

MOBILE IDENTITIES

MIGRATION AND INTEGRATION IN TRANSNATIONAL COMMUNITIES



mobile identities

Final National Report – Netherlands

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MIGRATION AND INTEGRATION IN TRANSNATIONAL COMMUNITIES

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Final National Report – Netherlands prepared

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EXECUTIVE SUMMARY

This final report presents detailed results of the project activities carried out by the Amsterdam team for the Mobile Identities project. This document centers on a review of the literature and an analysis of qualitative information from migrants and stakeholders. The team has interviewed different stakeholders including different government institutions, migration experts, and recruitment agencies. We also conducted interviews with Blue Birds candidates and temporary migrants who entered legally in the Netherlands and have options to return back to their country of origin. In addition, we also organized two meetings; one with migration experts and second with young knowledge migrants.

The current report also aims to provide policy recommendations for circular migration on the basis of the inputs from our research activities. Our interviews with stakeholders that was conducted to understand the importance of the differences of stakeholders' view on circular migration also enabled us to generate policy recommendations.

The report findings are grouped into two sections covering: (1) findings from interviews with migrants; and (2) findings from a workshop with young knowledge workers. We find that knowledge and circular migrants have a strong commitment to return back to their countries of origin depending on their economic prospects. In some sectors like petroleum engineering, migrants are better paid in South Africa than in the Netherlands. In any case, the number of circular migrants participating in official temporary return programs is far below the anticipation. As present, the political atmosphere in the Netherlands is not in favor of temporary and circular migration of low and medium skilled migrants from third countries.

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1. INTRODUCTION: MOBILE IDENTITIES

This report offers policy recommendations and lessons learned on developed and implemented national policy programs for temporary or circular migration in the Netherlands for the EU-project Mobile Identities “Migration and Integration in Transnational Communities”. This project is a transnational project financed by the European Commission, DG Home, European Integration Fund that aims at evaluating the impact of existing policies on integration in fostering the well-being of migrants involved in temporary or circular migration from third countries. Recently, circular and temporary migration has become a hot political topic in many European countries. This type of migration seems to offer a triple-win situation – win-win-win approach –, which favors all interested parties such as: country of destination, country of origin, and the migrants. The general aim and scope of the MI-project:

“The overall aim of the project is to evaluate the impact of existing policies on integration in fostering well-being of migrants involved in temporary or circular migration or in different kinds of transnationalism. The project seeks to understand: first, the profiles and needs of transnational migrants in European countries; second, if and how current integration processes in European countries match the needs of transnational migrants; and third, what can be done both in EU and non-EU countries to foster the well-being of transnational migrants.”

The attainment of these objectives will permit the development of country-specific and EU guidelines for integration measures in receiving countries that work in synergy with pre-measures and conditions in sending countries.

The project is designed to consider implications of temporary migration programs in a variety of national settings: economic, social, political, cultural and psychological factors. Mobile Identities intends to compare temporary migration policies, their implementation and outcome, over the five participating partner countries: Germany, Holland, Spain, UK and Italy. Furthermore, this project activities includes a desk – literature review and a review of Dutch policies on circular and temporary migration – and field research – interviews with migrants and stakeholders – and also the organization of workshops.

This study sets out to evaluate the impact of existing temporary and circular migration policies in the Netherlands, and provides policy recommendations. Therefore, we have collected qualitative information from temporary and circular migrants from third countries¹, and have also conducted interviews with different stakeholders. Information on all relevant dimensions of knowledge and

¹ The term ‘third country’ refers to the countries outside the European Union and not member of Organization for Economic Co-operation and Development (OECD).

policies on programs for circular and temporary migration is a strategic managerial prerequisite. This enables us to achieve a visible and recognized position in a variety of national settings: economic, social, political, cultural and psychological factors on this research group in the Netherlands. Strong elements in such a study have to be exploited, while weak elements have to be removed or to be turned into new opportunities. This calls for an ambitious and forward-looking research management style. Thus, research assessment is not a goal in itself, but a vehicle for research quality improvement for several factors.

This report provides a review of findings and experiences from temporary and circular migrants, and stakeholders. Various findings are briefly summarized in the context of a systematic migration Strong, Weak, Opportunity and Threat (SWOT) analysis for Dutch national programs. The results from each SWOT analysis are then used as an input for compiling policy recommendations. The SWOT analysis presented in this study are based on desk research on each project documents.

This report is organized as follows. Chapter 2 gives an overview of the background of circular migration, and review of Dutch circular migration policies in the Netherlands. Section 3 presents arguments findings – interviews, workshops, and survey. And finally, Section 4 concludes with a number of retrospective and prospective remarks.

2. CIRCULAR AND TEMPORARY MIGRATION

International migration has become the main topic – social, economic and political – in most developed and developing countries. There are ambiguous feelings toward the flow of migrants from both a sending and a receiving country perspective. Receiving countries are more concerned about the social and economic consequences of international migration, while sending countries are more concerned about the brain drain effect. It is believed that migration flows are stronger from developing countries to developed ones, but actual figures indicate that the migration pattern is stronger between developing countries. Figure 1 below indicates various patterns of international migration between 1960 and 2000.

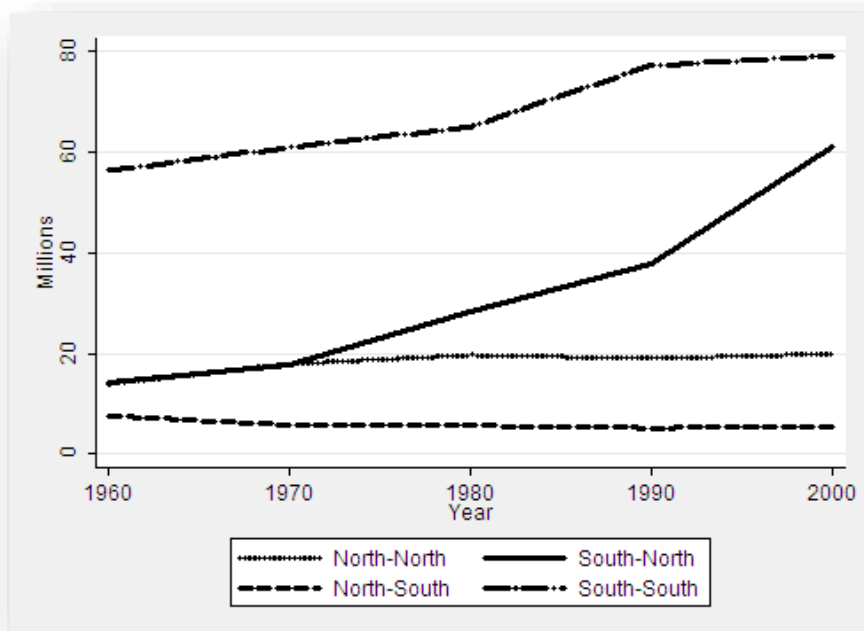


FIGURE 1: Stock of migrants by country of origin and destination
Source: Özden et al. (2011)

Although South-South migration dominates international migration, their share is falling. Özden et al. (2011) indicate that the South-South migration share has decreased by 13 percent between 1960 to 2000, while South-North migration share has increased by 429 percent during the same period. It is important to indicate that opportunities for migrants from third countries to enter the Netherlands and to find employment opportunities legally are rather limited, while only a very limited group of people – highly educated and skilled – have this possibility. However, restricted migration policies cannot stop the flow of migrants.

Historically, it is believed that people will leave their country of origin and will resettle in a host country, but in reality most people migrate for work purposes and their intention for migration is temporary. Furthermore, OECD report (2008) indicates that depending on the country of destination, around 20% to 50% of immigrants leave their destination countries within five years of stay. They either return to their country of origin or to a third country. Since 2000, there has been a gradual shift in European policy thinking with increasing attention for the re-opening of borders and the management of migration flows. While most states still reject the idea of providing legal entry on a permanent basis (particularly for lower skilled workers), there has been a flowering of schemes to allow a temporary (including seasonal) entry of limited numbers of migrants, in most cases to fill specific needs in the labor market by sector or by skill level. Schemes are, for instance, in place in Germany, the Netherlands, Norway, the UK, Ireland, Belgium, Sweden, Greece, Italy and Spain (Plewa and Miller, 2005; OECD, 2005).

Circular migration is a new interest in an old form of migration, and the most common example of this type of migration is internal migration that people moves from rural to urban areas for job opportunities without changing their residential place. This type of migration not only happened inside the countries—rural to urban—, but also at the international level (Fargues, 2008, p5). If we review the history of immigration, we can find many examples of circular migration in the contemporary history of human beings. For example, Claude Meillassoux, a French anthropologist in 1975 explains the interaction between capitalist employers and circular migrant workers in the traditional economies of Western Africa. He indicates that at that time workers were employed on a seasonal basis and after each period of employment, they had to return back to their homes. Through this mechanism of employment, the wealth was transferred from the subsistence-crops sector to the export-oriented capitalist (Fargues, 2008). This type of migration was a very common type of people mobility in Western African, Eastern Africa and Indonesia. In Asia the two-way mobility of people was a potential topic of research for three decades (Bovenkerk, 1974). Another example of circular migration happened in Europe after the Second World War, where some European countries signed a bilateral agreement with Maghreb and Turkey to fill their labor shortages.

In the United States, Tienda and Diaz (1987) argue that circular migration to the United States has decreased the employment opportunities for those circular migrants who return back to Puerto Rico, and force them to re-migrate. They also indicate that circular migration has increased the number of female-headed families and higher school dropouts' rates. Porter (2003) relates circular migration to illegal migration, and indicates that circulation of migrants—going back and forth— between Mexico and the United States happens illegally.

The increasing legal and border restriction on international migration could not stop people from coming to developed countries, but it rather stopped circulation of migrants. It is found that on average an illegal Mexican migrant stayed for about three years in 1980s, while during the 1990s an illegal Mexican stayed on average nine years in the United States (Constant and Zimmermann, 2011). Furthermore, evidence from Bulgarian migrants in Greece indicates that the benefit Bulgarian migrants gained the most after joining the EU was the freedom of movement enabled them to travel to Bulgaria to visit their families and friends. Bulgarian migrants also indicate that legalization of their movement strengthened their bonds with their country of origin (Newland, 2009).

Circular and temporary migration is beneficial not only to the host country, but as Zimmermann (2014) indicates it is a win-win-win situation. It means that the host country can fill their labor shortages without an increase in their population, and also host country can restrict the employment opportunities to specific jobs. Where in case of permanent migration such measures are not possible. Secondly, sending country benefits from the knowledge gained and remittances of circular migrants. Thirdly, the migrant himself/herself can benefit from the opportunities without permanent relocation and further psychological costs.

In general, circular migration can be divided into spontaneous and managed circular migration. The first type of circular migration includes less mobility limitation, and migrants usually go back and forth between their country of origin and country of destination. An example of such migration can be found between Asian and Gulf countries, where some migrants circulate more than once between their country of origin and Gulf countries. However, circularity of Asian in Gulf states are not freely chosen, because the regulation in Gulf states do not grant these migrants a long-term permit, and also the savings that these migrants make during their stay in host society is not enough to support them for longer time in their countries of origin. Therefore, they emigrate again, and this situation creates circular migration.

In Europe, the flow of people from new EU members to more developed EU countries also include elements of spontaneous circular migration, where workers come for temporary or seasonal jobs and return back to their country of origin. The managed circular migration usually refers to the programs, bilateral agreements, and migration policies of the country of origin or destination or by both countries. The Dutch government's Blue Birds program is an example of managed circular migration. This program will be discussed in details below.

2.1. Definition of Circular Migration

Circular migration has different interpretations and mostly there is not a clear distinction between circular migration and temporary migration. The interchangeable usage of these two terms (circular and temporary migration) can also be observed from different definitions. For example, International Organization for Migration (IOM) defines circular migration as “*the fluid movement of people between countries, including temporary or long-term movement which may be beneficial to all involved, if occurring voluntarily and linked to the labor needs of countries of origin and destination*”. The European Commission defines circular migration as “*a form of migration that is managed in a way allowing some degree of legal mobility back and forth between two countries*” (European Commission, 2007), and the Netherlands defines circular migration as “*migration in which the migrant resides in one country after another, including his or her country of origin, for longer period of time*”. The Dutch government definition can fit more to the context of circular migration, because it does not restrict circular migration to bilateral flows of migrants, but includes flows between and among different countries. The IOM definition on the other hand is very confusing and gathers different issues in a general definition. Furthermore, the word ‘fluid’ is uncommon to use for the flow of migrant and it is ambiguous.

The Netherlands is one of the pioneer countries in developing a migration and development policy. Therefore, circular migration can be viewed from the contribution of the stock of diaspora in the Netherlands to their countries of origin. This includes temporary assignments of these migrants who have permanent permits of staying or Dutch nationality to their countries of origin. The second approach is allowing temporary migrants from third countries to enter the Netherlands for temporary jobs or study. The main focus of this report is not the first view, but we have conducted some interviews with some stakeholders involved in the first view to get some insides.

