a role with respect to the latter two. Employment in pedagogical professions, (para)medical professions, and profession in the care and service industries will increase between 2008 and 2014. The latter two grow in particular by the structurally increasing need for care as a result of the ageing of the population. In pedagogical occupations growth is limited after years of significant growth. The number of students in primary education, secondary education and senior secondary vocational education hardly decreases or increases. Only higher education is awaiting a large increase in the number of students. The very significant growth of the socio-cultural professions (labour mediators, personnel officers, researchers) from 2004 to 2008 is striking. The economic crisis is expected to bring about a major decrease in employment in this group, however.

It is expected that the growth of employment for all other professional classes will be lower than in the previous period.

**Table 12: Development of the number of working persons per professional class 2004 - 2008, and the forecast for the average growth 2009 - 2013 by professional class**

Professional class	Average number of working persons 2007-2008	2004-2008 %	2009-2013 %
Pedagogical professions	397.000	2,0	0,1
Creative professions	148.500	-0,9	-1,7
Agricultural professions	226.500	-2,8	-1,8
Technical and industrial professions	1.385.000	-0,2	-0,9
Professions in transport	419.000	0,7	-1,0
Medical and paramedical professions	441.500	0,4	1,9
Economic - administrative professions	2.113.000	1,3	-2,1
IT professions	265.000	0,9	-1,7
Socio-cultural professions	303.000	7,6	-0,7
Professions in the care and service industries	1.293.500	1,8	0,3
Public order and security professions	129.000	1,2	-0,2
Total (including other)	7.334.500	1,1	-0,6

Source: ROA: 2009

#### *Employment development by educational level*

Table 13 reflects the realised growth in employment and the expected expansion demand by educational level. During the past period the development of employment was only negative for unskilled employees and employees with a Preparatory Secondary Vocational Education (*VMBO*) and Senior General Secondary Education (*HAVO*) / University Preparatory Education (*VWO*) diploma. Employment increased significantly at the Higher Professional Education (*HBO*) and the Academic Higher Education (*WO*) levels. In the coming period, the expansion demand will be negative at all educational levels. The decrease is somewhat less serious only at the Senior Secondary Vocational Education (*MBO*). This is

caused by the fact that the expected demand for expansion in care and welfare at the Senior Secondary Vocational Education level is positive. The employment of graduates from Senior Secondary Vocational Education grew less than that of graduates of Higher Professional Education and Academic Higher Education, but in the coming years the decrease among those who have attended Senior Secondary Vocational Education will be less than among those who have attended higher education.

**Table 13: Development of the number of working persons by educational level 2004 - 2008, and the demand for expansion by educational level 2009 - 2013, average annual percentages**

<b>Educational level</b>	<b>Average number of working persons 2007-2008</b>	<b>2004-2008 %</b>	<b>2009-2013 %</b>
Primary education services	350.000	-2,0	-0,6
VMBO	1.377.000	-0,1	-0,7
HAVO/VWO	619.500	-1,0	-0,7
MBO	2.563.000	0,7	-0,2
HBO	1.572.000	3,9	-0,6
WO	755.000	3,3	-0,5
Total (including other)	7.334.500	1,1	-0,6

Source: ROA: 2009

### *Migration*

Mobility is decreasing, both nationally and internationally. After all, employers will focus less on international recruiting efforts if demand is decreasing; those looking for work will have fewer possibilities of finding work in another country. If unemployment increases, migration - as regards the national image - will decrease.<sup>136</sup> Migration from European countries seems to be particularly sensitive to cyclical movements and to be strongly related to unemployment in the Netherlands. The expectation is that immigration in 2011 will increase when compared with 2010. It is expected that immigration will decrease strongly in the years to come.

In order to better understand the forecasts of the CPB, four scenarios for future images of Europe used by the CPB<sup>137</sup> are explained here, namely Regional Communities, Strong Europe, Transatlantic Market and Global Economy. Each of these scenarios has a number of characteristics that are specific to it.

#### *Scenario 1: Regional Communities*

Regional Communities are characterised, inter alia, by countries that are very attached to their own sovereignty. The EU does not implement institutional reforms, and the economic growth is small. In this context, a restrictive migration policy applies. The low economic growth makes it less attractive to foreign labour migrants from third countries to settle in the Netherlands.

#### *Scenario 2: Strong Europe*

Strong Europe concerns a Europe that is an influential economic and political player with room for reform. These reforms mean that the economic growth and the increase of labour productivity is higher than in Regional Communities. Family reunification can play a major role in Strong Europe. In this scenario Turkey will have joined the EU and migration will increase.

#### *Scenario 3: Transatlantic Market*

Countries solve their problems at the national level in the Transatlantic market scenario. The government emphasises citizens' own responsibility. There are cutbacks on social security, the increase in labour productivity and economic growth are significant. Migrants from third countries are admitted

<sup>136</sup> Research Centre for Education and the Labour Market (ROA). 2009. *De arbeidsmarkt naar opleiding en beroep*. Maastricht: Maastricht University. In the period 1995 - 2001, the number of unemployed persons in the Netherlands decreased, resulting in a strong increase in the number of migrants from 10,000 to 20,000.

<sup>137</sup> CPB (2004). *Vier vergezichten op Nederland: productie, arbeid en sectorstructuur in vier scenario's tot 2040*. The Hague: CPB.

CPB (2004). *Arbeidsaanbod in de lange termijn scenario's voor Nederland*. The Hague: CPB.

CPB (2005). *Werkgelegenheid en toegevoegde waarde per bedrijfstak, 2001-2020 en 2021-2040*. The Hague: CPB.



to a lesser extent, while the influx will consist mainly of EU migrants. Policy with respect to labour migration is selective in this scenario. This scenario also comprises a preference for highly educated persons and few possibilities for family migration.

#### *Scenario 4: Global Economy*

The EU expands further to the east in Global Economy. The increase in labour productivity receives an extra boost from global economic integration. Material prosperity is highest in this scenario. And finally, in Global Economy the labour migrants will have a greater opportunity to settle in the EU subject to the condition that they have favourable labour market prospects. The Netherlands will have a high migration balance in this scenario.

The migration balance will differ significantly between the various scenarios, from 8,000 in the case of Regional Communities to 54,000 in the case of Global Economy. The difference in population size between these two scenarios will be nearly 2 million persons after 40 years.

The role of migration in countering the expected labour shortages in the Netherlands is fairly limited. As described above in Chapter 2, the shortage of workers will, in first instance, be minimised by national efforts. Think in this context for example of higher labour participation and better alignment of education and the labour market<sup>138</sup>, assuming that qualitative discrepancies can be overcome. In addition to the deployment of national policy, temporary labour migration, in the form of circular migration, can play a supplementary role.<sup>139</sup>

In 2009, the ACVZ issued an advisory report to the government concerning the further elaboration of labour migration policy. Three considerations are, according to the ACVZ, important to the success of sound labour migration policy. Firstly, the temporary nature of temporary labour migration plays a role. The return of migrants to their country of origin is indeed a complex subject, but it has to be guaranteed, according to the ACVZ. Secondly, the principle of equal treatment is of primary importance as regards, for example, employment conditions. Thirdly, temporary labour migration with a more long-term nature should be studied as a labour market instrument and tested for its added value. How these considerations are elaborated in practice still has to crystallise. The next EMN theme study of 2010 with respect to circular migration deals with this in more detail.

The ACVZ furthermore suggested to form an institute that is charged with making (semi) annual migration proposals.<sup>140</sup> The proposals should deal, inter alia, with numbers, conditions, countries of origin and financial parameters. This concerned a demand-driven system; the market indicates in which sectors employees are required, when and for how long. Another part of the proposal is that the migration flows have to be analysed annually in order to assess whether the system is operating properly. It is still uncertain whether there is political support for the above measures.

### 3.2.3. Analysis of trends and relevant developments

The Dutch labour market faces several major challenges with respect to the filling of outstanding vacancies despite the increased unemployment. There are not only qualitative discrepancies (for example matching the available supply of persons seeking employment with the offer of jobs), but there are also quantitative discrepancies (a shortage of manpower). This shortage manifests itself mainly in healthcare and the services industry. In addition to these sectors, employment will increase at government services, education and immovable property. An explanation for the existence of shortages in these sectors is that the work that has to be performed is not suitable to far-reaching automation. Customisation and personal contact with the 'client' still play a significant role. This is contrasted by the fact that the demand for products from these sectors does not decrease.

Labour shortages in these sectors are countered in first instance by means of national measures. Examples include better alignment between education and the labour market, and an increased

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<sup>138</sup> Labour Participation Advisory Committee. (2008) *Naar een toekomst die werkt*. Rotterdam: Commission on Labour Participation.

