



Socio-economic inclusion of migrant EU workers in 4 cities

City Report Rotterdam

Employment,
Social Affairs
and Inclusion

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Abbreviations, acronyms and definitions

Active	Any person who is either employed or unemployed (EU-Labour Force definition)
AFMP	Agreement on Free Movement of Persons
CJEU	Court of Justice of the European Union
Country of citizenship	The country of which the person holds the citizenship
EFTA	European Free Trade Association (Switzerland, Iceland, Liechtenstein and Norway); the EFTA countries included in this report are Iceland, Norway and Switzerland. Liechtenstein was excluded since no data from the EU-LFS are available.
Emigration rate	The share of persons of a certain citizenship who have been living in an EU-28/EFTA country other than their country of origin for a certain amount of time from the total population in the country of origin.
Employed	Any person who during a reference week worked for at least one hour or had a job or a business but was temporarily absent (EU-Labour Force Survey definition)
Employment rate	The employment rate is the share of employed over the total population of the same age reference group
EU	European Union
EU-LFS	European Union Labour Force Survey
EU-28/EFTA movers	EU-28 or EFTA citizens between the ages of 15 and 64 who are residing in a EU-28 or EFTA country other than their country of citizenship (definition created for the purpose of this study)
EU-13	Countries that joined the EU from 2004 onwards: Bulgaria, Croatia, Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Romania, Slovakia, Slovenia
EU-15	The 15 European Member States prior to the 2004 accession: Austria, Belgium, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, Portugal, Spain, Sweden and the United Kingdom
Foreigner	Any person who is not a citizen of the country he/she resides in; thus, this term is used in this study to refer to both EU-28/EFTA movers and TCNs at the same time
ILO	International Labour Organization
Immigration rate	The share of persons of a certain citizenship who have been living in a EU-28/EFTA country other than their country of origin for a certain amount of time from the total population in the country of residence
Inactive	Any person who is neither employed nor unemployed (EU-Labour Force definition)
New EU-28/EFTA	EU-28 or EFTA citizens between the ages of 15 and 64 who have been

movers	residing in a EU-28 or EFTA country other than their country of citizenship for up to three years as of 2013 ¹ (definition created for the purposes of this study)
p.p.	Percentage points
Recent EU-28/EFTA movers	EU-28/EFTA citizens between the ages of 15 and 64 who have been residing in a EU-28 or EFTA country other than their country of citizenship for up to ten years as of 2013 ² (definition created for the purposes of this study)
TCNs	Third-country nationals
Total population in country of citizenship	The population in the country of citizenship (including EU and TCNs in these countries) + the respective group of citizens emigrated in the EU-28/EFTA ³
Transitional arrangements	Temporary measures that delay the full application of the principle of freedom of movement for workers from a new EU Member State. They may be in place for up to seven years after accession
Unemployed	Any person who is not currently employed, is currently available for work within two weeks and is actively seeking work (ILO definition)
Working age	Between the age of 15 and 64

¹ Figures capture length of stay in the current country of residence. This means that persons with country of citizenship A (e.g. Italy) who have resided in country B (e.g. Germany) for less than three years will account as 'new EU-28/EFTA movers'. However, these persons may have resided in another country C before, which is not captured by the figures.

² The same methodological caveat applies for figures of recent EU-28/EFTA movers.

³ When calculating shares of movers in the countries of residence, the total population only refers to the total population in the country of residence (including all migrants).

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Executive Summary

Context and aims of the study

The freedom of movement of EU workers is one of the four freedoms on which the EU's Single Market is based, alongside freedom of movement of goods, capitals and services. Since 2004, the year the European Union (EU) expanded from 15 to now 28 Member States, the scope of mobility for people within the EU increased substantially.

In this context, the overall purpose of this study was to investigate, through case studies, the challenges and opportunities for the economic and social inclusion of migrant EU workers in four cities across the EU: Leeds (UK), Frankfurt (Germany), Rotterdam (Netherlands) and Milan (Italy). This executive summary presents findings of the Rotterdam case study drawn from desk research, including literature review and secondary data analysis, survey responses with Migrant EU workers in Rotterdam, and a series of interviews and focus groups with key stakeholders.

In our research we define social inclusion as a process which ensures that citizens have the opportunities and resources necessary to participate fully in economic, social and cultural life and to enjoy a standard of living and well-being that is considered normal in the society in which they live.

The findings of this research aim to inform the ongoing debate—at the local, national and European level—on intra-EU labour mobility, by providing concrete examples of challenges and opportunities related to the inclusion of newly arrived EU migrants.

Migration flows to Rotterdam

Rotterdam is a harbour city that traditionally hosts an international population. There are currently approximately 170 different nationalities living in Rotterdam. The main reason for migrants to come to Rotterdam is to work. Our study shows that the vast majority of EU migrants in Rotterdam indeed work or have worked in the Rotterdam region. In the light of the limited availability of reliable statistical data on the precise number of migrant EU workers living in Rotterdam, it is estimated that about 38 percent of all foreigners has the citizenship of an EU Member State (except the Netherlands). The share of EU nationals in Rotterdam is approximately 4 percent⁴. This may be underestimated due to non-registration. The facts and figures of Rotterdam are further elaborated upon in chapter 3. Our research has shown that the number of migrant EU workers increased with the 2004 and 2007 EU-enlargement. The current economic crisis that left many citizens unemployed in especially Southern EU Member States also triggered migration to Rotterdam. Moreover, the lifting of transitional arrangements resulted in a steady inflow of Polish and Bulgarian migrants in particular. Most migrant EU workers that are registered at the municipality of Rotterdam, however, originate from Germany, Portugal, Belgium, the UK and Spain.

The population of migrant EU workers in Rotterdam is diverse. It is nevertheless possible to identify key characteristics. Migrant EU workers mainly move to Rotterdam to find a job or because the working conditions are considered good. Large numbers of migrant EU workers are indeed in employment, especially for temporary work agencies. They are

⁴ Engbersen (2014). Van zijstroom tot hoofdstroom van beleid. Integratie als permanente opgave voor de stad Rotterdam.

often young, e.g. migrants from Central- and Eastern European countries are mostly 25 to 34 years old. Migrants from Southern European countries are more equally spread across the age pyramid than migrants from Central- and Eastern European countries. A majority of respondents arrived in Rotterdam without a partner. However, Bulgarian migrant workers appear to arrive more frequently with friends or family.

Key challenges

Challenges that have been identified in the course of this study differ for migrant EU workers, local workers and the local community. They differ also within each group. Some challenges, however, appear to be of a rather universal nature. These include language and housing issues.

Among migrant EU workers key challenges derive from limited language proficiency and the resulting limitations in participating in the Rotterdam society. In this context it is worth mentioning that the city of Rotterdam offers a limited number of affordable language courses to EU migrants as well as to other migrants with limited proficiency of the Dutch language. In addition, finding affordable decent housing is often experienced as difficult. Moreover, low- to middle-income migrant EU workers are vulnerable to exploitation and abuse at work.

For the local workforce, a reason of concern is that migrant EU workers work in jobs, particularly in construction, transport and the greenhouse farming sector in the Westland area, that could be filled with local benefit recipients.

For the local community, challenges are experienced at the lower end of the housing market. In this tight market, characterised by long waiting lists in the social housing sector, it has proved difficult to absorb relatively large groups of new residents. The result has been an increase of the informal housing sector along with increases in overcrowding of dwellings. Without a rental or purchase contract in the formal housing sector, migrants cannot register at the Municipality, and as a consequence they are not entitled to social services (officially they are not residents of the city).

Key opportunities

The presence of migrant EU workers in the municipality of Rotterdam offers multiple opportunities for them, for the local workforce and for the local community and economy. For migrant EU workers the key opportunity in Rotterdam is the availability of jobs. Employment opportunities in Rotterdam exist for high-skilled professionals, medium-skilled workers and low-skilled workers and include long-term employment as well as seasonal and flexible work. Rotterdam offers a well-developed network and infrastructure for migrants' access to employment.

The study shows that the presence of EU migrants provides the local workforce with important benefits. Migrant EU workers contribute to fill gaps in the supply of local labour, ranging from low-skilled to high-skilled positions. By filling bottleneck job vacancies, they improve the competitiveness of local business and contribute to the local economy as consumers and to the treasury as tax payers.

Finally, the arrival of migrant EU workers strengthens the image of the municipality of Rotterdam as an international port city with a diversified supply of culture, retail and sports.

Recommendations

The study produced four specific recommendations for local policy makers for a better response to the needs of migrant EU workers, local workers and the local community:

- The need for an integrated vision and approach of the municipality to facilitate migration and simultaneously address the related challenges;
- Prioritise policies to improve Dutch language skills among migrant EU workers to enhance their societal integration and their chances on the labour market;
- The introduction of a one-stop shop for *all* migrant EU workers, for example as an expansion of the existing 'Expat desk';
- Invest in further research on the socio-economic inclusion of migrant EU workers to optimise data collection for improved evidence-based policy-making.

1 Introduction

1.1 Objective of this study

With contract number No. VC/2014/03275 of 15 July 2014, DG Employment, Social Affairs and Inclusion has entrusted Ecorys in collaboration with RAND to deliver "Surveys and reports on challenges and opportunities of socio-economic inclusion of migrant EU workers in four selected European cities".

The purpose of the assignment is to provide the European Commission with information on the challenges and the opportunities in the economic and social inclusion of migrant EU workers and their families at local level, within the framework in particular of Article 45 TFEU and Regulation (EU) 492/2011 and Regulation (EC) 883/2004 on the coordination of social security systems.

The surveys will also serve the purpose to inform the ongoing debate at local, national and European level, on intra-EU labour mobility, by providing concrete examples of challenges and opportunities related to the socioeconomic inclusion of migrant EU workers.

This report is the report for the city of Rotterdam. Rotterdam is one of the four cities that were analysed in depth with a common approach. This made it possible to write a conclusive synthesis report with an overview of the main problems in all four cities and success stories of targeted policy measures. The four city studies and the synthesis will inspire all stakeholders, including politicians at different governmental levels, to learn from practical solutions which are evidence-based.

1.2 Definition of social inclusion and social cohesion

According to the European Joint Report on Social Inclusion 2004, social inclusion is a process which ensures that citizens have the opportunities and resources necessary to participate fully in economic, social and cultural life and to enjoy a standard of living and well-being that is considered adequate in the society in which they live. It encompasses but is not restricted to social integration or access to the labour market, as it also includes equal access to facilities, services and benefits. This is also reflected in the notion of active inclusion and its three pillars (inclusive labour market, income support and access to quality social services) adopted by the EU.⁶

Social inclusion is also related to social cohesion, a concept often applied to spatial entities like cities or regions. The OECD defines social cohesion as follows⁷: "A cohesive society works towards the well-being of all its members, fights exclusion and marginalisation, creates a sense of belonging, promotes trust, and offers its members the opportunity of upward mobility". Social inclusion is considered as a key component of social cohesion, along with social capital and social mobility.⁸

The multidimensional (economic, social and cultural) nature of social inclusion is due to the interrelations between these dimensions. Economic activity is considered to

⁵ Under Framework Contract No. VC/2013/0084_01.

⁶ Commission Recommendation 2008/867/EC of 3 October 2008 on the active inclusion of people excluded from the labour market [Official Journal L 307 of 18.11.2008].

⁷ OECD (2011) Perspectives on Global Development 2012: Social Cohesion in a Shifting World, OECD Publishing.

⁸ Ibid.

have a positive effect on social cohesion and to have inclusionary effects beyond the income-generation aspect: “[...] contacts and interactions in the workplace can [...] generate trust and ‘bridging’ social ties that help people collaborate across potentially divisive ethnic and social boundaries”.⁹ On the other hand, cultural and political participation also contribute to foster dialogue and social cohesion. These aspects will be taken into consideration particularly for the identification of good practices.

We will assess social inclusion within the framework defined by the EU: having access to the opportunities and resources to participate economically, socially and culturally.

The table below identifies a number of areas where in our experience the three forms of participation are to be found in a city such as Rotterdam.

Table 1.1 Forms of economic, social and cultural participation in Rotterdam

Economic Participation	Social Participation	Cultural Participation
Employment and the labour market	Housing	Arts
Self-employment and entrepreneurship	Health	Media
Lifelong learning and skill training	Education	Sports
Social security	Social assistance	Religion
Purchasing power	Safety and justice	Leisure
	Transportation and mobility	Volunteering / civic engagement

1.3 Methodology

Multiple methods for information and data gathering have been simultaneously used in the various stages of the study. **Literature** sources have been reviewed and published **statistics** have been examined. For Rotterdam data was mostly provided by the statistics office of the Netherlands (CBS) and the data and analysis department of the municipality.¹⁰ Both offices were able to provide additional data than the already public data; however the availability of reliable and complete data is limited.

Besides data collection and literature review, **interviews** with key stakeholders were conducted. In Rotterdam interviews were held with stakeholders from social partners and civil society organisations. Multiple interviews with local authorities were planned at the beginning but only one was conducted. The reason for this is that the manager of the programme ‘Migrant EU workers’ for the city wished to be the single contact point. To compensate for this we held next to this interview a focus group with attendance of the programme manager and several other civil servants of the Municipality. This way the view of a wider range of people from the municipality was collected. In three **focus groups** which took place on 4th of December 2014 and the 27th and 29th of January 2015 we discussed with relevant local stakeholders the following topics:

- Challenges and opportunities for EU migrants;

⁹ Woolcock & Narayan (2000), Varshney (2002) and Kilroy (2012), cited in Wietzke, F- B. (2014) “Pathways from Jobs to Social Cohesion,” World Bank Research Observer, 16 April.

¹⁰ Rotterdamincijfers.nl.

- Challenges and opportunities for the local community in Rotterdam, including challenges and opportunities for the local economy and labour market;
- Local policies concerning EU migration.

The focus groups were used for a presentation of the preliminary findings of the study, a reflection on these and to sharpen conclusions and recommendations. In the appendix a list of interviewees and participants in the focus groups is included.

Finally, considerable effort was put in the preparation and implementation of the **survey** amongst migrant EU workers living in Rotterdam. A master questionnaire in English was designed, pre-tested and revised, incorporating several rounds of comments from the team and the EC. The master questionnaire was thereafter translated into French, Italian, German, Dutch, Polish, Portuguese, Lithuanian, Romanian and Bulgarian.

In the cities under investigation different survey techniques and sampling strategies were used. For Rotterdam the snowballing strategy was thought to be the most appropriate strategy. In theory, every individual should be registered in the Municipal Population Registry (Gemeentelijke basisadministratie - GBA) after four months of residing in the Netherlands. However, several studies have found that migrants do not register with the municipality because they are either unaware of the need to do so, or they fear that registration could lead to negative consequences. A study into this phenomenon estimated that 76% of migrants from New Member States since 2004¹¹ were not registered in the municipal records of Rotterdam in 2009. The results of this and other studies have led to a large scale overhaul of the system of registration of migrant EU workers. A nationally led monitor, of which the city of Rotterdam serves as a pilot case, extracts and aligns data from the various sources that register migrant EU workers, including the GBA, the unemployment insurance offices and the tax offices, and calculates an estimated amount of migrants likely to reside in the city. As a result, data that exist for 2013 are more reliable than previous data. However, another result of this situation is that it has become apparent that there is no institution that owns a comprehensive list of contact details of migrant EU workers in Rotterdam, which could be used for the sampling strategy to the survey.

We therefore decided to use a snowballing strategy. We started identifying our sample from social and cultural associations and clubs, but also areas of the city with a high density of migrant EU worker population. Contacting social and cultural associations and clubs inevitably includes larger networks that extend beyond the city boundaries. We carefully made sure that every interviewee was indeed a resident of the city of Rotterdam.

We used two basic methods to conduct the survey. The first was an online survey which was promoted through various migrants' organisations and online-groups. Secondly we used trained interviewers to conduct face-to-face interviews (PAPI – paper and pen interviews) and telephone interviews. We recruited respondents through migrant organisations and at several physical locations in the city; central and public places such as libraries, shopping malls and public transportation stations; neighbourhoods with high concentrations of migrants and facilities that often welcome migrants such as ethnic supermarkets or cultural organisations. Next to this, our interviewers, who have different ethnic backgrounds, contacted social cultural organisations and companies that were part of their personal network or related to

¹¹ New Member states since 2004: Czech Republic, Estonia, Cyprus, Latvia, Lithuania, Hungary, Malta, Poland, Slovakia, Slovenia, Bulgaria and Romania.

their country of origin. The telephone numbers for interviews were received through face-to-face interviews (from interviewees who gave contact details of friends or relatives) and by contacting migrant organisations by email.

In total we received 282 fully completed surveys. 229 (81%) were completed through face to face interviews, 13 (5%) through phone interviews and 40 (14%) through an online survey questionnaire.

1.4 Structure of the report

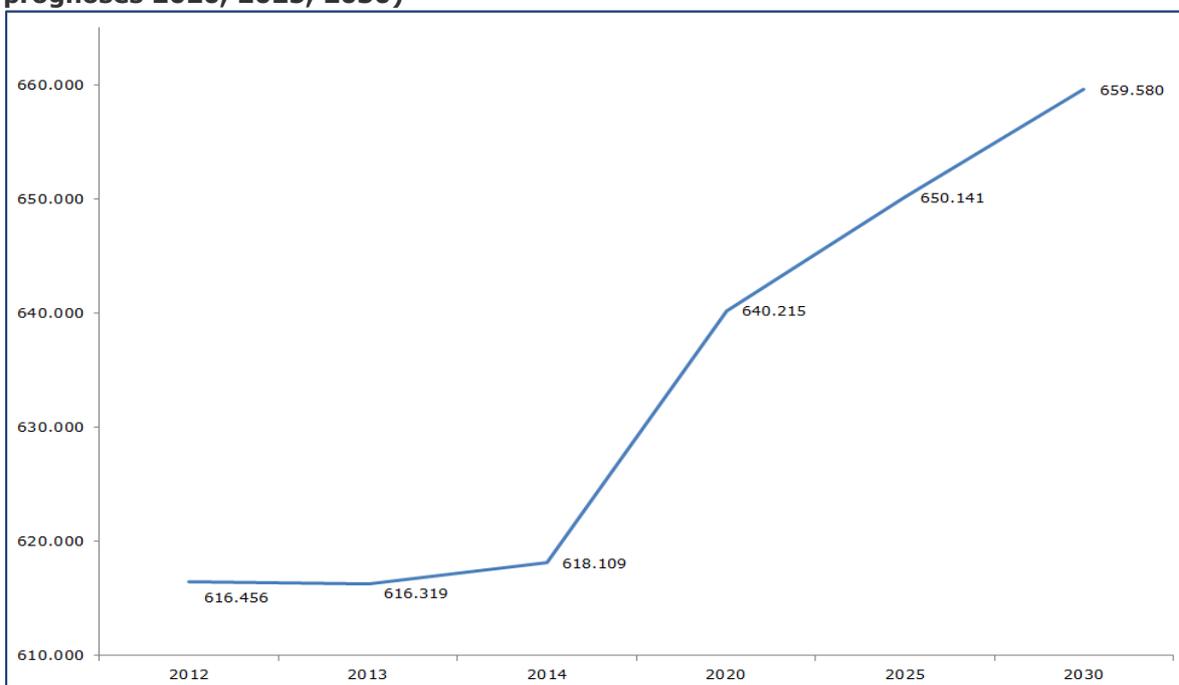
This report is structured as follows: in **chapter 2** the relevant city and national context are illustrated and information on the demography and main socio-economic characteristics of the city is reported. **Chapter 3** provides an overview of EU migration in Rotterdam and illustrates the profile of EU migrants (and migrant EU workers) in the city. In **chapter 4** the challenges and opportunities for migrant EU workers, local workers and the local community in Rotterdam are illustrated. **Chapter 5** presents policies and practices which support the socio-economic inclusion of migrant EU workers at local level. Finally **chapter 6** summarises the study's main findings, conclusions and recommendations.

2 Context of Rotterdam

2.1 Demography

Rotterdam is the second largest city of the Netherlands and consists of a relatively young and diverse population. On January 1, 2014, the city counted 618.357 residents, equal to 3,7% of the nearly 17 million residents in the Netherlands. Only the capital city of Amsterdam had more residents on that day, namely 810.937. The Hague follows Rotterdam with just over half a million residents.¹² The city has about 170 different nationalities and is hereby comparable to cities like Amsterdam, London and New York who accommodate similar numbers of nationalities¹³. The population of Rotterdam has slowly grown over the past years and is predicted to reach 650.000 people by 2025.

Figure 2.1 Total number of residents in Rotterdam by year (actual 2012, 2013, 2014, prognoses 2020, 2025, 2030)



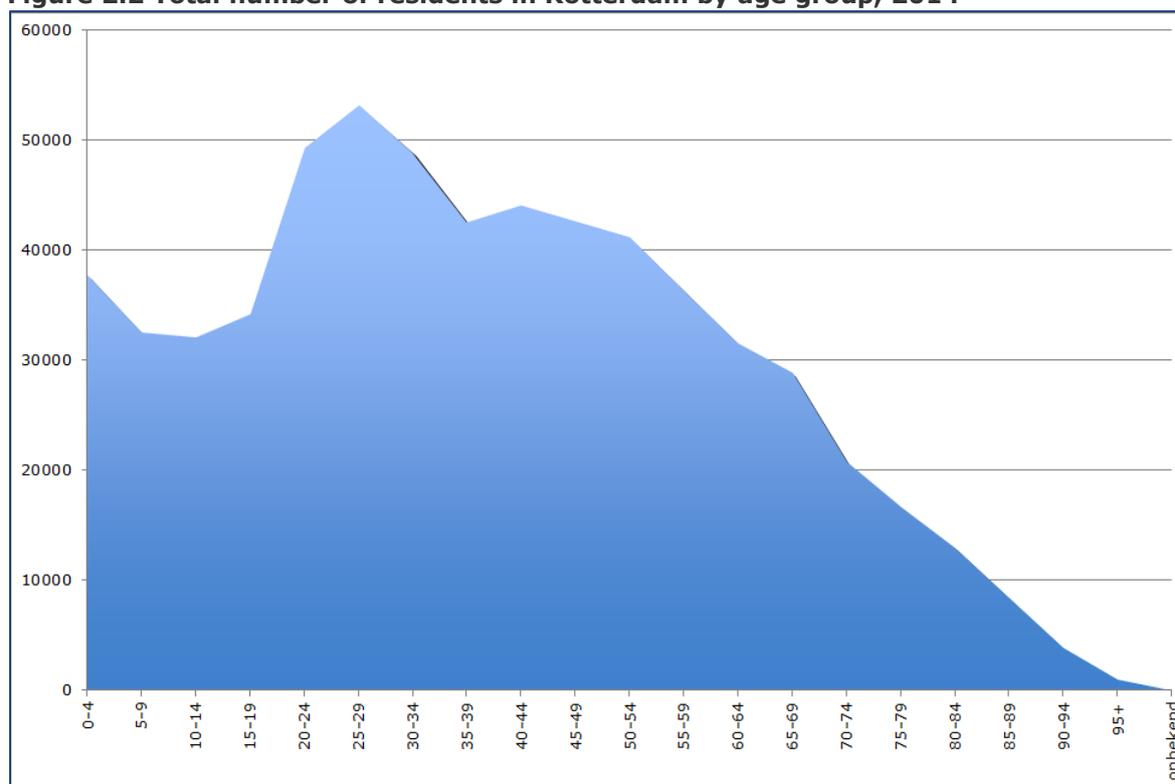
Data source: Rotterdam in Cijfers, 2014.

As the following figure demonstrates, Rotterdam has a relatively young population, with over 30% of its inhabitants under the age of 25.

¹² CBS Bevolking; ontwikkeling in gemeenten met 100 000 of meer inwoners 12-12-2014 (developments in municipalities with 100 000 or more inhabitants, 12-2-2014).

¹³ Steven Vertovec (2007) "Super-Diversity and its Implications" *Ethnic and Racial Studies* 29 (6): 1024-1054; see also Michael Samers (2010) *Migration*. London: Routledge.

Figure 2.2 Total number of residents in Rotterdam by age group, 2014



Data source: Rotterdam in Cijfers.

2.2 Socioeconomic situation

The city of Rotterdam is characterised by its harbour, which is one of the largest in Europe in economic terms. The services surrounding its trade dominate the city's financial activities and continue to attract foreign direct investments into the city. The presence of the harbour creates an essential link to Germany, the UK and Belgium, where a large number (approximately 16.000 in 2014) of the migrant EU workers originate from. Together with Poland and Portugal, these three countries make up the top five countries of origin of registered EU migrants in Rotterdam.¹⁴ The share of EU nationals in Rotterdam is approximately 4 percent¹⁵. This may be underestimated due to non-registration. The facts and figures of Rotterdam are further elaborated upon in chapter 3.

The geographical location of Rotterdam also brings a number of economic opportunities in other sectors, particularly seasonal work in agriculture and horticulture, as the city borders much of the 'green heart' of the Netherlands as well as various types of permanent and short-term employment in the financial sector, construction, service industry and other businesses associated with the conurbation of the Randstad (the area covered between Rotterdam, the Hague, Utrecht and Amsterdam – the four largest cities in the Netherlands). In addition to these economic

¹⁴ Data based on Bevolking van Rotterdam naar herkomstgroepering op 1-1-2004 t/m 1-1-2014 published by Publiekszaken Rotterdam, CBS data adjusted by OBI.

¹⁵ Engbersen (2014). Van zijstroom tot hoofdstroom van beleid. Integratie als permanente opgave voor de stad Rotterdam.

activities, the city's educational and health facilities attract highly skilled migrants, with the presence of the Erasmus University and several internationally recognised hospitals including Erasmus MC.

Throughout the economic crisis Rotterdam has seen an increasing dependency on the flexibilisation of the labour market through temporary work agencies, including for migrant EU workers.¹⁶ Some of the international temporary work agencies have indeed focused on specific EU Member States to attract workers for those sectors where work is not constant (seasonal or project-based work) such as the construction sector, transportation and agriculture.

The city and its nearby surroundings thus offer a wide range of employment opportunities for migrant EU workers from all kinds of educational backgrounds and experiences and with various motivations to work - whether temporary, permanent or seasonal.

2.3 Service delivery organisation and governance The Netherlands is in the process of decentralising key services related to young people, health care and other social aspects. In 2014 the following division of tasks among institutions was in place.

Housing

Residents in the Netherlands have access to rental housing through private and public services. Real estate agents and private landlords offer rental homes in the private sector, but by and large (approximately 75%) of the rental market is organised via semi-public housing corporations. These corporations provide both publicly subsidized houses based on income as well as non-subsidized housing for the general public. Public subsidies are provided for housing rented for up to 700 euro per month. Means-testing for applicants of subsidized housing is conducted by the corporations. In Rotterdam the application process is centralised via Woonnet Rijnmond. Due to pressure on the housing market, the city of Rotterdam has designated areas that require a resident permit (*huisvestingsvergunning*) from prospective inhabitants. The permit can only be acquired if the applicant:

- has Dutch citizenship or a valid residence permit;
- is 18 years or older;
- has income (from formal employment, self employment or pension or social welfare payment) or has been a resident of the city / Rotterdam Area for more than six years¹⁷;
- is economically independent (minimum income level is the social assistance level).

Education

As of the age of 5 children are required to attend education (although they are allowed to start earlier). The municipality plays a role in education by governing public schools, enforcing the compulsory school age attendance, ensuring transportation for special needs education and ensuring access to sufficient facilities for schools. As there are also non-public forms of education, such as religious schools, the municipality is

¹⁶ Economische verkenning Rotterdam 2013.

¹⁷ <http://www.rotterdam.nl/product:huisvestingsvergunning>.

required to interact with these schools to enforce the compulsory school attendance. The city is thus heavily involved with preventing school drop-outs in collaboration with the Ministry of Education and regional drop-out prevention centres. The municipality is not tasked with the monitoring of the quality of education or the outcomes of education; both these tasks are performed at national level by the Ministry of Education.