2.2. Difference Between Circular and Temporary Migration

Given the definition of circular migration mentioned above, it is difficult to distinguish between circular migration and temporary migration. The Netherlands defines temporary migration as “*migration for specific motivation and/ or purpose with the intention that afterwards there will be a return to the country of origin, or onward movement to another country.*” Both definitions – circular and temporary migration – share the same obligation for the migrants and it is the return of migrants at the end of their rights. It is the essential part of the process, and according to Dutch migration policy, the return means repatriation from the Netherlands. In the definitions nothing has been mentioned on the duration of stay. This makes the differentiation between these two types of people’s mobility more difficult. The

only difference we can extract from these two definitions is – circular and temporary—the possibility of multiple entrees for circular migrants, while such right would be limited to temporary migrants. However, in practice there are no programs or bilateral agreements between the Netherlands and third countries to allow circular migration.

Wickramasekara (2011) presents the commonalities and differences between circular and temporary migration programs in the Table 1. From the commonalities and differences, it seems that temporary migration is more general and circular migration is a part of it. On the other hand, it also gives the information that any type of temporary migration cannot be counted as circular migration, because of multiple involvement of the same person in circular migration, while for temporary migration it can be once in a lifetime. In terms of duration of stay, it is still difficult to differentiate between these two types of migration.

Table 1: Commonalities and differences between circular and temporary migration programs

Common	Different
Temporariness: both involve temporary stays with no pathway to permanency	Circular migration programs allow for frequent temporary stays abroad whereas temporary migration programs are based on a one-time only temporary stay and return which usually closes the migration cycle-single migratory cycle
Both can be components of broader patterns of loose or formal (backed by bilateral agreements) bilateral cooperation	Repetition of movements possible in spontaneous circular migration and regulated circular migration
Often involved countries that are characterized by large differentials in terms of economic and social development	<p>a. Circular migration program are more resource intensive in terms of financial and logistical resources required for implementation than temporary migration schemes</p> <p>b. Circular migration programs usually involve the same groups of persons (migrants who are invited back) while temporary migration programs often involve different groups.</p>
Returns may be voluntary and forced	<p>a. Circular migration schemes are based on sophisticated mechanisms aimed at selectively organizing the mobility of foreign workers and at securing the return of migrants workers (related to above point)</p> <p>b. One pillar of circular migration programs is the outward circular migration to home countries for varying duration by diaspora settled in destination countries</p>
Similar benefits claimed: remittances, bringing back skills and mitigating brain drain	Involves diaspora contributions more specifically

Source: Wickramasekara (2011, p.11 and 12)

Apart from the difficulties in distinguishing circular migration from the temporary ones, there is also another problem in identification of circular migrants at the national and international level. In fact the term circular migration appears very hardly in any national and international data system, and most countries even lack an official definition of this term. This adds to the difficulties in flows of circular migrants.

3. BACKGROUND OF TEMPORARY AND CIRCULAR MIGRATION IN THE NETHERLANDS

Since 2000, there has been a gradual shift in European policy thinking with increasing attention on the re-opening of borders and on the management of migration flows. While most states still reject the idea of providing legal entry for a permanent basis (particularly for lower skilled workers) there has been a flowering of schemes to allow temporary (including seasonal) entry of limited number of migrants. In most cases to fill specific needs in the labor market by sector or by skill level. Schemes are for instance in place in Germany, the Netherlands, Norway, the UK, Ireland, Belgium, Sweden, Greece, Italy and Spain (Plewa and Miller, 2005; OECD, 2005).

The Netherlands changed from a sending out migrants to a receiving country after the Second World War. Guest workers— from the countries that the Netherlands signed a bilateral agreement such as Greece, Italy, Morocco, Portugal, Tunisia, Turkey and Yugoslavia –, and people from former colonies came to the Netherlands and formed the largest immigrant groups.

In the Netherlands past experience toward circular immigration (guest workers) was not successful. After the WWII, the Netherlands hosted a significant number of immigrants ‘guest workers’ from Southern Europe. Between 1960s to 1970s the Dutch government signed bilateral agreements with Greece, Italy, Morocco, Portugal, Tunisia, Turkey, Morocco, and Former Yugoslavia to host and fill labor shortages in low skilled position in the labor market. After the oil crisis in 1973, which caused economic stagnation and increased unemployment, the Dutch government closed its borders for temporary and circular migrants, and in 1979 a new immigration law was enforced ‘Wet arbeid buitenlandse werknemers (Wabw)’ and further restricted the entrance of nationals from non-EEG countries. As a result of this act a large number of temporary migrants from Morocco and Turkey did not return back to their country of origin, because circularity was no more possible. This example shows that immigration policies in the host societies can have a significant impact on the intention of migrants. If circularity of immigrants were allowed, permanent residence of a large group of migrants would have not happened. Furthermore, imposing restrictive immigration policies through legal measures, and tightened border controls increases the number of illegal immigrants in the host society.

Migration pattern during 1970s and 1980s changed from its circularity form to family reunification, and many Turks and Moroccans brought their families. Wiesbrock and Schneider (2011) indicate that by late 1980s, each year approximately 40,000 new migrants via family reunification entered in the Netherlands. By that time the central idea of past war that the Netherlands should not be an immigration country remained on policy papers, because in reality flow of immigrants – through family

reunification – for permanent motives was already an actual fact. Therefore, the bilateral agreement on guest workers, which was poorly regulated has had two main consequences: first that the incentives to encourage guest workers to return back to their country of origin was lacking, and second that the Netherlands society had no concrete measures for integration of these newly permanent residents.

Then at the beginning of 1980s, the Dutch government recognized the presence of permanent migrants in its society, and created measures for their integration. Alongside of integration measures, the Dutch government also imposed restricted migration policies toward labor migration, and later also on family reunification. However, at the end of 1980s the demand for labor again pushed the Dutch government to create regulated pathways for labor migrants to fill the labor shortage in the country. Thus, the Dutch government tried to manage migrant flows through an agreement between Dutch employment organization, labor unions² and the employers the so-called ‘covenants’. Through this policy, labor migrants were allowed to work temporarily in some specific economic sectors (Lange, 2004).

Since 2000, due to intense competition for talent in the globe, the Netherlands facilitated the entrance and employment of knowledge and skilled migrants. The Alien Act of 2000 was amended in 2004 and added a new part for knowledge migrants “Kennis Migranten Regeling”. The Netherlands also issued a new migration bill ‘the modern migration policy bill’ which was adopted by Senate on 5th July 2010, and came in force with the new IND computer system. According to this migration bill, the pathway for international migration is only open for highly skilled migrants, international students and to those who are needed in the Netherlands, but restrictive to others³. The residence permit for highly skilled migrants are unlimited, while for other types of immigrants it is temporary. This is to fill labor shortage in the short-run, and to prevent future reliance on collective benefit structure.

According to the Dutch Act for Aliens there are two types of residential/work permit that can be granted to foreign nationals willing to work and reside in the Netherlands:

1. A work permit for a maximum period of three years: this type of work permit usually granted to those type of migrants who held a residence permit for work as an employee for five years continuously, after three years the person does not need a working permit.
2. A work permit for a period less than three years: this type of work permit is divided into two groups:

² In the Netherlands labor unions are formed in one of the two possible options: the Christian CNV and the neutral FNV (catholic and socialist federations merged and formed FNV in 1976)

³ Employers can only apply for a work permit for other category (low skilled) of migrants if there is no labor supply from other EU and EEA countries.

- a. A non-extendable permit for temporary work, which is usually valid for a period of maximum 24 weeks. The condition for granting this type of permit is that the person does not hold any temporary residence permit before within a period of 28 weeks.
- b. A non-extendable permit for specific purposes such as: trainees and students (for a trainee to maximum period of one year, and 24 weeks for a student) (IND, 2012).

3.1. Dutch Migration and Development Policies 2004-2008

Migrants are usually seen in their country of origin as forces of development because they either support their country of origin financially by sending remittance, or with the transfer of knowledge they accumulated upon their return to their country of origin. Studies have shown that migrant's remittance behavior have had a significant impact on poverty. Adams and Page (2005) in their study on 71 developing countries indicate that a 10 percent increase in remittances per capita can reduce the number of people living under the poverty line by 3.5 percent.

On the link between migration and development, the Netherland is one of the pioneer countries in developing a migration, and development policy. It believes that through dialogue on migration with developing countries it can manage to overcome undesirable migration – that mostly happen illegally – and increase desirable migrants – knowledge and high skilled migrants – in the Netherland.

In 2004, the Netherland published its first migration and development policy. This migration policy promotes circular and temporary migration from developing countries to come to the Netherlands for work, or study and return to their country of origin at the end. The aim of this policy is two folded; first to avoid the past errors of 1960s to 1970s (guest workers who ended up as permanent residents); and secondly to develop an integrated foreign policy that can cover both migration and development. Furthermore, this policy document differentiates between forced migrants – push factors – (e.g. refugees, natural disaster migrants, fear of persecution, etc) and voluntary migrants –mostly pull factors – (work, better economic opportunities, etc), and also distinguishes between labor migrants and skilled migrants.

In 2008, a second policy memorandum was published on migration and development, and contains very focused policy objectives than its previous 2004 version. It focuses on six migration and development policy priorities namely; circular migration; involvement in migrant organizations; institutional development in migration management; interlinks between migration and development

policy areas; remittances; and sustainable return and reintegration. Furthermore, this policy note classifies migrants into two categories; refugees, and other type of migration. This is because refugees have a special status under the international law.

In contrast to the Dutch definition of circular migration, in practice Dutch government viewed this concept from the bilateral perspective, and it has been viewed from two different angles: firstly to allow a limited number of migrants to enter into the Netherlands for specific type of work and limited duration of stay; and secondly to create employment opportunities for established stock of diasporas in the Netherlands to return to their country of origin for a limited period of time, and contribute to the development of their country of origin.

Based on the number of observation above, the Netherlands creates six policy priorities for migration and development. Table 2 below gives the title of each policy priority as well as the budget allocated to each policy. The total budget is around 9 million Euros per year, and shows the importance of migration and development for the Dutch government. Ministry of Foreign Affairs funded these policies, and since 2008 an additional 4 million Euros were allocated for the return and sustainable reintegration of former asylum seekers in their country of origin.

TABLE 2: Six-policy priority of Dutch government toward migration and development

Budget (EUR mln.) for six policy priorities	2009	2010	2011	Total
1. Focusing more on migration in the development dialogue and on development in the migration dialogue.	0.2	1	0.05	1.25
2. Fostering institutional development in migration management	2.3	0.2	2.1	4.6
3. Promoting circular migration/ brain gain	1.1	0.7	1.4	3.2
4. Strengthening the involvement of migrant organizations	1.2	0.6	0.3	2.1
5. Strengthening the link between remittances and development	0.1	-	0.35	0.45
6. Encouraging sustainable return and reintegration	4.1	3.3	4.5	11.9
Total six policy priorities	9	5.8	8.7	23.5

Source: Frouws and Grimminus (2012)

Between the year 2008 to 2012, 40 different projects were funded by the Netherlands. In regards to circular migration, as indicated above (definition of circular migration), this concept has been viewed from two different perspectives: first to allow a limited number of migrants to enter into the Netherlands; and second temporary return of qualified migrants to their country of origin (diasporas and development), and each of these perspectives have had substantial budget and time. Below we

discuss some of these programs that are related to circular migration and migration and development program.

3.2. Pilot Project for Circular Migration “Blue Birds”

Minister Koenders and State Secretary Albayrak in the spring of 2007 proposed a pilot research project on the feasibility of circular migration to the House of Representatives (Tweede Kamer). The House of Representatives agreed on 4th of July 2008 with a total budget of 3.8 million euros (ex BTW) to see whether circular migration can generate the so-called ‘win-win-win’ situation. The project was officially started on March 2010. The total labor target was 160 semi-skilled labors for a period of 2 years. The aim of this project was very broad and included different research questions such as: the pilot project should provide clarity with regard to the risks to circular migration; can circular migration be used as a tool for development cooperation; the pilot project should provide evidence with regard to the impact of circular migration on development; and can circular migration lead to triple win scenario for migration? (Siegel and van der Vorst, 2012). Furthermore, apart from very broad research questions this program also included different government stakeholders – Ministry of Foreign Affairs, Ministry of Justice, and Ministry of Social Affairs and Labor –, and each had its own interest and aims. Different interests and views from these stakeholders posed great challenges to the success of this program.

The rules under which knowledge migrants could live and work in the Netherlands, were broadened in scope for a limited amount of places to low- and medium-skilled. Before, if an employer wanted to employ a third country national, he/she had to apply for work permit “tewerkstellingsvergunning (twv)” – knowledge migrants are excluded from this rule –, and that was only possible if the employer could proof that employer could not find a qualified person in the Dutch or EU/EEA labor market to fill that position. Based on this law, employers are obliged to report the vacancy and wait for at least five weeks before employing a candidate from a third country. The Employment Alien Act, Article 8, lid 1 part a and b exclude circular migrants entering under the pilot scheme (voldoende vakgerichte basisopleiding). However, some options are added to the law such as: family reunification was not allowed for these migrants; and migrants could not change their employer.