<sup>139</sup> Advisory Committee on Migration Affairs (ACVZ). (2009) *Tijdelijke arbeidsmigratie 2015 – 2035*. The Hague: ACVZ.

<sup>140</sup> Advisory Committee on Migration Affairs (ACVZ). (2009) *Tijdelijke arbeidsmigratie 2015 – 2035*. The Hague: ACVZ.

participation of (highly educated) of women in the labour market. Migration is seen as an addition to these national measures. In that sense, there is currently no active role for migration in countering labour shortages. Aliens policy contains several possibilities for migrants to perform work in this country (for example on a self-employed basis or as a Highly Skilled Migrant); it is monitored by means of the Wav that the work performed by them fits within the legal frameworks. No specific policy has been developed, however, to proactively attract labour migrants to fill labour shortages in certain sectors. Dealing with the current shortages is effected by offering a wider access to such vacancies. As reported in paragraph 3.2.2., the ACVZ furthermore suggested to form an institute that is charged with making (semi) annual migration proposals. It is still uncertain whether there is political support for the above measures.

The expansion of the EU in 2004 and 2007 has led to a larger labour potential from, in particular, the Middle and Eastern European countries that may be able to deal with labour shortages in the Netherlands. The presence of a large number of Polish persons in the construction and the agriculture and horticulture sector are examples of the above. It is not likely that this group of labour migrants from other EU Member States can, in the long term, meet the demand for workers.<sup>141</sup> Firstly, differences in levels of prosperity are becoming smaller within the EU. As this difference decreases, migrants are more inclined to return to their country of origin. At the same time this group is not being replaced by new (temporary) labour migrants from those countries. Secondly, many European countries have had to deal with the problems of an ageing population and/or decrease of the population, which creates competition between countries. And thirdly, from the perspective of language, it is more attractive to migrate to a country where a more 'commonly known language' is spoken (especially English and to a lesser extent German, French and Italian). Failure to provide the labour market with employees from within the EU means that ultimately labour migrants from third countries have to be found. This concerns migrants from, for example, countries in South America, Asia and Africa.

There have been pilots in current migration policy to bring care personnel to the Netherlands from, inter alia, the Philippines and South Africa. These pilots proved unsuccessful. Currently, pilots in the field of labour migration are being performed in cooperation with South Africa and Indonesia (see also Chapter 4).

If and to what extent these labour migrants from third countries return to their country of origin after they have temporarily performed work in the Netherlands is not yet known.

In addition to legal labour by migrants, illegal labour by illegal and legal migrants is still occurring. When explaining their reasons for resorting to illegal employment, employers primarily stated that recruitment of motivated employees is very difficult. The cost aspect also plays a role; legal employment (with all related contribution payments) will lead to a higher cost item than 'undeclared' payment of illegal workers. Most illegal workers discovered by the Labour Inspectorate were active in the catering, construction, agricultural and horticultural, retail and temporary employment sectors. The extent to which they have an impact on the Dutch labour market has not been demonstrated.

With respect to the demand for expansion of the educational level per working person, it was shown that the demand for persons with an HBO or a WO diploma has risen significantly in the recent period. This demand is decreasing strongly, however. Contrary to these two groups, the group of MBO graduates grew at a slower rate, but the decrease of the demand for expansion up to 2014 is less significant. An explanation for the above is that employment at MBO level continues to grow in some sectors, for example in the care industry. In addition, the demand for replacement linked to rising competency levels also plays a large role.

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<sup>141</sup> Advisory Committee on Migration Affairs (ACVZ). (2009) *Tijdelijke arbeidsmigratie 2015 – 2035*. The Hague: ACVZ.

## 4. Cooperation with third countries

Cooperation with third countries in the field of labour migration is at present not at an advanced stage in the Netherlands. Practical experiences are based on so-called 'try outs' in the form of pilot projects; the frameworks concerning cooperation with third countries in the field of labour migration have not been definitively outlined. Several small pilots were performed in the care industry around 2002. This chapter briefly reports on the experiences so far.

A number of pilots were announced in the 2008 International Migration and Development Policy Memorandum that focus on cooperation with third countries. A pilot that is currently being performed comprises cooperation with South Africa and Indonesia in the field of labour migration. The next theme study for 2010 of the EMN into Circular Migration will deal more extensively with this subject.

### 4.1. Experiences with labour migration in the care industry

Experience with 'bringing in' personnel from abroad (Poland, the Philippines, South Africa) in the care industry was previously gained. None of the previously performed projects was successful. This was related to the unreliability of intermediaries, and misunderstandings about salary, about educational levels and the professional experience of labour migrants. Cultural differences and language problems proved insurmountably large.

The pilot project with Polish nurses is explained below by way of illustration. This project ran from January 2003 to December 2004. The Netherlands had a shortage of nurses, while Poland had an excess.<sup>142</sup> Polish nurses were allowed to stay in the Netherlands for a maximum period of two years. The nurses received a previous education in Poland prior to their arrival in the Netherlands. A language test also had to be passed.

A total of approximately 91 Polish nurses worked in the Netherlands. 19 of those returned after two years. This was caused by the fact that Poland became a Member State of the EU during the course of the project, which meant that this group of labour migrants was not obliged to return. The principle of the freedom of movement of workers did not yet apply, however. The Polish could only stay in the Netherlands if their employment contract had been extended. They ultimately worked at a lower level in the care industry than the level for which they had been trained, because their diplomas were not recognised.

#### *Recruitment vs. brain drain in the care industry*

As regards the recruitment of personnel in the care industry, the Netherlands promotes acceptance of an international code of conduct of the World Health Organisation (WHO).<sup>143</sup> This code can create a framework at a global level within which the recruitment of care workers from developing countries remains ethically responsible. It has also been proposed to make private care institutions also subject to the code. In addition, the Netherlands is setting up a separate fund for training domestic specialised hospital staff in order to prevent more hospitals from being forced to recruit medical specialists from countries outside the EU.<sup>144</sup> This is intended to generate an ample supply of specialists. The scope of this fund has not yet been established. It may provide a new instrument for development aid and it could be an instrument to prevent brain drain in the long term.

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<sup>142</sup> Pool, C.M. , 'Vreemde handen aan het bed. De werving van Poolse verpleegkundigen in Nederland', *Migrantenstudies* (20) 2004/3, p. 130-144.

<sup>143</sup> Parliamentary Papers II, session year 2009-2010, 29 282, no. 96.

<sup>144</sup> Think in this connection of operating room assistants from India.

## 4.2. Cooperation with South Africa and Indonesia

Within the context of migration and development policy, the Netherlands recently started a pilot whereby labour migrants who had attended high school live<sup>145</sup> and work in the Netherlands ('learning on the job'). The Netherlands works together with South Africa and Indonesia in this pilot. The pilot started on 1 December 2009 and will end on 30 November 2012.<sup>146</sup> The group of participating labour migrants will be able live and work in the Netherlands for a maximum period of two years.

Selection for specific occupations took place on the basis of meetings involving UWVWerkbedrijf, entrepreneurs and international employment agencies, which took into account the rapidly changing demand side of the labour market. The meetings showed that there are labour shortages in the metal industry (ship and machine building), food industry, agribusiness and logistics.

Return to the country of origin plays a significant role in the pilot. Labour migrants can use the work experience they have gained to strengthen their labour market position or to start their own business after their return. The pilot encourages labour migrants to develop increased self-sufficiency and to maximise their individual development. The Cabinet hopes that this will prevent poverty and brain drain in the long term. It will make a contribution to the sustained development of their country of origin and consequently to the objectives of the Dutch government in the field of development cooperation. The pilot is intended to broaden and intensify Dutch cooperation with countries of origin. As announced above, the next theme study for 2010 of the EMN into circular migration will deal with this pilot in greater detail.

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<sup>145</sup> This concerns a maximum of 200 labour migrants.

<sup>146</sup> Parliamentary Papers II, session year 2009-2010, 30573, no.52.

## 5. Concluding observations

This report focuses on the question regarding the extent to which Dutch (labour) migration is successful, in view of the approach to bottlenecks on the labour market. It turns out that this question is not easy to answer on the basis of the information gathered. Various factors play a role in this context.

Firstly, it became clear in Chapter 2 that the Netherlands, as regards the middle and lower segment pursues a (largely) reactive - demand-driven - labour migration policy. Vacancies can only be filled with labour migrants from third countries if the supply of labour within (the Netherlands and) the EU/EEA is insufficient. This labour market check is a process that takes place at the micro level. Each separate vacancy is checked, instead of checking by professional sector. Dutch labour migration policy in that respect therefore does not focus on solving labour shortages at the macro level. These solutions are mainly sought in national policy measures. Examples of this are improving alignment between education and the labour market and increasing the labour participation of (highly educated) women, older people and persons of foreign heritage who have settled in the Netherlands. Migration is viewed as the closing element of labour market policy. This is different for the top segment of the Dutch labour market. Policy for this segment is mainly inviting.