Health care

The Dutch health care system is privatised, but monitored and where necessary regulated by the public system. This means that health care insurance companies negotiate on the price of health care with health care service providers and that the provision of such services is (theoretically) market driven. Municipalities have an important role in the provision of care related to disabilities.

Unemployment benefits and activation services

The Dutch public employment service (PES) is responsible for both the provision of unemployment benefits as well as employment activation services. Through a nationally centralised PES residents can access these services. In the city of Rotterdam the PES has its own office. The PES is physically located near municipal services that provide social benefits other than unemployment benefits.

3 EU labour migration in Rotterdam

3.1 Foreword

When a country joins the EU, its citizens have the right to move freely to another EU Member State, except if transitional measures are in force. In 2004 ten new Member States joined the EU. The Netherlands did not put in place transitional measures for Malta and Cyprus, allowing its citizens to move freely to the country as of 2004. For Estonia, Latvia, Lithuania, Poland, Hungary, the Czech Republic, Slovakia and Slovenia, the position of the Dutch government changed over time; initially in 2001 no transitional measures were foreseen but eventually in 2004 they were put in place.

From the moment they joined the EU until 1 May 2007 citizens from these eight countries could only move to the Netherlands for work if it was demonstrated that no EU citizen from the EU-15 or Cyprus/Malta could fill the job vacancy. To do so, the employer in the Netherlands needed to request a special work permit (In Dutch 'tewerkstellingsvergunning'). However, this was not needed in certain sectors where the demand for employees was high.¹⁸ Moreover, the requirement did not apply to those starting their own business or who were self-employed.

When Bulgaria and Romania joined the EU in 2007, the Dutch government used its right to impose transitional measures for these two countries as well. It monitored the progress of these countries and followed the developments of the impact of other migrant EU workers on the labour market to determine that it was necessary to wait to the latest possible date (1-1-2014) to lift the transitional measures on these countries.¹⁹
²⁰

Availability of statistics

The increase in EU migrants in the Netherlands combined with the increasing opening of borders for new Member States has strengthened the need to improve the registration system of EU migrants. Over the past decade, many studies have been undertaken and a great effort has been put into getting a better understanding of the movement of workers, particularly those from the new Member States.

Rotterdam has a significant problem with registering migrant EU workers. One of the main issues is that most statistics only apply to migrants that are registered in the GBA and/or are known to the tax authorities. Being registered in the city's resident population register is obligatory for anyone living in the city for four months or longer. From the literature as well as the bulk of the conducted interviews a clear impression comes that many EU migrants consciously don't register.²¹ As a result the actual number of migrants in Rotterdam is higher than the registered number. In the study by Engbersen in 2014 it was estimated that the reported numbers of registered EU migrants should be multiplied by a factor 2 or 3 assuming that only one third to one half of the migrants is registered in the GBA.²² ²³ Of course this is only an estimation and cannot be taken as a fact, but it

¹⁸ <http://www.rijksoverheid.nl/documenten-en-publicaties/persberichten/2007/04/27/vrij-verkeer-poolse-werknemers-per-1-mei.html>.

¹⁹ Arbeidsmigranten uit Oost-Europa, CPB notitie 26-08-2011.

²⁰ http://www.europa-nu.nl/id/vj7qdp9b1ixb/nieuws/bulgaren_en_roemenen_mogen_nog_niet_vrij?ctx=vh9idso8w1nh&tab=0

²¹ In Chapter 4 we analyse the reasons for the low percentage of EU migrants that register.

²² Engbersen (2014). Van zijstroom tot hoofdstroom van beleid. Integratie als permanente opgave voor de stad Rotterdam.

indicates that the number of migrants in the city is substantially higher than the official number of registered migrants. A researcher of the municipality of Rotterdam stated that the municipality has been working for a while now on the improvement of its information on migrants. The overall picture is that the municipality is gaining more and more insight, but it requires serious effort and time to do so. Through our interviews and data analysis it became apparent that these problems with registration are far from solved.

The current available data does not provide a full picture of the migration of citizens from EU Member States to Rotterdam. Instead, there are various datasets based on different measurement methods (stock, flow), different dates of measurement and different country groupings (Middle and Eastern European Member States, Southern Member States and Nordic and Western Member States). Many studies focus specifically on migrants from Central- and Eastern European countries in Rotterdam and the Netherlands. Therefore, facts and figures on other EU migrant groups are barely available. The current data thus do not allow for a comprehensive analysis of the inflow of migrant EU workers in Rotterdam and their personal characteristics as an overall group.

With regard to statistics on the labour market position of EU migrants there is material available from the municipality of Rotterdam and the CBS (national statistical office of Netherlands). Data-analysts of the municipality²⁴ have analysed the underlying micro data of the CBS' migrant monitor²⁵ to assess the specific situation in Rotterdam. Next to the already mentioned data deficiencies the analysts encountered additional issues:

- A large number of the EU migrants work for a temporary employment agency and it is not easily possible to distinguish in which sectors they work;
- From employed persons (either employed or self-employed) the main location of the company the person works for is registered. Therefore, if a person works in The Hague but the company is registered in Rotterdam this person is recorded as an employee of a Rotterdam company. Moreover, only persons that appear registered with the tax authorities in December of each year are included in the figures. This means that EU migrants who work in Rotterdam only during the summer period, for instance, go unnoticed;
- A final remark is that available data can be misleading when respondents with multiple nationalities are presented multiple times. From the first of January 2015 persons with a Dutch citizenship will be registered as being Dutch only, disregarding other nationalities.

The abovementioned side notes about the completeness and correctness of the available data should be kept in mind when reading the next section.

3.2 Key trends in EU (labour) migration

In 2014 the Netherlands counted 16.829.289 inhabitants. 87 percent of them only had the Dutch citizenship. 1.306.274 inhabitants had the Dutch and at least another citizenship (7,8% of the total number of inhabitants). The Turkish and Moroccan inhabitants most often had a double citizenship. Amongst EU28 nationals, the Germans

²³ It is possible that a multiplication factor of 2 or 3 is too high. Numbers may be exaggerated as for example short term residents might be counted as long term residents.

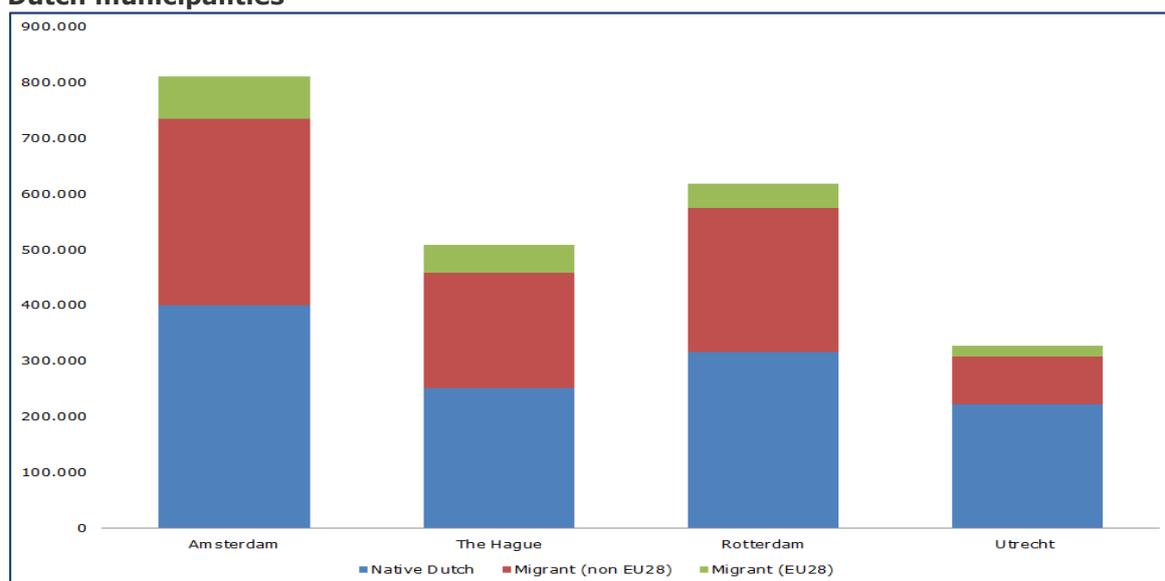
²⁴ Interview with data analyst.

²⁵ In this monitor various files and data sets are combined. The Social Statistical Database (SSB) was used as a starting point. Other sources are for example the tax office and municipal registration systems.

and the British were the ones that most often had (at least) a double citizenship. The remaining 5,2 percent of the Dutch population had one or more non-Dutch nationalities.²⁶

Figure 3.1 shows an indication of the ratio between first and second generation migrants²⁷ and native Dutch residents in the four largest Dutch municipalities. In The Hague, Rotterdam and Amsterdam first and second generation migrants make up half of the population. In Utrecht they make up 32 percent.²⁸

Figure 3.1 Proportion first and second generation migrants- natives in the four largest Dutch municipalities



Source: CBS 2014.

Table 3.1 shows the citizenship, country of birth and ethnicity of migrants in Rotterdam in 2012/2013. In 2012 Rotterdam had 616.260 inhabitants. 10 percent of the inhabitants had no Dutch citizenship.²⁹ From this 10 percent, 38 percent had a citizenship from a country within the European Union. Most EU-migrants in Rotterdam were of German or Polish citizenship.

Table 3.1 Migrants in Rotterdam on the basis of citizenship at birth and ethnicity (2012/2013)

Country	Citizenship (2012)	Country of Birth (2013)	of Ethnicity (2013)
Total	616.260	616.294	616.294
<i>including</i>			
Netherlands/ autochthonous	554.011	445.706	316.594

²⁶ CBS Bevolking; aantal nationaliteiten, 1 januari 2014.

²⁷ For a first generation immigrant his/her ethnic background is based on the country where he/she is born. The ethnic background of a second generation immigrant is the non Dutch country where the mother is born (or, unless the mother is native Dutch, where the father is born).

²⁸ CBS Regionale kerncijfers Nederland, 2014.

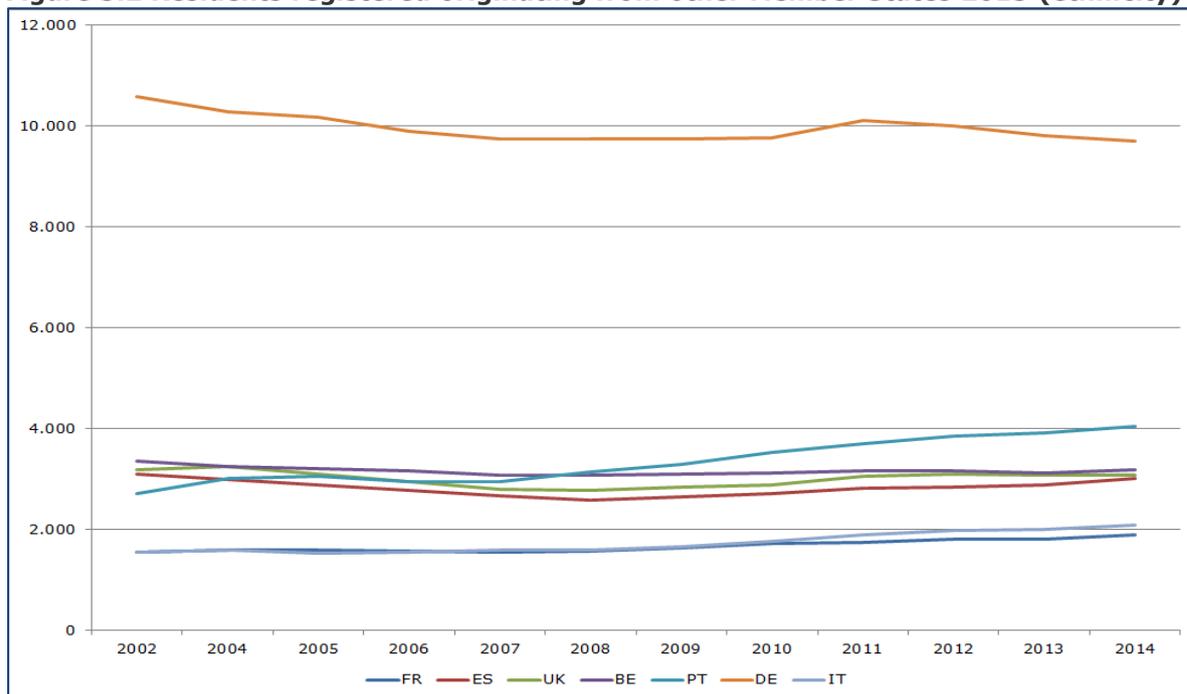
²⁹ CBS: To avoid double counts in statistical reports, individuals who have multiple nationalities are only assigned one citizenship. To this end, anyone with the Dutch citizenship counts in the statistics as a Dutch national. For people who do not have the Dutch citizenship, the following order of choice applies: the citizenship of one of the Benelux countries; the citizenship of an EU member state; the citizenship of another European country, and the citizenship of a non-European country.

Country	Citizenship (2012)	Country of Birth (2013)	Ethnicity (2013)
Non-Netherlands/immigrant	62.249	170.588	299.700
Total Europe (ex NL)	37.047	59.223	103.613
<i>including</i>			
European Union (ex Netherlands)	23.446	26.903	42.492
<i>including</i>			
Belgium	799	1.466	3.128
United Kingdom	1.597	1.772	3.086
Germany	2.634	3.988	9.820
France	924	1.082	1.815
Greece	833	1.163	1.518
Italy	1.309	1.266	2.000
Austria	n/a	293	592
Portugal	3.478	2.825	3.918
Spain	1.887	1.774	2.876
Poland	4.054	5.066	6.105
Hungary	n/a	865	1.128
Yugoslavia	13	6.068	9.267
Turkey	11.493	23.337	47.900
Total Africa	9.067	36.534	70.563
<i>including</i>			
Morocco	6.230	18.719	41.125
Cape Verde	n/a	8.704	15.313
Total America	3.251	51.499	85.422
<i>including</i>			
United States	693	1.059	1.352
(former) Dutch Antilles + Aruba	n/a	14.966	22.972
Suriname	1.046	29.587	52.732
Total Asia	7.356	22.898	39.500
<i>Including</i>			
Afghanistan	n/a	1.313	1.661
China	2.731	4.667	6.473
Indonesia	708	4.347	12.482
Iraq	215	1.568	2.042
Iran	n/a	1.675	2.085
Pakistan	n/a	2.129	4.292
Total Oceania	150	434	602
Stateless / unknown	5.378	-	-

Source: Engbersen (2014). Van zijstroom tot hoofdstroom van beleid. Integratie als permanente opgave voor de stad Rotterdam.

Migrant EU workers from Member States whose nationals were able to move and settle in Rotterdam freely before 2000 are most often of German ethnicity. The figure below shows the trend in residents in Rotterdam.

Figure 3.2 Residents registered originating from other Member States 2013 (ethnicity)



Source: Bevolking van Rotterdam naar herkomstsgroepering op 1-1-2004 t/m 1-1-2014 published by Publiekszaken Rotterdam, CBS data adjusted by OBI.

Based on the available data on the registrations of EU migrants in Rotterdam, it can be determined that the number of migrants from the 12 countries which have joined the EU since 2004 (except Croatia) has increased. The extent of the increase, however, changes drastically per Member State of origin (according also to its population size); less than 100 additional citizens from Cyprus, Malta and Estonia were registered between 2000 and 2014, whereas more than 2000 Polish citizens and more than 4000 Bulgarian citizens were registered. As can be seen from the table below, the moment of the lifting of the transitional barriers did impact on the increase in migration. For Romania and Bulgaria the changes will need to be measured in the coming years.

Table 3.2 Number of citizens from other Member States registered in the city of Rotterdam

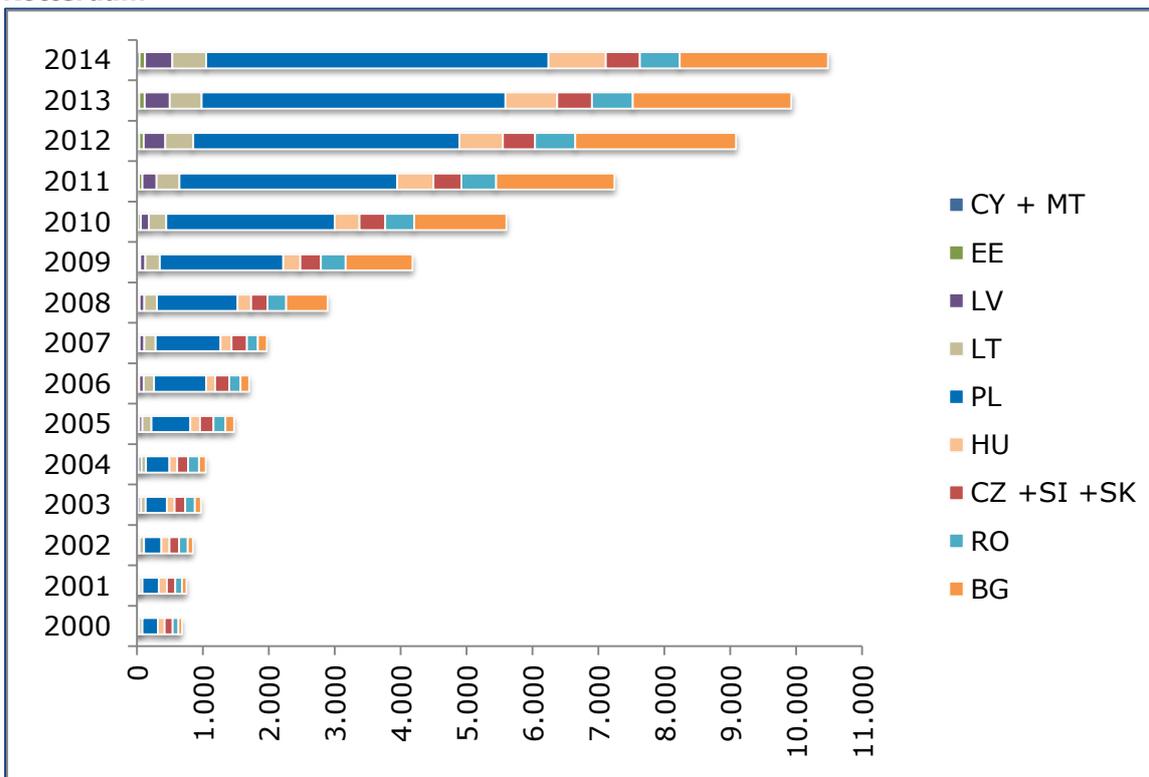
	Free movement and salaried employment since 2004			Free access since 2007								Free access since 2014	
	CY	MT	EE	LV	LT	PL	HU	CZ	SI	SK	RO	BG	
2000	4	3	6	20	48	236	104	59	11	50	89	52	
2001	5	3	4	25	48	249	118	63	15	49	104	70	
2002	7	3	7	24	68	264	122	66	22	54	136	76	
2003	7	6	9	41	69	321	119	76	22	60	147	92	
2004	7	4	13	44	69	356	118	81	21	62	165	105	
2005	12	5	18	50	136	591	144	97	30	76	180	135	
2006	8	4	21	67	160	787	140	97	38	79	171	132	
2007	11	6	21	72	172	986	165	107	37	93	166	136	

	Free movement and salaried employment since 2004				Free access since 2007						Free access since 2014	
2008	11	6	22	75	190	1,223	205	95	44	107	283	630
2009	12	7	31	75	221	1,875	256	110	58	145	374	1,017
2010	13	8	39	119	267	2,552	377	119	80	192	436	1,403
2011	20	9	53	215	346	3,304	550	134	91	199	526	1,794
2012	27	7	66	328	424	4,041	655	156	103	231	610	2,440
2013	24	10	81	381	482	4,613	785	161	116	247	619	2,406
2014	32	9	80	414	513	5,196	868	163	112	242	604	2,249

Source: Monitor migrant EU workers programme of the city of Rotterdam, 11 February 2014.

Figure 3.3 illustrates that especially the number of Polish and Bulgarian migrants has been growing since 2000. The registration of migrants from Bulgaria took a giant leap between 2007 and 2008 which coincides with the accession of a number of other countries. Poland, Latvia, Estonia and Lithuania also experienced growth, but in a later stage, Poland around 2008/2009 and the latter three between 2009/2010.

Figure 3.3 Number of citizens from other Member States registered in the city of Rotterdam



Source: Monitor migrant EU workers programme of the city of Rotterdam, 11 February 2014.

The table and figure show that Rotterdam experiences a high inflow of EU migrants mainly from Germany, Portugal, Poland, Belgium, the UK, Spain and Bulgaria. However, the municipality recognises that their sources underestimate the number of migrants significantly and anticipate that especially the migrants from the Member States for whose nationals the entry is new (i.e. 2007 and 2014) are present in higher numbers than known.

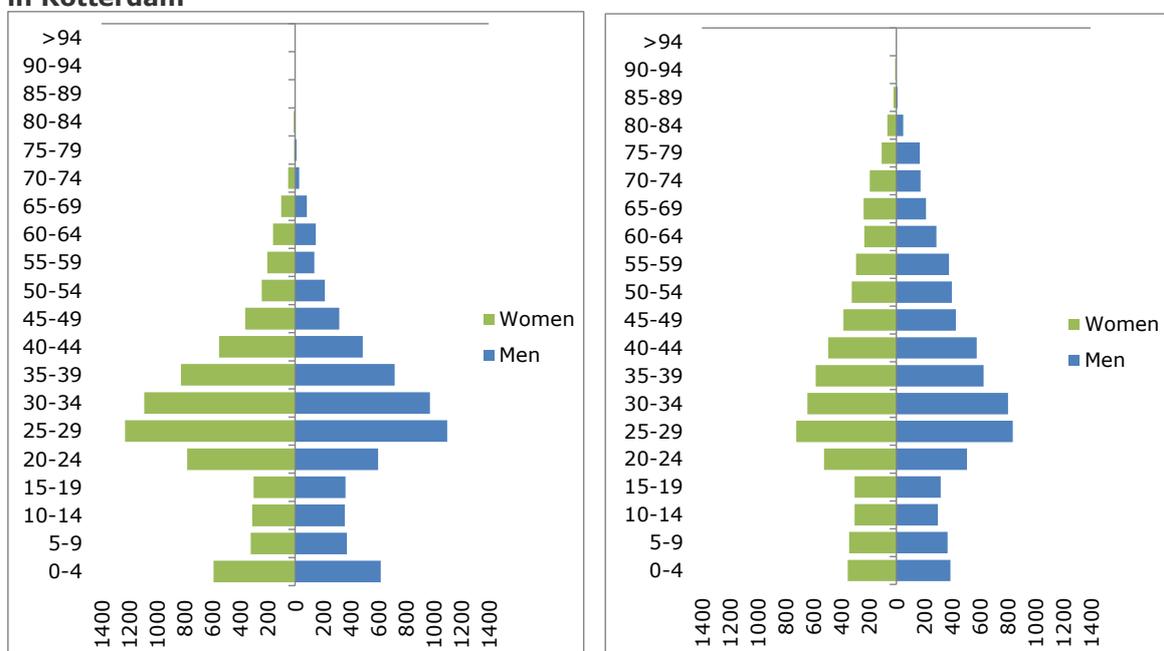
3.3 Demographic characteristics of migrant EU citizens (workers)

Insights from secondary sources

On the whole, little is known about the personal profile of Rotterdam EU migrants. The information that is available is mainly about migrants from Eastern European countries and Southern European countries or only makes the distinction between western and non-western migrants.

The 2013 monitor of the municipality of Rotterdam presents some insight in the profile of the city's migrant working population. Labour migrants in Rotterdam are young, and migrants from Central- and Eastern European countries are mostly 25 to 34 years old as shown by Figure 3.4. Migrants from Southern European countries are more equally spread across the age pyramid than migrants from Central- and Eastern European countries.

Figure 3.4 Age pyramid (left) Central and Eastern- and (right) South European migrants in Rotterdam



Source: Monitor Programma EU Arbeidsmigratie 2013. Approximate figures.

The figures above also show that none of the two sexes prevails amongst EU migrants. In 2011 a study on Polish, Romanian and Bulgarian migrants was published by the Erasmus University and NICIS institute. The majority of the interviewed migrants were female. In the report it is stated that the migrants from Central and Eastern Europe do differ in this respect from migrant groups that came to the Netherlands in the past (e.g. Moroccans and Turks). In those cases men were the first to migrate and their wives and children often came years later. Polish and Romanians are in general 30 years old or younger while Bulgarians are more often older than 30. Amongst the Bulgarians and Romanians about one quarter of the respondents is older than 40 years. For the Polish migrants workers, this is a much smaller group.³⁰

³⁰ Snel et al. (2011). Arbeidsmigranten uit Bulgarije, Polen en Roemenië in Rotterdam. Sociale leefsituatie, arbeidspositie en toekomstperspectief.

The majority of the respondents came to Rotterdam alone. Polish workers came more often than Romanians and Bulgarians with a partner. Bulgarians depart more often than others with friends, relatives or other fellow nationals. Bulgarians are more community-oriented.

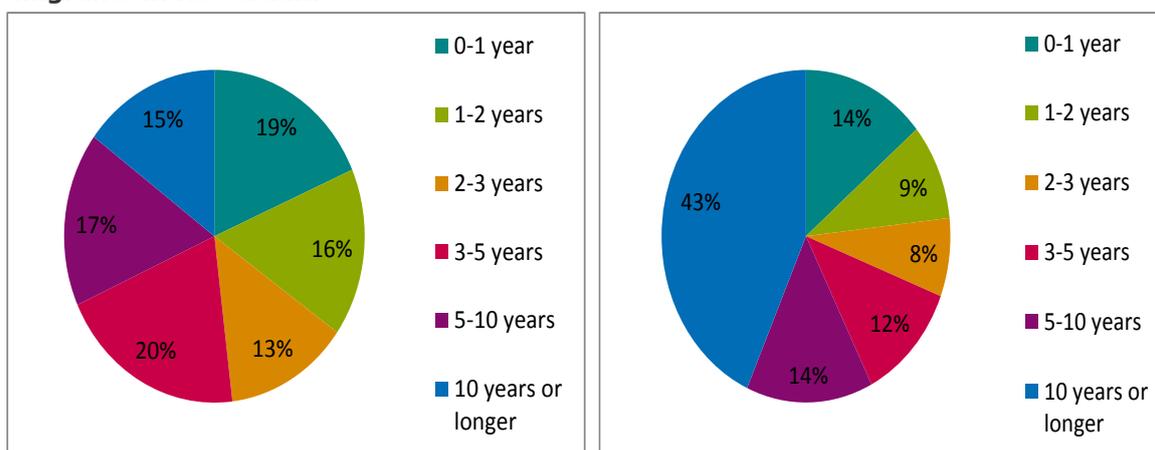
Bulgarians in Rotterdam are often able to speak Turkish. This gives them easy access to the Turkish community in the Netherlands. It is possible that this has contributed to the migration of Bulgarians to Rotterdam as the Turkish community there is quite large.

When asked about the reason for moving to Rotterdam the majority of interviewed migrants responded that they came to find a job because the working conditions are quite good in the Netherlands. The second most common reason was the presence of family and fellow nationals. This reason was especially important for Bulgarian migrants. The third most frequent motive was a combination of the first two. Next to these motives other reasons such as the existence of good facilities in the fields of housing, healthcare and social security and being able to speak several languages were mentioned. One quarter of the Polish migrants mentioned that being able to speak English or German was a reason to come to the Netherlands.³¹

Migration patterns

Figure 3.5 shows the distribution by length of stay in Rotterdam of migrants from Central and Eastern European countries and Southern European countries measured on the 31st of December 2013. Migrants from Portugal, Spain, Italy and Greece are living for a longer time in Rotterdam than their Central and Eastern European counterparts. Central and Eastern-European migrants have been living in Rotterdam for 6 years on average, while the average length of stay of migrants from Southern Europe is 14 years. The average length of stay of all inhabitants of Rotterdam is 21,5 years.³²

Figure 3.5 Length of stay (left) of Central and Eastern- and (right) South European migrants in Rotterdam



Source: Monitor Programma EU Arbeidsmigratie 2013.