The aim of this pilot project was to attract low skilled and semi-skilled migrants from Indonesia and South Africa to the occupations with labor shortages (mostly metal industries, food industries, and agribusinesses) in the Netherlands. The reason for selecting Indonesia and South African was that these countries are medium income countries, and invited migrants from these countries would return

back to their countries of origin. Furthermore, due to long and sustainable political relationship between these two countries with the Netherlands a number of Dutch companies have investments in these countries. It was also believed that semi-skilled labors from these countries could be familiar with the quality of work that Dutch employers require.

The project ended on September 2011, and failed to reach the target of 160 semi-skilled migrants. It only could provide employment opportunities only for 8 migrants. HIT foundation relates the failure to premature termination of the program. Siegel and van der Vorst (2012) that evaluated the program identified some factors in failure of this project. We divide their findings into external and internal factors. The external factors were named as: the 2008 economic crisis, which caused economic stagnation and increased the number of unemployed people, and the change in the government in 2010, which created lack of political wiliness for this project. The internal factors were: lack of flexibility, lack of flexibility in time frame, weakness in capability of implementer, lack of clear focus, lack of coordinated advisory board, etc. Furthermore, by reviewing published documents from evaluators, HIT foundation⁴, and interviews with stakeholders we also conducted a SWOT analysis. Table 3 below shows the result of our SWOT analysis.

TABLE 3: SWOT analysis of Blue Birds Pilot Project

Strengths	Weakness
Paved the way for future circular migration programs. A clear plan for the returning of circular migrants. Accommodation of different skills (skilled and semi-skilled). Involvement of different stakeholders Circular migration is used as a tool for development cooperation. Family reunification was not allowed. Mediation of employment agencies	Lack of flexibility in the time frame, and type of jobs. Lack of right contact with industries Lack of access to larger networks Involvement of different stakeholders Lack of communication The choice of countries (prejudice by employers for Indonesians) Lack of monitoring and management of the program Lack of a strong leadership Gender bias Misunderstanding of the actual definition of mid-skill education level.
Opportunities	Threats
Immigration law has been amended. Dutch work experience may increase employment opportunity at home. Inspiring entrepreneurship Better living condition in their country of origin (Maslow pyramid) Quality of life	Economic crisis Political climate (change in government) Lack of political support

Some factors such as the involvement of different stakeholders, is counted both a strength and a weakness factor. The weakness factor is related to the different and sometimes conflicting views from different stakeholders – Ministry of Social Affairs and Employment refused to issue working permits

⁴ HIT foundation delegate does not agree with a number of mentioned weakness and indicated that the pilot was cancelled without consent of Parliament and without solid reasoning.

to the migrants –, while the strength comes from the complementarity view of different ministries. However, the Blue Birds program failed in bringing low and semi-skilled migrants in the Netherlands, but the initiative was the first of its kind in the recent history of migration in the Netherlands.

3.3. Temporary Return of Qualified Nationals Project (TRQN)

The diasporas' role in their country of origin is usually seen through the lens of economic factors such as remittances and investments, but recently the non-economic contribution of diasporas such as: good governance, human rights, rule of law and capacity building has attracted much attention. The temporary return of highly educated diasporas is a mechanism to help post conflict and developing countries to recover their social and economic situation.

The Netherlands, based on its migration and development policy, together with International Organization for Migration, (IOM) have run a project in 2006 on the temporary return of qualified diasporas who are residing in the Netherlands. Partner countries are mostly war-affected countries such as: Afghanistan, Bosnia Herzegovina, Ethiopia, Georgia, Sierra Leone, Kosovo, Serbia, Morocco, and Sudan. The aim of this project is to identify highly educated diasporas in the Netherlands – those who are willing to return for temporary jobs in their country of origin – to transfer their knowledge and to contribute to the development of their post conflict countries. Furthermore, some virtual programs⁵ were also implemented for Afghans and Sudanese diasporas to share their knowledge with their compatriot in their country of origin. This program is a demand driven and it is coordinated by IOM branches in the country of origin and the Hague.

This program is successful and has been extended for the third time, and the third phase is extended till 2015. Table 4 below presents the two successful previous phases of this program. As can be observed from Table 4, it seems that the program gained more experiences if we compare the first and second phases of this program, and among the post conflict countries Afghanistan probably benefited the most from its stock of diasporas in the Netherlands.

⁵ Like Skype courses

TABLE 4: Two phase of TRQN program

Country	Nr of highly educated diasporas reside in NL and employed in their country of origin		
	TRQN (2002-2008)	TRQN (2008-2012)	Total
Afghanistan	37	73	110
Bosnia Herzegovina	30	51	81
Ethiopia	0	24	24
Georgia	0	22	22
Sierra Leone	26	81	107
Sudan	39	68	107
Kosovo	8	0	8
Serbia	20	0	20
Total	160	319	479

The program achieved its intended results. Frouws and Grimmus (2012) found that the brain gain had a positive impact on the countries mentioned above. However, this project also had some ambitious goals that the evaluators⁶ doubted those goals were accomplished. Furthermore, second generation migrants who completed their education in the Netherlands are not capable of full communication in their native languages – the difficulty relates more to writing and reading skills – this can be an obstacle to their contribution to the development of their countries of origin.

TABLE 5: SWOT analysis of TRQN program

Strengths	Weakness
Standard implementation Flexibility in different local settings Responding to the needs of local institutions Brain-gain effect More focused in more stable countries	Lack of systematic information in both country of origin and the Netherlands. Limited online presence Less knowledge of language and culture especially for second generation. Less focused in fragile countries
Opportunities	Threats
Multi-donor approach Social economic development Reconnecting diasporas with their roots	Security Not being welcomed

Table 5 above presents the SWOT analysis from two round of evolutions of this program. However, this program is evaluated successful in both rounds of evaluation, but some points like a mixed of different countries – both post war countries and stable countries – created less focus goals in fragile countries in compared with stable countries. Also difficulties in language and knowledge of country of origin for the second generation of migrants.

⁶ Panteia Research voor Beleid and the Maastricht Graduate School of Governance (MGSoG)

3.4. Migration for Development in Africa (MIDA) Ghana Health

This project started in 2002 and ended in 2012 with aim to attract available resources of the Ghanaian diasporas who were residing in the Netherlands or other EU countries and were working in health care sector to be employed temporarily in Ghana. On the other hand health care personals from Ghana had the opportunity to follow specialized courses and training at the Dutch health care institutes. This program is an example of successful circular migration. The returned Ghanaian—both those who are living in EU and those who received professional training—contributed significantly in capacity building in health care system in Ghana. The overall evaluation of this program suggests that however, the program was small in size, but the program increased the collaboration among individuals and health institution in Ghana (Agunia and Newland, 2012). However, more research is needed to find out the long-term economic and social impact of these programs in the receiving countries.

We conducted a SWOT analysis on published documents, and the result of our SWOT analysis is presented in Table 5 below. This program established a strong link between Ghanaian health professionals residing in Europe with health institutions in Ghana.

The major concern regarding the threats is the security and safety of health professionals, but in 10 years of this program around 192 assignments has been done. Furthermore, the assignment not only established a strong link between the diasporas and health institution in Ghana, but also created link between the institutions that these professional are working in Europe with the institutions in Ghana.

TABLE 6: SWOT analysis of Ghana Health Program

Strengths	Weakness
Flexible and demand driven based on the identified needs and gap priority sectors of Ghana. Internships (specialist knowledge) Facilitate cooperation between the diaspora and their country of origin. Strong focus on building capacity of health institutions in Ghana	Small size
Opportunities	Threats
Cooperation between institutions in the Netherlands and Ghana. Sustainability of contacts with Ghanaian diaspora Integration of diaspora in maternal health and infant mortality.	Security and safety

4. RESEARCH METHODOLOGY AND APPROACH

This study includes desk research – literature review and review of Dutch migration policies –, field research – interviews with migrants and stakeholders –, and workshops – expert meeting with key stakeholders and a workshop with young knowledge migrants – on circular and temporary migration in the Netherlands. We would like to first give some information on the research methodology and approach and on the various stakeholders, and migrants we have interviewed.

We used two methods for interviewing migrants and stakeholders. For a large number of these migrants and stakeholders interviews, we conducted face-to-face interviews. For those migrants who returned back to their country of origin – especially for migrants from the BBP – the interview was either conducted by telephone or by Skype. The same approach is also imitated for interviews with the stakeholders with an exception that two of our stakeholders due to time limitation preferred to have a written down questions, and they provided written answers. On average each interview took 25 to 30 minutes. Below in different subsections we explain the methodology of our project activities

4.1. Interview with Stakeholders

The stakeholder is someone who is strongly involved, and has a clear responsibility for a certain issue. Therefore, a stakeholder can be: Non-governmental Organizations (NGOs), political parties, human right organizations, and employment agencies. In this study, we have defined stakeholders based on the aim and focus of our case study. Stakeholders include in particular representatives from different ministries (Ministry of Foreign Affairs, Ministry of Social Affairs and Employment, and Ministry of Security and Justice), national and international organizations (IOM the Netherlands, and African Diaspora Policy Centre), employment agency (ManPower), and academic institutions (VU University Amsterdam, and University of Amsterdam (UVA)). Stakeholders' views are mainly integrated in our policy recommendation documents.

Based on the definition of stakeholders presented at the introduction part of this policy document. We have conducted interviews and invited different stakeholders in our expert workshop. The interviews were conducted between December 1, 2014 to June 20, 2015 both in person and by telephone, while the workshop was held on 4th of May 2015 from 10:00 AM to 13:00 PM at the IOM office in the Hague. A total of 10 interviews were conducted (see appendix 1 for a list of interviewee names and organization, and list of people participated in our expert meeting). The main goals of these research activities were to understand different stakeholders opinions and views on circular migration

in the Netherlands. We also aimed to know the challenges, and opportunities of circular migration in the context of the Netherlands for future programs.

It is important to indicate that nowadays migration has become a controversial topic in whole Europe, and the political debate on international migration is more intense in some European countries. Taking into account the 2008 economic crisis that raised unemployment rate in Europe and the recent political unrest in many Arab and African countries, which caused thousands of people to emigrate from their country of origin to the Europe. The public opinion in many European countries have heavily influenced by flows of these asylum seekers, and created an idea that migration flow in their country is uncontrollable. Therefore, the political sphere in the Netherlands is not in favor of programs to allow more migrants even in the form of circular and temporary migration.

4.2. Interview with Migrants

We collected qualitative information from circular/temporary migrants who are the nationals of third countries, and came to the Netherlands legally. Given the definition of migrant – an immigrant is a person who lives for an uninterrupted period of 12 months in a country different from his/her country of birth. In this period short visits to other countries are allowed, but no more than 6 months can be spent in such countries – our approach for interviewing the migrants is based on above definition. We tried to find migrants from third countries who are residing legally (or lived) in the Netherlands and holds an option for return – the main characteristic of temporary/circular migrants is the return at the end of their contract or permit of staying – to their country of origin. Furthermore, Mobile Identities Project, (MIP) aims to investigate the state of on circular/temporary migration in five EU countries. According to the definition and aim of this project, migrants' period of staying in the host country should be limited. Therefore, those migrants who have permanent residence or have double nationality (Dutch and their country of origin) are automatically excluded from the sample, unless if they share the information from the time that they had temporary status⁷.

Migrants from Eastern European countries are also excluded from this project. The Netherlands host a large number of eastern European migrants for temporary and seasonal works. These measures not only made the sample of migrant hard to find, but also applied various limitations; firstly identification of migrants with the characteristics mentioned above; secondly interviewees' availability and willingness to participate both in terms of time and attitudes toward the study.

⁷ We have interview two migrants with such status, one was circular migrants and now he holds a permanent residence, and the second is a student who came to the Netherlands for study and then got a permanent residence, because she is employed now.

The Netherlands is pioneer country in providing job opportunities for programmed temporary/circular migration. The Blue Birds Project, (BBP) however was not a very successful project, but provided great lessons for future temporary/circular migration. The number of migrants hosted to the Netherlands through this program was very limited and in total 8 migrants could benefit from this project. Finding these migrants for an interview after 2 years, who are scatter around the world was a challenging task, but with hard work and intensive search on Google and LinkedIn profiles, and constant contact with both migrants and employers, we could find 6 out of 8 migrants for interview. Furthermore, as the Blue Birds was the only tested pilot circular migration program in Europe, these migrants were contacted and interviewed many times by different research institutes before us. Therefore, they were tired of giving any other interviews. We sent them many mails and reached them by their telephones, and explained them clearly the goals and objectives of our project. Then, they showed their willingness to give an interview. The rest 14 migrants are temporary migrants who came to the Netherland for different purposes e.g. for work, visit, or study

On average each interview took 25 to 30 minutes, and the interview was divided into three main parts. Personal questions (we gathered not only personal information for interviewee, but also from his/her family, for example, education of parents/spouse, marital status, residential location, birth location if it was different from residential, etc), questions related to work and social life (for example, social life outside work station, diversity of friendship, social interaction inside the work station, experience of any discrimination, etc), and specific questions about migration (for example the reason for coming to the Netherlands, reason for leaving, future migration scenarios, recommendation for better improvement of programmed circular migration, etc.).

4.3. Expert Meeting

The expert meeting was part of our assigned activities of this project. The main objective of this expert meeting on circular migration was to understand different stakeholders opinions and views on circular migration in the Netherlands. This meeting was hold in International Organization for Migration (IOM) main office in the Hague, and aimed to know the challenges, opportunities, and feasibilities of circular migration in the context of the Netherlands.