The economic recession also plays a role. The construction, industry and business services sectors, in particular, have experienced a clear decrease in employment since last year. The shift from a tight labour market to an ample labour market also entails a decrease in the number of vacancies that are (very) hard to fill. This number was nearly halved in 2009 when compared with the previous year. The consequence is that in 2009 only a quarter of the vacancies were (very) hard to fill.<sup>147</sup> Dutch labour shortages are therefore (temporarily) smaller than before. Moreover, it became clear in paragraph 2.1.2. that the crisis had a relatively hard impact on non-Western persons of foreign heritage. The above may influence the labour participation of (labour) migrants. It has to be borne in mind that this is not statistical fact. The first signs of the growing labour shortages are already visible.

The available figures show that the percentage of third country nationals on the Dutch labour market is relatively small. Only approximately 2.5% of the total Dutch labour force has the nationality of a third country. It is remarkable that the share of third country nationals in the *semi-educated* segment of the labour force is relatively high (approximately 6%). In addition, the labour migration flows in respect of which figures are available are relatively low when compared to the Dutch labour market. Moreover, these flows are decreasing. The economic recession may provide an explanation in this connection as well.

It is remarkable, however, that according to CBS figures the percentage of migrants from third countries (as well as EU citizens) in the active labour force has been reasonably stable in the last three years (see 3.2.1.). Possible explanations are the fact that certain sectors (such as the construction industry) were not confronted by the consequences of the crisis until last year, and the fact that certain other sectors (such as the care industry) are 'crisis proof'.

When looking at the development within the top segment of the Dutch labour market, the following is worth reporting. The choice of the Netherlands to relax the admission of Highly Educated Migrants was in first instance prompted by a 'knowledge shortage' rather than a labour shortage. The significant increase in the number of Highly Skilled Migrants in the course of the years would suggest that this scheme satisfies a need of the Dutch labour market. This increase is, however, not reflected in the percentage of third country nationals among the Dutch labour force (Table 1). Possible explanations include the economic recession (which caused the loss of jobs other than those of Highly Skilled Migrants) and the relatively small number of Highly Skilled Migrants when compared with the total share third country nationals in the higher segment of the Dutch labour force.

It is expected that in the near future the number of vacancies that are hard to fill or that cannot be filled will increase again. In particular the (para) medical sector, the services industry, government services, education, the technological industry and the real estate sector will face this problem. The Netherlands aims to deal with these (future) shortages with the existing (and future) Dutch and European labour potential. It is hard to predict at this time to what extent there will be a future role in this context for

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<sup>147</sup> Vacatures in Nederland; de vacaturemarkt en personeelsswerving in beeld, UWV WERKbedrijf, November 2009.

migrants from third countries. The Cabinet has not yet responded to the ACVZ advice with respect to temporary labour migration to deal with labour shortages. Previous Dutch experiences with temporary labour migration (in the care industry) were not positive. Experiences with the Circular Migration pilot project may be different, partly in view of the choice in this project for sectors other than the care sector. Time will tell.

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# ANNEXES

**Table 1: Stock of workers by main category of Employment in 2004, x 1000**

Main categorisation	Total employment			Netherlands				EU-14 nationals				EU-10 nationals				EU-2 nationals				Third country nationals			
	Male	Female	Total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total
A. Highly skilled	1317	953	2270	1278	928	2207	97,2	18	10	28	1,2	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	21	14	34	1,5
B. Skilled	1869	1537	3406	1787	1483	3270	96	24	17	41	1,2	<1,5	2	2	0,1	<1,5	<1,5	<1,5	x	57	34	91	2,7
C. Low skilled	379	335	714	345	310	656	91,8	5	5	10	1,4	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	28	19	47	6,6
D. Seasonal workers	794	643	1437	768	621	1388	96,6	12	13	25	1,7	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	13	9	22	1,6
<b>TOTAL</b>	4359	3469	7827	4178	3343	7521	96,1	59	45	104	1,3	<1,5	4	5	0,1	<1,5	<1,5	2	0	119	76	195	2,5

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).

**Table 2: Stock of workers by main category of Employment in 2005, x 1000**

Main categorisation	Total employment			Netherlands				EU-14 nationals				EU-10 nationals				EU-2 nationals				Third country nationals			
	Male	Female	Total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total
A. Highly skilled	1278	930	2208	1241	904	2145	97,1	18	11	29	1,3	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	19	14	33	1,5
B. Skilled	1891	1583	3474	1816	1535	3350	96,4	25	16	41	1,2	<1,5	2	3	0,1	<1,5	<1,5	<1,5	x	49	29	78	2,2
C. Low skilled	392	345	737	363	323	687	93,2	3	4	7	0,9	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	25	17	42	5,7
D. Seasonal workers	788	657	1445	763	632	1396	96,6	15	14	29	2	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	10	10	20	1,4
<b>TOTAL</b>	4350	3515	7864	4184	3394	7578	96,4	61	45	106	1,3	2	5	7	0,1	<1,5	<1,5	<1,5	x	103	69	172	2,2

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).

**Table 3: Stock of workers by main category of Employment in 2006, x 1000**

Main categorisation	Total employment			Netherlands				EU-14 nationals				EU-10 nationals				EU-2 nationals				Third country nationals			
	Male	Female	Total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total
A. Highly skilled	1279	974	2253	1244	945	2188	97,1	15	12	27	1,2	<1,5	2	2	0,1	<1,5	<1,5	<1,5	x	20	15	35	1,6
B. Skilled	1890	1585	3475	1810	1531	3342	96,2	24	19	43	1,2	<1,5	2	4	0,1	<1,5	<1,5	<1,5	x	54	32	87	2,5
C. Low skilled	419	353	772	389	328	717	92,9	3	5	8	1	<1,5	<1,5	2	0,2	<1,5	<1,5	<1,5	x	25	19	45	5,8
D. Seasonal workers	789	687	1475	765	662	1426	96,7	14	14	28	1,9	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	9	9	18	1,2
<b>TOTAL</b>	<b>4376</b>	<b>3599</b>	<b>7976</b>	<b>4208</b>	<b>3466</b>	<b>7674</b>	<b>96,2</b>	<b>57</b>	<b>50</b>	<b>107</b>	<b>1,3</b>	<b>2</b>	<b>6</b>	<b>8</b>	<b>0,1</b>	<b>&lt;1,5</b>	<b>2</b>	<b>2</b>	<b>0</b>	<b>109</b>	<b>76</b>	<b>184</b>	<b>2,3</b>

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).

**Table 4: Stock of workers by main category of Employment in 2007, x 1000**

Main categorisation	Total employment			Netherlands				EU-14 nationals				EU-10 nationals				EU-2 nationals				Third country nationals			
	Male	Female	Total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total
A. Highly skilled	1307	1030	2337	1272	996	2268	97,1	17	15	32	1,4	<1,5	2	2	0,1	<1,5	<1,5	<1,5	x	18	17	35	1,5
B. Skilled	1894	1622	3516	1814	1568	3381	96,2	22	18	39	1,1	<1,5	3	4	0,1	<1,5	<1,5	<1,5	x	57	34	90	2,6
C. Low skilled	415	371	786	383	344	727	92,6	5	5	11	1,4	<1,5	2	2	0,2	<1,5	<1,5	<1,5	x	26	19	46	5,8
D. Seasonal workers	828	705	1532	799	679	1478	96,4	15	14	29	1,9	<1,5	<1,5	2	0,1	<1,5	<1,5	<1,5	x	12	10	22	1,5
<b>TOTAL</b>	<b>4444</b>	<b>3727</b>	<b>8171</b>	<b>4267</b>	<b>3587</b>	<b>7854</b>	<b>96,1</b>	<b>59</b>	<b>52</b>	<b>111</b>	<b>1,4</b>	<b>3</b>	<b>8</b>	<b>10</b>	<b>0,1</b>	<b>&lt;1,5</b>	<b>&lt;1,5</b>	<b>2</b>	<b>0</b>	<b>114</b>	<b>79</b>	<b>193</b>	<b>2,4</b>

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).