³¹ Snel et al. (2011). Arbeidsmigranten uit Bulgarije, Polen en Roemenië in Rotterdam. Sociale leefsituatie, arbeidspositie en toekomstperspectief.

³² Monitor Programma EU Arbeidsmigratie 2013.

A corresponding picture is sketched by a 2011 study of Professor Engbersen³³. In this study Engbersen divided the new inflow of migrant workers from Bulgaria, Romania and Poland into four categories, namely:

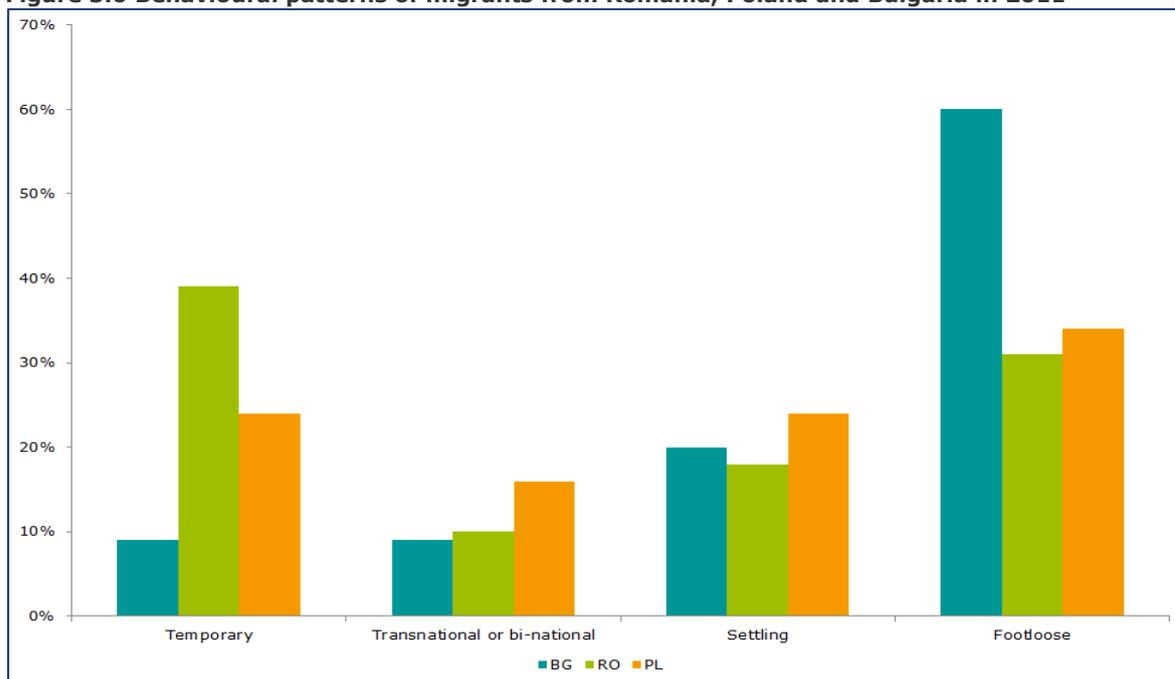
- **Temporary migrants** – who stay in the Netherlands for 1-5 years to perform seasonal jobs in agriculture, horticulture or vocational labour; tend to be older; have a family in the country of origin, and return home for visits annually; are not actively engaged in the Dutch/local community; and whose income is mostly sent to the country of origin through remittances and investments;
- **Transnational or bi-national migrants** - who are relatively well-rooted in the Netherlands and maintain strong ties to their country of origin, interact frequently with Dutch people (often speak Dutch) and with people from their country of origin; the level of remittances is also high and they still maintain property in their country of origin; they are often highly educated, work in middle- to high-skilled jobs and have been in the Netherlands for a relatively long time, often with a partner but without children; and eventually return to their country of origin or move on to another country;
- **Migrants with an intent to settle** – often highly educated, work in jobs requiring high levels of skills, have resided in the Netherlands for several years – often migrated at a young age - and have an intent to stay permanently with their families (which they have and who also reside in the Netherlands). The level of remittances is low;
- **'Footloose' migrants** – have only arrived in the Netherlands recently, are often low-educated and may or may not be employed. If they are employed, it is often with a precarious job. They are not (yet) rooted in the community, speak little or no Dutch, and have little or no Dutch friends. At the same time, they also do not maintain strong ties to their country of origin and remittances are low. They tend to be single, have no children and arrived in the Netherlands whilst still young but with little intention to stay longer than 5 years.

The study analysed these groups on the basis of the recent patterns of migrant EU workers from Romania, Poland, Bulgaria. The following figure depicts the presence of these typologies among the migrant EU workers analysed for the study. Bulgarian and Polish migrants can most often be characterised as being footloose migrants. They have only been in the Netherlands for a short time and are often low-educated. Romanian migrants are mostly temporary migrants who stay in the Netherlands between 1-5 years to perform seasonal jobs in agriculture, horticulture or low-skilled manual labour.³⁴

³³ Engbersen, G.B.M., Ilies, M., Leerkes, A.S., Snel, E. & Meij, R. van der (2011). Arbeidsmigratie in vier. Bulgaren en Roemenen vergeleken met Polen. Rotterdam: Erasmus Universiteit Rotterdam (Afdeling Sociologie).

³⁴ Engbersen, G.B.M., Ilies, M., Leerkes, A.S., Snel, E. & Meij, R. van der (2011). Arbeidsmigratie in vier. Bulgaren en Roemenen vergeleken met Polen. Rotterdam: Erasmus Universiteit Rotterdam (Afdeling Sociologie).

Figure 3.6 Behavioural patterns of migrants from Romania, Poland and Bulgaria in 2011



Source: data by Engbersen, graph by Ecorys.

3.4 Implications for local service delivery

As shown in this chapter migrants from the different EU Member States vary from each other under several respects. The population of labour migrants in Rotterdam is diverse with each sub-group having its own history and social cultural background. Even migrants from the same country of origin show strong variations (for example the Roma and other nationals). The diversity among migrants reflects on the issues they are dealing with such as housing, employment, language or criminality. In addition, the earlier described migration typologies result in groups having their own characteristics and needs and these should be taken into account by policy makers.³⁵ Some important findings in this respect are:

- Most migrants that live in Rotterdam are from Western and Southern European countries. Germany is the country of origin with most migrants living in Rotterdam (almost 10.000 people in 2014);
- The influx of migrants from mostly Eastern European countries has increased over the last couple of years, especially from Bulgaria and Poland;
- Migrants from Eastern European countries in Rotterdam are mostly between 25 and 35 years old, although differences between migrant groups exist;
- The majority of the respondents came to Rotterdam alone. A large portion of the migrants from Eastern European countries are female. The migrants from Central and Eastern Europe do differ in this respect from earlier migrant groups in the Netherlands, which included mostly men;
- Bulgarians in Rotterdam are often ethnical Turks and are able to speak Turkish. This allows them easy access to the Turkish community in the Netherlands.

³⁵ Gemeente Rotterdam (2013), De Uitvoeringsagenda 2013-2014 EU arbeidsmigratie.

Taking into consideration the demographic structure of the migrant population and the discussed details, we can expect that over the coming years the arrival of EU migrants will have implications for the following local services:

- **Employment services:** EU migrants are predominantly of the working age population, mostly aged 25 to 49. Most of them are active in the labour market thus their arrival and integration may have implications for the delivery and use of the employment services. Services such as the provision of information on vacancies, counselling, information on legal requirements (including contracts, social contribution, etc.) and entitlements, pre-screening of possible candidates, matching labour supply and demand, information on training courses, skills assessment, opportunities for self-employment, etc. are comprehensively of high relevance to EU migrants;
- The relatively young age of migrants also indicates that they are less likely to use health services compared with the local population. This is due to health services being mostly used by the youngest and the oldest segments of the population. Most of EU migrants are in the prime reproductive age groups. This can result in large numbers of migrants becoming parents while in Rotterdam and the subsequent demand for child-related (health) services (e.g. demand for maternity services and child health care);
- Another consequence of the average young age of EU migrants in Rotterdam is the low impact on old age-related social benefits, including (at the moment) pensions;
- **Housing:** the influx of a large number of EU migrants puts additional demand on affordable housing in Rotterdam;
- Considering the increase of the influx of EU migrants, the legal requirement of registration in the population register, as well as with other agencies, can have an impact on local services in terms of staff required to deal with additional workload.

In the next chapter we explore these as well as other implications and demands for the successful inclusion of migrant EU workers in more detail.

4 Challenges and opportunities for migrant EU workers, local workers and the local community

In this chapter we present the main opportunities and challenges for migrant EU workers and the local community, including local workers in Rotterdam. The analysis is based on a literature review, interviews and a survey as well as discussions during focus groups. In the literature as well as in the interviews and focus groups more attention was given to the challenges of migration than to opportunities. Based on the available information we try to provide a realistic account of both challenges and opportunities. In the following section we describe the main characteristics of the Ecorys survey respondents. In the subsequent sections we discuss the arrival of migrants to Rotterdam, their insertion into the labour market, access to and use of local services and we conclude with the participation of migrant EU workers in social, cultural, and political life.

4.1 Characteristics of survey respondents

The survey conducted by Ecorys yielded 282 completed questionnaires. The distribution of respondents by citizenship is shown in Table 4.1. In our sample Polish, German and Portuguese migrants are best represented. This is in line with the available data on the presence of EU migrant groups in Rotterdam as presented in chapter 3. Very few respondents report double nationalities. There are four Polish respondents that also have the Dutch citizenship. Other double nationalities are only reported in smaller numbers.

Table 4.1 Citizenship (multiple response) (n=282)

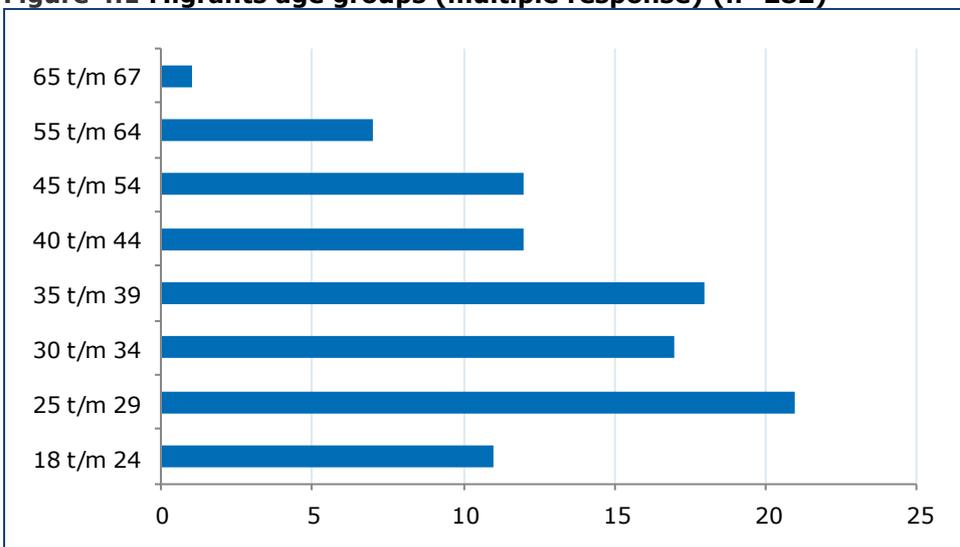
Citizenship	Percentage
Netherlands	7
Austria	1
Belgium	2
Bulgaria	9
Croatia	2
Cyprus	<1
Czech Republic	1
Denmark	<1
Estonia	<1
Finland	<1
France	2
Germany	11
Greece	4
Hungary	3
Ireland	1
Italy	9
Latvia	<1
Lithuania	1
Poland	23
Portugal	13
Romania	4
Slovakia	2

Citizenship	Percentage
Slovenia	<1
Spain	5
Sweden	1
United Kingdom	5
Total	100

Source: Ecorys survey.

The migrants of our survey are relatively young and of working age. Of the identified age groups most respondents are to be found in the group between 25 and 29 years old. More than half of the respondents are aged between 25 and 40 years old, while the number of migrants older than 55 years is relatively small (8 percent).

Figure 4.1 Migrants age groups (multiple response) (n=282)³⁶

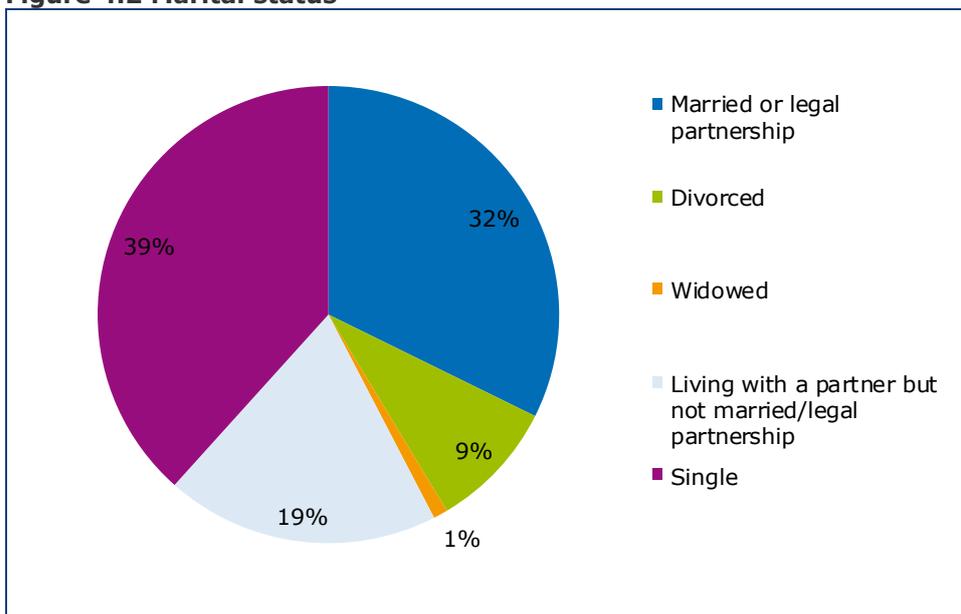


Source: Ecorys survey.

Singles are best represented amongst the respondents, 39 percent counts itself to this group. Almost as large is the group who is married or is in a legal partnership (32 percent).

³⁶ Migrants with double citizenship are counted twice in this overview.

Figure 4.2 Marital status



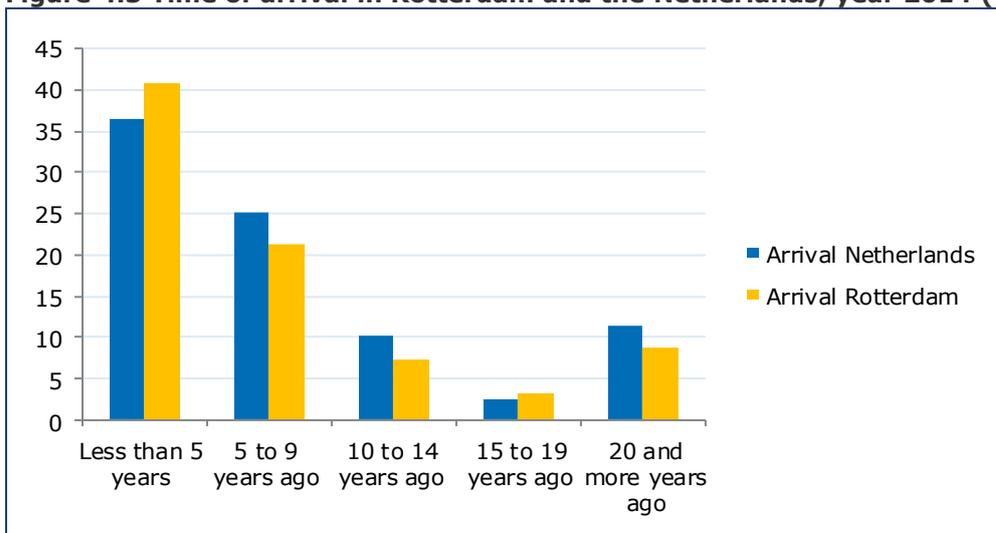
Source: Ecorys survey.

4.2 Arriving and registering

Coming to Rotterdam

Migrant EU workers come to Rotterdam for various reasons and by various means and routes. Figure 4.3 illustrates the length of stay in the Netherlands and Rotterdam. The majority of respondents has been in the city for less than 5 years. Around 60 percent of the respondents migrated less than 9 years ago to the Netherlands and to Rotterdam.

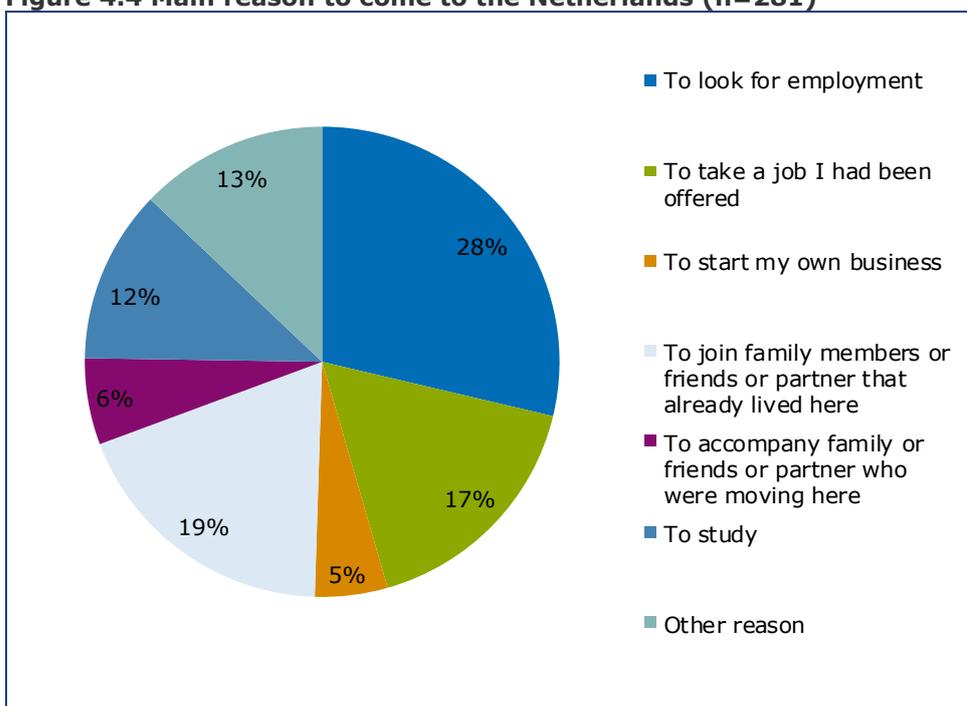
Figure 4.3 Time of arrival in Rotterdam and the Netherlands, year 2014 (%) (n=282)



The following figure presents the main reason for the respondents of the Ecorys survey to come to the Netherlands. The majority of them has come to Rotterdam for work. The most mentioned reason for coming to the Netherlands is to look for employment (29 percent). 17 percent came to take on a job they had already been offered. One quarter

of the migrants indicated they came to Rotterdam to accompany a friend, family member or partner. Almost one fifth of the respondents joined a partner, or friends that already lived in Rotterdam. Other reasons mentioned were the search for adventure or for a better life. Rotterdam, being a university city, also attracts students from other EU countries. 12 percent of the surveyed migrants gave study as their main reason to come to Rotterdam.

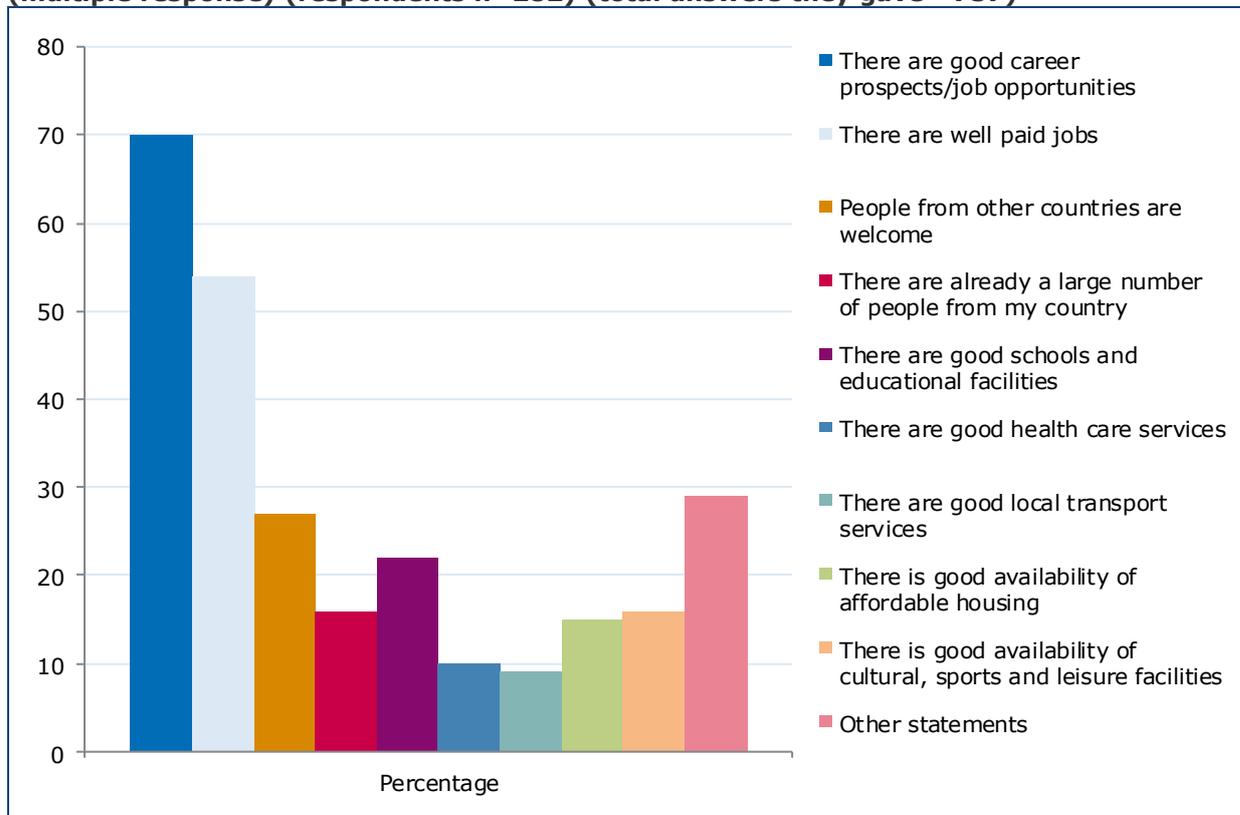
Figure 4.4 Main reason to come to the Netherlands (n=281)



Source: Ecorys survey.

The statements that most characterise the reason for movement to the Netherlands are presented in the following figure. The most important reasons are work-related. The statements mentioned by most respondents were 'there are good career prospects/ job opportunities' (70 percent of the respondents) and 'there were well paid jobs' (54 percent of the respondents). Also, 27 percent of the respondents indicated that it is important for them that people from other countries are welcome in Rotterdam. The quality of health and transportation services was of less importance to the respondents. Other reasons for movement were the presence in Rotterdam of other people from the same country, including family, friends or partners.

Figure 4.5 Statements that characterise the reason for movement to the Netherlands (multiple response) (respondents n=282) (total answers they gave =757)



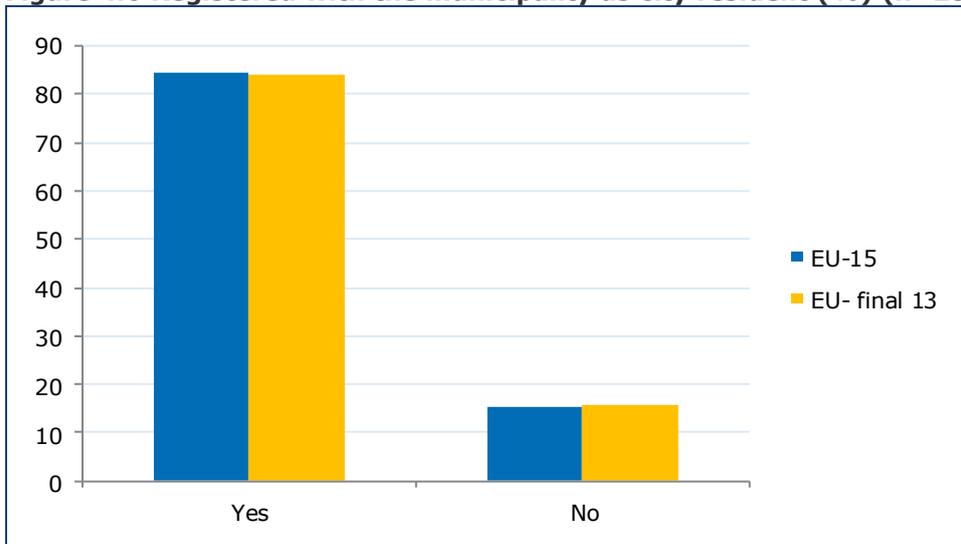
Source: Ecorys survey.

Registration at the municipality

All migrant EU workers have to register at the municipality. As mentioned in chapter 3 many migrant EU workers do not register. The main reason for this is that many migrants choose to rent a room or house illegally (chapter 4.4). This makes it harder for them to officially register in the GBA. The reason for subleasing is twofold. First there is a financial reason. Subleasing is (considered) less expensive and therefore more attractive. The second reason is related to the way the Dutch (social) housing system works and the scarcity of affordable housing in the city. As opposed to the labour market that is more and more flexible, the housing market can be characterised as inflexible. Furthermore there are waiting lists for social housing in the city. As a result of financial considerations and the scarcity of flexible and affordable housing many migrants sublease and do not register with the municipal administration. This affects their rights to social welfare, other public services and also negatively influences their position with respect to their landlords. This issue is discussed in greater detail in section 4.4.

Of the respondents to the Ecorys survey 84 percent was registered with the municipality. There is no significant difference in registration patterns between respondents from the EU-15 countries or the latest acceded 13 countries as shown by Figure 4.6.

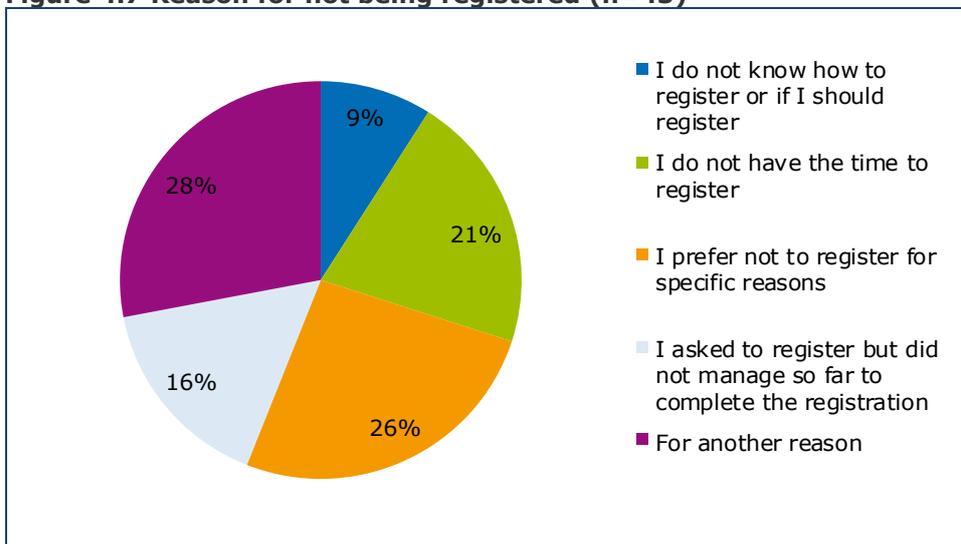
Figure 4.6 Registered with the municipality as city resident (%) (n=280)



Source: Ecorys survey.