We had participants from different organizations such as IOM, Ministry of Foreign Affairs, African Diaspora Center, and VU University of Amsterdam. The meeting started on 4th of May 2015 at 10:00

AM in the morning in The Hague by Prof. Peter Nijkamp, and later followed by Marin Wyss the chief of IOM mission in the Netherlands. Prof. Peter Nijkamp presented the objectives of the program and described the win-win-win situation of circular migration. Martin Wyss presented the objectives of the host organization, and also emphasised on the benefits that circular and temporary migration may bring to the host societies. Masood Gheasi presented explained the findings of our interviews with migrants, and then we started our round table discussion on circular and temporary migration. We had two round table discussion and each round had an hour of discussion with following questions:

- Is circular migration an optimal solution to fill the labour shortages in the Netherlands?
- Are there other forms of circular migration taking place between the Netherlands and developing countries? and what are the strengths and weaknesses of these practices for the different stakeholders?
- What are the challenges faced by migrants, autochthonous population, companies, labour unions, NGOs and public administration when dealing with circular migration? Issues: social and labour conditions, housing, context of National employment, institutional coordination...
- How programmed circular migration (both the possibility of it and the difficulties to undertake it) affects migrants in the country of origin and in the Netherlands? Challenges on the integration posed by voluntary circular migration in the country of origin and in the Netherlands. (Related to issues such as: Family and community dynamics, employment prospects, schooling...).
- What have we learned from recent migration and development?
- Policy recommendations in these areas bearing in mind more optimistic or pessimistic future scenarios.

4.4. Workshop and Interviews with Young Knowledge Workers

We have invited 38 foreign students with different nationalities in our workshop on ‘temporary/circular migration in the Netherlands’. First, Prof. Peter Nijkamp explained the objectives of our program and also explained win-win-win situation of circular migration. The aim of this workshop was to gather migrants’ experiences from their temporary status. We prepared a survey questionnaire⁸ that includes different questions and distributed to our participants. The questionnaire

⁸ For the questionnaire, please refer to Appendix 3.

took about 20-25 minutes to complete and had the aim to collect a wide range of opinions and experiences regarding circular and temporary migration. The questionnaire is divided into three main parts, in the first part we ask some personal questions (we gathered not only personal information, but also from his/her family, marital status), questions related to work and social life (for example, social life outside work station, diversity of friendship, etc.), and specific questions about migration (for example the reason for coming to the Netherlands, reason for leaving, future migration scenarios, etc.).

5. MAIN FINDINGS OF OUR PROJECT ACTIVITIES

This project started at the time that economic crisis had a deep-rooted impact on the economic condition of the Netherlands. Therefore, the main goal of the current government is to reduce the unemployment rate in the country and not focusing on welcoming more migrants. Furthermore, the Netherlands is also struggling with the flow of people from new EU members. It is indicated that for a decade the Netherlands does not need migrants from outside EU to fill the labor shortages due to large flow of people from new members.

On the other hand, circular and temporary immigration is highly debated by European Commission and some EU members in recent years. Since the population shrinks and the number of older people increases in some EU countries. Therefore, there is a need for migrants – skilled and unskilled – to fill the labor shortages. The Netherlands has developed policies toward welcoming highly educated (skilled) migrants and also toward circular and temporary migration. Below in different sub-sections, we present our findings from our different activities mentioned above.

5.1. Main Findings from Interviews with Migrants

The initial aim of this project is testing the scheme of circular migration from third countries in the Netherlands. The only circular migration program⁹ that the Dutch government tested for low and medium skilled occupations is the Blue Birds program. However, this program failed to bring low and medium skilled migrants¹⁰, and instead the candidates with whom we conducted interviews were highly educated – 4 engineers, one researcher and one from animation industry – migrants. It is important to mention that the Dutch government has a very open migration policy toward highly educated and highly skilled migrants. Migrants from third countries who are involved in temporary occupations are usually highly educated migrants. Low and medium skilled positions are mostly filled either by third countries nationals who have permanent residence, or by migrants from new EU members. Furthermore, third countries nationals are also highly involved in low-skilled jobs such domestic works, but these migrants are mostly undocumented, and do not qualify with the term and condition of our project. The options we had were very limited, and therefore migrants who participated in this project for an interview are highly educated migrants from third countries.

⁹ In practice, this program was a temporary migration scheme with not option for migrants to return back to the Netherlands

¹⁰ HIT foundation explains that Ministry of Social Affairs refused to issue work permit for low and medium skilled migrants, and therefore the Blue Birds program targeted young engineers.

Blue Birds candidates – with whom we conducted interviews – from the nationality perspective are; one Indonesian and five South Africans, and from the gender perspective one female and five males. The gender bias toward male gender was also clearly identified by Blue Birds program evaluators (Siegel and van der Vorst, 2012), and there was only one female candidate from South Africa – HIT foundation explains that the jobs available at that time were predominantly male oriented jobs. After lots of efforts, we found and convinced her for an interview.

We conducted three face-to-face interviews, one interview via Skype, and two interviews via telephone. The three circular migrants who are staying in the Netherlands, one has a double nationality (British and South African) and two others are South African. The migrant with double nationality came to the Netherlands through Blue Birds program with his South African nationality and at the end of his contract he changed his nationality to British and stayed in the Netherlands. The other two returned back to South Africa, and worked in South African branch of their former Dutch employer office. The Dutch company offered them a position in the Netherlands, and now they are living in the Netherlands.

On the other hand, the interviews with temporary migrants were all conducted face-to-face and these migrants have permit of staying from less than a year to maximum of four years, and have different nationalities (4 Indonesians, 4 Chinese, 1 Turkish, 1 Chilean, 1 Brazilian, 1 Russian, 1 Columbian, and 1 Taiwanese). These migrants are mostly researchers or post-doctoral researchers in academic institutes in the Netherlands.

The average age of these migrants (circular and temporary) is 33.1 years old (youngest 25 and the oldest 46 years old). It is noteworthy that all of these migrants are highly educated people with lowest degree of bachelor and highest degree of PhD. They all, apart from one came from urban parts of their countries of origin and from the language skill perspective, they speak at least two international languages – English plus their native languages –, and most of them can speak poor Dutch. Migrants indicated that as Dutch society is very open toward foreign languages – especially English language – this reduces their motives for learning the local language. Furthermore, they also indicated that language does not impose a significant barrier on their social life, and as most of these migrants are in the Netherlands for a limited number of years (with lowest of 1 year and maximum of 4 years) therefore, they do not feel the necessity to learn the local language. Even migrants who indicated that they seek employment opportunities in the Netherlands expressed less interest in learning Dutch language.

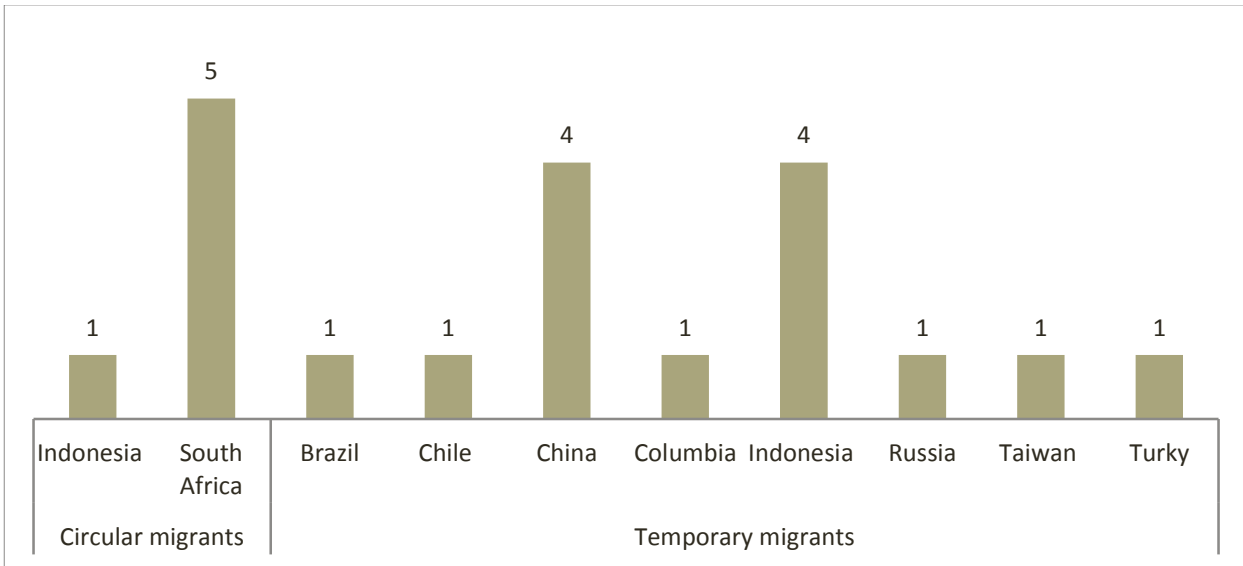


FIGURE 2: Circular and temporary migrants' nationality

From marital status perspective, we have a mix of married migrants (9 migrants) and single migrants (10 migrants). These migrants mostly have their families in their countries of origin, but 6/20 have their families in the Netherlands. From migration literature we learned that those migrants who have their dependents in the host country would have less motivation for returning back to their countries of origin. In our case we have a mixed feeling, half of these migrants with their families in the Netherlands indicated that they would stay in the Netherlands or other European countries, half clearly indicated that they would return back.

Regarding their families, both parents are living and working in the country of origin. The education and occupation of parents varies between a truck driver to a medical doctor, and also retired parents.

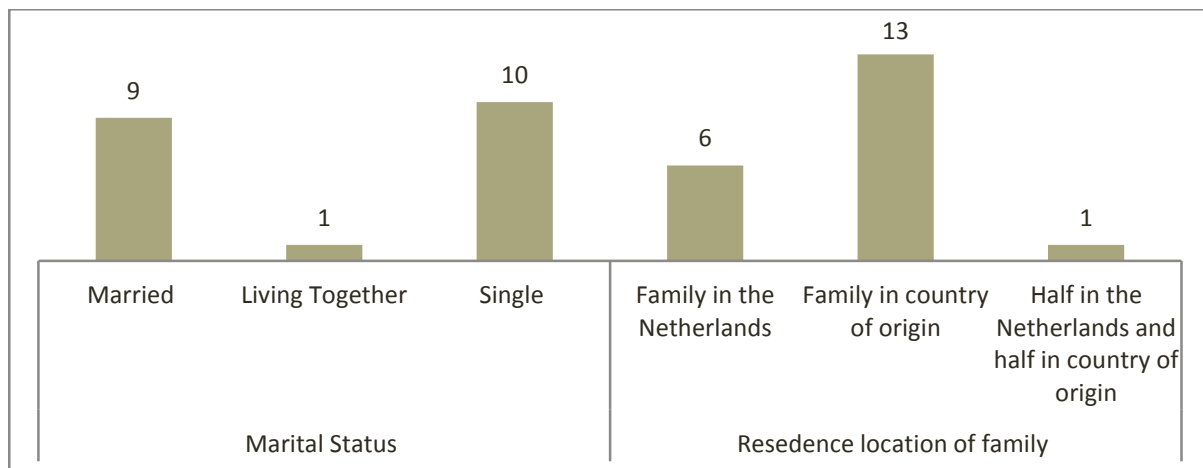


FIGURE 3: Marital status and residence location of family

5.1.1. Reason for coming to the Netherlands

International migration is a very complex subject that contains different motivation e.g. economic, social, pleasant environmental condition, war, natural disasters, etc. However, general discussion on international migration usually relate to the difference on economic opportunities and human capital between rich and poor countries. It is indicated that as economic and human capital asymmetry between rich and poor countries would reduce, that would have a significant impact on reduction of migrant flows from poor countries to richer ones.

Migrants' motivation for coming to the Netherlands in this study can be divided broadly into four reasons namely; for work, visitors (visiting scholars), researchers, and getting international work experience. However, for some candidates personal reasoning (e.g. having a girlfriend in the Netherlands) also played a significant role. The female interviewee expressed her motivation for joining the Blue Birds program as following:

“I wanted to have an international work experience and also wanted to work abroad. It is always good to know and get a new perspective how other people live. I learned a lot since I came here. Furthermore, the labor market in South Africa is dominated by people from other races, and they do not let other people to get in. Therefore it is very difficult for a black female without any work experience to find a proper job in South Africa.”