**Table 5: Stock of workers by main category of Employment in 2008, x 1000**

Main categorisation	Total employment			Netherlands				EU-14 nationals				EU-10 nationals				EU-2 nationals				Third country nationals			
	Male	Female	Total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total
A. Highly skilled	1345	1048	2393	1310	1016	2326	97,2	16	14	31	1,3	<1,5	2	2	0,1	<1,5	<1,5	<1,5	x	18	16	34	1,4
B. Skilled	1881	1669	3550	1799	1616	3415	96,2	22	19	40	1,1	<1,5	3	4	0,1	<1,5	<1,5	<1,5	x	59	31	90	2,5
C. Low skilled	411	363	774	377	332	710	91,7	4	5	9	1,2	<1,5	2	3	0,4	<1,5	<1,5	<1,5	x	28	24	52	6,7
D. Seasonal workers	857	742	1599	829	715	1544	96,6	15	14	29	1,8	<1,5	2	2	0,2	<1,5	<1,5	<1,5	x	12	11	23	1,4
<b>TOTAL</b>	4494	3822	8316	4316	3679	7995	96,1	57	52	109	1,3	3	8	11	0,1	<1,5	<1,5	3	0	116	82	198	2,4

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).

**Table 6: Stock of workers by main category of Employment in 2009, x 1000**

Main categorisation	Total employment			Netherlands				EU-14 nationals				EU-10 nationals				EU-2 nationals				Third country nationals			
	Male	Female	Total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total
A. Highly skilled	1342	1057	2398	1307	1025	2332	97,2	16	13	29	1,2	<1,5	2	2	0,1	<1,5	<1,5	<1,5	x	18	16	33	1,4
B. Skilled	1839	1683	3522	1761	1622	3382	96	20	19	40	1,1	2	3	5	0,1	<1,5	<1,5	<1,5	x	56	38	94	2,7
C. Low skilled	406	345	750	380	315	695	92,6	3	6	9	1,2	<1,5	2	4	0,5	<1,5	<1,5	<1,5	x	21	21	42	5,6
D. Seasonal workers	852	765	1616	827	738	1565	96,8	13	15	28	1,8	<1,5	2	2	0,1	<1,5	<1,5	<1,5	x	11	10	20	1,3
<b>TOTAL</b>	4439	3849	8287	4275	3700	7975	96,2	53	54	106	1,3	4	9	13	0,2	2	2	4	0	105	84	190	2,3

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).

**Table 7: In-/Outflow of Workers by main category of Employment in 2005, x 1000**

Main categorisation	Total employment			Netherlands				EU-14 nationals				EU-10 nationals				EU-2 nationals				Third country nationals			
	Male	Female	Total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total
A. Highly skilled	-38	-23	-61	-37	-25	-62	-0,1	0	1	1	0,1	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	-2	0	-2	0
B. Skilled	22	46	68	29	51	80	0,4	1	-1	0	0	<1,5	0	1	0	<1,5	<1,5	<1,5	x	-8	-5	-13	-0,5
C. Low skilled	13	10	22	18	13	31	1,4	-2	-1	-3	-0,5	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	-3	-2	-6	-0,9
D. Seasonal workers	-5	13	8	-4	12	7	0	3	1	4	0,3	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	-4	1	-3	-0,2
<b>TOTAL</b>	-9	46	37	6	51	57	0,3	2	0	2	0	<1,5	1	2	0	<1,5	<1,5	<1,5	x	-17	-6	-23	-0,3

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).
- This table concerns the influx and outflow between the middle of 2004 and the middle of 2005

**Table 8 In-/Outflow of Workers by main category of Employment in 2006 x 1000**

Main categorisation	Total employment			Netherlands				EU-14 nationals				EU-10 nationals				EU-2 nationals				Third country nationals			
	Male	Female	Total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total
A. Highly skilled	1	44	45	2	41	43	0	-3	1	-2	-0,1	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	1	1	2	0,1
B. Skilled	-1	3	1	-6	-3	-9	-0,2	-1	3	1	0	<1,5	0	0	0	<1,5	<1,5	<1,5	x	6	3	9	0,3
C. Low skilled	27	8	35	26	5	31	-0,3	1	1	1	0,1	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	0	3	3	0,1
D. Seasonal workers	0	30	30	1	29	31	0,1	0	0	0	-0,1	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	-1	-1	-1	-0,2
<b>TOTAL</b>	27	84	111	24	72	96	-0,2	-4	4	1	0	1	1	1	0	<1,5	<1,5	<1,5	x	6	6	13	0,1

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).
- This table concerns the influx and outflow between the middle of 2005 and the middle of 2006

**Table 9: In-/Outflow of Workers by main category of Employment in 2007 x 1000**

Main categorisation	Total employment			Netherlands				EU-14 nationals				EU-10 nationals				EU-2 nationals				Third country nationals			
	Male	Female	Total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total
A. Highly skilled	28	56	84	28	52	79	0	2	3	5	0,2	<1,5	0	0	0	<1,5	<1,5	<1,5	x	-2	1	0	-0,1
B. Skilled	4	37	41	3	36	40	0	-2	-1	-3	-0,1	<1,5	0	1	0	<1,5	<1,5	<1,5	x	2	1	4	0,1
C. Low skilled	-3	17	14	-6	16	10	-0,3	2	1	3	0,4	<1,5	<1,5	0	0	<1,5	<1,5	<1,5	x	1	0	1	0
D. Seasonal workers	39	18	57	35	17	51	-0,3	1	0	1	0	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	3	1	4	0,3
<b>TOTAL</b>	67	128	195	60	121	181	-0,1	3	2	5	0,1	0	2	2	0	<1,5	<1,5	0	0	5	3	8	0,1

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).
- This table concerns the influx and outflow between the middle of 2006 and the middle of 2007

**Table 10: In-/Outflow of Workers by main category of Employment in 2008 x 1000**

Main categorisation	Total employment			Netherlands				EU-14 nationals				EU-10 nationals				EU-2 nationals				Third country nationals			
	Male	Female	Total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total
A. Highly skilled	38	18	56	38	20	58	0,1	-1	-1	-1	-0,1	<1,5	0	0	0	<1,5	<1,5	<1,5	x	0	-1	-1	-0,1
B. Skilled	-12	47	34	-14	48	34	0	0	1	1	0	<1,5	0	0	0	<1,5	<1,5	<1,5	x	2	-2	0	-0,1
C. Low skilled	-5	-7	-12	-6	-12	-18	-0,9	-1	0	-1	-0,2	<1,5	1	1	0,2	<1,5	<1,5	<1,5	x	2	5	6	0,9
D. Seasonal workers	30	37	67	30	36	66	0,2	0	0	0	-0,1	<1,5	<1,5	0	0,1	<1,5	<1,5	<1,5	x	-1	2	1	-0,1
<b>TOTAL</b>	50	95	145	49	92	141	0	-2	0	-2	-0,1	0	0	1	0	<1,5	<1,5	0	0	3	3	6	0

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).
- This table concerns the influx and outflow between the middle of 2007 and the middle of 2008

**Table 11: In-/Outflow of Workers by main category of Employment in 2009 x 1000**

Main categorisation	Total employment			Netherlands				EU-14 nationals				EU-10 nationals				EU-2 nationals				Third country nationals			
	Male	Female	Total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total
A. Highly skilled	-3	9	6	-3	9	6	0	0	-1	-1	-0,1	<1,5	0	0	0	<1,5	<1,5	<1,5	x	0	0	0	0
B. Skilled	-42	14	-28	-38	6	-32	-0,2	-1	1	-1	0	<1,5	1	1	0	<1,5	<1,5	<1,5	x	-3	6	4	0,2
C. Low skilled	-5	-19	-23	3	-17	-14	0,9	-1	1	-1	0	<1,5	0	1	0,1	<1,5	<1,5	<1,5	x	-7	-2	-9	-1,1
D. Seasonal workers	-5	23	17	-3	23	20	0,2	-2	1	-1	0	<1,5	0	0	-0,1	<1,5	<1,5	<1,5	x	-1	-2	-3	-0,1
<b>TOTAL</b>	-55	27	-29	-41	21	-20	0,1	-5	2	-3	0	1	1	2	0,1	<1,5	<1,5	1	0	-11	2	-9	-0,1

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).
- This table concerns the influx and outflow between the middle of 2008 and the middle of 2009

**Table 12: Stock of workers by Country of Nationality and by Main Categorisation in 2004, x 1000**

Country of nationality	Total			Main categorisations											
	Male	Female	Total	A. Highly skilled			B. Skilled			C. Low skilled			D. Researchers		
				Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Netherlands	4178	3343	7521	1278	928	2207	1787	1483	3270	345	310	656	768	621	1388
EU-14	59	45	104	18	10	28	24	17	41	5	5	10	12	13	25
EU-10	<1,5	4	5	<1,5	<1,5	<1,5	<1,5	2	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
EU-2	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Turkey	27	11	38	5	<1,5	6	15	4	20	7	4	11	<1,5	<1,5	<1,5
Marocco	20	8	28	2	<1,5	2	10	3	13	7	4	12	<1,5	<1,5	2
Indonesia	2	4	6	<1,5	<1,5	<1,5	<1,5	2	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
United States of America	2	3	5	<1,5	<1,5	<1,5	<1,5	2	3	<1,5	<1,5	2	<1,5	<1,5	<1,5
Irak	2	3	5	<1,5	<1,5	<1,5	<1,5	<1,5	2	<1,5	<1,5	<1,5	2	<1,5	2
Surinam	3	<1,5	3	<1,5	<1,5	<1,5	3	<1,5	3	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
South-Africa	2	<1,5	3	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Afghanistan	2	<1,5	3	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
China	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Philippines	<1,5	2	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Other	57	43	100	12	10	22	25	20	45	12	7	18	9	6	15
<b>Total</b>	<b>4359</b>	<b>3469</b>	<b>7827</b>	<b>1317</b>	<b>953</b>	<b>2270</b>	<b>1869</b>	<b>1537</b>	<b>3406</b>	<b>379</b>	<b>335</b>	<b>714</b>	<b>794</b>	<b>643</b>	<b>1437</b>

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).