More than one quarter of the respondents who did not register, did not do so for specific reasons they did not wish to explain (Figure 4.7). The main other reason for not being registered is expecting to be only for a short period in Rotterdam or not being sure yet about the length of stay in the city or in the Netherlands.

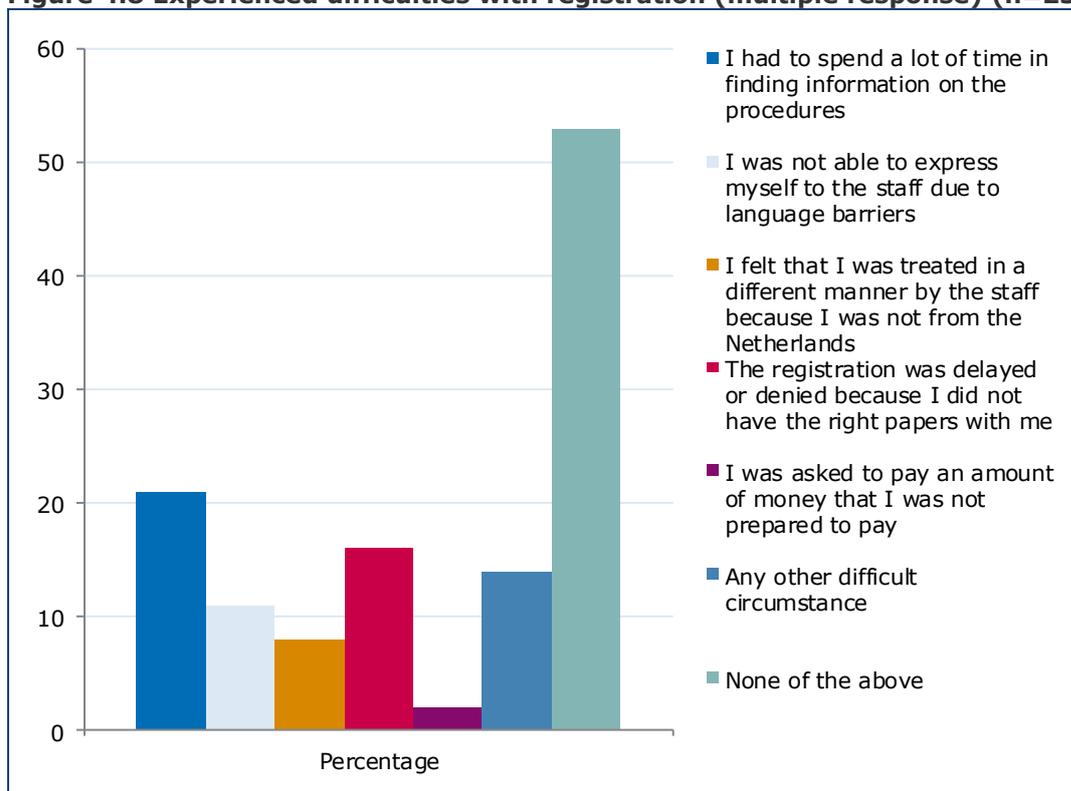
Figure 4.7 Reason for not being registered (n=43)



Source: Ecorys survey.

For almost half of the respondents who did register, it took one or two weeks to finalise the registration. For one quarter it took more than one month, for 31 percent of this group it took more than four months. More than half of the group of respondents who did register, encountered difficulties during the process. Respondents indicated that they had to spend considerable time on finding information on procedures (21 percent of the respondents). Not having the right papers was the second most experienced difficulty (16 percent of the respondents).

Figure 4.8 Experienced difficulties with registration (multiple response) (n=230)



Source: Ecorys survey.

More than half of the respondents did not encounter support with regard to registration. The most mentioned support service is a website with explanations of the procedures to register with the municipality in the language of the respondent or a language that he/she understands (17 percent of the respondents). Other often mentioned sources of support were friends, family, colleagues or the employer.

4.3 Economic opportunities and challenges for migrant EU workers and the local community

In this section we discuss the opportunities and challenges coming from of EU labour migration for the labour market including local workers and the local economy. Hereby we adopt the perspective of migrant EU workers and also the perspective of the local community, including local workers.

Contribution to the local economy and to the competitiveness of local companies

The presence of migrant EU workers offers companies in the Rotterdam region the opportunity to make use of often flexible labour. Migrant EU workers contribute to a great extent to filling bottleneck vacancies. In case of low- to medium-skilled jobs, labours costs are reduced by hiring EU workers instead of local workers. By filling (bottleneck) vacancies and by lowering labour costs migrant workers contribute to the competitiveness of local companies. Also the migration of high-skilled/educated labour

offers companies the needed skills and helps them fill in key vacancies and improve their competitiveness.³⁷

According to our interviewees EU labour migration offers Rotterdam's companies highly motivated workers with a flexible attitude. They come to Rotterdam to work and to improve their situation. They are therefore willing to work hard and accept jobs and conditions that locals are less inclined to accept. From the conducted interviews with employers organisations and private employment agencies it is clear that companies (in the Rotterdam harbour and in the horticulture) initially preferred local workers but were unable to find the needed numbers of sufficiently motivated workers. In some instances local workers were hired but would quit after a short time. In the end the companies looked for labourers from other EU countries.

Economic contribution of migrant EU workers

The contribution of migrant EU workers is often under-reported in the case of Rotterdam. In 2013 Marion Matthijssen³⁸ conducted a study on the economic value of migrant EU workers, where she concluded amongst others that migrant EU workers not only contribute to a great extent to filling bottleneck vacancies, but also generate financial benefits for the state (she calculated that a temporary migrant worker from Eastern Europe on average adds 1.800 euro a year to the national treasury). The migrant workers become (temporary) members of the local community and economy. They consume and spend money in local shops and for housing and services. They become an active part of the local economy and contribute to economic development.

Besides working as employees EU migrants also start their own businesses in Rotterdam. There are no hard figures on how many EU migrants started a business. We can however give an indication on the basis of chamber of commerce data by looking at the country of birth of Rotterdam's entrepreneurs. In 2015 there were approximately 49.000 entrepreneurs registered with the Chamber of Commerce of Rotterdam. The following table provides their distribution by country of birth for the period 2010-2015.

Table 4.2 Number of entrepreneurs registered with the Chamber of Commerce of Rotterdam

Country of Birth	2010	2011	2012	2013	2014	2015
Netherlands	27.339	29.078	29.629	30.741	32.584	34.427
Belgium	137	154	160	177	175	170
Bulgaria	416	502	578	618	548	416
Germany	345	375	389	402	434	454
France	73	80	75	88	95	102
Italy	83	89	108	109	115	143
Poland	409	440	489	566	623	705
Romania	105	122	135	149	138	120
Spain	92	103	112	111	135	150
United Kingdom	161	173	179	183	198	200
Other N+W-Europe	109	129	139	162	157	163
Other E-Europe	130	136	167	202	236	299
Other S-Europe	142	158	172	191	214	255
Total EU (excl. Netherlands)	2.202	2.461	2.703	2.958	3.068	3.177

³⁷ Interviews with public and private employment agencies and social partners.

³⁸ Mathijssen, M. (2013) De economische waarde van arbeidsmigratie – Een focusgroep onderzoek naar het belang van arbeidsmigranten voor de Stadsregio Rotterdam.

Country of Birth	2010	2011	2012	2013	2014	2015
Overall Total	38.721	41.100	42.153	44.025	46.584	49.027

Source: KVK Rotterdam.

70 percent of these entrepreneurs have the Dutch citizenship and 6,5 percent have a different EU citizenship³⁹. In absolute numbers the Polish migrants are best represented in this list followed by Germans and Bulgarians. It is interesting to note that over the five year period 2010 to 2015 the growth rate of the number of EU entrepreneurs (+44%) in Rotterdam was higher than the average growth rate (+27%). We especially see an increase in the number of entrepreneurs from Eastern and Southern Europe.

Labour market position of migrant EU workers

Despite the reasonably stable economy (relatively low unemployment rates throughout the last decade in comparison with the EU average) and variety of economic activity in Rotterdam, the employment opportunities for migrant EU workers bring along also significant challenges. Several studies and social partners have identified that migrant EU workers are at higher risk of the abuse and fraud committed by private employment agencies.^{40 41 42} In 2004 it was found that between 5000-6000 private employment services provided services for migrant EU workers that were not within the acceptable practice of the law. These organisations were branded as 'unscrupulous', costing the state millions (estimations up to 260 million) and became a priority in national debate.⁴³ The business model of these organisations was also deemed as a 'bad publicity for the Netherlands', as they were underpaying the migrant EU workers, making them working in conditions not acceptable within the law and not living up to the provision of housing as was required.⁴⁴

Although this issue has received a high level of attention and triggered national and local action, interviewees from migrant organisations but also from employment agencies indicated that the labour inspectorate does not yet monitor these agencies sufficiently. Several groups of migrant EU workers occupy a weak position on the Rotterdam labour market. Migrant employees have been reported to still face exploitation, be forced to work longer hours than legally allowed and their psychical conditions are not necessary good. Temporary contracts or working in the informal circuit are the main reasons as these employment relationships grant migrants less or no rights.

A different example of exploitation in Rotterdam are the posting arrangements by employment agencies, which have been reported by social partners not to follow the rules set out by the Directive on the Posting of Workers.⁴⁵ It is not uncommon for employees to be contracted by an agency in their home country and become seconded to Rotterdam while holding two contracts: one for the Dutch labour inspectorate and one that is their actual contract, with lower wages and lower social security contributions. In the cases where they only hold one (legal) contract instead of two, migrant EU workers

³⁹ Data provided by the chamber of commerce Rotterdam.

⁴⁰ Parlementair OnderzoekLessen uit recente arbeidsmigratie (2012).

⁴¹ Korf, D. (2009) Polen in Nederland, Forum.

⁴² Bondt, H. de, & D. Grijpstra (2008), 'Nieuwe grenzen, oude praktijken; Onderzoek naar malafide bemiddelaars op de arbeidsmarkt', Research voor Beleid, Zoetermeer.

⁴³

http://www.parlementairemonitor.nl/9353000/1/j4nvgs5kjg27kof_j9vvij5epmj1ey0/vhw2c5gwq1y5/f=/kst119888.pdf.

⁴⁴ <http://www.socialevraagstukken.nl/site/wp-content/uploads/2011/07/brief-tweede-kamer-arbeidsmigratie-moe-landen.pdf>.

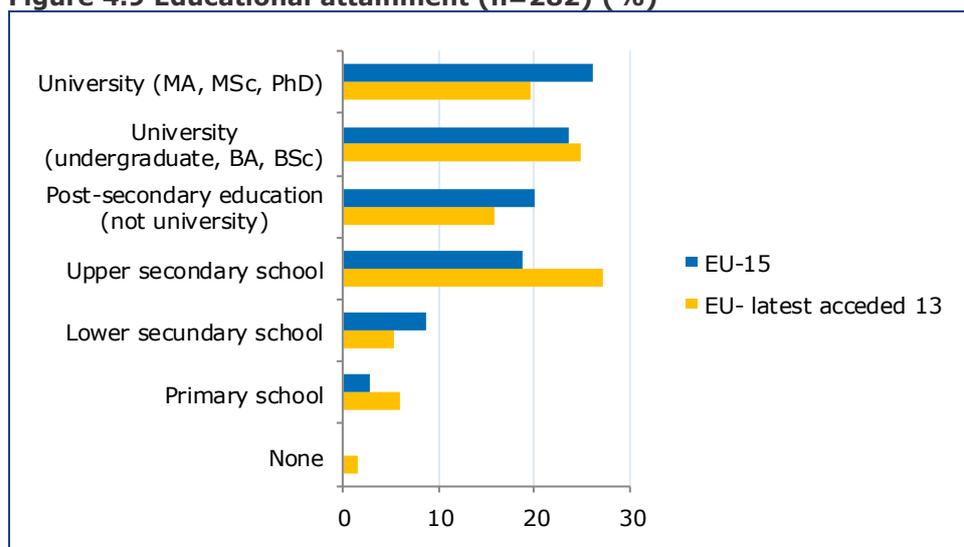
⁴⁵ Directive 96/71/EC.

can still face dishonest employment agencies that pay less than the (collectively) agreed wage. Lastly, social partners identified the threat of pseudo self-employment whereby workers are hired as freelancers and paid lower wages. The Municipality of Rotterdam claims to have made combating exploitation a priority in their annual programmes relating to employers and migration. In their current approach they primarily focus on preventive measures by informing the migrant EU workers on their rights.

Interviewees also indicated that the lack of knowledge by migrants of the procedures and their rights strongly contribute to their relatively weak bargaining position. In many cases lower- to medium-skilled migrants seem not to fully read or understand the contracts they sign in their home countries before migrating for a job; or they just accept the potential risks because of the opportunities to improve their lives they hope for.

A substantial share of the migrants that participated in the survey completed a high level of education. Almost half of the survey respondents finished university (47 percent), while 18 percent completed a post-secondary education. The share of respondents that completed no education or only primary school is less than 5 percent. Figure 4.9 illustrates the differences in educational attainment between the EU-15 and the latest acceded 13 EU Member States. Respondents from the EU-15 countries have a stronger presence in the higher educational levels.

Figure 4.9 Educational attainment (n=282) (%)

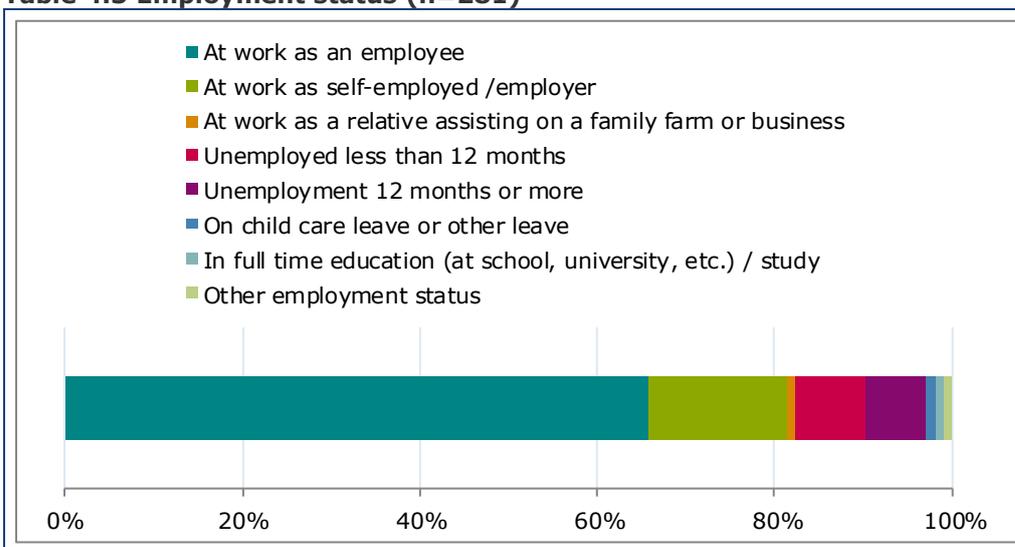


Source: Ecorys survey.

More than half of the respondents state they are underemployed and do not fully utilize their potential (54 percent indicated that their current or last job requires a lower skill level than they possess). Only in 4 percent of the cases the job required a higher skill level than possessed by the respondent.

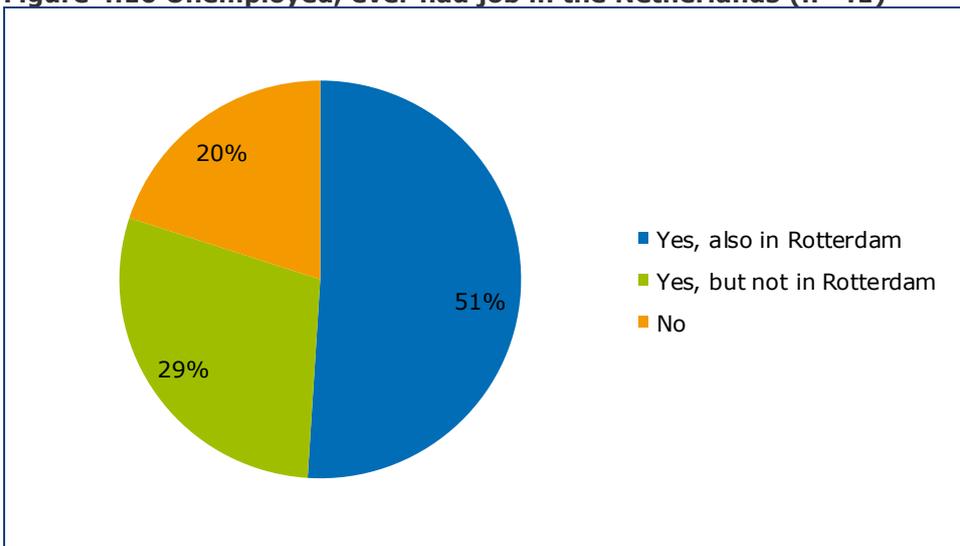
The majority of the respondents of the Ecorys survey had a paid job at the moment they were interviewed. 83 percent of the respondents were either at work as an employee, self-employed or an employer themselves. 15 percent of the respondents were unemployed of which almost half for more than 12 months. 80 percent of the unemployed respondents had a job in the Netherlands before becoming unemployed.

Table 4.3 Employment status (n=281)



Source: Ecorys survey.

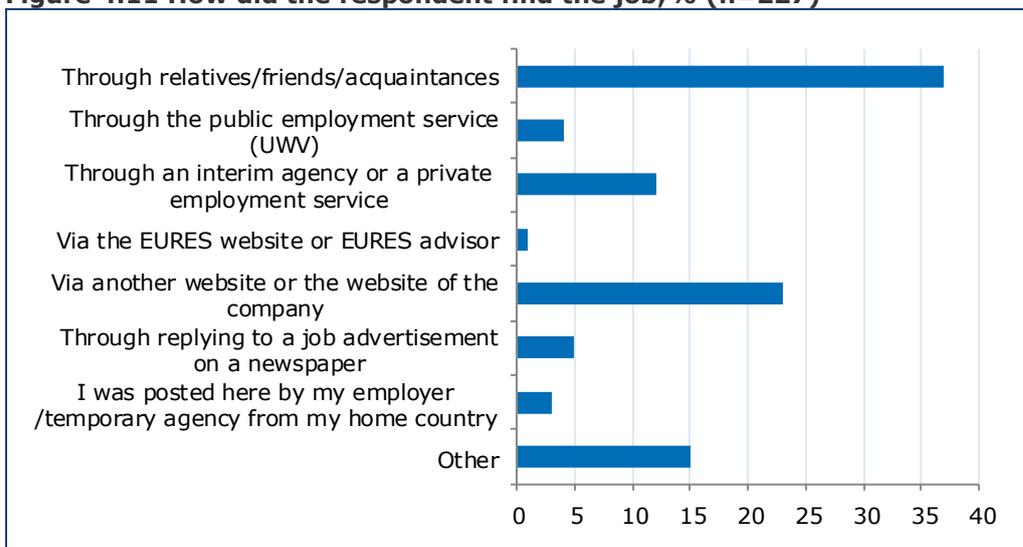
Figure 4.10 Unemployed, ever had job in the Netherlands (n=41)



Source: Ecorys survey.

Highly-skilled workers are mostly recruited directly by local companies or stay in Rotterdam after finishing their studies at the university. Other groups of migrant EU workers are recruited by companies in the Rotterdam region through employment agencies. Often transport to Rotterdam and housing is included in the work contract. The last major group of migrant EU workers come to Rotterdam without a work contract to find a job locally. The respondents of the survey most often found their job through relatives, friends or acquaintances (see Figure 4.11).

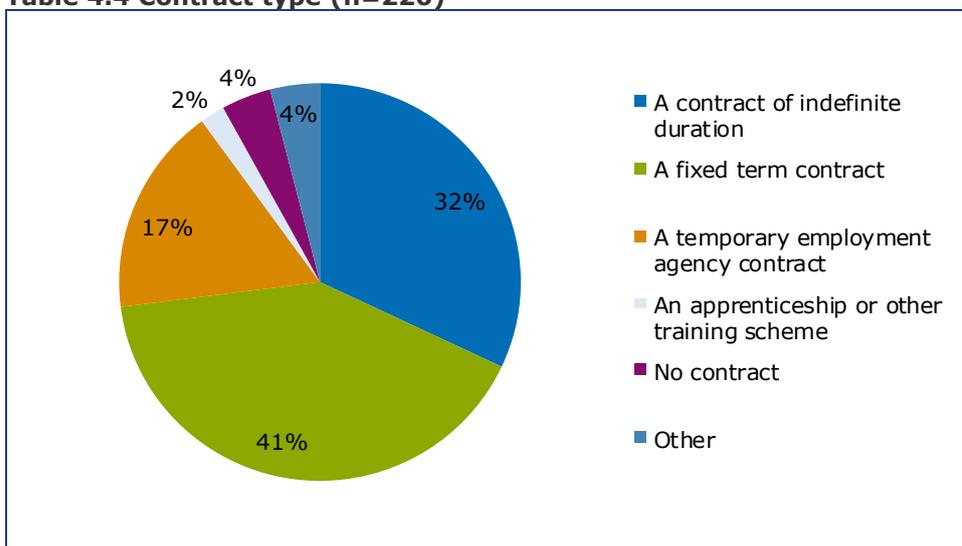
Figure 4.11 How did the respondent find the job,% (n=227)



Source: Ecorys survey.

Almost one third of the respondents of the Ecorys survey has a contract of indefinite duration. The largest group of respondents (58 percent) has a temporary contract with a fixed term or a temporary employment agency contract. Interestingly 4 percent of the respondents has no contract at all.

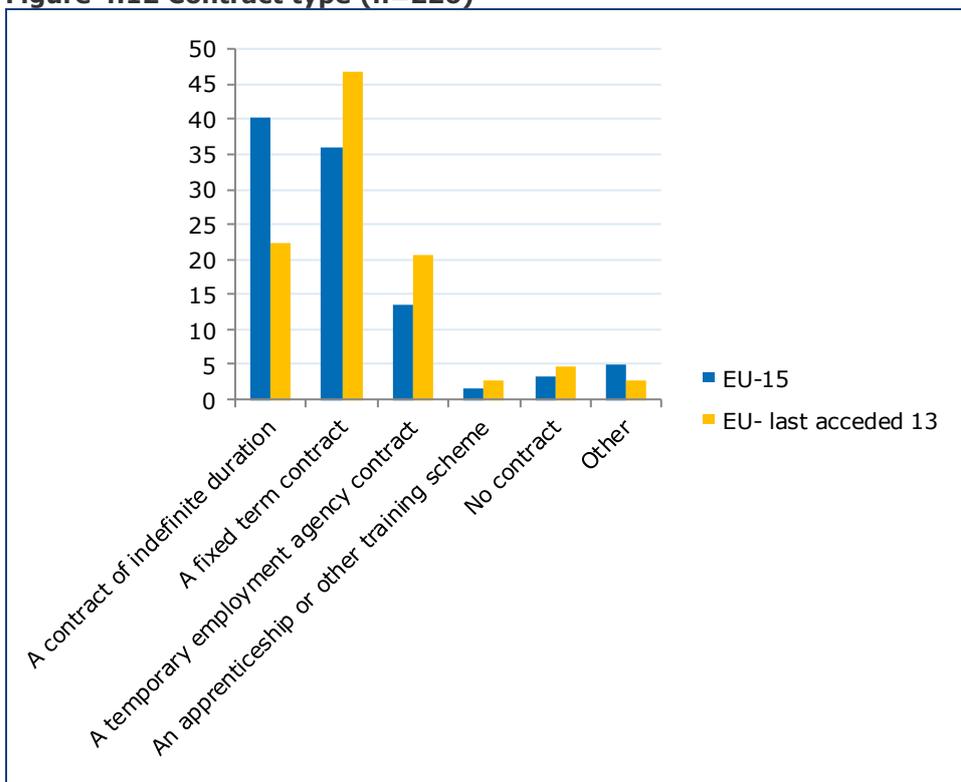
Table 4.4 Contract type (n=226)



Source: Ecorys survey.

The respondents from the EU-15 Member States have indefinite contracts more often than respondents from the 13 latest acceded countries. The latter group has a stronger presence in fixed term contracts and temporary employment agency contracts.

Figure 4.12 Contract type (n=226)



Source: Ecorys survey.

Challenges and opportunities for local workers

Rotterdam is a city with a lower average educational level than other comparably sized cities in the Netherlands. In the interviews social partners reported that in many cases lower educated migrants are preferred by employers for low skilled jobs. This would be due to their willingness to accept lower salaries. In addition, migrant EU workers would tend to work longer hours and accept worse working conditions, which would push local workers to accept worse conditions too.⁴⁶ Because of the relatively high percentage of lower educated people in the local work force this is an important issue for Rotterdam. In the interviews the transport, construction and cleaning sectors were mentioned in particular.

The availability of more and flexible labour affects the working of the local labour market in Rotterdam. Even without intra-EU migration there is a strong trend towards a more flexible labour market. This is especially the case since the economic downturn in 2008 and subsequent economic crisis. The Dutch labour market could be already characterised as relatively flexible with the widespread use of temporary labour through employment agencies. Next to the already ongoing trend intra-EU migration provides an extra stimulus for a more flexible labour market. A large part of migrant EU workers work on temporary contracts and sometimes highly flexible contracts. A large part of migrants come to Rotterdam with the idea to work there for a certain amount of time and to return to their home country in the future.

Another effect of the EU labour migration to Rotterdam is the pressure on local working conditions and pay. Earlier in this paragraph it was pointed out that (especially low- to

⁴⁶ Interviews with social partners.

medium-skilled) migrant EU workers tend to accept less favourable working conditions and are sometimes exploited by their companies and/or intermediaries. This puts downward pressure on the local standards in Rotterdam because local job seekers must sometimes compete with migrant workers that accept less favourable conditions. Another related effect is the changing of the balance of power between employers organisations and trade unions. Migrant EU workers tend to be less often members of a trade union than local workers. In sectors where EU migrants form an important part of the work workforce the absolute number of people being represented by trade unions can be relatively low. This undermines the (bargaining) position of trade unions in talks with employers. This happens especially in economic sectors with high percentages of migrant EU workers such as the meat industry.⁴⁷

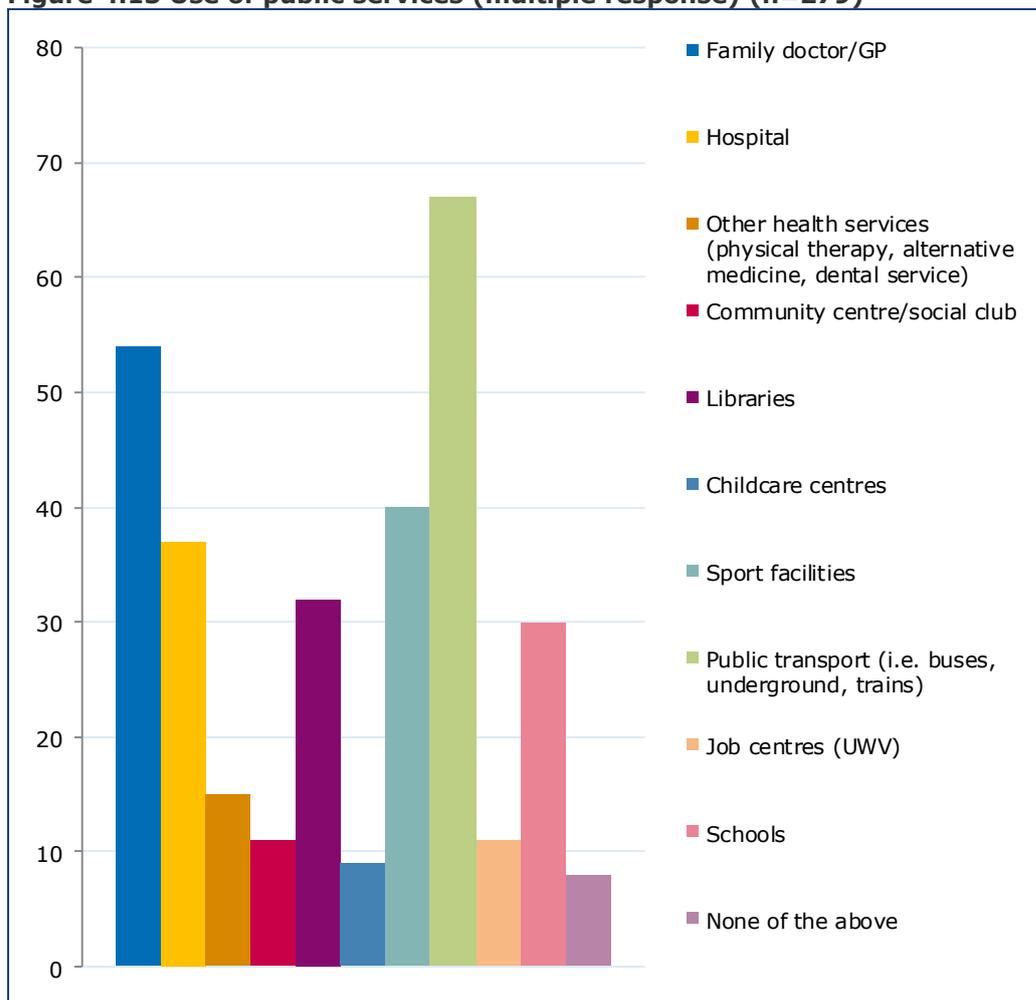
Amongst the respondents of the Ecorys survey 76 percent is not a member of any group or organisation. 3 percent is a member of a trade union, 1 percent of a political party and 4 percent of an immigrant organisation. The remaining respondents are part of some other type of organisation (sports, professional, social etc.).