From the quotation above, we can observe that, it was difficult for her to find a proper job in South Africa. Therefore, she traveled far away from her home country to get an international work experience, and secure her future career and working position in South Africa. While observing the male candidates' motivations, such a strong concern about their future career cannot be observed. In order to ensure anonymity of interviewees, we named them Mr. A, Mr. B etc. South African male migrants expressed their motivations for joining the Blue Birds program as following:

Mr. A said *“I did not leave South Africa because of any discontent there, but I left because of something exciting opportunity to work in Europe.”*

Mr. B said *“I received a job offer from a company. Therefore, I joined this program, and I had a Dutch girlfriend in the Netherlands. My personal condition – relation with Dutch girl – also played a significant role.”*

Mr. C said *“The Netherlands has a well-known petroleum Engineering. I wanted to have an international experience, and I never intended to stay longer.”*

Mr. D said *“It was a good opportunity and Dutch culture and language was similar to South Africa. I wanted to work and at the same time get some international work experience. I wanted to see a bit Europe as well.”*

These male migrants have different races. The first two ones are white males and the two last ones are colored males. They all came here for work, but their motivation for coming to the Netherlands differs by different races. Colored male migrants as their female counterpart indicated that gaining international experience was one of their intentions; while for white males personal reasoning and exciting opportunities abroad played a role. This probably shows the labor market characteristics of South Africa that other races (e.g. colored and Indian groups) in compared to white South Africans find it difficult to get employment opportunities (Gandhi and Knight, 2004). It is also very interesting that South African engineers mentioned that their wages were higher in South Africa in comparison with the same position in the Netherlands, whereas for Indonesian migrant the wage difference was significant.

The motivation for temporary migrants varies a lot and involves different factors such as: employment, cultural attraction, study, career development and etc. An Indonesian migrant who obtained his master degree from Sapienza University of Roma indicated his motivation for coming to the Netherlands as following: *“The Netherlands has higher share of migrants, and the multicultural sphere of the Netherlands attracted me here. Moreover, higher share of migrants means higher choice for food, different cultures, and more tolerance toward migrants. I like this type of environment and it played a decisive role on my decision.”*

A Russian migrant who is now married with a Dutch man expressed her motivation for coming to the Netherlands as, *“I was jobless and I was looking for a job everywhere in EU, the US and Australia. I got a job offer from the VU university of Amsterdam. It was very easy for me to come to the Netherlands, because I had some ties with Amsterdam. I worked in a joint Russian - the Netherlands project on game theory in mathematics. I knew some people, and I have visited Amsterdam many times.”* For this migrant familiarity with the Dutch culture and an established network of friends with combination of job opportunity played a role on her decision to come to the Netherlands.

A Chinese migrant expressed her motivation as following, *“when I was completing my under education in China. I heard that many European universities accept Chinese students for master and PhD programs. I was interested to experience the lifestyle in Europe. The Netherlands was not my first choice. I applied first for the United Kingdom, but my language score test was not enough for the UK. Therefore, I select the Netherlands here I could still study in English language and I did not need to learn a new language as it is required for example in Germany”*

5.1.2. Return and reason for return

Economic literature has indicated that human capital is a significant factor for long-term economic growth and development. For this reason, the return of skilled migrants is often considered as the main factor to turn the vicious circle of brain drain into a virtuous circulation of the factor labor.

However, large scale flows of return migrants, especially less skilled workers, can cause economic problems if they cannot be absorbed in the labor market and a sudden decrease in remittances can be harmful.

One of the biggest concerns on circular and temporary migration usually refers to the option whether migrants return back to their country of origin after a period of employment or not. Migrants are heterogeneous in terms of their skill, age and nationality etc, therefore their motivation for migration and return also includes different motives, which includes possibilities and also constraints. Gmelch (1980, p.135) defined returned migrants as “the movement of emigrants back to their homeland to resettle”. From this definition it can be observed that as an emigrant return back to his/her country of origin that means it is the end of migration. While recent migration movement show that migration is an open-ended human behavior and return can be a step within continued migration movement. A number of studies tried to explain the return of migrants with different motivation, among them Dustmann and Weiss (2007) indicate that migrants might return to their country of origin as they accumulated the knowledge and skills that have higher return in their country of origin. Furthermore, migrant may also return after they accumulated saving in the country of destination and return to establish a business to secure themselves and their family future (see Bellemare, 2007 and Kirdar, 2004 for more information).

Return migration is an attractive topic in migration literature, and researchers want to know the factors that contribute on migrants’ intention to return back to their country of origin. It is important to indicate that retuning back to the country of origin in this study is voluntary and we do not have any migrant who is forced to leave the Netherlands. We find that both circular migrants and temporary migrants have a strong commitment to return back to their country of origin. The factors for return of these migrants are summarized and presented in Figure 2 below. As can be observed, finding a job has a significant impact on return followed by ‘initial commitment’. Blue Birds Program, (BBP) signed an initial agreement with all participants that they had to return back at the end of their employment contract. All candidates, apart from one South African who also holds a British nationality, returned back to their countries of origin. Furthermore, the engineers who were employed via Blue Birds program in witteveen en bos and Royal Haskoning DHV companies were re-employed in South African and Indonesian braches. Two South African migrants got contracts in main offices of these two companies and returned back to the Netherlands. Therefore, the reason for returning back to their country of origin for these migrants were not only related to the agreement they signed, but also to the employment opportunities they had upon arrival.

Temporary migrants that have obligations such as: those who came through a scholarship from their country of origin, or they have family responsibilities showed a strong commitment for return.

Expiration of visa and financial issue are factors of return for these migrants. A temporary migrant in her interview indicated that “... *I would like to live in the Netherlands, because I am in relationship with a Dutch man, but if my permit of residence in the Netherlands would not be extended, then I am returning back to my country of origin. That is the only place in the world where I can live legally.*” The quotation clearly shows that she is ready to leave her partner in the Netherlands, but not live illegally in the Netherlands.

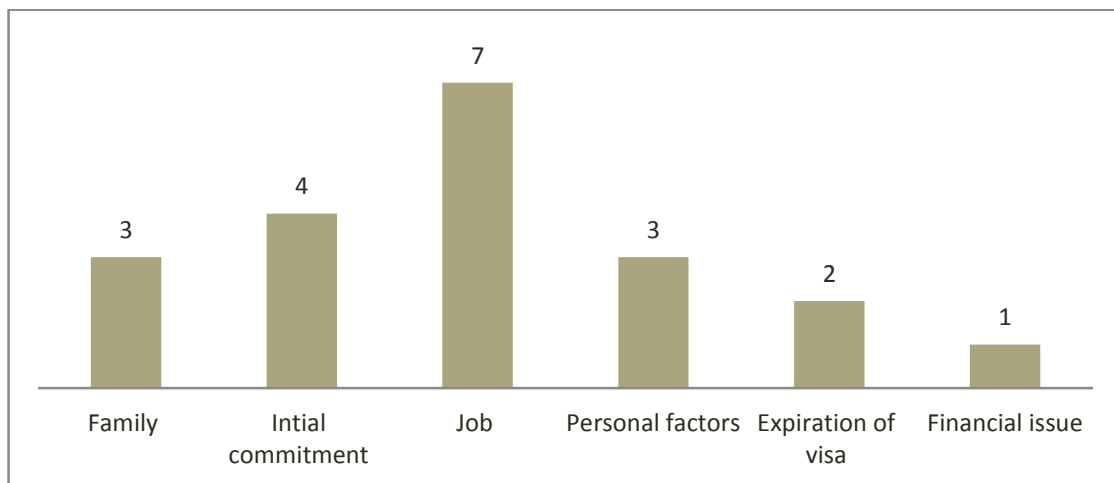


FIGURE 4: Reasons for returning back to country of origin

Regarding work experience, these migrants evaluated it very positive. Migrants, who returned back to their countries of origin from Blue Birds program, even indicated that they are now working in a higher position compared with their position before this experience. One migrant indicated his experience as following “...*before I was working in a different position in South Africa, but after returning from the Netherlands I have been promoted to a new position. In general I can conclude that it was crucial experience for developing further my career.*” This is not surprising that if migrant returns back to their country of origin, their work experience and knowledge gained at the country of destination valued more. This is mostly due to shortage of skills in developing countries.

5.1.3. Social life and social capital

Regarding integration and social life, for most of these migrant integration into the Dutch society and social life was very difficult for the first three months. Lack of friends and families, as well as not being used to the life style in the Netherlands made most of them lonely and homesick. However, it was more difficult for females than males. The only female migrant from BBP describes her social life as following: “*It was terrible and I had a cultural shock. It was really different from what I was grown up, and I felt out*

of place. However since I am back for the second time in the Netherlands, I think differently maybe at my first visit I was still young and I lacked self-confidence. Now, I registered myself in meet.com and through this webpage I met people. I do not have Dutch friends, but I have contacts with people from other cultures (Iraq, and Iran), because it is very easy to meet them and make contacts with them.” While a male migrant from BBP indicates “I felt isolated and lonely for the first two months. I joint a sport club and it was crucial for making friends.” As can be observed from the two quotations above, it took a male migrant two months to build a social life while for the female the entire period. However, for some it was a totally different life experience, as another male migrants from BBP indicates “my social life was very good, I had South African friends in the Company where I was working for, and I made some Dutch and international friends.”

Temporary migrants experienced somehow the same social life, but in terms of time period, integration or finding a friend cost much less time for a temporary migrants than circular migrants. On average, it cost two weeks for temporary migrants to find a friend. The visitors find it a bit more difficult; while for researchers it was easy. A researcher from China indicates, “ I can say that I have a good social life here in the Netherlands. I have some close Chinese friends, but Dutch people are very busy so it is difficult to get in touch with them. I have indirect contacts with other ethnical groups, but not a direct relationship.”

From bonding and bridging social capital perspectives, it seems that migrants try to bond with their own ethnical group and bridging happens mostly with migrants from other nationalities. The interaction between migrants and natives are very less. This is probably due to lack of natives knowledge on other cultures, especially people from non-OECD countries.

This Indonesia migrant however has a network of friends and families in the Netherlands, but still find it difficult to interact with people other than his ethnical group.

5.1.4. Migrants evaluation and recommendation

The whole program of circular migration was not visible enough in both countries South Africa and Indonesia, migrants who could join the program mostly found the opportunity by Google search engine. A South African migrant indicated that even this opportunity was not at the first and second options findable through Google search engine. A number of migrants were even shocked upon their arrived in the Netherlands when they found out that other sources such as: HIT foundation is also involved in the program. However, they evaluate the BBP an interesting opportunity. A South African migrant indicates “I recommend South Africans to take part in such programs in the future, and I feel lucky that I was part of blue birds program.” A Taiwanese woman who is now living in China evaluates her 10 years of migration period in the Netherlands as following: “It was good, and I was quite happy, of course I had some up and downs, but that was manageable. It was the best 10 years of my life, because I had very important moment of

my life (like marriage, and I gave birth to two beautiful angles) here”. She still holds the option to return back to the Netherlands, if she finds employment opportunity. A temporary migrant from Chile evaluates his migration experience, as, *“From the beginning when I came here, I felt welcome I have a positive feeling from my migration experience. However, my wife could not integrate in the society, and this was frustrating.”* An Indonesian male with the same situation evaluates his migration experience as, *“...from developing my career and education perspectives, it is positive, but from the social perspective it is difficult to deal. For example, when I first came to the Netherlands and I was looking for an apartment to rent. I felt frustrated and discriminated. Based on the Dutch regulation, if two candidates apply for a rental house, the person who has families has a priority on the single one. Given my personal situation the owner of the house did not rent me the apartment and gave it to a single Dutch man. I raised my voice to the responsible authorities, but nobody listened to it.”* This Indonesian migrant is the only temporary migrant in our sample that felt discrimination in Dutch society.

5.2. Main Findings from a Workshop with Young Knowledge Workers

This section provides a review of experiences and findings from our workshop on *‘temporary/circular migration in the Netherlands’* in Amsterdam with almost 40 foreign young knowledge workers. The findings from our workshop and survey questionnaire regarding the participants’ personal situation, working and learning conditions, and their network and support system (based on a semi-structured questionnaire) are now briefly presented and commented on. Various findings are briefly summarized in the context of a descriptive analysis supported by a content cloud analysis in a variety of settings of migrants’ well-being and understanding their profiles and needs. The ‘content cloud’ technique offers a hierarchically decomposed and visualized presentation – often in a multi-colour format – of the most relevant terms the contents and information from the surveys, by depicting the key words that appear most frequently, in size and colour-varying ways, within the cloud. It is not a research tool in itself, but merely a visualization method of qualitative contents (see also Kourtit 2014, 2015).

5.2.1. General information

Most of the participants appear to be female (63 % of our participants), and from nationality perspective, 66 % are European and 34% are from non-European countries. The majority of the knowledge workers achieved their educational attainment in the country of origin and they speak English fluently, followed by French and Spanish languages. They have a high level of High school, in particular by females, followed by University bachelor degree (45%), in particular by male. Regarding their families, both parents of the majority live and work in the country of origin. Most of the parents, in particular their mothers, with a University bachelor degree achieved in country of origin, have a full-time job in the health and education sectors or are employers (26%). Where most

of the fathers with a University bachelor degree achieved in country of origin, are more operating as a business-owner in the various sectors (e.g. accountancy, finance, logistics).

Most of the young knowledge workers are plan to stay less than one year in the Netherlands. This mainly relates to limited education funds, university policy (a limited period of time) and end of exchange programme. The first reasons to follow the programme in the Netherlands is related to the openness of Dutch society and in particular Amsterdam city toward English language. The second reason to choose for the Dutch programme in Amsterdam was to travel around Europe in order to have better accessibility to other countries with high quality of educational facilities and services for reasonable prices. The third reason refers to the attractiveness profile of the city of Amsterdam, to be imagined as an attractive place for short distance from living to working, freedom and multicultural ambiance. The fourth and fifth main reasons are a repetition of three main reasons in the context of good environment (beautiful and accessible city) and good possibility and acceptable standards for exchange education, employment and living.