**Table 13: Stock of workers by Country of Nationality and by Main Categorisation in 2005, x 1000**

Country of nationality	Total			Main categorisations											
	Male	Female	Total	A. Highly skilled			B. Skilled			C. Low skilled			D. Researchers		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Netherlands	4184	3394	7578	1241	904	2145	1816	1535	3350	363	323	687	763	632	1396
EU-14	61	45	106	18	11	29	25	16	41	3	4	7	15	14	29
EU-10	2	5	7	<1,5	<1,5	<1,5	<1,5	2	3	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
EU-2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Turkey	23	11	34	4	<1,5	5	13	4	16	6	6	12	<1,5	<1,5	<1,5
Marocco	19	6	25	3	<1,5	3	9	2	11	7	3	10	<1,5	<1,5	<1,5
Indonesia	2	2	4	<1,5	<1,5	<1,5	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
United States of America	<1,5	2	3	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Irak	3	2	5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	2
Surinam	2	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
South-Africa	2	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Afghanistan	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
China	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Philippines	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Other	48	42	90	10	10	19	22	18	41	10	6	16	7	8	14
<b>Total</b>	<b>4350</b>	<b>3515</b>	<b>7864</b>	<b>1278</b>	<b>930</b>	<b>2208</b>	<b>1891</b>	<b>1583</b>	<b>3474</b>	<b>392</b>	<b>345</b>	<b>737</b>	<b>788</b>	<b>657</b>	<b>1445</b>

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).



**Table 14: Stock of workers by Country of Nationality and by Main Categorisation in 2006, x 1000**

Country of nationality	Total			Main categorisations											
	Male	Female	Total	A. Highly skilled			B. Skilled			C. Low skilled			D. Researchers		
				Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Netherlands	4208	3466	7674	1244	945	2188	1810	1531	3342	389	328	717	765	662	1426
EU-14	57	50	107	15	12	27	24	19	43	3	5	8	14	14	28
EU-10	2	6	8	<1,5	2	2	<1,5	2	4	<1,5	<1,5	2	<1,5	<1,5	<1,5
EU-2	<1,5	2	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Turkey	26	12	38	3	2	4	16	4	20	6	6	12	<1,5	<1,5	<1,5
Marocco	17	6	23	2	<1,5	3	9	2	10	6	3	9	<1,5	<1,5	<1,5
Indonesia	<1,5	3	3	<1,5	<1,5	<1,5	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
United States of America	2	<1,5	3	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Irak	2	2	4	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	2
Surinam	3	<1,5	3	<1,5	<1,5	<1,5	2	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
South-Africa	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Afghanistan	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
China	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Philippines	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Other	54	48	102	13	10	23	24	22	46	11	9	20	6	7	13
<b>Total</b>	<b>4376</b>	<b>3599</b>	<b>7976</b>	<b>1279</b>	<b>974</b>	<b>2253</b>	<b>1890</b>	<b>1585</b>	<b>3475</b>	<b>419</b>	<b>353</b>	<b>772</b>	<b>789</b>	<b>687</b>	<b>1475</b>

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).

**Table 15: Stock of workers by Country of Nationality and by Main Categorisation in 2007, x 1000**

Country of nationality	Total			Main categorisations											
	Male	Female	Total	A. Highly skilled			B. Skilled			C. Low skilled			D. Researchers		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Netherlands	4267	3587	7854	1272	996	2268	1814	1568	3381	383	344	727	799	679	1478
EU-14	59	52	111	17	15	32	22	18	39	5	5	11	15	14	29
EU-10	3	8	10	<1,5	2	2	<1,5	3	4	<1,5	2	2	<1,5	<1,5	2
EU-2	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Turkey	25	9	35	2	<1,5	3	17	3	20	6	5	10	<1,5	<1,5	2
Marocco	19	6	25	2	<1,5	3	9	2	12	7	3	10	<1,5	<1,5	<1,5
Indonesia	<1,5	3	5	<1,5	<1,5	<1,5	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
United States of America	2	<1,5	3	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Irak	<1,5	<1,5	3	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Surinam	5	<1,5	5	<1,5	<1,5	<1,5	4	<1,5	4	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
South-Africa	3	<1,5	4	<1,5	<1,5	<1,5	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Afghanistan	2	<1,5	3	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
China	<1,5	2	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Philippines	<1,5	2	3	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Other	55	51	106	12	12	23	24	24	48	11	8	19	8	7	15
<b>Total</b>	<b>4444</b>	<b>3727</b>	<b>8171</b>	<b>1307</b>	<b>1030</b>	<b>2337</b>	<b>1894</b>	<b>1622</b>	<b>3516</b>	<b>415</b>	<b>371</b>	<b>786</b>	<b>828</b>	<b>705</b>	<b>1532</b>

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).

**Table 16: Stock of workers by Country of Nationality and by Main Categorisation in 2008, x 1000**

Country of nationality	Total			Main categorisations											
	Male	Female	Total	A. Highly skilled			B. Skilled			C. Low skilled			D. Researchers		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Netherlands	4316	3679	7995	1310	1016	2326	1799	1616	3415	377	332	710	829	715	1544
EU-14	57	52	109	16	14	31	22	19	40	4	5	9	15	14	29
EU-10	3	8	11	<1,5	2	2	<1,5	3	4	<1,5	2	3	<1,5	2	2
EU-2	<1,5	<1,5	3	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Turkey	29	14	43	3	<1,5	5	18	5	23	7	7	14	<1,5	<1,5	<1,5
Marocco	19	8	27	2	<1,5	3	10	2	12	7	4	11	<1,5	<1,5	<1,5
Indonesia	2	5	6	<1,5	<1,5	<1,5	<1,5	3	3	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
United States of America	2	2	4	<1,5	<1,5	<1,5	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Irak	2	2	4	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	2
Surinam	4	<1,5	5	<1,5	<1,5	<1,5	3	<1,5	3	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
South-Africa	2	<1,5	3	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Afghanistan	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
China	<1,5	3	4	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Philippines	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Other	54	45	99	10	11	21	25	18	43	11	9	20	8	7	15
<b>Total</b>	<b>4494</b>	<b>3822</b>	<b>8316</b>	<b>1345</b>	<b>1048</b>	<b>2393</b>	<b>1881</b>	<b>1669</b>	<b>3550</b>	<b>411</b>	<b>363</b>	<b>774</b>	<b>857</b>	<b>742</b>	<b>1599</b>

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).

**Table 17: Stock of workers by Country of Nationality and by Main Categorisation in 2009, x 1000**

Country of nationality	Total			Main categorisations											
	Male	Female	Total	A. Highly skilled			B. Skilled			C. Low skilled			D. Researchers		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Netherlands	4275	3700	7975	1307	1025	2332	1761	1622	3382	380	315	695	827	738	1565
EU-14	53	54	106	16	13	29	20	19	40	3	6	9	13	15	28
EU-10	4	9	13	<1,5	2	2	2	3	5	<1,5	2	4	<1,5	2	2
EU-2	2	2	4	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Turkey	28	15	43	3	<1,5	4	19	6	25	6	8	14	<1,5	<1,5	<1,5
Marocco	16	6	22	2	<1,5	2	8	3	11	5	3	8	<1,5	<1,5	<1,5
Indonesia	2	4	6	<1,5	<1,5	<1,5	<1,5	2	3	<1,5	<1,5	2	<1,5	<1,5	<1,5
United States of America	2	<1,5	3	<1,5	<1,5	<1,5	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Irak	2	3	5	<1,5	<1,5	<1,5	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Surinam	2	<1,5	4	<1,5	<1,5	<1,5	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
South-Africa	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Afghanistan	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
China	<1,5	2	3	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Philippines	<1,5	2	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Other	51	48	98	11	12	23	24	22	45	9	8	16	7	7	14
<b>Total</b>	<b>4439</b>	<b>3849</b>	<b>8287</b>	<b>1342</b>	<b>1057</b>	<b>2398</b>	<b>1839</b>	<b>1683</b>	<b>3522</b>	<b>406</b>	<b>345</b>	<b>750</b>	<b>852</b>	<b>765</b>	<b>1616</b>

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).