4.4 Accessing local services

With the exception of public transport, the use of local services or facilities appears to be limited among respondents that completed the Ecorys survey. Public transport was mentioned most by respondents who did use public services (67 percent of respondents). Also the use of family doctor/ general practitioner (54 percent of respondents) and sports facilities (40 percent of respondents) were mentioned by many respondents. 8 percent of the migrants indicated they did not make use of any of the public services in Rotterdam.

⁴⁷ Interview with trade union representative and focus group.

Figure 4.13 Use of public services (multiple response) (n=279)



Source: Ecorys survey.

Housing and local neighbourhood safety and security

Having a place to live in is of course one of the main necessities for a migrant EU worker. Housing turns out to be one of the main issues concerning EU migration in Rotterdam. For low to middle income migrants finding housing is often not easy. At the same time the influx of migrants into Rotterdam has put pressure on the housing sector. In this section we look at the experiences of EU migrants and at the implications for the local community.

Finding housing in Rotterdam

The influx of large groups of migrant EU workers, particularly those working in circular/seasonal work, has put pressure on the housing sector. There are not enough decent places for living available in the area around Rotterdam, which is why several local and national actions have been taken to increase the availability of housing. In 2012, for example, government, social partners and housing corporations signed a national agreement on the housing of migrant EU workers.^{48 49} The policies of the municipality of Rotterdam will be discussed in the next chapter.

⁴⁸ Arbeidsmigranten uit Bulgarije, Polen en Roemenië in Rotterdam – Sociale leefsituatie, arbeidspositie en toekomstperspectief. Snel, E., Burgers, J., Engbersen, G., Iliès, M., Van der Meij, R., & Rusinovic, K. 2011

Before this agreement, social partners and those involved in creating affordable decent housing stressed that it was not uncommon for migrant EU workers who work in agriculture and horticulture to live in unclean conditions and overcrowded places on the farm. Our interviews indicate that these conditions still exist around the city of Rotterdam and that housing remains a priority for the municipality. The pressure on the housing market has also affected the 'footloose' migrants who do not have access to the financial means necessary for decent quality housing and thus resort to living in places occupied by multiple families.⁵⁰

Housing can therefore be seen as a major issue for low to middle income migrants in Rotterdam. We distinguish three main reasons that contribute to the present housing situation of EU migrants in Rotterdam. The first is related to the insufficient availability of decent and affordable housing in the city. There is a large social housing sector in the city, but this system is characterised by waiting lists and is not easily accessible by (new) EU migrants, lacking knowledge of the social housing sector. There is also a large informal housing sector in the city and many migrants end up in this sector.

The second issue is the willingness and ability of migrant EU workers to pay for formal and decent housing. Especially from the interviews the picture arises of groups of EU migrants that are not willing to pay the regular monthly rents. They prefer as cheap as possible housing and willingly enter the informal housing sector. Their priority lies not with their housing situation but with keeping as much money from their work as possible. They came to Rotterdam to earn and save money for the future and not to spend a large portion of their income on housing.

The third issue is related to employers and intermediary employment agencies that offer housing as part of the work contract. A part of these companies choose the cheapest possible housing solution and offer their employees shared (informal) housing. Sometimes large numbers of EU migrants share a single apartment or family home. Often these migrants were not aware of this housing arrangement when signing the contract in their home country.

Of course not all EU migrants live in the informal housing sector and not all employers take advantage of their employees. Some employers and employment agencies have set up decent and affordable housing solutions for circular/seasonal workers. An example of this is the Flexhotel in Rotterdam-Zuid (short stay). This housing complex offers room to 280 people and is intended especially for temporary migrants from Poland and Bulgaria that work for different companies in the harbour and the logistics sector. The Flexhotel is an initiative of Tempo Team (employment agency) and Hotel FlexForce. It opened in the beginning of 2014 and was supported by the municipality of Rotterdam. After the realisation of the project most of the initial objections of local residents faded away. This project however should be seen as an exception. Not many similar projects exist and implementation was very difficult because of objections from local residents. The support of the municipality was essential in the realisation of the Flexhotel in Rotterdam-Zuid. Such support seems to be often lacking including in Rotterdam.^{51 52}

The Ecorys survey showed that the majority (56 percent) of the respondents live in a self-contained flat, maisonette or apartment. 21 percent lives in a house or bungalow

⁴⁹ Monitor Programma EU-arbeidsmigranten 2e halfjaar 2011.

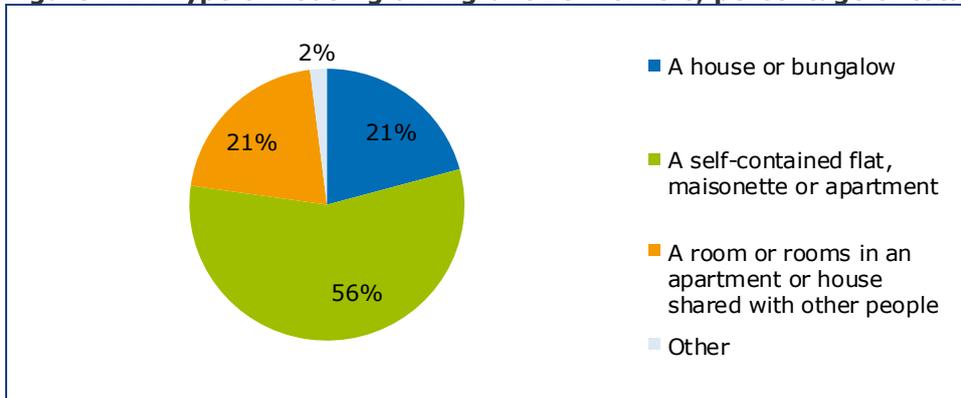
⁵⁰ Based on the interviews with social partners, local public agencies providing flexible housing solutions to migrants and the municipality.

⁵¹ <http://www.platform31.nl/nieuws/waarom-het-nieuwe-flexhotel-in-rotterdam-zuid-bijzonder-is>.

⁵² Interview with two temporary work agencies.

and another 21 percent lives in a room or rooms in an apartment or house shared with others. 2 percent live with friends of family for free, in hostels or in another type of accommodation. 43 percent of the respondents rent their housing from a private landlord/owner and 20 percent from a social housing organisation. 21 percent bought a home with the help of a mortgage of loan.

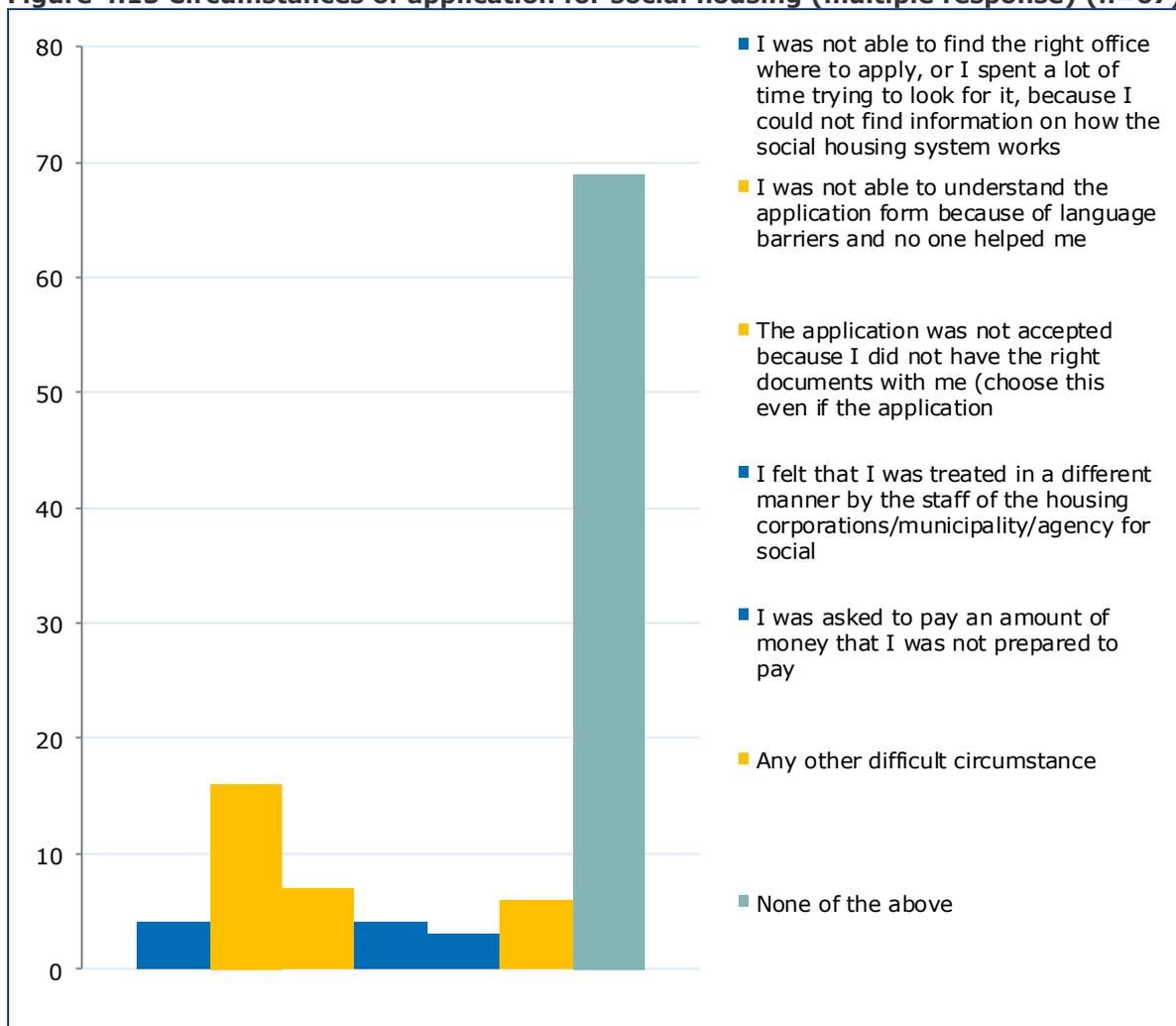
Figure 4.14 Type of housing of migrant EU workers, percentage of total (n=282)



Source: Ecorys survey.

More than three quarters of the respondents indicated that they had never applied for social or subsidised housing. Almost half of the respondents never applied because they did not need or want to apply. There also seems to be a lack of information on the matter: 22 percent of the respondents does not know how social or subsidised housing works and 9 percent indicated that they were not entitled to as they are not Dutch citizens. 31 percent of the respondents experienced difficulties while dealing with the social housing sector (Figure 4.15). The most brought forward circumstance was not being able to understand the application form because of language barriers and not getting any assistance.

Figure 4.15 Circumstances of application for social housing (multiple response) (n=67)



Source: Ecorys survey.

More than half of the respondents received no help from support services when looking for housing in Rotterdam. The group that got support, specified in most cases that it was a website with information in a language that they understood. Few respondents experienced assistance in the form of staff speaking the respondents' language or another language they could understand (6 percent of the total share).

Pressure on the local housing market and on neighbourhoods

As mentioned before, the influx of large groups of migrant EU workers, particularly those working in circular/seasonal work, has put pressure on the housing sector. First of all, demand for housing rises and this leaves less possibilities for local residents too. Secondly the concentration of large numbers of migrant EU workers in certain apartment buildings, streets and neighbourhoods changes the status quo. Local residents are (suddenly) confronted with large groups of (non-Dutch speaking) migrants with sometimes different cultural habits. The overcrowding of apartments and family homes sometimes leads to practical problems and nuisance - for instance too much garbage or cars than there is local capacity to cope with. Also the high concentration of large groups of young men (as is often the case with circular migration) sometimes leads to nuisance,

especially after working hours and during the weekends.⁵³ This has led to a lively public debate in the Netherlands including Rotterdam on the capacity of neighbourhoods and cities to absorb large groups of new migrants (especially from Eastern-Europe). In this debate a link with criminality is also made. The Municipality of Rotterdam is concerned with possible negative aspects of migration and has started recording the country of birth of suspects of crime. The Rotterdam Safety Index 2014 shows that the ongoing positive trend in objective crime figures for Rotterdam continues. Although the past five years overall the sense of safety has increased in Rotterdam, some older neighbourhoods remain slightly behind.⁵⁴ In their periodic statistical bulletin on labour migration 2013 the municipality presents data on criminality by migrants from Poland, Bulgaria, Romania and Lithuania only. These countries show up most in the statistics of registered suspects from Central and Eastern Europe countries. It is however unknown which part of the whole they make up. The collection of data on criminality of EU migrants by the municipality of Rotterdam illustrates the concern of the local authorities.

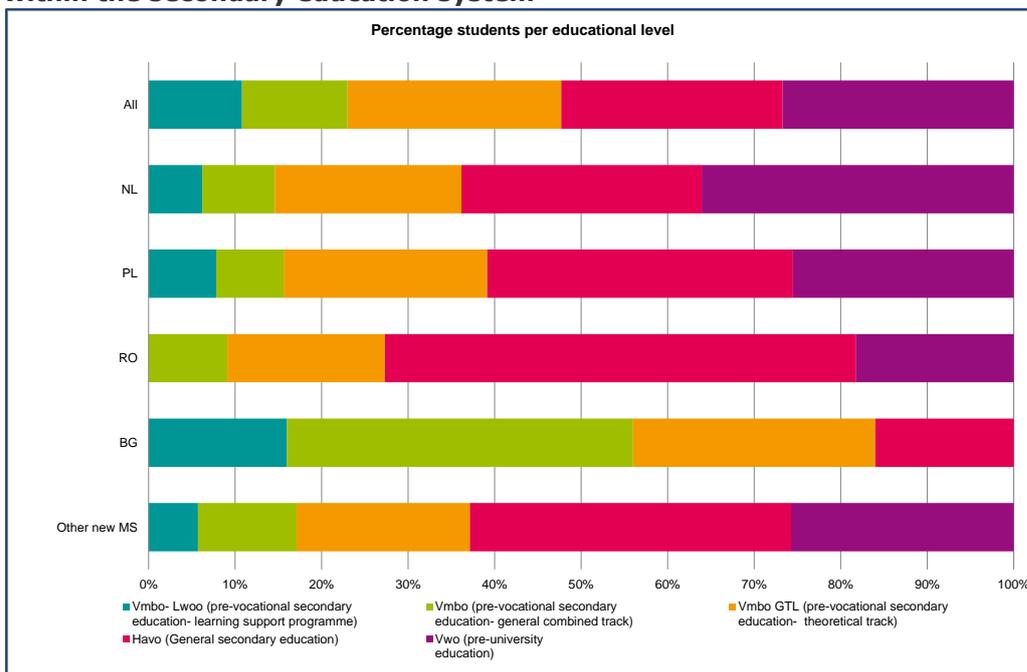
Education and childcare

At the start of the school year 2013-2014 there were 2.554 children of migrant EU workers from the new Member States in the Dutch public education system, an increase of 14 percent from the previous year. This is in line with the trend that the number of 'settling' migrants and 'transnational' migrants is increasing and they are bringing over their families. These workers often start families in Rotterdam or reunite with their families that were still living in their home country, increasing the influx of migrant EU pupils in primary and secondary education. Rotterdam offers transitional courses for primary and secondary education to students that do not speak the Dutch language. After completing an intensive language programme they are transferred to a regular class. The Dutch education system provides opportunities in high quality education for vocational education, preparation for applied sciences and preparation for further education at university level. The following figure presents an overview of the percentage of students from a number of EU Member States according to the type of educational path they followed within the Dutch secondary education system in the school year 2011/2012. A distinctive difference between the children of Polish and Romanian migrants versus the Bulgarian children can be noted: the latter are in comparison with the other groups and the Dutch, more often included in vocational education programmes than they are in programmes leading to applied scientific or academic types of study (Figure 4.16).

⁵³ Source: Interviews with local authorities, and civil society actors and literature, e.g. Municipality of Rotterdam (2013), Monitor programma EU arbeidsmigratie 2013.

⁵⁴ <http://www.rotterdam.nl/veiligheidsindex2014>.

Figure 4.16 Distribution of students from some EU Member States by educational path within the secondary education system



*Other new MS in this graph refers to HU, CZ, SK, SI, EE, LV and LT.

Source: Monitor migrant EU workers programme of the city of Rotterdam, 11 February 2014.

On the 1st of October 2013 31.557 Rotterdam students were attending some sort of secondary education in Rotterdam or elsewhere.⁵⁵ 2.708 students did not have the Dutch citizenship (8,6%) and 790 of them (29%) were from a European country.⁵⁶ When further assessing the number of migrants in the Rotterdam education system it turns out that Bulgarians (15,6% of EU migrant share), Portuguese (27,6% of EU migrant share) and Polish (22,4% of EU migrant share) students are the most present of all migrant EU students in secondary education. As these numbers only represent the migrants that have no Dutch citizenship the numbers present a distorted picture. Statistics from the CBS show that EU migrants in secondary school age with the Dutch citizenship are most often from Germany, United Kingdom, Belgium and Italy⁵⁷.

The numbers of EU migrants in the Rotterdam data are too small to distinguish trends in attained education levels. However, in the study of Snel et al. on Polish, Bulgarian and Romanian migrants it was concluded that Bulgarians compared to the other two completed their education at the lowest levels. 45 percent of the respondents only completed primary or secondary education. The large majority of the Polish and Romanian migrants completed higher levels of education.⁵⁸

Every year there are over 25.000 students⁵⁹ who become qualified to access the labour market. This means they finished a Havo (higher secondary education) or Vwo (pre-university) education, or they finished a Vmbo (pre vocational secondary education)

⁵⁵ Data Municipality Rotterdam. Department research and business intelligence (OBI).

⁵⁶ Students with multiple nationalities are counted as Dutch.

⁵⁷ <http://statline.cbs.nl/Statweb/publication/?DM=SLNL&PA=70798NED&D1=0&D2=0,13-21&D3=0,6,21,30,32,46-47,51,56,60-61,67,74-75,82,97,101,106-107,139,145-147,164-165,169,202&D4=a&HDR=T,G3&STB=G1,G2&VW=T>.

⁵⁸ Snel et al. (2011). Arbeidsmigranten uit Bulgarije, Polen en Roemenië in Rotterdam. Sociale leefsituatie, arbeidspostie en toekomstperspectief.

⁵⁹ Based on first citizenship, aged 12-22 years old.

education followed by a Mbo level 2-4 education (vocational education). In 2014 25.400 students qualified, of which 23.557 had the Dutch citizenship (93%). Of the 7 percent that did not have the Dutch citizenship, 793 had an European citizenship. In 2014 the Germans were the migrants that acquired most often a labour market qualification followed by the French, Italian and Portuguese.⁶⁰

The percentage of early school-leavers⁶¹ amongst EU nationals in Rotterdam is relatively high compared to the city average. Of all youth aged 12 to 22 years in Rotterdam 3,9 percent are new early school leavers. The share of new dropouts among students from Central and Eastern Europe reaches 7,8 percent and is significantly higher than average. The highest percentages are found among Bulgarians (11%), Poles (8.1%) and Romanians (5.7%).⁶² In 2014 there were 4.617 registered early school-leavers in Rotterdam, 89 percent had the Dutch citizenship. 8,6 percent had a non-EU citizenship and 2,4 percent had an EU citizenship (mostly Bulgarian, Polish or Portuguese).⁶³ An issue concerning early school leavers in Rotterdam is the impact their existence has on schools. Schools in fact may be financially penalised by the government for having higher drop out rates due to the (often sudden) departure of students during the school year when their parents move to other cities or countries.

75 percent of the respondents in the Ecorys survey do not have children under the age of 18 living with them. Of the 25 percent who do, most make use of schools or childcare facilities. Most respondents send their children to a public school with teaching predominantly in Dutch (68 percent of responses). A substantial smaller group uses a school that teaches in another language than Dutch (6 percent of responses). 77 percent of the respondents did not encounter any difficulties when dealing with school or childcare centres. The difficulties mentioned most by those who encountered difficulties is not being able to express themselves to the staff due to language barriers (11 percent of responses).

60 per cent of those who had to do with schools or childcare facilities did not encounter any specific support service. The most often received type of support was the teacher being able to speak a language that the respondent understood (14 percent of respondents). When asked if their children had more easily access to good quality education compared to their home country 31 percent of the respondents indicated this was the case, 14 percent indicated this was not the case, and 16 percent indicated they were equally able the access good quality education, while 39 percent couldn't answer this question.

Social assistance and social protection

In 2014 66.493 persons within the labour force were looking for a job. EU migrants searching for employment⁶⁴ represent a relatively small group: 3,6 percent of the jobseekers had a non-Dutch European citizenship.⁶⁵ The number of EU migrants that received social assistance benefits corresponds to the relative low numbers of migrants in

⁶⁰ Data Municipality Rotterdam. Department research and business intelligence (OBI). When a migrant has a double citizenship the first is registered.

⁶¹ Without the earlier described labour market entrance qualification.

⁶² Municipality of Rotterdam (2014), Monitor Programma EU Arbeidsmigratie 2013.

⁶³ Data Municipality Rotterdam. Department research and business intelligence (OBI). When a migrant has a double citizenship the first is registered.

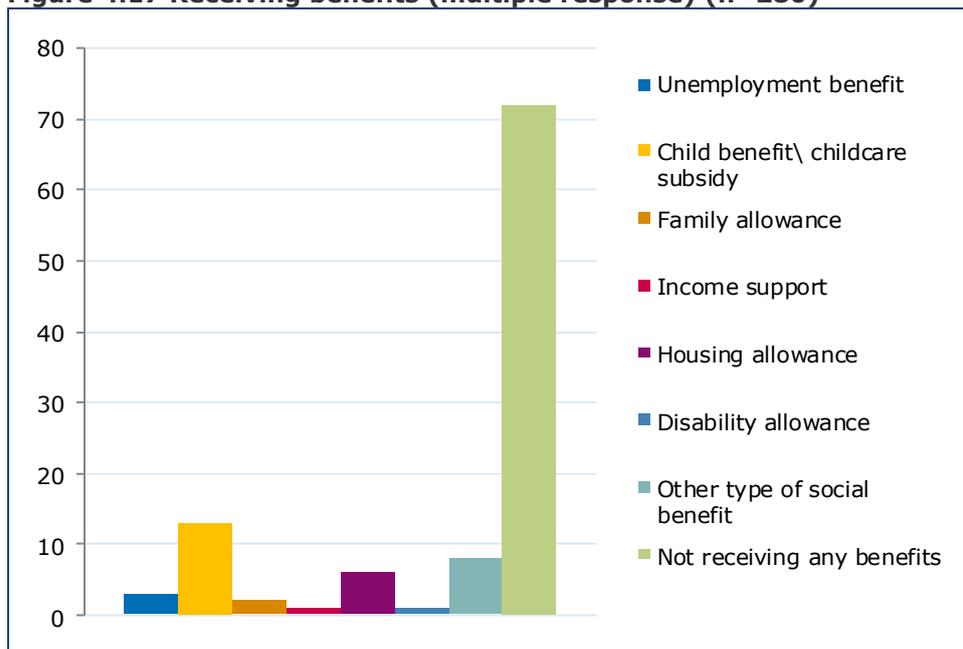
⁶⁴ This can either mean a persons is unemployment and searching for a job or the person wishes to transfer jobs.

⁶⁵ Data Municipality Rotterdam. Department research and business intelligence (OBI). When a migrant has a double citizenship the first is registered.

search for a job. In 2014 35.748 inhabitants of Rotterdam were having social assistance benefits (WWB). 29.917 of them had the Dutch citizenship (84%), 609 were EU migrants (1,7%)⁶⁶.

Figure 4.17 shows the percentages of respondents to the Ecorys survey that receive some sort of benefit. 72 percent is not receiving any kind of benefit. The social benefit that is received most is child benefits\childcare subsidy. The most mentioned other type of benefit is healthcare benefits.

Figure 4.17 Receiving benefits (multiple response) (n=280)



Source: Ecorys survey.

For 79 percent of the respondents the availability and level of social benefits and services was of no influence on the decision to come to the Netherlands. Only for 4 percent the availability had a very strong impact.

Health care

The Dutch health care system is of high quality according to international standards, but with the exception of emergency care, only accessible for those who are insured or pay for the services.⁶⁷ Insurance is relatively expensive in comparison with other Member States, which can pose an obstacle to the low-income migrant EU workers. There are some forms of compensation (tax benefits) to ensure better affordability of the health care system, but however, this requires an understanding of the system in order to access the financial support.

In one recent study, migrant EU workers point to several difficulties they face with regard to accessing healthcare in Rotterdam.⁶⁸ Information is considered insufficient and not

⁶⁶ Data Municipality Rotterdam. Department research and business intelligence (OBI). When a migrant has a double citizenship the first is registered.

⁶⁷ d'Escury, T.C. & Alma, R. (2011) Zorg: een groot goed Zijn de voorwaarden voor kwalitatief hoogwaardige zorg in Nederland aanwezig?

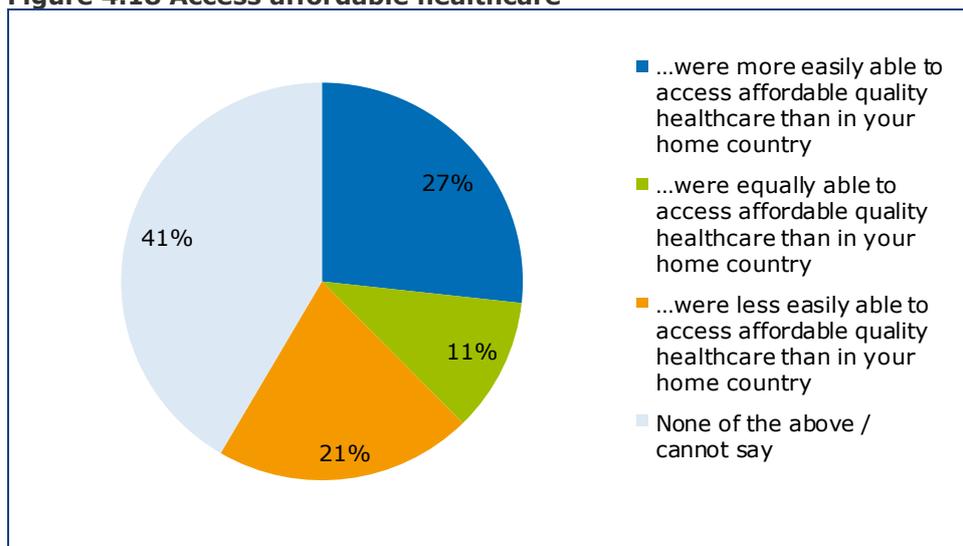
⁶⁸ Dauphine, S. & Van Wieringen, J (2012) De gezondheidzorg en zorggebruik van Midden en Oost Europeanen in Nederland, Pharos.

always easily accessible. Migrants claim they were unaware of the necessity of registering with a dentist or general practitioner before being able to get a treatment or consultation with the specialist. In addition, migrants claim that the system is slow; it takes several consultations with multiple persons to get the desired medical exam or treatment.