5.2.2. Work related issues

Most of the young knowledge workers from our workshop were employed in their country of residence before departing to the Netherlands with an average of 4.75 years of work experience. They were also happy with their job, because of a good work environment and experience with interesting opportunities to earn money for their journey. Their work position's in their country of residence was more in the clothing, retail bank, consultancy, accountancy, restaurant, recreation sectors and education.



Figure 5: A content cloud mapping of main differences, in terms of working and learning conditions, between their country of origin and the Netherlands

The majority experienced that their education and work experience, accumulated in their country of birth or residence, evaluated equally in the Netherlands. They did not experienced problem in the enrolment of the exchange programme. Although a few issues in the programme required basic knowledge in a particular economic field, which they had learned in their home country. However, they did experience a few differences, in terms of working conditions, between their country of origin and the Netherlands. Figure 3 offers a content cloud mapping of main differences, in terms of working conditions, between their country of origin and the Netherlands.

5.2.3. Conditions, between their country of origin and the Netherlands

The participants have experience a few differences regarding a high level of openness due to the Dutch ‘non-taboo’ culture and the unique character. The city of Amsterdam has the reputation of unusual freedom, in the sense that many participants perceive the climate in the city as something positive and motivate people to ‘climb the social tree’ and be more creative and productive in working and social context then in their home countries. Furthermore, they have experienced different educational and working experiences in terms of non-hierarchical level within the company, short communication lines and efficiency, open-minded freedom of choice, better cooperation among co-workers and less competition, and a high tolerance within their operational environment. They have learned many new things from the Dutch working and learning experience, such as better communication skills. This has a significant effect on their future career plan and inspiring and encouraging them towards a higher productive working and learning performance in the home countries and broadening their international formal network. Based on this programme and experiences they would like in home countries to continue and focusing as an ‘expert’ or ‘manager’ in public as well as private sectors such as fiscal law, investment banking, finance, business marketing and sales, transportation/logistics and entertainment on national or international level. The future migration plan for the majority is to return to their country of origin, because of their strong social capital (family and friends), starting a new higher education and good career prospects in home countries. But a small group from Europe would like to keep their future go abroad for work or study and experiencing different cultures open, but still within Europe (working and living in an European country is easier as an EU-citizen).

5.2.4. Network, information and support system

The majority have experienced a few clear striking differences between their country of origin offers and the Netherlands in term of the investment in the level of education and students and the availability and better functional of educational institutions. The Netherlands has a more dynamic,

free and diverse educational atmosphere related to a stronger and efficient socio-cultural work environment with a lot of conferences, workshops, team working etc. Furthermore, the transport system is more integrated and connected in Europe, where the information flows and networks are also well-developed and much more dynamic in Netherlands. However, in a few home countries there is free transportation for students, but also much lower labour costs and salaries.

5.2.5. Before departure to the Netherlands

For the logistic information and preparation of their stay in Amsterdam, they have received various support from (host) institutions, (host) university, in particular the international (housing or re-location) office, and home government-funding agency. They have used a variety of *information sources* on the present program in which they were involved in the Netherlands, in particular *professional networks* (e.g., international offices at Dutch and at home country universities and educational and work institutions, coordinators at schools as part of a program for exchange students and workers), *social networks* (e.g., family and friends), *ICT-tools* (e.g., Internet, Google Search), followed by words-of-mouth.

These sources help the majority (i) to receive reliable and specific information, and (ii) to get a broad understanding and perception on the program and (iii) the city where the program is provided, on its daily livability and local legislations. The role of families and social networks in their choice process plays an important role, in particular regarding the mental support (affiliation, affection, social bond, family connections), financial support (cost of living, educational expenses) and information support (information on possibilities to go abroad).

The participants have used different information sources to choose an exchange programme that fits best. The main critical element and need, as was mentioned for the main reason to choose to follow this program in Amsterdam, is also here the English language. The other main critical elements are quality of education and course in order to learn and expose themselves to different styles of living, learning and working instructions, financial support from various actors (e.g., family, friends, university, government) and safety environment in this Dutch high-qualified and well-structured international exchange programme. This way of profiling themselves further in an international atmosphere in this programme requires specific critical needs such as open-minded behaviour and experience towards other places, (sub-) cultures, people and values, and independent and strong mind-set, social and financial support from family in order finalize this entire programme successful.

Almost all participants did not draw up a formal personal development plan (PDP) with a coach to ensure a learning and capacity building component (e.g. how to reach goals and potential targets in the PDP) for their stay in the Netherlands. However, a part of them drew-up a learning agreement stating which lead to requirements and conditions to fit in the program's plan of the home countries. Others have formulated their own targets and achievements which also conforming the program's plan in home countries. The most important goals and potential targets (in the PDP) to improving their social and financial well-being are improving their English skills and build-up an international network for their future socio-economic activities and new exchange courses in order become independent and gain a greater awareness of the world and its nuances.

5.2.6. During your stay in the Netherlands

The monitoring and evaluating part of the progress of their developments (e.g., goals and targets regarding work and learning) was mainly the responsibility of the Dutch programme leader of the host organisations and universities who did the evaluation of the proficiency of their work through exams and assignments in the international exchange programme; and communicate the results to the responsible institutions, universities, government funding agency, etc. of their home countries. However, the self-evaluation played an important role in this process, where a condition was to pass classes/courses, but also the evaluation regarding the international exchange programme.

The most important strengths for their potential opportunities and social and financial well-being are the improvement of the English skills, experience abroad brings many advantages (e.g., more knowledge on the EU and its legislations and conditions, a sense of self-consciousness (opened-mind)) and being exposure to challenging socio-economic diversity (e.g., different (sub-)cultures, cultural integration, (in)formal networks) and a friendly and international future-oriented learning and working environment. But there also space for improvement in this international exchange program regarding the weaknesses such as cost of living is still high for a large group of the participants compare to their home countries ((host) country, institutions, government funding agencies, etc. do not cover all living expenses), short lecture time, different working hours, missing social support and network of family and friends in the host country, and VISA status does not allow a group of participants to work (more).

As mentioned before, the majority have planned returning to their country of origin (birth or residence) after completion of their program in Amsterdam, to finish related issues to this international exchange program and to their social and economic network and activities.

5.2.7. *Anticipated results after return to their country of origin*

In most of the cases they achieved their goals almost completely (important targets regarding their exams and assignments in the host country and home countries) good improvement of their English skills, and they have survived their first experience abroad by their independence and openness to understand better the European history, cultures, values, symbols, habitants which also have a positive impact on broadening their knowledge and network internationally.

The majority has evaluated the importance of this programme for their our potential opportunities and social and financial well-being positively, they have absorbed new knowledge, understanding better the European system and started to strengthen and to expand their ((in-)formal)network in order to strengthen their competitive advantages (e.g., improve their CVs, creativity, innovative thoughts, communication, knowledge skills) internationally to be able to widen their future perspectives. The topics and issues learned during this programme were interesting and well-clarified, and useful for further academic career.

There are new skills and competencies they have learned which they could not have learnt in their country of origin and that will benefit them when they have returned home, such as more expertise in their work and learning area, new fields in European system, improve their language and communication skills, self-reflection and self-confidence, learning and understanding new cultures (global open-mind), freedom, diversity and more social responsibility, new professional networks (highly qualified individuals)and different vision of works and studying on a more scientific level.

The main success conditions of the current programme mentioned by participants are: the improvement of language skills, with good teachers and assistance and support in practical matters, good transportation system in a warm, and productive environment, and a well-established partnerships between host country and home countries give a better possibility to communicate and integrate in the international community, and creating new and strengthen formal and informal networks world-wide for future career. Of course, there is also space for improvement or taking care of regarding issues in this current programme, such as difficulties at arrival, different working and learning system, unhelpfulness due to less integration support, stress, limited financial sources and costly living in the host country, high administration fees, quality of housing for exchange group, housing, unpermitted license for working and staying longer.

The main bottlenecks they expect after their return to their home countries would be the administration part by handling in all the documents regarding their official visit abroad and returning to the same habits and losing independence, no intensive and diverse discussions and communication

between people and the availability of jobs opportunities often regarded as overqualified and over-specialized.

Thus their future plans for the next 2 or 3 years, is to finish this final activities of this entire program in the home countries and enroll in new international program and/or higher international academic agree to have the ability to go abroad for a period again, and in combination to find a job in the same field to gain more experience and perhaps opening an own shop. Most of them would like to come back to the Netherlands, but most likely be for leisure purposes.

5.3. Main Findings from Interviews with Stakeholders and Expert Meeting

In general, the stakeholders' opinion on migration and development and in particular on circular migration was positive. It is found that it is obvious that some economic sectors in the Netherlands have a shortage of skilled and semi-skilled labour – due to the increase in the number of elderly people and a decrease in population growth – and therefore, circular migration can create a situation of triple win. The Netherlands views circular migration from two different perspectives; first, the flow of migrants from third countries for temporary jobs in the Netherlands; and, second facilitating the return of qualified diasporas from the Netherlands to their countries of origin. We would like to present our stakeholders' views on these two types of circular migration in different sub-sections.

5.3.1. Circular migration in the Netherlands

During the interview with stakeholders from government institutions (Ministry of Foreign Affairs, Ministry of Social Affairs and Employment, and Ministry of Security and Justice), it was indicated that there is a lack of political support for circular and temporary migration in the Netherlands. An Interviewee from Ministry of Security and Justice indicated that *“There is an inverse correlation between welcoming more migrants, specially low and medium skilled migrants with increasing rate of unemployment in the Netherlands, and it is even difficult to explain that we bring new migrants in the form of a pilot project in the country. There is no political support at the moment and as the Blue Bids pilot project failed, it is unlikely that any other pilot project would be more successful. It is also important to indicate that in the Netherlands there is no specific legislation for circular migration.”* It is interesting however that, the Netherlands officially encouraged circular migration – it was one of the sixth priority policies according to the Ministry of Foreign Affairs –, but in the Ministry of Security and Justice there are no legal measures for circular migration. This suggests an inconsistency in migration policies and views there on between different stakeholders within the Dutch governmental system.

The Ministry of Security and Justice concerns more about the return of migrants, while the interviewee from this ministry also indicated that one of the reason that the Netherlands selected South Africa and Indonesia for the Blue Birds program was that these two countries are middle-income countries. Therefore, the wage gap between the Netherland and these two countries are not that large as compared between the Netherland and less developed countries. Invited migrants from these two countries would return back to their countries of origin. It is, however a naïve assumption that migrants from South African and Indonesia will return and the others do not. If we look at the statistical figures we can learn that for instance, in 2008 total unemployment in Indonesia was around 9 million people that represent 8.4 percent of total labor force (Junne, 2015).

Our stakeholders generally agreed that a stronger collaboration between the sending and receiving countries is needed to understand the needs of both countries. The linkage between the two countries is important to match from one side the supply of labor services (workers) with the demand for labor services (employers) from the other. Moreover, they also indicated that return migrants should be welcomed as heroes in their countries of origin, not as losers, and grantees should be given from the country of destination to the migrants that they can get the same type of opportunity next time. These measures not only will increase circularity, but also would have a significant impact on illegal migration.

The stakeholder from Ministry of Social Affairs and Employment also indicated that there is a lack of political support for any types of circular and temporary migration in the Netherlands. However, the Ministry support provision on circulation of migrants – this scheme also includes medium and low skilled migrants – through multinational companies, and intra-corporate transfer scheme. According to this scheme, which allows companies to bring staff for temporary assignments, the work authorization can be granted for a maximum of three years, and cannot be renewed beyond the maximum period.

Transferees are also allowed for family reunification, and they are divided into four main categories, according to their occupation and responsibilities inside the company, namely; key staff (e.g. managerial staff), specialist staff, trainees, and employees assigned for transfer of specific tasks (e.g. technical jobs like installation) (Everaert, 2015). The first two categories (managerial staff and specialists) can get to a maximum of three years permit, while for the trainees the permit can be issued for less than three years and technical staff can get a permit not more than a year. A practical example is the Dutch beer company Heineken. This company creates training and employment opportunities in the Netherlands for its workers around the world, and it happens very smoothly with less political debate.

5.3.2. *The impact of diaspora on the development of countries of origin*

Economic literature indicates that the stock of diaspora in the country of destination plays a significant role on long-term economic growth and development of their countries of origin. Diaspora contribution can be evaluated from many perspectives, but there are two common effects, first diaspora's remittance behavior – for some countries like Morocco remittance is counted as the main source of income and fight against poverty –, and second diaspora's knowledge transfer upon return back to their countries of origin. The most successful example for the second effect is Indian returnees who were highly associated with information technology in the USA.

The Netherlands has very successful programs in engaging the stock of diaspora in socioeconomic development of their country of origin. Successful programs are: the Temporary Return of Qualified Nationals (TRQN), The European-wide African Diaspora Platform for Development, and Migration for Development in Africa: Ghana Health. These programs not only could established the broken link between migrants and their country of origin, but also established a long-term exchange of knowledge and cooperation between the institutions that diaspora are involved in the Netherlands with similar institutions in the country of origin.