**Table 18: In-/Outflow of Workers by Country of Nationality and by Main Categorisation in 2005, x 1000**

Country of nationality	Total			Main categorisations											
	Male	Female	Total	A. Highly skilled			B. Skilled			C. Low skilled			D. Researchers		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Netherlands	6	51	57	-37	-24	-62	29	52	80	18	13	31	-5	11	8
EU-14	2	0	2	0	1	1	1	-1	0	-2	-1	-3	3	1	4
EU-10	<1,5	1	2	<1,5	<1,5	<1,5	<1,5	0	1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
EU-2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Turkey	-4	0	-4	-1	<1,5	-1	-2	0	-4	-1	2	1	<1,5	<1,5	<1,5
Marocco	-1	-2	-3	1	<1,5	1	-1	-1	-2	0	-1	-2	<1,5	<1,5	<1,5
Indonesia	0	-2	-2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
United States of America	<1,5	-1	-2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Irak	1	-1	0	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	0
Surinam	-1	<1,5	-1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
South-Africa	0	<1,5	-1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Afghanistan	<1,5	<1,5	-1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
China	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Philippines	<1,5	<1,5	0	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Other	-9	-1	-10	-2	0	-3	-3	-2	-4	-2	-1	-2	-2	2	-1
<b>Total</b>	<b>-9</b>	<b>46</b>	<b>37</b>	<b>-39</b>	<b>-23</b>	<b>-62</b>	<b>22</b>	<b>46</b>	<b>68</b>	<b>13</b>	<b>10</b>	<b>23</b>	<b>-6</b>	<b>14</b>	<b>8</b>

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).

- This table concerns the influx and outflow between the middle of 2004 and the middle of 2005

**Table 19: In-/Outflow of Workers by Country of Nationality and by Main Categorisation in 2006, x 1000**

Country of nationality	Total			Main categorisations											
	Male	Female	Total	A. Highly skilled			B. Skilled			C. Low skilled			D. Researchers		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Netherlands	24	72	96	3	41	43	-6	-4	-8	26	5	30	2	30	30
EU-14	-4	5	1	-3	1	-2	-1	3	2	0	1	1	-1	0	-1
EU-10	0	1	1	<1,5	<1,5	<1,5	<1,5	0	1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
EU-2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Turkey	3	1	4	-1	<1,5	-1	3	0	4	0	0	0	<1,5	<1,5	<1,5
Marocco	-2	0	-2	-1	<1,5	0	0	0	-1	-1	0	-1	<1,5	<1,5	<1,5
Indonesia	<1,5	1	-1	<1,5	<1,5	<1,5	<1,5	<1,5	0	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
United States of America	<1,5	<1,5	0	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Irak	-1	0	-1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	0
Surinam	1	<1,5	1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
South-Africa	<1,5	<1,5	0	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Afghanistan	<1,5	<1,5	0	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
China	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Philippines	<1,5	<1,5	0	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Other	6	6	12	3	0	4	2	4	5	1	3	4	-1	-1	-1
<b>Total</b>	<b>26</b>	<b>84</b>	<b>112</b>	<b>1</b>	<b>44</b>	<b>45</b>	<b>-1</b>	<b>2</b>	<b>1</b>	<b>27</b>	<b>8</b>	<b>35</b>	<b>1</b>	<b>30</b>	<b>30</b>

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.

- Researchers (D) are not double-counted as a part of Highly Skilled (A).
- This table concerns the influx and outflow between the middle of 2005 and the middle of 2006

**Table 20: In-/Outflow of Workers by Country of Nationality and by Main Categorisation in 2007, x 1000**

Country of nationality	Total			Main categorisations											
	Male	Female	Total	A. Highly skilled			B. Skilled			C. Low skilled			D. Researchers		
				Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Netherlands	59	121	180	28	51	80	4	37	39	-6	16	10	34	17	52
EU-14	2	2	4	2	3	5	-2	-1	-4	2	0	3	1	0	1
EU-10	1	2	2	<1,5	0	0	<1,5	1	0	<1,5	<1,5	0	<1,5	<1,5	<1,5
EU-2	<1,5	<1,5	0	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Turkey	-1	-3	-3	-1	<1,5	-1	1	-1	0	0	-1	-2	<1,5	<1,5	<1,5
Marocco	2	0	2	0	<1,5	0	0	0	2	1	0	1	<1,5	<1,5	<1,5
Indonesia	<1,5	0	2	<1,5	<1,5	<1,5	<1,5	<1,5	0	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
United States of America	0	<1,5	0	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Irak	<1,5	<1,5	-1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Surinam	2	<1,5	2	<1,5	<1,5	<1,5	2	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
South-Africa	<1,5	<1,5	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Afghanistan	<1,5	<1,5	1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
China	<1,5	<1,5	0	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Philippines	<1,5	<1,5	1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Other	1	3	4	-1	2	0	0	2	2	0	-1	-1	2	0	2
<b>Total</b>	<b>68</b>	<b>128</b>	<b>195</b>	<b>28</b>	<b>56</b>	<b>84</b>	<b>4</b>	<b>37</b>	<b>41</b>	<b>-4</b>	<b>18</b>	<b>14</b>	<b>39</b>	<b>18</b>	<b>57</b>

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).
- This table concerns the influx and outflow between the middle of 2006 and the middle of 2007

**Table 21: In-/Outflow of Workers by Country of Nationality and by Main Categorisation in 2008, x 1000**

Country of nationality	Total			Main categorisations											
	Male	Female	Total	A. Highly skilled			B. Skilled			C. Low skilled			D. Researchers		
				Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Netherlands	49	92	141	38	20	58	-15	48	34	-6	-12	-17	30	36	66
EU-14	-2	0	-2	-1	-1	-1	0	1	1	-1	0	-2	0	0	0
EU-10	0	0	1	<1,5	0	0	<1,5	0	0	<1,5	0	1	<1,5	<1,5	0
EU-2	<1,5	<1,5	1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Turkey	4	5	8	1	<1,5	2	1	2	3	1	2	4	<1,5	<1,5	<1,5
Marocco	0	2	2	0	<1,5	0	1	0	0	0	1	1	<1,5	<1,5	<1,5
Indonesia	<1,5	2	1	<1,5	<1,5	<1,5	<1,5	<1,5	1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
United States of America	0	<1,5	1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Irak	<1,5	<1,5	1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Surinam	-1	<1,5	0	<1,5	<1,5	<1,5	-1	<1,5	-1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
South-Africa	-1	<1,5	-1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Afghanistan	<1,5	<1,5	-1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
China	<1,5	1	2	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Philippines	<1,5	<1,5	-1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Other	-1	-6	-7	-2	-1	-2	1	-6	-5	0	1	1	0	0	0
<b>Total</b>	<b>50</b>	<b>95</b>	<b>145</b>	<b>38</b>	<b>18</b>	<b>56</b>	<b>-13</b>	<b>47</b>	<b>34</b>	<b>-4</b>	<b>-8</b>	<b>-12</b>	<b>29</b>	<b>37</b>	<b>67</b>



Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).
- This table concerns the influx and outflow between the middle of 2007 and the middle of 2008

**Table 22: In-/Outflow of Workers by Country of Nationality and by Main Categorisation in 2009, x 1000**

Country of nationality	Total			Main categorisations											
	Male	Female	Total	A. Highly skilled			B. Skilled			C. Low skilled			D. Researchers		
				Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Netherlands	-41	21	-20	-3	9	6	-38	6	-33	3	-17	-15	-2	23	21
EU-14	-4	2	-3	0	-1	-2	-2	0	0	-1	1	0	-2	1	-1
EU-10	1	1	2	<1,5	0	0	<1,5	0	1	<1,5	0	1	<1,5	0	0
EU-2	<1,5	<1,5	1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Turkey	-1	1	0	0	<1,5	-1	1	1	2	-1	1	0	<1,5	<1,5	<1,5
Marocco	-3	-2	-5	0	<1,5	-1	-2	1	-1	-2	-1	-3	<1,5	<1,5	<1,5
Indonesia	0	-1	0	<1,5	<1,5	<1,5	<1,5	-1	0	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
United States of America	0	<1,5	-1	<1,5	<1,5	<1,5	<1,5	<1,5	0	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Irak	0	1	1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Surinam	-2	<1,5	-1	<1,5	<1,5	<1,5	<1,5	<1,5	-1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
South-Africa	<1,5	<1,5	-1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Afghanistan	<1,5	<1,5	0	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
China	<1,5	-1	-1	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Philippines	<1,5	<1,5	0	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5	<1,5
Other	-3	3	-1	1	1	2	-1	4	2	-2	-1	-4	-1	0	-1
<b>Total</b>	<b>-55</b>	<b>27</b>	<b>-29</b>	<b>-3</b>	<b>9</b>	<b>5</b>	<b>-42</b>	<b>14</b>	<b>-28</b>	<b>-5</b>	<b>-18</b>	<b>-24</b>	<b>-5</b>	<b>23</b>	<b>17</b>