79 percent of the Ecorys survey participants did not report difficulties with the healthcare sector. Amongst the group that did, the difficulty mentioned most is not being able to find the right service, or spending a lot of time to find it because the respondent could not retrieve the information needed (8 percent of respondents). 58 percent of the respondents did not make use of any support services in the health care system. A doctor, nurse or clerk speaking a language that the respondent could understand was the most mentioned form of support (17 percent of respondents). Also a website with explanations was often used (14 percent of respondents).

Most respondents stated they could not tell if they were more, less or equally able to access good healthcare than they were in their country of origin (41%), 27 percent thought they were more easily able to do so, while 21 percent stated the opposite, and 11 percent did not find any differences.

Figure 4.18 Access affordable healthcare

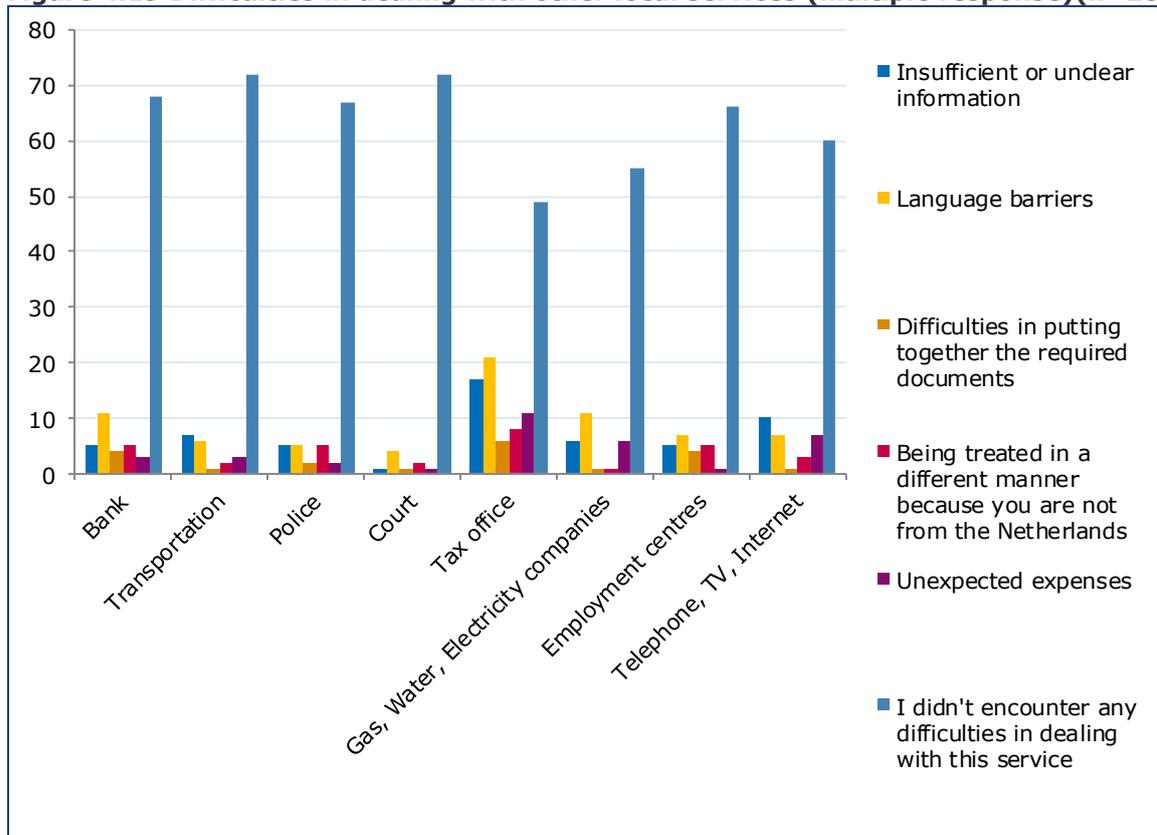


Source: Ecorys survey.

Other local services

Respondents were asked to indicate if they had ever encountered difficulties in dealing with other local services (such as bank, public transport, police, court, tax office, water, electricity or gas company, job centre, TV, telephone and internet provider). The majority of respondents indicated that they did not encounter such difficulties with any of these services (Figure 4.19). When they did, it was most often when dealing with the tax offices. Language barriers and insufficient information were the main issues.

Figure 4.19 Difficulties in dealing with other local services (multiple response)(n=282)



Source: Ecorys survey.

4.5 Participating in social, cultural and political life

This section illustrates the results regarding the participation in social, cultural and political life of EU migrants in Rotterdam, alongside to data related to their social integration.

The knowledge of a national language is often considered in the context of integration policies and has therefore been included in the Ecorys survey as well. The following table illustrates the respondents' self rated scores on knowledge of the Dutch language. One third of respondents rate their knowledge as good but almost equal shares rate their knowledge as fair or poor.

Table 4.5 Rating of knowledge of the Dutch language (n=282)

Rating of Dutch knowledge	Percentage
Poor	34
Fair	31
Good	36
Total	100

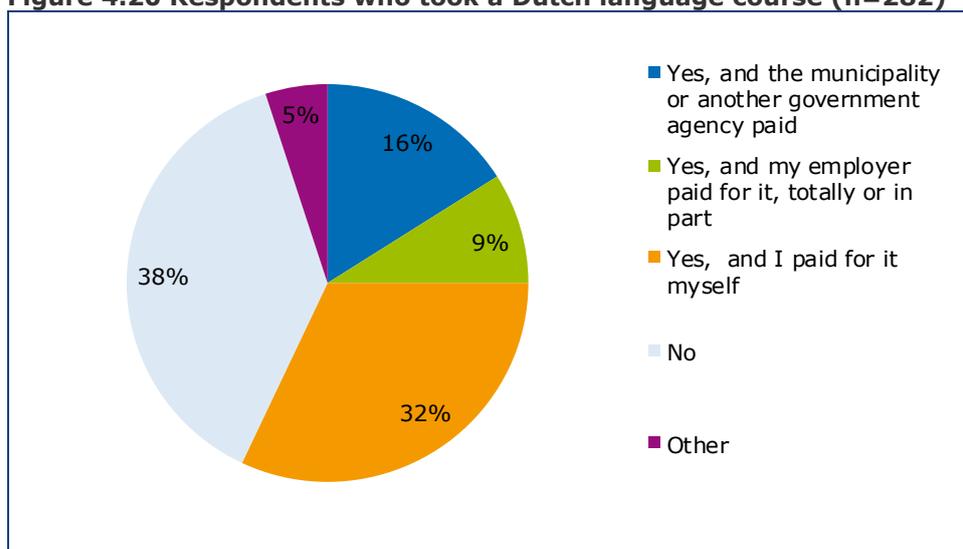
Source: Ecorys survey.

Although many Dutch citizens speak some conversational English or another second or third language (often French or German), at a professional level the language barrier remains a challenge for migrant EU workers. For several years free courses in Dutch were provided for migrants seeking to integrate into the Dutch society by the

municipalities, but changes in migration policies in combination with austerity measures have resulted in the defunding of such programmes, also in Rotterdam. Speaking Dutch, or at least understanding basic Dutch has been highlighted as important for access to services in Rotterdam.⁶⁹

The following figure shows the share of respondents that took a language course. Over half of the respondents took such a course; specifically, 32 percent paid for this course themselves. Almost one in four migrants however answered they had not taken any Dutch lesson.

Figure 4.20 Respondents who took a Dutch language course (n=282)

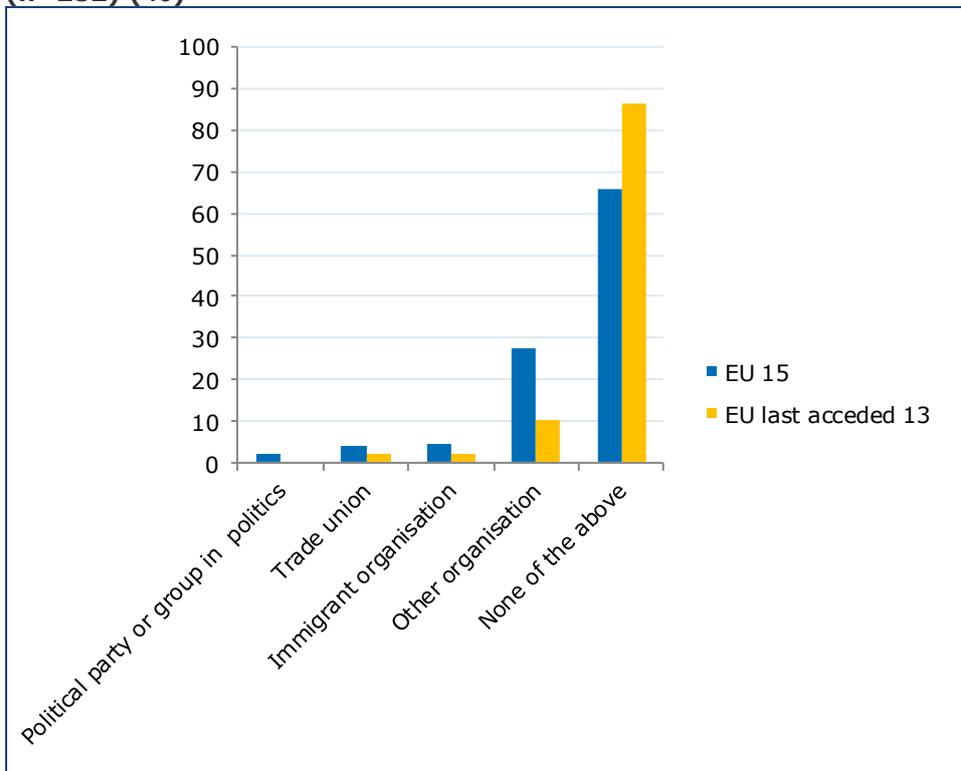


Source: Ecorys survey.

Belonging to an organisation such as a political party or group or a trade union is considered to be an indicator of social integration. From the survey we find that the vast majority of respondents do not belong to any organisation (76%).

⁶⁹ The program coordinator on migrant EU workers of the municipality of Rotterdam emphasized that the 'self-sufficiency' approach is the policy when it comes to providing services to migrants. If migrants want to have access to Rotterdam's services, they must either speak Dutch or English or bring their own translator and the availability of an English-speaking service worker is not guaranteed.

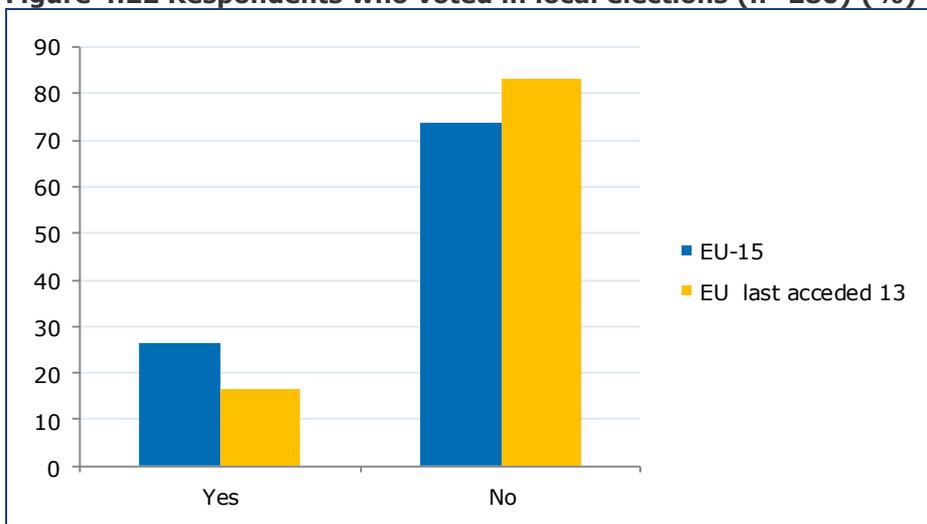
Figure 4.21 Respondents who are member of an organisation (multiple response) (n=282) (%)



Source: Ecorys survey.

There is a small difference in voting statistics between respondents from the EU-15 Member States and respondents from the later acceded 13 Member States. A smaller percentage of the latter group has ever voted in local elections. Compared to the Dutch average of the 2014 municipal electoral turnout of 54% and the Rotterdam average of 44% the percentage of migrant EU workers was relatively low with 22%. This percentage however only gives a partial view because not all the respondents in the Ecorys survey were eligible for voting. As mentioned earlier not all migrants are registered.

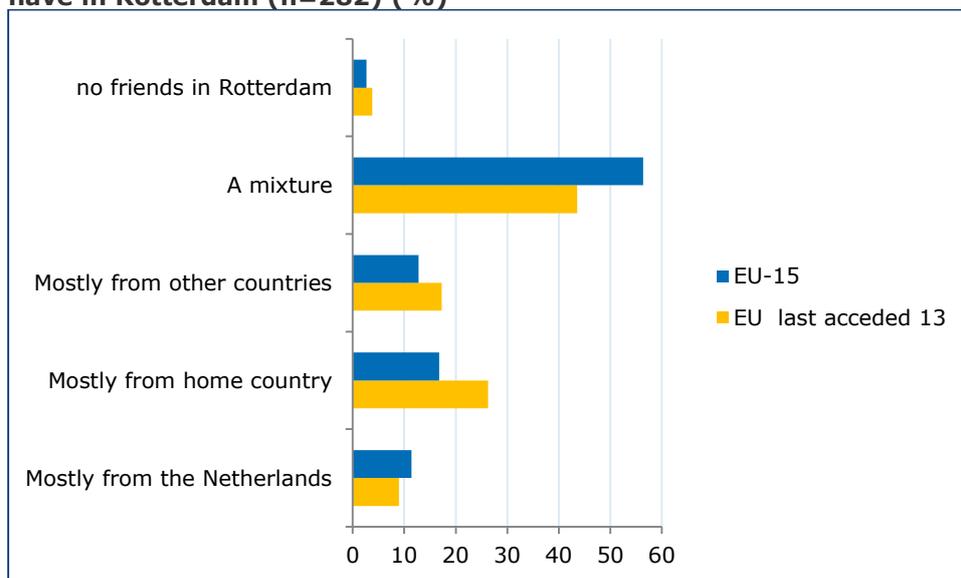
Figure 4.22 Respondents who voted in local elections (n=280) (%)



Source: Ecorys survey.

Also the citizenship of friends is a good indicator of social integration. From the interviews and focus groups it is apparent that social participation in the Dutch society can be rather difficult. It seems hard to make Dutch friends and to fit in. This is not limited to a specific group of migrants but applies to Western, Southern and Eastern European migrants and also for lower, middle and highly educated migrants alike. Only 10 percent of the respondents say they have mostly friends from the Netherlands. More than 36 percent have almost no Dutch friends and 3 percent have no friends at all. Half of the migrants indicated they have a mixture of friends (50%). Respondents from the last acceded 13 Member States have compared to the other respondents most often mainly friends originating from their home country.

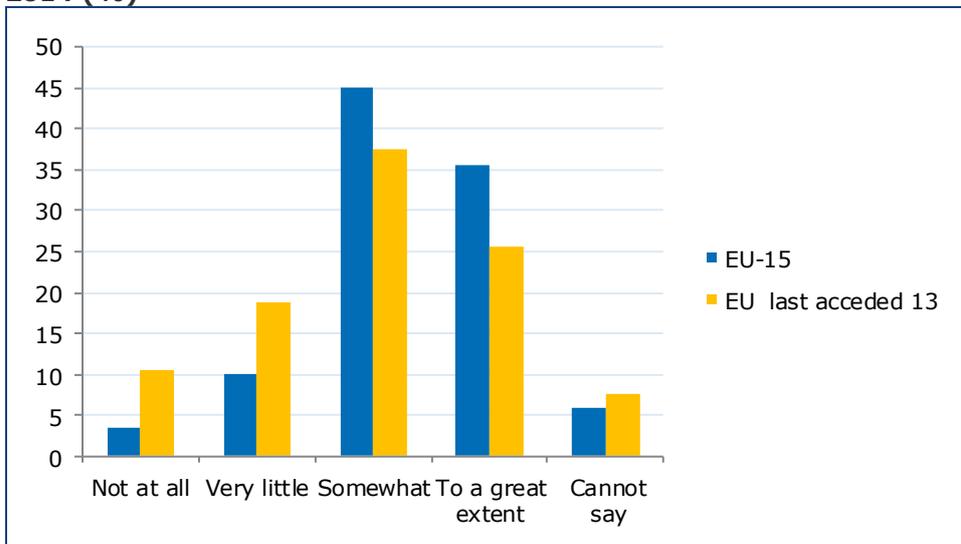
Figure 4.23 Migrant EU workers in Rotterdam, by prevailing origin of the friends they have in Rotterdam (n=282) (%)



Source: Ecorys survey.

The survey also included a specific question about the feeling of 'being part' of the city of Rotterdam. This gives an indication of the level of social integration. It seems that EU-15 respondents have a stronger sense of belonging than other EU migrants. EU-15 respondents report more frequently that they feel to be part of Rotterdam 'to a great extent' (36%, versus 26% of EU-13 respondents) or 'somewhat' (45% versus 37% of EU-13 respondents).

Figure 4.24 Migrant EU workers in Rotterdam, by feeling of being part of the city - year 2014 (%)

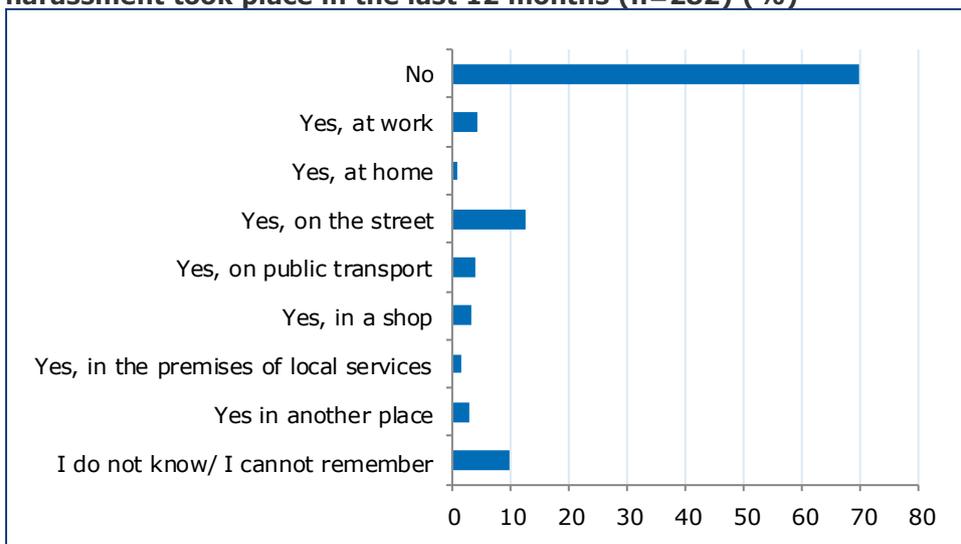


Source: Ecorys survey.

In a study on discrimination, migrants from the new Member States indicated that they felt discriminated most often on the basis of their ethnic origin, while religion, skin colour and other grounds were considered negligible as discrimination grounds.⁷⁰ Migrants experienced discrimination most when applying for jobs.

70 percent of the respondents to the Ecorys survey stated they never felt harassed by anyone in recent years. Another 10 percent argued they did not know or could not remember if it happened. The remaining respondents stated they were harassed mostly on the street (12 percent of responses). 35 percent of the respondents that felt harassed in one moment or another believed it had nothing to do with their immigrant background, whilst 25 percent believed it did.

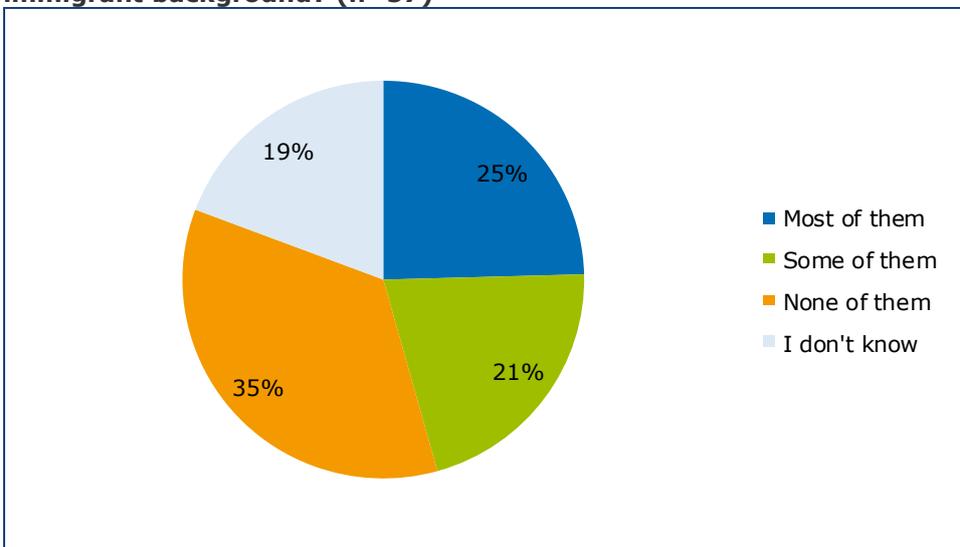
Figure 4.25 Migrant EU workers in Rotterdam, by reported harassment and place where harassment took place in the last 12 months (n=282) (%)



⁷⁰ SCP (2014) Ervaren discriminatie in Nederland.

Source: Ecorys survey.

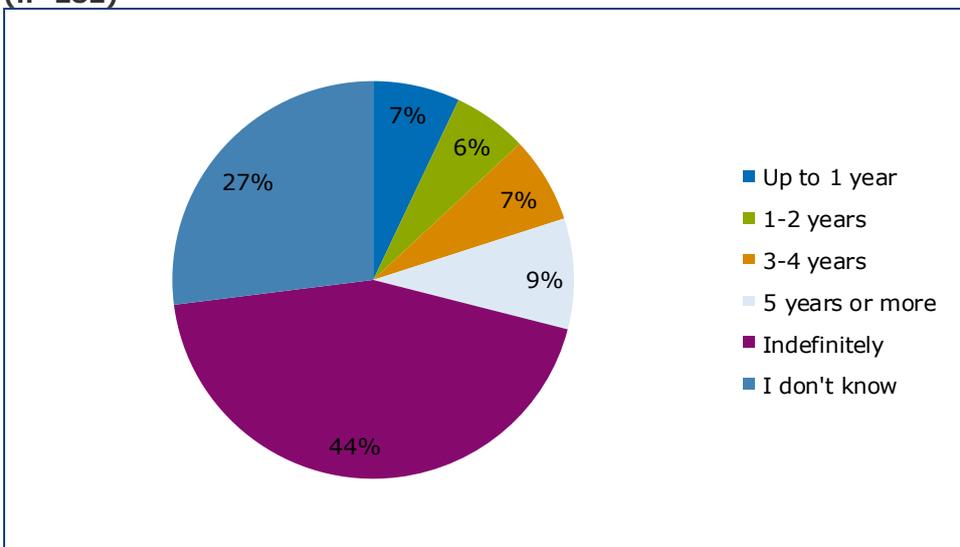
Figure 4.26 Did any of these incidents happen partly or completely because of your immigrant background? (n=57)



Source: Ecorys survey.

The following graph illustrates the time respondents to the Ecorys survey expect to stay in the Netherlands. One in five migrants expects to stay less than 5 years. A rather large group of 44 percent is expecting to stay in the Netherlands indefinitely, while 27 percent does not know how long they will stay.

Figure 4.27 Migrant EU workers in Rotterdam, by plans of continuing living in the country (n=282)



Source: Ecorys survey.

4.6 Summary of key challenges and opportunities

In the table below, we provide a summary overview of the main challenges and opportunities identified for migrant EU workers, for local workers and for the local community.

	Challenges	Opportunities
Migrant EU workers	<ul style="list-style-type: none"> ▪ Language barriers; ▪ Information on public and social services; ▪ Lack of knowledge of the law and regulations by newcomers; ▪ Possible abuses by employers; ▪ Finding work (after losing first job); ▪ Decent and affordable housing; ▪ Social participation in Dutch society can be rather difficult. 	<ul style="list-style-type: none"> ▪ Job opportunities (including seasonal and flexible work); ▪ Opportunities for studying; ▪ A well developed network and infrastructure for migrants to come to work in the Netherlands / Rotterdam; ▪ Presence of large groups of other migrants from the same country; ▪ Specific services and facilities from and for migrants from specific countries.
Local economy / workers	<ul style="list-style-type: none"> ▪ Perceived potential displacement of Dutch labour force; ▪ Acceleration of increase in flexibility of the labour market; ▪ Pressure on wages and working conditions by increased supply of labour (especially in transport, construction, cleaning); ▪ Perception that power relations between employers and employees are changing due to the temporary nature of the migration / labour and the relatively large numbers of migrants in some sectors (e.g., food, meat). 	<ul style="list-style-type: none"> ▪ Coverage of low-skilled jobs usually rejected by locals; ▪ Availability of flexible labour; ▪ EU migrants provide additional business competitiveness by filling bottleneck vacancies (both low and high skilled); ▪ Contribution to the local economy (EU migrants spend money in local shops and for local services); ▪ Starting up new businesses (driver for entrepreneurship).
Local community	<ul style="list-style-type: none"> ▪ Since EU migrants often do not register with the municipality other public organisations do not have a complete picture of residents in the city; ▪ Pressure on (the lower end of) the housing market. This especially affects low income families; ▪ Challenges for schools as a result of irregular inflow and outflow, limited language skills, increased percentage of school drop outs and subsequent financial consequences for schools; ▪ The concentration of constantly changing groups of flex migrants leads in some cases to overcrowding and nuisances in neighbourhoods. 	<ul style="list-style-type: none"> ▪ Contribution to local taxes; ▪ Migrants have a strong will to work and a flexible attitude; ▪ Migrants also tend to be relatively young and so partly offset the effects of an aging population; ▪ Diversification of cultural offers; more variation in retail, religious services, culture and sports; ▪ Contribution to image of Rotterdam as international port.

5 Policies and practices to support the socioeconomic inclusion of migrant EU workers at local level

The Netherlands may have a historical reputation for being a trading nation and being open to immigrants, but the current EU-wide public debate on the pressure of migration on society has not escaped this country. On the contrary, the origins of this debate are to be found in the Netherlands. In principle, the Netherlands encourages and welcomes the migration of highly educated migrants who contribute to the knowledge economy and are able to fill bottleneck vacancies. Several policies and targeted measures are offered by the Dutch government to attract and welcome highly-skilled workers from all over the world.⁷¹

The influx of large waves of migrant EU workers from the New EU Member States after the enlargement rounds in 2004 and 2007 caused increased attention in countries like the Netherlands to the economic and social effects of intra-EU mobility.

In the Netherlands these effects became an increasingly important topic on the policy agendas of the Municipalities of Rotterdam and of The Hague, both cities that host large numbers of migrant EU workers. Because support from higher levels of governance was viewed as essential for solving the local issues, they also played a key agenda-setting role at national and EU level.