As an illustration: we interviewed a delegate from African Diaspora Policy Center on one of their project titled the European-wide African Diaspora Platform for Development. The interview was based on the interview template designed by our project. The delegate believes that migrants in the EU countries are important development actors. Therefore, they wanted to raise migrants visibility, to bring up migrants' profile, and to show that migrants have added value when it comes to development. The main objective of this program was to create a network among diaspora organization in Europe so they could join forces for development across countries. The main achievement of this project are; developing a platform for African development; and establishing a network among African diaspora organizations (they connected more than 1000 diaspora organizations together) to work together and create a new form of partnership. Regarding the strength of this project, he mentioned that he could mobilize a large number of African diaspora in EU. While regarding the challenges, he mentioned that it was difficult to work with Angola. The Angolan government did not accept his mission. Therefore, he solved this difficulty by collaborating with civil society organization in Angola. For future recommendation, he mentioned that he was too ambitions and focused on different organizations with different missions. He mentioned that if he gets the chance to implement the same type of project again he would focus more on developed European countries, because diaspora organization in these European countries are well-organized and more focused.

Next, as another illustration: we also interviewed representatives from IOM organization on their project titled Temporary Return of Qualified Nationals (TRQN). This project is very much in line with migration and development policy of Dutch government, and it is funded by Ministry of Foreign Affairs. The aim of this project is *to make a contribution to the national development policies and strategies of a number of selected countries by engaging their overseas migrant communities in improving the capacity of governmental and non-governmental institutions*¹¹. Because the program is successful, it has been extended for the third time. When we conducted interviews with IOM staffs it was the third phase of this program. The current phase started in December 2011 and will go on for three years, and has a budget of over 4.5 million Euros. This program includes nine partner countries (Afghanistan, Armenia, Cabo Verde, Georgia, Ghana, Iraq, Morocco, Somalia, and Sudan), and the donor has selected these countries according to its own priority measures. These countries differ significant from each other, and ranges from post-war countries like Afghanistan and Somalia, to more politically stable countries like Armenia and Morocco. This wide range of focus is considered as a weak point of this project by recent evaluators (Leith and Rivas, 2015). It is a demand driven project based on the needs of expertise from the countries of origin, and availability of diaspora experts in the Netherlands and other European countries. In fact, IOM facilitates the matching process between diaspora in the Netherlands and Europe with the needs in receiving countries. Knowledge transfer is the main goal of this project with aims to enlarge the networks of diaspora and create a link between the institution where diasporas are involved in the Netherlands and other European countries with the institution in the countries of origin. Regarding the strengths of this project, our interviewees indicated that this project is very flexible in terms of time, and we assign candidates from two weeks to a maximum of one year. Regarding the impact of this project a delegate said *“We are very realistic on the impact of our program. We cannot change the world with an assignment of three months, but we create opportunities for social and economic development.”*.

A more modest program than TRQN is the program of “virtual return”, coordinated by Prof. Gerd Junne of The Network University (TNU) and by Abubakarr Bangura of MD Consultancy. In the framework of this program, 14 migrants from West Africa, who live in the Netherlands, are coaching entrepreneurship students in Sierra Leone and help them to set up their own business. The aim of this project is to contribute to the “brain gain” and fight unemployment in Sierra Leone. Given the high degree of youth unemployment in Sierra Leone, and at the same time underemployment of highly qualified migrants in Europe, the project tries to address both issues. The engagement of highly qualified migrants in their country of origin can tackle youth unemployment by the creation of a large

¹¹ Temporary Return of Qualified Nationals (TRQN III) Enhancing Government and Institutional Capacity by Linking Diaspora to Development, p.1.

number of new enterprises in Sierra Leone. Furthermore, it can also decrease the rate of underemployment for migrants in the Netherlands.

The program is an innovative approach as it involves migrants as coaches in online entrepreneurship programs with (former) students in Sierra Leone. In the first six months, the program has connected 80 students in Sierra Leone with the coaches in the Netherlands. The program has only really started in April 2015, when schools reopened in Sierra Leone. It is therefore too early to evaluate the achievement of this program. The main problem it encountered during the implementation of this program was, beside the impact of Ebola virus in West Africa, the unfamiliarity of the target group in Sierra Leone with e-learning. This program is also funded by the Ministry of Foreign Affairs. This program is also funded by Ministry of Foreign Affairs.

6. EVALUATION OF THE RESEARCH PROCESS: SUCCESS AND LIMITATIONS

All researches have their own success and limitations. We aim to present in this section our success and the novelty of our research, and the limitations and difficulties we experienced during the research process. This presents lessons that can be learned for other research processes. As our research process has already been described above, here we focus more on our research experience. Therefore, the elaboration is provided under two sub-titles, viz. success and novelty; and limitations.

6.1 Success and Novelty

This project included many successful tasks that due to limitation of space, we would like to focus on the most successful ones. We interviewed 6 out of 8 Blue Birds candidates, and these migrants were scattered around the world. Finding, and convincing these for an interview was very difficult due to many reasons for instance, many researchers before us contacted these migrants for interviews, and these migrants were tired of giving further interviews. Furthermore, in regards to interviews with stakeholders, we tried to find stakeholders that either involved in Blue Birds project or that are involved in different programs relating to circular migration.

Collaboration within the consortium resulted in useful comments and corrections from our partners at the early stages of the designing process of template questions for in-depth interviews with both migrants and stakeholders. Furthermore, after an in-depth discussion of the questions with our partners, we conducted the interviews. The interviews with both stakeholders and migrants conducted within the timeframe work, and the target interviewees for stakeholders were 10 while for migrants it was 20.

6.2. Limitation

Concerning the research structure and process, we could not find low skilled temporary migrants to interview. Therefore, we gathered a sample of highly educated migrants. This limitation in the research does not allow us to generalize our findings. Furthermore, with the consortium we have had detailed discussion on candidates – migrants – for interview, and it was agreed that we should not interview diasporas who are returning to their countries of origin. This also imposes a great limitation on our findings, and therefore we cannot share the experiences of diasporas from the programs mentioned on sub-sections 3.2 to 3.4.

7. CONCLUSIONS

Migration has become a hot political topic in both sending and receiving countries. The receiving countries are concerned about the social economic consequences of migration, while sending countries are concerned about the brain-drain, and loss of their working population effect. In the current debate on migration, circular migration seems to present a win-win-win situation for all parties involved in the migration process.

Circular migration in the Netherlands has been observed from two different perspectives, first invitation of migrants for temporary jobs in the Netherlands; and, second contribution of diaspora to their countries of origin. The first approach has become a very sensitive political topic in the Netherlands. The current government does not strongly support any program even in the form of a pilot that welcomes migrants. Furthermore, migrants from new EU members have filled low and medium skill positions. It is even predicted that the Netherlands, at least for a decade, would not need labor from other countries owing to flow of migrants from new EU members, and flow of asylum seekers. Furthermore, the public opinion has dramatically changed against flow of migrants. It is understandable that any measures from the current government toward welcoming more migrants will bring high political costs.

The second approach goes very smoothly, and has received positive attention, and has become a successful program. An important factor that makes the second approach more successful is lack of mobility barriers to migrants' movement between their countries of origin and the Netherlands. The diasporas who participated in the second approach either have a Dutch nationality or a permanent residence permit.

This report includes results of our project activities – interviews with migrants and stakeholders and workshops with young knowledge workers and migration experts –, and aims to reflect from one side the opinion of stakeholders on circular migration, and on the other hand the opinion of migrants. Furthermore, the belief to conduct such a research was to be able to offer policy recommendation, which can serve the decision-makers as a guide to develop policies for possible future circular migration programs.

To reach our goal, first we defined migrants based on the aim of our project, and conducted interviews with the ones that are fit with our project conditions; and second we provided a definition for stakeholders, and conducted interviews with them. Our interviews with migrants showed that the first three months upon arrival to the Netherlands is the hardest period for most of migrants, and most of

migrants felt lonely. Furthermore, from the qualification perspective, migrants are highly educated people with a lowest degree of Bachelor and a highest degree of PhD.

Our interview with 10 stakeholders also offered very interesting insides into the circular migration topic. Our stakeholders from different Dutch governmental institutions expressed their concerns on further flow of migrants, and lack of political support for further migration even in the form of a pilot. While other stakeholders are favoring circularity of migrants, and expressed their support. It is important to indicate that all stakeholders are positive toward contribution of diasporas to their countries of origin.

The findings of the research are also evaluated to offer policy recommendation. The main and important finding of the research is that circularity of highly educated migrants are important to keep the Dutch economy competitive at the global market on the one side, and on the other hand in transferring knowledge and innovative ideas to the countries of origin. Therefore, decision-makers should tailor-made policies to facilitate the mobility of these migrants.

8. POLICY RECOMMENDATION

Globalisation, development in information technology, and cheap transportation have multiplied and intensified the networks ties between migrants and their source countries. The Internet helps migrants maintain social and business ties and gives prospective migrants ready information about jobs and life in the destination country, as well as information about how to get in. Cheap transportation has made return visits or circular migration much more feasible.

In our evaluation, we have conducted interviews with different stakeholders – governmental employees, IOM staff, coordinator of African Diaspora Center, Academic (Prof. Gerd Junne), and Manpower recruitment agency. Most of these stakeholders are directly involved in a project relating to circular migration, or migration and development. In our in-depth interview with stakeholders, we focused more on the projects’ – circular migration or migration and development – achievements, challenges, how they solve the confronted challenges, and finally recommendations for future projects. In pervious sections, we have mentioned that it is important to distinguish stakeholders from their institutions – employees in the government system and other institutions – perspectives. Of course, every institution has its own goals and responsibilities, which is an important reason to treat them differently when developing a policy.

It appears that, based on our interview findings, the difference between the different types of institutions is relatively large proved therefore, it is important to consider the institution for policy recommendation. So what are the most important policy recommendations? First of all, we can state that policies should be problem specific. Stakeholders from the Dutch government body expressed their views in lack of political support for any programs, even in the form of a pilot, that brings more migrants in the Netherlands, while both there is a political support as well as projects on the ground for diaspora’s contribution to their countries of origin. Furthermore, we can mention that no difference needs to be made between institutions when contribution of diasporas to their counties of origin comes to discussion.

we recommend policy makers that our results show that highly educated migrants showed strong commitment for return or move on, therefore policies that make these migrants more mobile will increase the benefit – for both Dutch government and countries of origin – and reduces the negative externalities. Furthermore, a lot of exploration is *needed to develop Dutch policies and related programmes in the context of circular and temporary migration in the Netherlands (multi-level approach). Our findings show a strong diversity in consumption, working and learning patterns, communication, values and preferences system, needs and decisions of circular and temporary migrants in the Netherlands.* These differences are

not sufficiently included in the *Dutch policies and related programmes for with circular and temporary migration and their communication strategies*. *This evidence supports a strong necessity for ‘diversity policy’ for circular and temporary migration policy to strengthen and expanding bonding and bridging strategies in order achieve the so-called ‘win-win-win’ situation which favours all interested parties such as: country of destination, country of origin, and the migrants.*

On the basis of briefly explained results, our provisional policy recommendations are as follows:

- Policies should focus on the visibility of programs, such as the Blue Birds, in both the Netherlands and the countries of origin. By making such programs more visible in the future, it may create a situation of intense talent competition based on human capital quality, and gives the host country a fair chance to select the best possible candidates, and also migrants to find the best possible employment option in the Netherlands.
- A close collaboration is needed between the sending and receiving countries to have a clear understanding about the needs of both countries.
- Blue birds program however by name was a circular migration pilot program, but from the implication perspective it was a temporary migration program. Future circular migration programs need to ensure the circularity of brains.
- The recruitment of migrants from third countries always deals with the recognition of migrants’ qualification and selection of migrants. In practice if more freedom of choice would be granted to employers and recruiters in the Netherlands to fill their labor shortages by recruiting skills and qualification they need. This can bypass many regulations for recognition of qualifications including the government employment agencies like UWV.
- Given the above point on the recruitment of migrants, it is also important to note that many migrants are happy to work in the Netherlands with lower wages. This needs further armaments on rules such as minimum wages.
- Recent Dutch experience from the impact of diaspora on social economic development of developing countries shows that the stock of diaspora can play a significant role in social economic development of their country of origin. Therefore, policies to make these migrants more mobile are needed.
- Today, women migrants are recognized not only as dependents, as part of the family reunification process, or as forced migrants in displacement situations, but also as

independent agents and family supporters or strategists. Therefore, gender composition needs more focus at the outlet.

- Social integration is an important issue, and it turns out that migrants experienced of loneliness; thus, social integration and social capital aspects should not be ignored in the policy development for future circular migration programs.
- Economic literature has indicated that human capital, particularly skilled human capital, is a significant factor for long-term economic growth and development. For this reason, the return of skilled migrants is often considered as the main factor to turn the vicious circle of brain drain into a virtuous circulation of the factor labor. Highly educated and talented migrants showed a strong commitment to return back to their country of origin. Therefore, more policies or improvement of current policies are needed to be carefully constructed and their focus needs to be more on increased mobility and social participation of these migrants.
- Circularity of migrants can smoothly happen inside the multinational companies. This not only decrease the concerns on the mismatch of migrants' qualification with the jobs in the Netherlands, but also gets less political attention. Therefore, policies to encourage these companies, and to give technical support (in the form of advice and guidance) are needed to meet ambitions migration and development goals.