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.
- Researchers (D) are not double-counted as a part of Highly Skilled (A).
- This table concerns the influx and outflow between the middle of 2008 and the middle of 2009

**Table 23: Stock of Workers employed by specific occupations in 2004, x 1000**

Specific occupations	Total Employment			NL-Nationals				EU-14 Nationals				EU-10 Nationals				EU-2 Nationals				Third Country Nationals			
	Male	Female	Total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total
<b>Housekeeping and restaurant services workers (512)</b>																							
Housekeepers and related workers (5121)	<1,5	2	3	<1,5	2	3	100	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
Cooks (5122)	35	11	46	32	10	42	90,4	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	3	<1,5	3	6,6
Waiters, waitresses and bartenders (5123)	52	120	172	48	115	163	94,9	<1,5	<1,5	2	1	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	3	4	7	3,9
<b>Personal care and related workers (513)</b>																							
Child-care workers (5131)	2	77	79	2	72	75	94,7	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	2	2	2,8
Institution-based personal care workers (5132)	4	73	77	3	71	74	96,6	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
Home-based personal care workers (5133)	2	110	113	2	108	110	97,8	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
Personal care and related workers not elsewhere classified (5139)	<1,5	4	4	<1,5	4	4	98,7	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
<b>Health professionals (except nursing) (222)</b>																							
Medical doctors (2221)	30	20	51	30	20	49	97,1	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
<b>Nursing and midwifery professionals (223)</b>																							
Nursing and midwifery professionals (2230)	12	58	70	12	58	70	99,5	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
<b>Other</b>																							
Skilled Agricultural and Fishery Workers (61)	94	32	125	90	30	120	95,6	<1,5	<1,5	2	1,3	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	2	<1,5	4	3
Architects, Engineers and related professionals (214)	159	36	195	155	35	190	97,2	2	<1,5	3	1,6	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	2	<1,5	2	1,1
Teaching personnel (23)	140	217	357	135	210	345	96,6	2	4	6	1,7	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	3	3	6	1,6
Labourers In Mining, Construction, Manufacturing And Transport (93)	153	55	208	137	50	187	89,7	3	<1,5	4	1,8	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	14	3	17	8,1
<b>TOTAL</b>	<b>685</b>	<b>815</b>	<b>1500</b>	<b>647</b>	<b>784</b>	<b>1431</b>	<b>95,4</b>	<b>11</b>	<b>11</b>	<b>22</b>	<b>1,5</b>	<b>&lt;1,5</b>	<b>2</b>	<b>2</b>	<b>0,1</b>	<b>&lt;1,5</b>	<b>&lt;1,5</b>	<b>&lt;1,5</b>	<b>x</b>	<b>27</b>	<b>18</b>	<b>44</b>	<b>2,9</b>

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.

**Table 24: Stock of Workers employed by specific occupations in 2005, x 1000**

Specific occupations	Total Employment			NL-Nationals				EU-14 Nationals				EU-10 Nationals				EU-2 Nationals				Third Country Nationals			
	Male	Female	Total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total
<b>Housekeeping and restaurant services workers (512)</b>																							
Housekeepers and related workers (5121)	<1,5	<1,5	2	<1,5	<1,5	2	96,4	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
Cooks (5122)	35	10	45	30	8	39	86,5	2	<1,5	2	4,2	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	3	<1,5	4	9,2
Waiters, waitresses and bartenders (5123)	52	129	182	49	125	173	95,5	<1,5	<1,5	3	1,4	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	2	3	5	2,9
<b>Personal care and related workers (513)</b>																							
Child-care workers (5131)	3	79	82	3	76	79	96,3	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	2	2	2,3
Institution-based personal care workers (5132)	3	78	81	3	75	77	95,6	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	2	3	3,4
Home-based personal care workers (5133)	3	107	110	3	105	108	98,2	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
Personal care and related workers not elsewhere classified (5139)	<1,5	4	4	<1,5	3	4	94,6	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
<b>Health professionals (except nursing) (222)</b>																							
Medical doctors (2221)	29	23	52	28	22	50	95,9	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
<b>Nursing and midwifery professionals (223)</b>																							
Nursing and midwifery professionals (2230)	10	59	69	10	58	69	98,9	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
<b>Other</b>																							
Skilled Agricultural and Fishery Workers (61)	92	34	126	89	32	122	96,3	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	3	<1,5	4	3,2
Architects, Engineers and related professionals (214)	155	35	190	151	33	184	97,1	3	<1,5	3	1,6	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	2	<1,5	2	1,2
Teaching personnel (23)	136	217	353	132	210	343	97,1	2	4	6	1,6	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	2	3	4	1,3
Labourers In Mining, Construction, Manufacturing And Transport (93)	167	57	224	153	52	205	91,5	2	<1,5	3	1,4	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	12	4	15	6,9
<b>TOTAL</b>	<b>688</b>	<b>831</b>	<b>1519</b>	<b>654</b>	<b>800</b>	<b>1454</b>	<b>95,7</b>	<b>10</b>	<b>11</b>	<b>21</b>	<b>1,4</b>	<b>&lt;1,5</b>	<b>&lt;1,5</b>	<b>2</b>	<b>0,1</b>	<b>&lt;1,5</b>	<b>&lt;1,5</b>	<b>&lt;1,5</b>	<b>x</b>	<b>24</b>	<b>18</b>	<b>42</b>	<b>2,8</b>

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.

**Table 25: Stock of Workers employed by specific occupations in 2006, x 1000**

Specific occupations	Total Employment			NL-Nationals				EU-14 Nationals				EU-10 Nationals				EU-2 Nationals				Third Country Nationals			
	Male	Female	Total	Male	Female	Total	% of	Male	Female	Total	% of	Male	Female	Total	% of	Male	Female	Total	% of	Male	Female	Total	% of
<b>Housekeeping and restaurant services workers (512)</b>																							
Housekeepers and related workers (5121)	<1,5	<1,5	2	<1,5	<1,5	2	87,6	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
Cooks (5122)	37	10	47	33	9	42	90,4	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	2	<1,5	3	6,6
Waiters, waitresses and bartenders (5123)	55	132	187	53	126	179	95,8	<1,5	2	2	1,3	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	2	4	5	2,8
<b>Personal care and related workers (513)</b>																							
Child-care workers (5131)	3	87	90	3	85	88	96,9	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	2	2	2,3
Institution-based personal care workers (5132)	3	78	80	3	75	77	96,5	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	2	2	2,9
Home-based personal care workers (5133)	<1,5	99	100	<1,5	97	98	98,1	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
Personal care and related workers not elsewhere classified (5139)	<1,5	3	3	<1,5	3	3	92,3	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
<b>Health professionals (except nursing) (222)</b>																							
Medical doctors (2221)	29	25	54	28	24	52	96,4	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
<b>Nursing and midwifery professionals (223)</b>																							
Nursing and midwifery professionals (2230)	11	57	68	11	56	67	98,8	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
<b>Other</b>																							
Skilled Agricultural and Fishery Workers (61)	89	34	123	86	32	118	95,7	<1,5	<1,5	2	1,4	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	3	<1,5	3	2,6
Architects, Engineers and related professionals (214)	152	35	187	149	33	182	97,2	2	<1,5	4	1,9	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
Teaching personnel (23)	139	239	378	136	233	368	97,6	2	4	6	1,6	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	2	3	0,7
Labourers In Mining, Construction, Manufacturing And Transport (93)	181	58	239	167	53	220	91,8	<1,5	<1,5	3	1,1	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	13	4	16	6,9
<b>TOTAL</b>	701	858	1559	669	828	1497	96	10	12	22	1,4	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	22	17	39	2,5

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.