The current policy debate on migrant EU workers was initiated in the context of previous national debates on the suspicion of misuse of the social benefit system by Moroccans and Turkish residents in the Netherlands. In addition, it was held against them that they were poorly socially, economically, and culturally integrated. Such debates caused a general wariness of foreigners with access to the Dutch social benefit system. This 'Guest-worker syndrome'⁷² has also characterised the policy approach of the Municipality of Rotterdam towards migrant EU workers, even though claims of large scale abuse of Dutch social benefits by migrant EU workers cannot be substantiated. The policies of the municipality of Rotterdam towards migrant EU workers have been focusing on their social, cultural and labour market integration, while their economic contribution has not been so often emphasized.

As soon as the Municipality of Rotterdam started with defining (intra-EU) migration as an integration issue, a whole range of new policy issues appeared. These issues become more complex in the light of the different types of migrant EU workers, as previously defined by Engbersen et al.⁷³ and their different integration needs. These issues are concerned with language, housing, healthcare insurance, etcetera and with the question whether policies in these areas should equally focus on migrant EU workers who stay for a brief period of time and those who stay longer.

The policy agenda of the municipality of Rotterdam regarding issues of socioeconomic inclusion of migrant EU workers and related topics is presented in the following sections.

⁷¹ A recent modification (2013) to the Law on Modern Migration has as one of its purposes to speed up and simplify the process for knowledge migrants <http://www.rijksoverheid.nl/nieuws/2013/07/12/eerste-kennismigrant-krijgt-verblijfpas-onder-nieuw-migratiebeleid.html>.

⁷² As denoted by Professor Godfried Engbersen, one of the leading researchers on migrant EU workers in the Netherlands (<http://www.godfriedengbersen.com/research/academic-research/>) during an interview.

⁷³ Engbersen, G.B.M., Iliès, M., Leerkes, A.S., Snel, E. & Meij, R. van der (2011). *Arbeidsmigratie in vieren. Bulgaren en Roemenen vergeleken met Polen*. Rotterdam: Erasmus Universiteit Rotterdam.

5.1 Overview

One of the earliest policy measures organised by the municipality of Rotterdam (in cooperation with The Hague) was the “Polish summit” (in Dutch: *Polentop*) in 2007. At this summit, migration from the New EU Member States, in particular from Poland, and the consequences for the liveability in old city districts and villages as perceived at the local level were discussed by 53 Dutch municipalities and two Ministers.⁷⁴ The municipalities moreover presented an action plan in which they requested a postponement of the forthcoming freedom of movement of workers from Bulgaria and Romania. This summit paved the way for the organisation of several other summits that were used by the municipality of Rotterdam to bring the negative consequences of the freedom of movement in the EU to the centre of attention in Dutch politics.

The local perspective on EU migration as an integration issue was subsequently embraced at national level. The national Dutch Parliament for example established a temporary select committee to map the socio-economic consequences of migration from Central and Eastern EU Member States (LURA) in 2011. According to van Ostaijen et al.⁷⁵, the wording of the final document largely reflects the viewpoints of the municipality of Rotterdam (and The Hague). This Committee marked the start of a national policy on the integration of EU migrants from the Ministry of Labour and Social Affairs.⁷⁶

Despite the policy convergence however, the focal points diverge between the local and national level, which may be due to the division of competencies between the two levels of governance in the Netherlands. Whereas the national government focuses on the labour market, displacements in particular, local governments are primarily occupied with preserving the liveability in their cities, towns and villages. In this context the municipality of Rotterdam specifically created a targeted and **multidisciplinary Programme on migrant EU workers**.

The programme is a work in progress and continues to learn from new phenomena relevant to the migrant EU workers and their families. The programme does not address all aspects of migrant EU workers but instead focuses on those areas and those migrants for whom the need to support the integration process has been identified. With its attention to the opening of the borders, the programme focuses and monitors especially migrant EU workers from the new Member States. When the city identified an increased number of migrants from Southern Member States over the past years, it expanded its focus to also monitor and support migrants from those countries. With the planned opening of the borders to Croatia, the programme furthermore prepares for the arrival of more migrant EU workers from that country.

The programme is managed by a city coordinator and a working group of representatives from each department of the city’s services that are relevant to EU migrants (education, population registration, etc.). It is embedded within a national framework to support Dutch cities with the processes surrounding migrant EU workers and it is designed and implemented in collaboration with relevant non-governmental partners (social partners, NGOs and the private sector). The city’s working group meets each month to discuss progress on an annual implementation plan. The implementation plan for 2013-2014 consists of the following priorities:

⁷⁴ http://vorige.nrc.nl/binnenland/article1857364.ece/Donner_negeert_oproep_gemeenten_bij_Polentop

⁷⁵ Ostaijen, M. van & Scholten, P. & Snel, E. (forthcoming). “Tussen mobiliteit en integratie”. In: Saskia Bonjour, Laura Coello Eertink, Jaco Dagevos, Chris Huinder, Arend Odé & Karin de Vries (eds.) *Open grenzen, nieuwe uitdagingen. Arbeidsmigratie uit Midden- en Oost-Europa. Jaarboek Migratie en Integratie 2014*. Amsterdam University Press.

⁷⁶ Ibid.

1. Registration;
2. Preventing exploitation and abuse in housing and work;
3. Strengthening participation in local society;
4. Strengthening the understanding of the value of migrant EU workers for the local economy;
5. Monitoring access to social services;
6. Monitoring safety and liveability.

These priorities are operationalised in such a way that they can be complementary to existing measures. For example, a special programme to help children who do not speak Dutch sufficiently (in Dutch: *Rotterdam Taaloffensief*) offers preparatory language training. This programme is not designed for migrant EU workers' families only, but rather for all children living in Rotterdam. However, through the working group of the programme on migrant EU workers, the specific needs of the children from this particular group are discussed and specific sub-actions can be taken as needed.

The municipality of Rotterdam also pursues a specific EU lobbying campaign.⁷⁷ The objective of this lobbying activity is to attract attention to the social and societal implications of intra-EU labour migration and to start a discussion on the downsides at EU level.⁷⁸ This lobbying campaign included a wide variety of activities such as the organisation of a conference on this issue in Rotterdam and Vienna, visits of the Mayor Aboutaleb at various EU institutions or the publication of an opinion paper at the Committee of the Regions. This lobbying campaign was considered necessary by the municipality because the viewpoints of the municipality contrasted to a large extent those of the EU, of the European Commission in particular, which was primarily concerned with removing obstacles to the freedom of movement of workers in the EU. In its 2013 report the municipality of Rotterdam claimed that the Commission initially "closed its eyes for the socio-economic consequences of EU migration".⁷⁹

The Dutch national government participated in this lobbying campaign, most notably by signing a letter to the European Commission about the downsides of intra-EU migration as experienced at local level together with the Governments of Austria, Germany and the UK in 2013.

By referring to several recent initiatives by the European Commission, the municipality of Rotterdam claims that its lobbying campaign was already successful.⁸⁰ The Commission for example issued in 2013 a Communication in which five actions for local and national governments to regulate intra-EU labour mobility were presented.⁸¹

5.2 First access and welcoming

The focus of the Municipality of Rotterdam's approach to the above issues is the first access and welcoming of EU migrants. The top priority in this area is to promote proper registration and housing of EU migrants. The Municipality also established a dedicated 'Expat desk' to inform foreigners about living and working in the city.

⁷⁷ The policy approach of the municipality of Rotterdam is distinctly multi-level. Cf. Ostaijen et al. (forthcoming).

⁷⁸ Gemeente Rotterdam (2012).

⁷⁹ Gemeente Rotterdam (2013), p. 4. See also: Ostaijen et al (forthcoming), pp. 4-5.

⁸⁰ Gemeente Rotterdam (2014), Monitor Programma EU Arbeidsmigratie 2013.

⁸¹ COM/2013/0837 final.

Registration

The policy approach of the municipality of Rotterdam rests on the assumption that information on the numbers of, type, composition of EU migrants should be clear. This requires EU migrants to register themselves in the Municipal Personal Records Database (in Dutch: *Basisregistratie Personen -BRP*) upon arrival. In addition, registering grants EU migrants (social) rights to social services provided by the city. This includes access to societal facilities (e.g. health care, housing etc.) and (conditional) social assistance. At the same time, registration enables the municipality to levy communal taxes from EU migrants. It is estimated that non-registration costs the city multiple millions of euros each year.⁸²

In 2014 a new law on registration was passed that introduced a distinction between residents and non-residents. The term 'non-residents' refer to those who have (had) a formal relationship with the Dutch government, such as students or migrant EU workers residing less than four months in the Netherlands, but who do not need to be registered in the municipal administration. A large share of migrant EU workers are considered by the Municipality to belong to this group. When registering as a non-resident, it is sufficient to provide an address in the home country. A total of 18 municipalities, including Rotterdam, have the authority to register inhabitants as non-residents.

The city of Rotterdam participated in a pilot project that obliges persons registering themselves as non-residents to also provide their address in the Netherlands. Before a unique personal number (in Dutch: *Burgerservicenummer -BSN*) is provided to the non-resident, the address in Rotterdam is checked by communal services to prevent illegal housing

In addition to this pilot project, the city of Rotterdam also intensified the exchange of information between the Municipal Personal Records Database and the tax office, public employment service and benefit providers.

Finally, the municipality started with registering migrant EU workers by visiting locations where they work.

Housing

Housing is another top priority of the municipality of Rotterdam. For migrant EU workers, and for migrants in general, social housing is hardly an option because of the long waiting times until a house is assigned or before a house becomes available. Migrant EU workers therefore have to turn to the private sector to arrange their accommodation. This is often problematic, as already illustrated in section 4.4, as the private sector rentals for migrant EU workers often turn out to be expensive, located in deprived neighbourhoods, and paired with overcrowding to make the high rent endurable. In many cases the housing situation and associated nuisance has further deprived the liveability in certain neighbourhoods in Rotterdam.

To tackle this housing problem, the municipality of Rotterdam introduced a variety of policies:

- Intensified monitoring and enforcement of overcrowding, unoccupied houses, nuisance and rack-renters (in Dutch: *irreguliere verblijfsinrichting -IVI*);

⁸² Gemeente Rotterdam (2013). De Uitvoeringsagenda EU-arbeidsmigratie 2013-2014, p. 7.

- Regulating the inflow of migrant EU workers in deprived areas and optimising their geographical spread throughout the city via the introduction of 'licences to rent' for newcomers;
- Stimulating the supply of proper houses by optimising the use of unoccupied houses, transforming unoccupied offices into living spaces, and the placement of temporary dwellings at unoccupied sites.
- The introduction of short-stay facilities (in Dutch: *Polenhotel*).

Finally, the municipality of Rotterdam also has a policy on homeless EU migrants. In case of an inability to integrate into the Rotterdam society, the municipality in cooperation with social organisations can organise their (voluntary) return to their home country.

The Expat desk

For high-skilled migrant (EU) workers in particular (but not exclusively), the Municipality of Rotterdam has a dedicated "red carpet treatment". A central component of this red carpet treatment is a special welcome desk for expats that offers information and assistance in English both at a service point in the city and online. The Expat desk offers support in the following areas:⁸³

- Formalities concerning registration in the Municipal Personal Records Database and obtaining a BSN;
- Opening a bank account and insurances;
- Finding medical services;
- Finding housing, schools and childcare;
- Language training and other courses.

Finally, the Expat desk offers newcomers the possibility to be introduced into a network of different service providers such as real-estate agents, accountants, lawyers.

In order to attract foreign companies to set up their business in the city, the Municipality of Rotterdam established the platform Rotterdam Partners. This platform follows the same logic as the dedicated Expat desk to support highly-skilled migrants in finding their way in the city.⁸⁴

The municipality of Rotterdam is also engaged in a dialogue with local employers who actively recruit EU migrants for the construction and shipbuilding sectors. Part of this dialogue concerns housing issues and solutions for travelling from home to the workplace.

5.3 Employment and self-employment

Tax measures

The attempts of the Municipality of Rotterdam to attract high skilled migrant (EU) workers and businesses via various platforms fit in a broader policy on attracting highly-skilled knowledge workers (in Dutch: *kenniswerkers*) of the Dutch government.

⁸³ <http://www.rotterdam.nl/expatdesk>.

⁸⁴ www.rotterdampartners.nl.

The Dutch government seeks to attract highly skilled migrant workers from abroad to fill bottleneck vacancies. To do so, the Dutch government offers a 30% tax ruling if the knowledge migrant fulfils certain conditions, including:⁸⁵

- An employment contract;
- A specific skill that is hardly or not available on the Dutch labour market.

Under this tax-ruling employers are allowed to offer their migrant highly-skilled workers a tax-free contribution to cover their relocation costs and 30 percent of their wage that is exempted from income tax. In addition, beneficiaries of the 30% tax ruling as well as their family members can exchange their driving licence for a Dutch licence, regardless of where they are from.

Employment services

Multiple services for the matching, recruitment and placement of migrant EU workers exist in the Netherlands and Rotterdam.

The Dutch Public Employment Services UWV/ Werkbedrijf is a member of EURES (European Employment Services).⁸⁶ The EURES network offers information on living and working in the Netherlands as well as matching, placement and recruitment services to jobseekers, job-changers and employers from across the EU/EEA area. EURES advisors can offer their assistance to unemployed migrant EU workers to find a job in the Netherlands. They are also located at the PES in Rotterdam.

Next to the Public Employment Service, there are several private employment services specialised in the recruitment of migrant EU workers. Tempo team for example recruits migrant EU workers in their home countries, mainly for temporary lower skilled jobs, and offers them a full package consisting of employment, transport to the Netherlands and housing. Unique Multilingual moreover, recruits migrant (EU) workers who are already living in Rotterdam to international jobs, for example at trading companies. These are usually for the higher skilled.

The online portal of the Rotterdam Expat desk offers different links to employment opportunities. A direct link is offered to the website Togetherabroad⁸⁷, an international recruitment portal for jobs where Dutch language proficiency is not a requirement. In addition, the portal has also a link to multiple recruitment webpages from the employment services specialised in the recruitment of non-nationals.

In addition, the Municipality of Rotterdam itself implemented a range of measures to facilitate labour market access of Dutch job seekers and EU migrants looking for work. Since 2012 the city of Rotterdam, in cooperation with the municipalities of the Hague, Delft and the Westland, tried to stimulate social assistance beneficiaries and unemployed EU migrants to take up employment in the greenhouse farming sector that is particularly present in the rural surroundings of Rotterdam (the 'Westland'). The results of this attempt were rather disappointing. As a result, the Municipality now tries to stimulate benefit recipients to work in the greenhouse farming sector through a more targeted approach and by involving more employers in that sector.

⁸⁵

http://www.belastingdienst.nl/wps/wcm/connect/bldcontentnl/belastingdienst/priv/internationaal/werken_wonen/tijdelijk_in_ee_ander_land_werken/u_komt_in_nederland_werken/30_procent_regeling/.

⁸⁶ https://www.werk.nl/werk_nl/eures.

⁸⁷ <http://www.togetherabroad.nl>.

Talent development

The city of Rotterdam has also taken measures to promote skills development of its local labour force in addition to regular education. The **National programme Rotterdam South** for instance, is an example of such an activity to boost the quality of schools and jobs in one of the most deprived areas of the city, where also many migrant EU workers live. The National programme Rotterdam South is an integral programme tackling wider issues in the area. The programme focuses on improving liveability and employability.

In the framework of this programme, the municipality of Rotterdam organises together with local employers, as well as the education-, healthcare- and housing sector, activities to provide career counselling at schools and match the local unemployed with jobs. The work programme 2012-2014 also foresees actions concerning housing in the South of the city. These include inspections on illegal housing, but also measures to improve the quality of social housing and measures to increase the supply of private sector housing.

Counteracting exploitation and abuse on the labour market

The Dutch government committed itself to the prevention of displacements of the local workforce that follow from the employment of migrant EU workers. In the construction, agri- and horticultural and transport sectors, low profit margins may stimulate employers to cut staff costs.⁸⁸ Cutting staff cost fosters displacement of local workers when they include the hiring of low-paid (fake) self-employed from EU Member States where wage costs are lower. In addition, some employers lower their staff costs by hiring staff from fraudulent temporary work agencies that pay migrant EU workers' salaries below the level of collective labour agreements.

The Dutch policy to prevent labour displacement focuses precisely on such fraudulent temporary work agencies. The municipality of Rotterdam follows this approach in its measures to counteract abuse on the labour market.

There have been court cases and trade union action on employers bending or pushing the rules in such a way that workers from other EU Member States do not cost the employer as much as a Dutch employee.^{89 90} The concerns regarding employers bending or pushing the rules are particularly widespread in economic sectors where a large number of jobs are paid minimum wages and compete against the migrants from the new Member States, resulting in a heightened investment in monitoring this by the sectoral and social partners.^{91 92}

In November 2012 the Municipality of Rotterdam started with a pilot project to counteract fraudulent temporary work agencies (In Dutch: *Aanpak malafide uitzendbureaus Rotterdam- AMU-R*). The duration of the pilot was one year in which an intensification of inspections of temporary work agencies in Rotterdam was realised. A total of 80 temporary agencies were monitored of which 26 have been shut down.

The pilot was continued through the integration of monitoring in regular labour inspection activities and enhanced cooperation with national enforcement agencies that focus on fraudulent temporary work agencies and on fraud in general.

⁸⁸ Gemeente Rotterdam (2013). De Uitvoeringsagenda 2013-2014 EU arbeidsmigratie.

⁸⁹ <http://www.solowski.com/nl/actueel/nieuws/135-poolse-krachten-2>.

⁹⁰ <http://www.nd.nl/artikelen/2012/augustus/31/migranten-voelen-zich-niet-welkom>.

⁹¹ The sector organisation for temporary workers works closely with the Dutch government on identifying and tackling such practices.

⁹² http://www.fnvbondgenoten.nl/site/nieuws/perskamer/persberichten/875066/FNV_Rapport-_Laat_je_niet_plukken.pdf.

5.4 Local services

The city of Rotterdam provides information mainly in Dutch. In some districts thematic meetings are organised as well as special office hours for EU migrants in the city hall. In addition, Polish and Bulgarian information officials are available at district level to engage in a dialogue with EU migrants on working and living in Rotterdam. These information officials provide information on rights and duties, public institutions and procedures, language and education.

The online city portal⁹³ also offers practical information on the local government and international policies, the port of Rotterdam and touristic information to visitors. A link to the Expat desk is also included on the online portal.

5.5 Social, cultural and political participation

Language courses

The Netherlands has a long tradition in the financing of Dutch language courses for immigrants. As explained in Chapter 4.5 the national government stopped this, because language proficiency and integration were increasingly viewed as the responsibility of the migrant itself and because EU migrants cannot be obliged to participate in public integration or language courses. In the past EU migrants were nevertheless able to participate in these courses on a voluntary basis.

Despite these budget cuts, the city of Rotterdam continues to offer language courses to EU migrants as well as to other migrants with limited proficiency of the Dutch language. In order to participate in these courses, the EU migrant should be registered in the Municipal Personal Records Database.⁹⁴

Language courses provided by vocational training institutes are also available to EU migrants. These courses are offered in the framework of the Law on Vocational training (in Dutch: *Wet Educatie Beroepsonderwijs*).

In addition, language courses available to (non-registered) EU migrants are also provided by welfare organisations, by the foundation to support international churches (SKIN Rotterdam⁹⁵) for example. Courses are usually given by volunteers and provided for free or against a low fee.

Finally, language courses are provided by the private sector. Some of the private language schools in Rotterdam are specialised in teaching migrants from the New Member States.

Education

Policies of the Municipality of Rotterdam also focus on the children of EU migrants. This became necessary with the growing influx of EU migrants since 2007. Whereas EU migrants from Poland for instance arrived alone and brought or started families only when it became financially feasible for them, EU migrants from Bulgaria and Romania tend to bring their families immediately. Hence education of children of EU migrants has become a more prominent issue in the policies of the city of Rotterdam towards EU

⁹³ http://www.rotterdam.nl/home_english.

⁹⁴ Cf. Gemeente Rotterdam (2013). P. 14.

⁹⁵ Cf. <http://www.skinrotterdam.nl/skin-rotterdam/?lang=en>.

migrants. These children are offered special intermediate classes to learn the Dutch language.

Once enrolled in regular education, the children of EU migrants tend to appear above-average on statistics on school absenteeism and drop-out rates. The Municipality of Rotterdam therefore undertakes additional efforts to ensure that children of EU migrants participate in the classes, for example via enhanced monitoring to ensure that the home address of the children are known to the schools and the school inspection (in Dutch: *Leerplichtambtenaar*).

Culture

There exists a widespread belief that Rotterdam has less cultural facilities to offer to higher educated EU migrants than a city like Amsterdam. Aside from a general cultural agenda on stimulating arts and culture in the city, the municipality of Rotterdam also pursues the strengthening of socio-cultural organisations of EU migrants to facilitate the self-organisation and integration of the various nationalities in the society of Rotterdam.

6 Conclusions and recommendations

In this chapter we synthesise the findings presented in the earlier chapters, bringing together the key observations on the socio-economic inclusion of migrant EU workers in the city of Rotterdam. We draw conclusions building on lessons learned as well as promising approaches, and suggest recommendations for relevant stakeholders.

This research highlighted multiple challenges and opportunities for migrant EU workers, the local economy and the local community in Rotterdam. These are presented in the following sections.

6.1 Challenges in Rotterdam

One of the most important challenges faced by **migrant EU workers** is related to language barriers. In particular for lower skilled jobs, it is considered important to speak Dutch. For higher skilled jobs, English is more used, through which the need to learn Dutch decreases. Because of the limited Dutch language proficiency, the extent to which migrant EU workers are able to understand information on public and social services is limited as the largest share of information is provided in Dutch. The combination of EU migrants coming from abroad and the limited knowledge of Dutch also results in lack of familiarity with the law and regulations. All these factors hamper their possibility to participate in society and also to find (new) work. Often it also has an effect on the type of jobs available to migrants. Especially more recent migrants from the new accession countries in Eastern Europe find it hard to find job on their skills/educational level and are often employed in lower skilled jobs.

In general all different groups of migrant EU workers appear to experience difficulties in establishing social connections with the Dutch and participate in local organisations to a limited extent, although this was not benchmarked with participation behaviours by Dutch citizens and other migrant groups. Low to middle income migrants are in many cases also vulnerable to exploitation and abuse at work.

Finding decent and affordable housing is especially challenging for low to middle income migrants. Many of them sublease, are not registered and are (therefore) not entitled to public and social services. Some are also exploited in the housing market (by their employer and/or land lord) and live in overpopulated apartments of often sub standard quality.

Some interviewees as well as the focus groups revealed that the local workforce in Rotterdam (potentially) faces displacement because workers from other EU Member States are regarded by employers in certain sectors (e.g. construction, transport, meat industry) as cheaper and better motivated, i.e. they are prepared to take up work against lower (minimum) wages and to work overtime.

The increased supply of labour from the New EU Member States has accelerated the increase in the use of flexible labour contracts, according to stakeholders. The already existing trend of greater flexibility on the labour market is reinforced and accelerated by intra-EU labour migration. In addition, the supply puts pressure on wages and working conditions, in particular in sectors like transport, construction, and cleaning. Finally, the inflow of temporary migrant EU workers further changes the power relations between employers and employees, with trade union membership among EU migrants being relatively low.

The influx of migrant EU workers poses challenges to the **local community** in Rotterdam. A first important challenge is the pressure on the lower end of the housing market. This especially affects low income families. An already tight market with long waiting lists in the social housing sector has to absorb relatively large groups of new residents. The rigid housing sector in the city has problems to cope with the phenomenon of very flexible inter EU migration. The result has been an increase of the informal housing sector. The concentration of constantly changing groups of flex migrants leads in some cases (particularly in cases of illegal housing/sublease) to overcrowding and nuisances in some neighbourhoods having high concentrations of migrants. This raises questions and public debate about the capacity of the city to absorb large numbers of new migrants and the implications for neighbourhood safety and liveability.

Other challenges are related to schools as a result of the irregular inflow and outflow of migrant EU students, their limited language skills, increased percentages of school drop outs and subsequent financial consequences for schools.

Finally, because EU migrants often do not register, the municipality and other public organisations do not have a complete picture of residents in the city.

6.2 Opportunities in Rotterdam

Besides the challenges described in the previous paragraph the migration of EU workers to Rotterdam also generates important opportunities for EU migrants themselves, for the local economy and for the wider local society in Rotterdam.

The most important opportunity for **EU migrants** in Rotterdam is the availability of jobs. This includes longer term work and also seasonal and flexible work. Most of the migrants come to Rotterdam for work or to join or accompany partners who work in Rotterdam. There are job opportunities for all different groups of migrants, high skilled professionals, medium skilled workers and low skilled workers. Besides work, Rotterdam offers migrants also study opportunities; especially the Erasmus University has large numbers of EU students.

Rotterdam offers a well developed network and infrastructure for migrants to come to work (e.g. employment agencies that take care of contracts, transport, housing, etc.). Companies are often also actively attracting migrants to come to Rotterdam. The migration to Rotterdam is further supported by the presence of large groups of other migrants from the same home countries. This also leads to the presence of specific services and facilities for migrants (e.g. Polish supermarket).

The presence of EU migrants provides the **local economy** with important benefits. Migrants fill gaps in the supply of the local labour market, from low skilled to high skilled posts. They cover a large part of low-skilled (and physically demanding) jobs that are usually rejected by locals. In the case of high skilled professionals migrants provide the necessary capacity and skills that are hard to find locally. An important aspect of labour migration, especially for low to medium skilled jobs, is flexibility. Migrants provide companies with the availability of flexible labour, which leads to lower costs and the possibility to absorb peaks in demand. EU migrants provide additional business competitiveness through flexibility and specific skills (language, culture, network involving migrants, flexible deployment). This can be seen for instance in the logistics and inland waterway sector where many of the clients of Rotterdam companies are located in Germany. Workers from Germany provide these companies good connections, language and cultural skills to operate in Germany.

EU migrants also contribute to the local economy as consumers. Since they live in Rotterdam they also spend money locally in shops and for services and if registered they pay local taxes.

Besides benefitting the local economy there are also opportunities for the wider **local society**. Migrants have a strong will to work and have a flexible attitude. This sets a good example for all residents in Rotterdam, especially since a part of the unemployed in the city seem less motivated to accept the available job opportunities. Migrants also tend to be relatively young and so partly offset the effects of an ageing population.

Rotterdam has a strong image as an international port city with a diverse population. The arrival of new EU migrants reinforces this image. Furthermore the presence of migrants in the city leads to greater diversification of the cultural offer and more variation in retail, religious services, and sports.

6.3 Policy of the municipality and recommendations

As soon as the Municipality of Rotterdam started with defining (intra-EU) migration as an integration issue, a whole range of new policy dilemmas appeared, in relation to housing to language proficiency, neighbourhood safety and liveability and healthcare insurance. These dilemmas became more complex in the light of the different types of migrant EU workers, as previously defined by Engbersen et al.⁹⁶, and their diverse integration needs.

The municipality of Rotterdam specifically created a targeted and **multidisciplinary Programme on migrant EU workers**. The programme is a work in progress and continues to learn from new phenomena relevant to the migrant EU workers and their families. The programme does not address all aspects of migrant EU workers but instead focusses on those areas and those migrants for whom the need to support the integration process has been identified. With its attention to the opening of the borders, the programme focuses and monitors especially migrant EU workers from the new Member States. The implementation plan for 2013-2014 consists of the following priorities:

1. Registration;
2. Preventing exploitation and abuse in housing and work;
3. Strengthening participation in local society;
4. Strengthening the understanding of the value of migrant EU workers for the local economy;
5. Monitoring access to social services;
6. Monitoring safety and liveability.

The focus of the Municipality of Rotterdam is on the first access and welcoming of EU migrants. The top priority in this area is to promote proper registration and housing of EU migrants. The Municipality also established a dedicated 'Expatriate desk' to inform foreigners about living and working in the city.