**Table 26: Stock of Workers employed by specific occupations in 2007, x 1000**

Specific occupations	Total Employment			NL-Nationals				EU-14 Nationals				EU-10 Nationals				EU-2 Nationals				Third Country Nationals			
	Male	Female	Total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total
<b>Housekeeping and restaurant services workers (512)</b>																							
Housekeepers and related workers (5121)	<1,5	<1,5	2	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
Cooks (5122)	41	10	51	36	9	45	88,3	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	4	<1,5	5	9,3
Waiters, waitresses and bartenders (5123)	56	138	195	53	133	186	95,7	<1,5	<1,5	2	0,8	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	3	4	6	3,3
<b>Personal care and related workers (513)</b>																							
Child-care workers (5131)	2	102	104	2	98	100	96,2	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	3	3	2,8
Institution-based personal care workers (5132)	3	79	81	3	77	80	97,6	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
Home-based personal care workers (5133)	3	95	98	3	92	95	96,8	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	2	2	1,8
Personal care and related workers not elsewhere classified (5139)	<1,5	4	4	<1,5	4	4	98,9	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
<b>Health professionals (except nursing) (222)</b>																							
Medical doctors (2221)	30	28	58	29	26	55	94,4	<1,5	<1,5	2	3,2	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
<b>Nursing and midwifery professionals (223)</b>																							
Nursing and midwifery professionals (2230)	10	55	65	10	55	65	98,7	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
<b>Other</b>																							
Skilled Agricultural and Fishery Workers (61)	88	33	121	86	32	117	97,1	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	2	<1,5	2	1,9
Architects, Engineers and related professionals (214)	160	37	197	156	35	191	97	3	<1,5	4	2	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	2	0,9
Teaching personnel (23)	145	243	388	140	237	377	97	3	3	6	1,7	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	3	5	1,2
Labourers In Mining, Construction, Manufacturing And Transport (93)	189	65	255	170	59	229	90	3	<1,5	5	1,9	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	16	4	20	7,8
<b>TOTAL</b>	728	891	1619	688	857	1545	95,4	12	12	24	1,5	<1,5	2	2	0,1	<1,5	<1,5	<1,5	x	28	20	47	2,9

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.

**Table 27: Stock of Workers employed by specific occupations in 2008, x 1000**

Specific occupations	Total Employment			NL-Nationals				EU-14 Nationals				EU-10 Nationals				EU-2 Nationals				Third Country Nationals			
	Male	Female	Total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total
<b>Housekeeping and restaurant services workers (512)</b>																							
Housekeepers and related workers (5121)	<1,5	<1,5	2	<1,5	<1,5	2	92	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
Cooks (5122)	39	10	49	35	8	43	88,2	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	3	<1,5	4	8,7
Waiters, waitresses and bartenders (5123)	58	135	193	54	130	184	95	<1,5	<1,5	2	1,2	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	3	4	7	3,5
<b>Personal care and related workers (513)</b>																							
Child-care workers (5131)	4	123	127	4	120	124	97,8	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
Institution-based personal care workers (5132)	4	73	76	3	71	74	97,1	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
Home-based personal care workers (5133)	3	106	109	3	103	106	97,2	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	2	2	1,7
Personal care and related workers not elsewhere classified (5139)	<1,5	4	4	<1,5	4	4	98,7	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
<b>Health professionals (except nursing) (222)</b>																							
Medical doctors (2221)	29	27	56	28	26	54	96	<1,5	<1,5	2	2,7	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
<b>Nursing and midwifery professionals (223)</b>																							
Nursing and midwifery professionals (2230)	9	53	63	9	52	61	97,6	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
<b>Other</b>																							
Skilled Agricultural and Fishery Workers (61)	82	31	113	79	30	109	96,7	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	2	<1,5	3	2,4
Architects, Engineers and related professionals (214)	181	41	223	178	40	217	97,6	2	<1,5	3	1,2	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	2	<1,5	2	1
Teaching personnel (23)	145	250	395	140	241	381	96,4	2	5	7	1,8	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	3	4	6	1,6
Labourers In Mining, Construction, Manufacturing And Transport (93)	181	66	247	162	58	221	89,3	3	<1,5	4	1,8	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	15	6	21	8,4
<b>TOTAL</b>	737	921	1657	696	885	1581	95,4	12	12	24	1,4	<1,5	2	3	0,2	<1,5	<1,5	<1,5	x	28	21	49	3

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)

- Numbers below 1500 are shown as <1,5 in the context of the representativeness.

**Table 28: Stock of Workers employed by specific occupations in 2009, x 1000**

Specific occupations	Total Employment			NL-Nationals				EU-14 Nationals				EU-10 Nationals				EU-2 Nationals				Third Country Nationals			
	Male	Female	Total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total	Male	Female	Total	% of total
<b>Housekeeping and restaurant services workers (512)</b>																							
Housekeepers and related workers (5121)	<1,5	<1,5	2	<1,5	<1,5	2	96,3	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
Cooks (5122)	44	10	54	40	9	49	92	<1,5	<1,5	2	3,1	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	2	<1,5	3	4,9
Waiters, waitresses and bartenders (5123)	60	137	197	55	130	185	93,9	<1,5	2	3	1,4	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	4	5	9	4,4
<b>Personal care and related workers (513)</b>																							
Child-care workers (5131)	5	132	136	5	126	131	95,8	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	4	4	3
Institution-based personal care workers (5132)	5	75	80	4	73	77	96,4	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	2	2	2,2
Home-based personal care workers (5133)	4	108	112	3	104	108	96,7	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	3	3	2,8
Personal care and related workers not elsewhere classified (5139)	<1,5	3	3	<1,5	3	3	94,6	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
<b>Health professionals (except nursing) (222)</b>																							
Medical doctors (2221)	27	24	51	26	23	49	94,8	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
<b>Nursing and midwifery professionals (223)</b>																							
Nursing and midwifery professionals (2230)	10	57	67	10	55	66	97,9	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x
<b>Other</b>																							
Skilled Agricultural and Fishery Workers (61)	87	32	119	85	31	115	96,8	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	2	<1,5	3	2,4
Architects, Engineers and related professionals (214)	170	41	211	166	39	205	97,4	2	<1,5	3	1,6	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	<1,5	<1,5	2	0,9
Teaching personnel (23)	151	260	411	147	251	398	96,8	<1,5	6	7	1,8	<1,5	<1,5	<1,5	x	<1,5	<1,5	<1,5	x	2	3	5	1,3
Labourers In Mining, Construction, Manufacturing And Transport (93)	173	59	232	159	51	210	90,4	<1,5	<1,5	3	1,2	<1,5	<1,5	2	0,9	<1,5	<1,5	<1,5	x	11	6	17	7,3
<b>TOTAL</b>	<b>735</b>	<b>939</b>	<b>1674</b>	<b>701</b>	<b>896</b>	<b>1597</b>	<b>95,4</b>	<b>8</b>	<b>15</b>	<b>23</b>	<b>1,4</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>0,3</b>	<b>&lt;1,5</b>	<b>&lt;1,5</b>	<b>&lt;1,5</b>	<b>x</b>	<b>24</b>	<b>25</b>	<b>49</b>	<b>2,9</b>

Source: CBS, Statistics Netherlands, Centre for Policy Related Statistics (2010)  
- Numbers below 1500 are shown as <1,5 in the context of the representativeness.

**Table 29: Labour Migration: Applications First Residence Permits and Percentage Granted Permits 2005-2009**



Ingediende aanvragen	2005	% of total	% granted permits	2006	% of total	% granted permits	2007	% of total	% granted permits	2008	% of total	% granted permits	2009	% of total	% granted permits
Work as an employee	16.531	76	84	13.956	66	87	4.739	35	81	3.863	24	86	2.618	21	89
Work on a self-employed basis	2.313	11	56	2.247	11	56	2.084	16	77	3.414	21	88	2.708	21	60
Work as Highly Skilled Migrant	2.007	9	95	3.934	19	97	5.376	40	98	7.192	45	98	5.407	43	98
Work as a researcher	270	1	98	638	3	98	798	6	99	1.021	6	98	1.385	11	98
Other	556	2	x	480	2	x	421	3	x	485	3	x	529	4	x
<b>Total Labour Migration</b>	<b>21.677</b>	<b>100</b>	<b>x</b>	<b>21.255</b>	<b>100</b>	<b>x</b>	<b>13.418</b>	<b>100</b>	<b>x</b>	<b>15.975</b>	<b>100</b>	<b>x</b>	<b>12.647</b>	<b>100</b>	<b>x</b>

Source: INDIAC (2010)

Immigration and Naturalisation Service (IND),  
Staff Directorate for Implementation and Policy (SUB),  
Information and Analysis Centre (INDIAC),  
Dutch National Contact Point for the European Migration Network (EMN)

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