As described in this study intra EU migration poses some important challenges and opportunities. The Municipality of Rotterdam has a multidisciplinary Programme on migrant EU workers. The challenges identified in this study are in part already being

⁹⁶ Engbersen, G.B.M., Ilies, M., Leerkes, A.S., Snel, E. & Meij, R. van der (2011). Arbeidsmigratie in vieren. Bulgaren en Roemenen vergeleken met Polen. Rotterdam: Erasmus Universiteit Rotterdam.

taken up in Rotterdam. When it comes to additional specific policy areas four areas of improvement should be highlighted:

1. As it has been shown in this study intra EU labour migration brings important opportunities to Rotterdam and especially to the economy. Of course the study has also shown that the same migration also brings serious challenges. In dealing with EU migration attention should not only be focused on either the opportunities and benefits or on the problems and challenges. An **integrated** vision and **approach** is needed. An approach that maximizes the opportunities while limiting the problems as much as possible. Such an approach should be focused on facilitating migration into the city to support the competitiveness of the local economy. Key components of the facilitation should be housing, combating exploitation of workers and distributing relevant information to migrants.
2. In conjunction with the previous point, the **improvement of Dutch language skills** should be a priority of any policy. As our study has shown Dutch language skills are crucial for the economic and social integration of Migrant EU workers in Rotterdam. The current language programme in Rotterdam seems to be quite limited and not sufficient in scope. At the national level the government sees it as a personal responsibility of migrants to learn Dutch. However the expected social and economic benefits seem to give a basis to make an argument for more public language programmes.
3. Given the dispersion and the sometimes difficult access to relevant information the model of "**one-stop shop**" for all EU migrants is seen as a relevant and efficient service for their socio-economic integration at a local level. Lack of correct and relevant information hinders social and economic integration of migrants and potentially increases some of the identified problems and challenges, such as subleasing and exploitation at work. Of course, the necessary information and services should not only be available in the Dutch language but also in English and some other widespread languages. Besides initially providing information to (new) migrants the one-stop-shop should also bundle service provision, e.g. the registration with different local services. The present "Expats desk" (focused mainly on high skilled expats) in Rotterdam can be the basis for such a one-stop-shop. The scope of this desk should then be broadened to also fully include low and medium skilled migrant workers in its target audience.
4. To be fully able to formulate effective policy on EU labour migration it would be necessary to **improve data availability** with regard to EU citizens in Rotterdam. Only when information on citizenship is collected across services can a comprehensive picture of the challenges and opportunities for migrant EU workers in the city be built and local services improved.

Annex 1 – List of interviewees

	Name	Position	Organisation	Type of stakeholder
1	Marielle Heijmerink	Programme Manager Migrant EU Workers	Municipality of Rotterdam	Local authority
2	Marco Hoppesteijn	Researcher/ Data analyst Programme Migrant EU workers	Municipality of Rotterdam	Local authority
3	Kees Blauw	Coordinator Schakelschool	Koers VO	Local authority - education
4	Jacqueline Toxopeus	Arbeidsmarktadviseur UWV	UWV	Local authority - employment
5	Wim Reedijk	Manager	Expertisecentrum Flexwonen voor Arbeidsmigranten (EFA)	Local authority - housing
6	Johan Roorda	Entrepreneur / owner	Flexhotel Zuiderpark	Housing
7	Melanie Rensen	Manager	Tempo-Team	Employment services
8	Ingmar Wielenga	Business Unit Manager Rotterdam	Unique Multi-lingual services	Employment services
9	Mohamed Bibi	Coordinator	Platform Buitenlanders Rijnmond	Civil society
10	Kasia Wallusch	Coordinator	BARKA - Foundation to support Polish people in Rotterdam	Civil society
11	Godfried Engbersen	Professor of Sociology, specialised in migration in Rotterdam	Erasmus University	Civil society
12	Dimitris Grammatikus	Advisor EU migrations	Stichting Lize	Civil society
13	Saskia Bonjour	Assistant professor in political science	UvA	Civil society
14	Michel Alt	Advisor Polish migrants	FNV - Trade Union	Social partners
15	Nicole van Haelst	Director	International Community Platform	Social partners
16	Danielle Emans	Researcher/ data analyst expats	International Community Platform	Social partners
17	Cees Alderliesten	Beleidsadviseur arbeidsmarkt	Deltalinqs	Social partners

Annex 2 – Participants in the focus groups

	Focus group	Organisation	Comment
1	Focus group 1	Municipality of Rotterdam	8 participants from different relevant departments, including the Programme Manager Migrant EU Workers
2	Focus group 2	Blijberg	International school
3	Focus group 2	Tempo-Team	Employment agency
4	Focus group 2	Skin Rotterdam	Organisation of migrant churches
5	Focus group 2	Barkan NL	Polish welfare organisation (two persons participated)
6	Focus group 3	Polonia	Polish newspaper
7	Focus group 3	VO-Koers	Local authority - education
8	Focus group 3	Stichting Lize	Expert centre EU migration
9	Focus group 3	International Community Platform	Organisation of international employers and service providers
10	Focus group 3	In Touch Expats	Foundation of expats in Rotterdam

Annex 3 – Bibliography

Specific data and literature on Rotterdam			
Author	Title	Publisher	Year
Engbersen, G., Rusinovic, K., & Van Bochove, M.	Burgerschapsbriefing kennismigranten – Kennismigranten in Rotterdam.	Erasmus Universiteit Rotterdam/ NICIS Institute	2009
Bochove, M., van, Rusinovic, K., & Engbersen, G.	Over de rode lopper – Kennismigranten in Rotterdam en Den Haag.	NICIS Institute	2010
Engbersen, G., Rusinovic, K., & Van Bochove, M.	Burgerschapsbriefing kennismigranten – Een kosmopolitische elite?	Erasmus Universiteit Rotterdam/ NICIS Institute	2010
Engbersen, G., Rusinovic, K., & Van Bochove, M.	Burgerschapsbriefing kennismigranten – Kennismigranten als locale burgers.	Erasmus Universiteit Rotterdam/ NICIS Institute	2010
Engbersen, G., Rusinovic, K., & Van Bochove, M.	Burgerschapsbriefing kennismigranten – Kennismigranten over stedelijk beleid in Rotterdam en Den Haag.	Erasmus Universiteit Rotterdam/ NICIS Institute	2010
Gemeente Rotterdam	Taaloffensief 2011-2014.	Gemeente Rotterdam	2011
Belfor, R.	Scan Arbeidsmigranten Stadsregio Rotterdam.	St. CMO Stimulans	2011
Bochove, M., van, Rusinovic, K., & Engbersen, G.	On the red-carpet – Expats in Rotterdam and The Hague.	NICIS Institute	2011
Monitor EU migratie 1e halfjaar 2011	Monitor Programma EU- arbeidsmigranten 1e halfjaar 2011.		2011
Monitor Midden- en Oost- Europeanen 1e halfjaar 2010	Monitor Midden- en Oost- Europeanen 2010.		2011
Partij van de Arbeid Rotterdam Gemeenteraadsfractie	MOE-landers in Rotterdam	PvdA Rotterdam Gemeenteraadsfractie	2011
Snel, E., Burgers, J., Engbersen, G., Ilies, M., Van der Meij, R., & Rusinovic, K.	Arbeidsmigranten uit Bulgarije, Polen en Roemenië in Rotterdam – Sociale leefsituatie, arbeidspositie en toekomstperspectief.	Erasmus Universiteit Rotterdam/ NICIS Institute	2011
Dauphin, S., & Van Wieringen, J.C.M.	De gezondheid en het zorggebruik van Midden- en Oost-Europeanen in Nederland – Een inventarisatie op beleidsniveau bij gemeenten, GGD-en en andere instanties.	Pharos	2012
Gemeente Rotterdam/ Gemeente Amsterdam	De staat van integratie	Gemeente Rotterdam/ Gemeente Amsterdam	2012
Mandos, E., & Van Zeel, S.	Inventarisatie EU burgers in de maatschappelijke opvang en op	GGD Rotterdam- Rijnmond	2012

Specific data and literature on Rotterdam			
Author	Title	Publisher	Year
	straat – Tweede rapportage		
Monitor EU migratie 2e halfjaar 2011	Monitor Programma EU-arbeidsmigranten 2e halfjaar 2011.		2012
Gemeente Rotterdam	Monitor Programma EU Arbeidsmigratie 2013	Gemeente Rotterdam	2014
Nationaal Programma Rotterdam Zuid	National programma Rotterdam Zuid – Uitvoeringsplan 2012-2014	Nationaal Programma Rotterdam Zuid	2012
Pharos	Verslag expert meeting gezondheid en zorggebruik van Midden- en Oost-Europese migranten	Pharos	2012
Matthijssen, M.	De economische waarde van arbeidsmigratie – Een focusgroeponderzoek naar het belang van arbeidsmigranten voor de Stadsregio Rotterdam.	Marion Matthijssen bijeenkomsten en onderzoek	2013
Dujardin, M., & Van der Zanden, W.	Komen en gaan 2013	Stadsontwikkeling Gemeente Rotterdam	2013
Gemeente Rotterdam	Gemeente Rotterdam de uitvoeringsagenda 2013-2014 EU arbeidsmigratie.	Gemeente Rotterdam	2013
Stadsontwikkeling gemeente Rotterdam	Economische verkenning Rotterdam.	Stadsontwikkeling gemeente Rotterdam	2013
Engbersen, G.	Van zijstroom tot hoofdstroom van beleid - Integratie als permanente opgave voor de stad Rotterdam.	Erasmus Universiteit Rotterdam/ Gemeente Rotterdam	2014
Gemeente Rotterdam	Programma veiligheid 2014-2018	Gemeente Rotterdam	2014
Nationaal Programma Rotterdam Zuid	Nationaal programma Rotterdam Zuid	Nationaal Programma Rotterdam Zuid	2014
Additional data sources Rotterdam			
Name		Publisher	
Rotterdamincijfers.nl (multiple datafiles)		OBI (Gemeente Rotterdam)	
Feitenkaart- EU migranten in de Basisregistratie Personen (BRP)		Gemeente Rotterdam	
Bevolking naar geboorteregio		CBS	
Bevolking van Rotterdam naar land van nationaliteit, op 1-1-2001 t/m 2011		Publiekszaken Rotterdam, bewerking COS	
Bijlage bij Monitor Programma EU Arbeidsmigratie 2013		Gemeente Rotterdam	

Annex 4 Factsheet

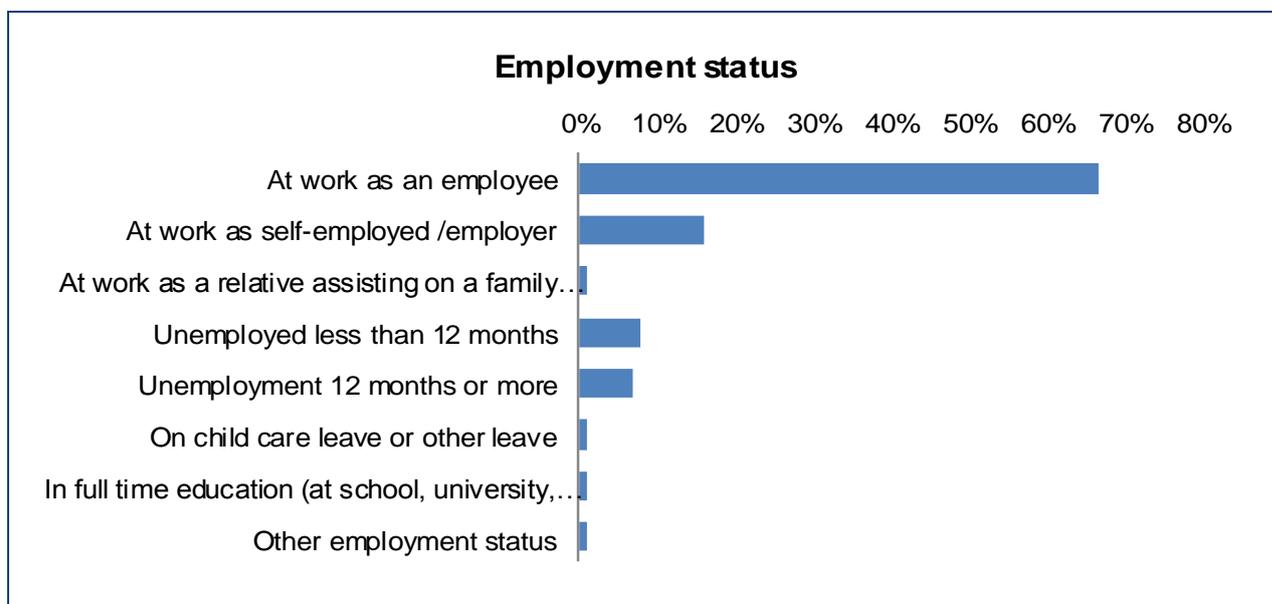
EU migrants in Rotterdam - key data from available statistics

Number of EU migrants ^a	23,446 ^b
Share of city population ^a	3.8%
Main nationalities ^a	Poland (17.3%), Portugal (14.8%), Germany (11.2%)
Economic activity rate	n/a
Employment rate	n/a
Other key demographic characteristics	<ul style="list-style-type: none"> ▪ Migrants from Central- and Eastern European countries are mostly 25 to 34 years old; ▪ migrants from Southern European countries more equally spread across the age pyramid; ▪ 32% of migrants from Central and Eastern Europe and 57% of migrants from Southern Europe have lived in the city for more than 5 years. <p>Source: Monitor Programma EU Arbeidsmigratie 2013.</p>

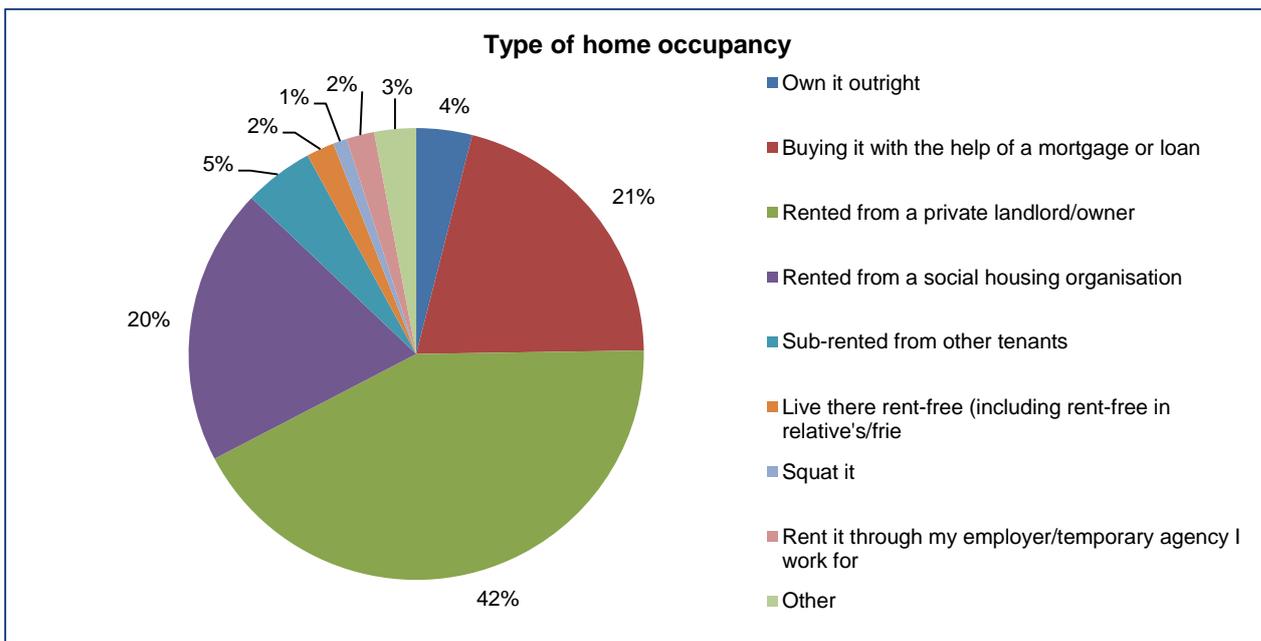
^a Based on citizenship.

^b This is an estimation. Factual numbers are expected to be 2 to 3 times higher, and the share of the population could be higher as a consequence.

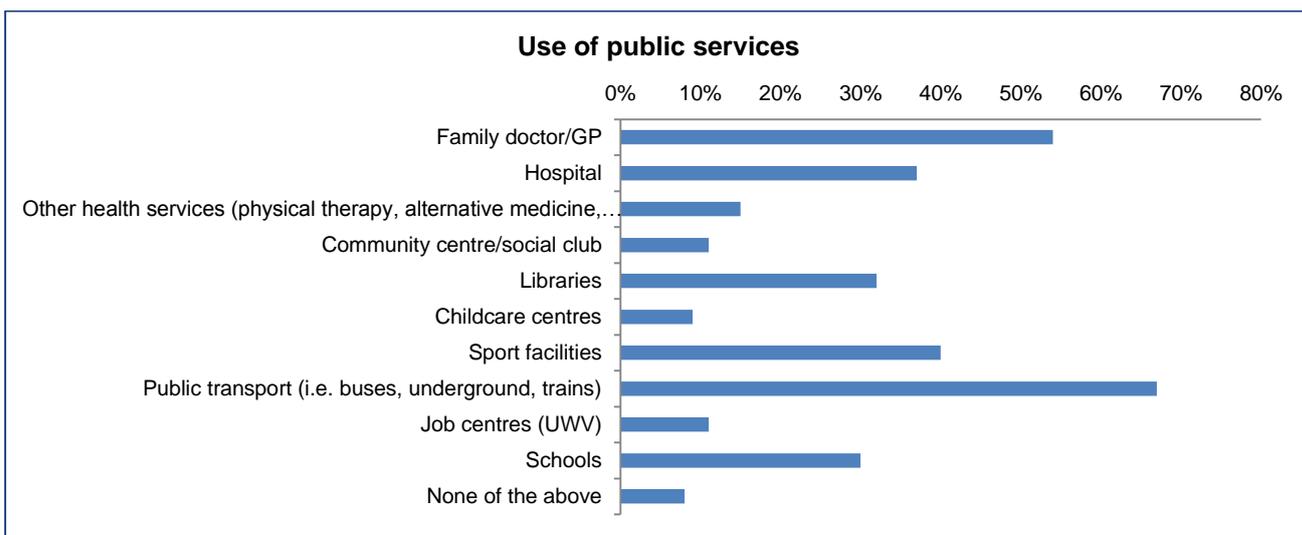
Survey on migrant EU workers: selected results



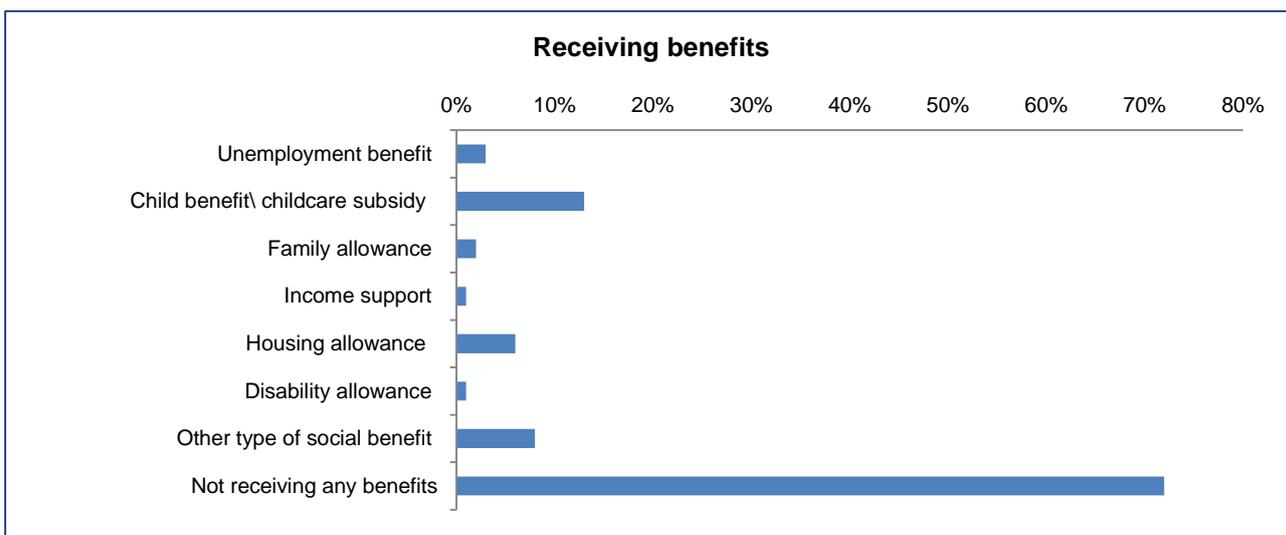
Source: Ecorys.



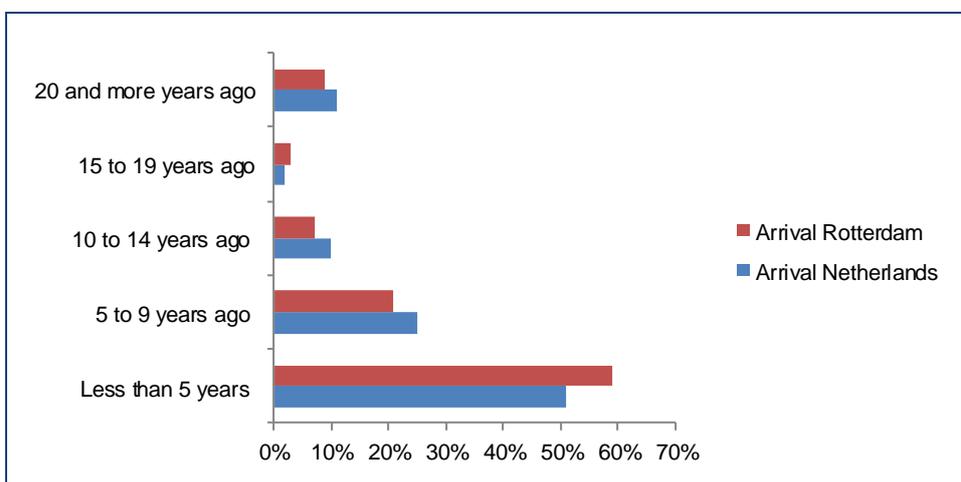
Source: Ecorys.



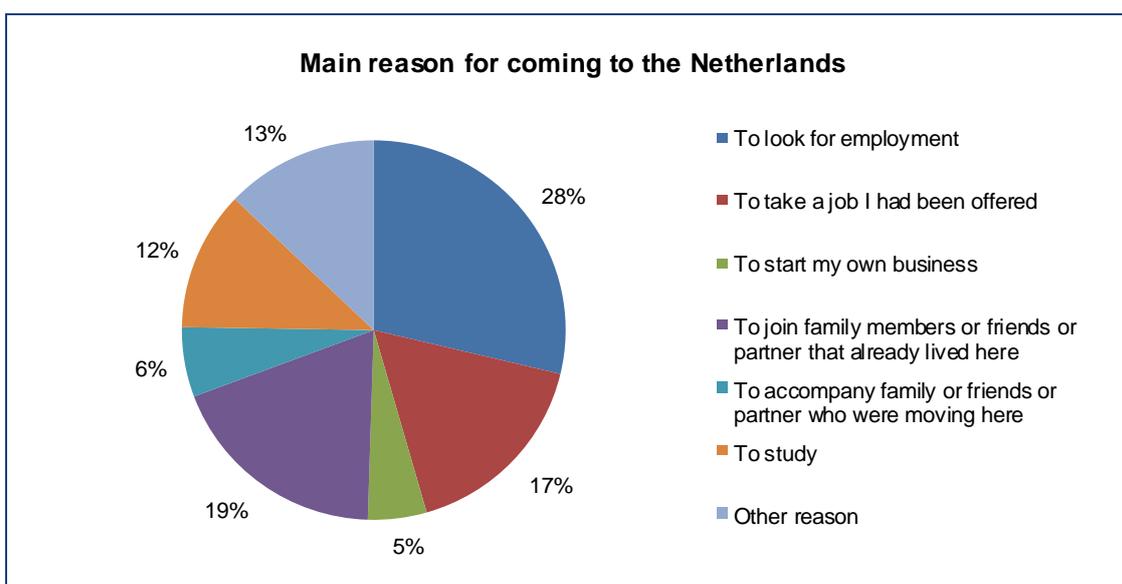
Source: Ecorys.



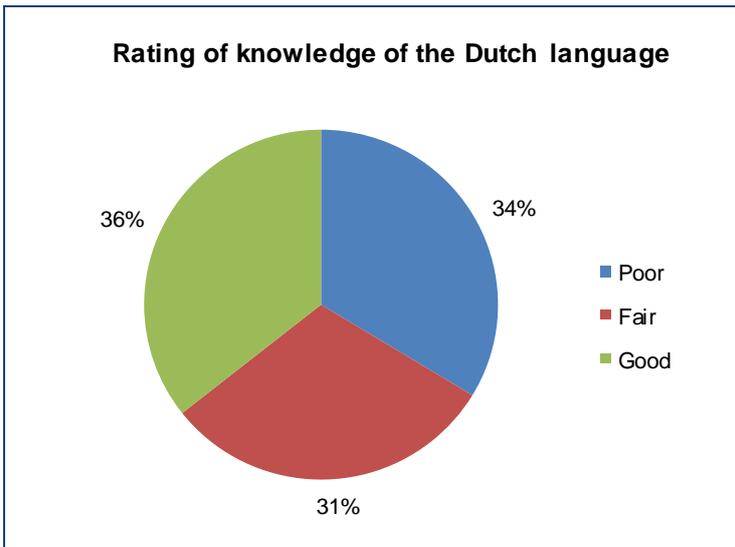
Source: Ecorys.



Source: Ecorys.



Source: Ecorys.



Source: Ecorys.

Key challenges and opportunities

	Challenges	Opportunities
Migrant EU workers	<ul style="list-style-type: none"> ▪ Language barriers; ▪ Information on public and social services; ▪ Lack of knowledge of the law and regulations by newcomers; ▪ Possible abuses by employers; ▪ Finding work (after losing first job); ▪ Decent and affordable housing; ▪ Social participation in Dutch society can be rather difficult. 	<ul style="list-style-type: none"> ▪ Job opportunities (including seasonal and flexible work); ▪ Opportunities for studying; ▪ A well developed network and infrastructure for migrants to come to work in the Netherlands / Rotterdam; ▪ Presence of large groups of other migrants from the same country; ▪ Specific services and facilities from and for migrants from specific countries.
Local economy / workers	<ul style="list-style-type: none"> ▪ Perceived potential displacement of Dutch labour force; ▪ Acceleration of increase in flexibility of the labour market; ▪ Pressure on wages and working conditions by increased supply of labour (especially in transport, construction, cleaning); ▪ Perception that power relations between employers and employees are changing due to the temporary nature of the migration / labour and the relatively large numbers of migrants in some sectors (e.g., food, meat). 	<ul style="list-style-type: none"> ▪ Coverage of low-skilled jobs usually rejected by locals; ▪ Availability of flexible labour; ▪ EU migrants provide additional business competitiveness by filling bottleneck vacancies (both low and high skilled); ▪ Contribution to the local economy (EU migrants spend money in local shops and for local services); ▪ Starting up new businesses (driver for entrepreneurship).
Local community	<ul style="list-style-type: none"> ▪ Since EU migrants often do not register with the municipality other public organisations do not have a complete picture of residents in the city; ▪ Pressure on (the lower end of) the housing market. This especially affects low income families; ▪ Challenges for schools as a result of irregular inflow and outflow, limited language skills, increased percentage of school drop outs and subsequent financial consequences for schools; ▪ The concentration of constantly changing groups of flex migrants leads in some cases to overcrowding and nuisances in neighbourhoods. 	<ul style="list-style-type: none"> ▪ Contribution to local taxes; ▪ Migrants have a strong will to work and a flexible attitude; ▪ Migrants also tend to be relatively young and so partly offset the effects of an aging population; ▪ Diversification of cultural offers; more variation in retail, religious services, culture and sports; ▪ Contribution to image of Rotterdam as international port.