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APPENDICES

1. LIST OF PARTICIPANTS (WORKSHOP AND INTERVIEWS)

List of Participants in Expert Meeting

- Adri Zagers from IOM the Netherlands
- Céline Hoeks from Ministry of Foreign Affairs
- Constance Formson-Lorist from African Diaspora Policy Centre (ADPC)
- Gulam Zia from IOM the Netherlands
- Jan Mohlmann from VU University of Amsterdam
- Karima Kourtit from VU University of Amsterdam
- Masood Gheasi from VU University of Amsterdam
- Martin Andreas Wyss from IOM the Netherlands
- Peter Nijkamp from VU University of Amsterdam
- Zhiling Wang from VU University of Amsterdam

List of Stakeholders Interviewed

- *Jan Verboom from Ministry of Security and Justice*
- *Reina Kloosterman from Ministry of Social Affairs and Employment*
- *Gulam Zia, Zagers Adri and Rachid Oahalou from IOM the Netherlands*
- *Prof. Gerd Junne from The Network University (TNU).*
- *Madelon Grant from SKIN – Rotterdam*
- *Jan Murk from HIT foundation*
- *Dr. Awil Mohamoud from African Diaspora Policy Centre*
- *Mariska Mulder from Manpower*

List of Migrants Interviewed

- *Alo from Indonesia*
- *Anna Maria from Brazil*
- *Augustine from South Africa*
- *Gareth from South Africa*
- *Gilberto from Mozambique*
- *Greg Murray from South Africa*
- *Hengky Kurniawan from Indonesia*
- *Heru from Indonesia*
- *Hugo Silvia from Chile*
- *Isfandiarni Soenato from Indonesia*

- *Jemi from China*
- *Kirshen from South Africa*
- *Maphawana from South Africa*
- *Maria from Russia*
- *Sotya from Indonesia*
- *Ting Zhou from China*
- *Xinying from China*
- *YinYen Tseng from Taiwan*
- *Zaynab from Turkey*
- *Zhiling Wang from China*

2. EXPERT WORKSHOP

EXPERT WORKSHOP ON CIRCULAR MIGRATION IN THE NETHERLANDS

May 4th, 2015, the Hague

“Mobile Identities” is a project funded by the European Commission which focuses on circular/temporary migration in EU countries involving Third-Country nationals. The **main objective** of this meeting is to identify and collect national policy recommendations on circular migration from key stakeholders.

Agenda

- | | |
|-------|---|
| 10:00 | Welcome and introduction to the meeting <ul style="list-style-type: none">• Introduction of program• European policy on circular and temporary migration |
| 10:30 | Circular and temporary migration <ul style="list-style-type: none">• Dutch circular migration• Blue Birds program• Findings from our study |
| 11:00 | Round table discussion (I) <ul style="list-style-type: none">• Is circular migration an optimal solution to fill the labor shortages in the Netherlands.
• Are there other forms of circular migration taking place between the Netherlands and developing countries? and what are the strengths and weaknesses of these practices for the different stakeholders?
• What are the challenges faced by migrants, autochthonous population, companies, labor unions, NGOs and public administration when dealing with circular migration? Issues: social and labor conditions, housing, context of National employment, institutional coordination... |

- 11:45 Coffee break
- 12:00 Round table discussion (II)
- How programmed circular migration (both the possibility of it and the difficulties to undertake it) affects migrants in the country of origin and in the Netherlands? Challenges on the integration posed by voluntary circular migration in the country of origin and in the Netherlands. (Related to issues such as: Family and community dynamics, employment prospects, schooling...).
 - What have we learned from recent migration and development ?
 - Policy recommendations in these areas bearing in mind more optimistic or pessimistic future scenarios.
- 13:00 Lunch and end of the meeting

Place + address

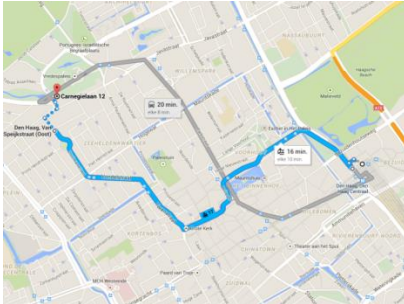
IOM Office

Carnegielaan 12

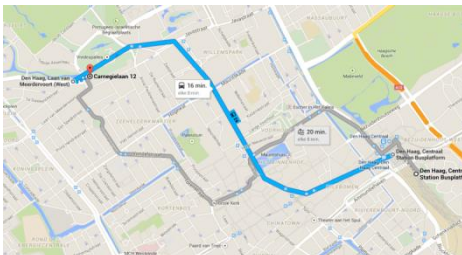
1225 KH The Hague

Direction from the central station:

First option: Get Tram 17 (in direction of Statenkwartier) from Den Haag centraal station, and stop on Van Speijkstraat (oost).



Second option: Get bus 24 (in direction of Kijkduin) from Den Haag central station, and stop on Laan van Meerdervoort (west)



3. WORKSHOP YOUNG KNOWLEDGE WORKERS & SURVEY

Final program workshop on Young knowledge workers and circular migration in the Netherlands

Monday, December 8, 2014 (in room 8A-05).

Start: 5.30	Introduction
5.45	Interactive workshop on temporary and circular migration
6.30	Survey questionnaire
7.00	General information
7.30	Drinks

QUESTIONNAIRE

Dear respondent,

We are inviting you to participate in our research project 'Mobile Identities', aiming at investigating the state of on temporary/circular migration in EU countries. The project is designed to consider implications of temporary migration programs in a variety of national settings: economic, social, political, cultural and psychological factors. Mobile Identities intends to understand and to compare temporary migration policies, their implementation and outcome, over five partners countries: Germany, The Netherlands, Spain, UK and Italy. In particular, the project will focus on the well-being of temporary migrants and the positive and negative effects of their temporary migration on sending and receiving countries.

Attached to this letter is a questionnaire that asks a variety of questions about your personal situation, your working conditions, and your network and support system. We would appreciate if you could fill it out. The questionnaire will take about 15 to 20 minutes to complete. Through your participation, we hope to collect a wide range of facts and experiences on temporary/circular migration in the Netherlands.

We would like to ensure you that all questionnaires will be kept strictly confidential by the researchers involved and individual questionnaires will never be released publicly.

We thank you in advance for your time and participation. If any questions do arise, feel free to contact us at your convenience.

Sincerely yours,

Masood Gheasi

Karima Kourtit

Peter Nijkamp

NAME (OPTIONAL):

A. GENERAL QUESTIONS

1. Age:

2. Gender? Male

 Female

3. Country of birth:

.....

4. Country of residence (before departing toward the Netherlands):.....

5. What is your highest level of education?

- | | |
|---|--|
| <input type="checkbox"/> Highschool | <input type="checkbox"/> Master degree |
| <input type="checkbox"/> Vocational training | <input type="checkbox"/> PhD |
| <input type="checkbox"/> University bachelor degree | <input type="checkbox"/> Other:..... |

6. Where have you completed your higher education?

- Country of birth
- Country of residence
- Abroad:

7. What is your personal status?

- | | |
|--|---------------------------------------|
| <input type="checkbox"/> Married, <i>please also answer 7.1- 7.5</i> | <input type="checkbox"/> Divorced |
| <input type="checkbox"/> Single | <input type="checkbox"/> Other: |

7.1. Do you have children?

- No
- Yes, how many; how old is your youngest child:
.....
- If the answer is yes, where are the children living:
.....

7.2. What does your partner do?

- Full time employed Business, which
- Jobless Other:

7.3 Where does your partner live?

- In my country of origin With me in the Netherlands
- In my country of residence Other country:

7.4 What is the highest level of education of your partner?

- Highschool Master degree
- Vocational training PhD
- University bachelor degree Other:.....

7.5 Where has your partner completed his/her higher education?

- In my country of birth
- In my country of residence
- Abroad:

8. Where do your parents live?*Father:*

- In my country of birth With me in the Netherlands
- In my country of residence Abroad:

Mother:

- In my country of birth
- In my country of residence
- With me in the Netherlands
- Abroad:

8.1 What do your parents do?

Father:

- Full time employed
- Jobless
- Business, which
- Other:.....

Mother:

- Full time employed
- Jobless
- Business, which
- Other:.....

8.2 What is the highest level of education of your parents?

Father:

- Highschool
- Vocational training
- University bachelor degree
- Master degree
- PhD
- Other:

Mother:

- Highschool
- Vocational training
- University bachelor degree
- Master degree
- PhD
- Other:

8.3 Where have your parents completed their higher education?

Father:

- In my country of birth
- In my country of residence
- Abroad:

Mother:

- In my country of birth
- In my country of residence
- Abroad:

9. Languages you speak:

Please give the languages a rating on a 5-point Likert scale, varying from '1 = *not at all*' (i.e. 'I do not speak the language at all') to '5 = *very good*' (i.e. 'I do speak the language fluently')

Languages	Score
Dutch	
English	
German	
French	
Spanish	
Arabic	
Turkish	
Other:	

10. When did you come to the Netherlands?.....

11. How long do you plan to stay in the Netherlands?

- Less than one year Three years or more
 Between one and two years Other:

12. Reason for specific duration of stay?

- Visa requirement Family situation
 Job presence Limited educational funds
 Other:

13. What are the five main reasons to choose for the Netherlands?
(in descending order of importance)

1.

2.

- 3.
.....
.....
- 4.
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- 5.
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.....

B. WORK RELATED QUESTIONS

14. Do you have a job in the Netherlands?

- Yes No

14.1 When did you start your work in the Netherlands?

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.....

14.2 What was your work position in your country of residence before departing?

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.....

14.3 Were you happy with your work position in your country of residence before departing?

- Yes No

Please explain:

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14.4 How many years of work experience did you have in your country of birth or residence?

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14.5 What is (was) your job description in the Netherlands?

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14.6 Are you happy with your job in the Netherlands? departing?

- Yes No

Please explain:

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15. Are your education and work experience, accumulated in your country of birth or residence, evaluated equally in the Netherlands?

- Yes, please explain why:

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No, explain why not:

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16. Can you mention the five main differences, in terms of working conditions, between your country of origin and the Netherlands? (*in descending order of importance*)

1.

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2.

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3.

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4.

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5.

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17. What have you learned from the Dutch work experience and how will this affect your future career plan?

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18. In which economic sector would you like to continue as an 'expert' in your career?

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19. What is your future migration plan?

I will stay in the Netherlands origin

I will return to my country of origin

I will stay in Europe

Other:

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20. Can you tell us more on your decision ad 19, in particular, the motives of the above choice?

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C. NETWORK, INFORMATION AND SUPPORT SYSTEM

21. Are there striking differences between your country of origin offers and the Netherlands?

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BEFORE DEPARTURE TO THE NETHERLANDS:

22. Who informed you on the present programme in which you are involved in the Netherlands?

Please explain:

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23. What are the five main *critical elements* and *needs* to choose for this programme in the Netherlands? (*in descending order of importance*)

critical elements	needs
1)	1)
2)	2)
3)	3)
4)	4)
5)	5)

Please explain:

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24. Which support institutions did you use for the logistic preparation of your stay here?

Please explain:

.....

25. Did you draw up a personal development plan (PDP)¹² with a coach to ensure a learning and capacity building component in your stay (e.g. how to reach goals and potential targets in the PDP for your stay in the Netherlands)?

- Yes No

Please explain:

.....

¹² Personal development planning or PDP means creating opportunities to think through, in a structured way, questions such as: Am I clear about my personal goals and ambitions? Am I making the right decisions to get me where I really want to be? etc. (source: <http://www.palgrave.com/studentstudyskills/page/About-personal-development/>)

26. What are your three most important goals and potential targets (in the PDP) improving your social and financial well-being? (in descending order of importance)

Goals	Targets
1)	1)
2)	2)
3)	3)

Please explain:

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DURING YOUR STAY IN THE NETHERLANDS:

27. Who is/was monitoring and evaluating the progress of your developments (e.g., work and your PDP's)?

Please explain:

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28. What are the five most important strengths and weaknesses of this programme in your present situation (e.g., potential opportunities, social and financial well-being)? *(in descending order of importance)*

Strengths for your potential opportunities and social and financial well-being

Strengths
1)
2)
3)
4)
5)

Please explain:

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Weaknesses regarding your potential opportunities and social and financial well-being

Weaknesses
1)
2)
3)
4)
5)

Please explain:

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29. Are you planning to return to your country of origin (birth or residence) after completion of your programme?

- Yes No

Please explain:

.....

ANTICIPATED RESULTS AFTER RETURN TO YOUR COUNTRY OF ORIGIN:

30. Did you achieve the anticipated goals and targets?

- Yes No

Please explain:

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31. How would you like to evaluate the importance of this programme for your potential opportunities and social and financial well-being?

Yes No

Please explain:

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32. What are the five main success and failure conditions of the current programme?
(in descending order of importance)

Success conditions	Failure conditions
1)	1)
2)	2)
3)	3)
4)	4)
5)	5)

Please explain:

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33. What new skills and competencies did you learn which you could not have learnt in your country of origin and that will benefit you when you return home?

(in descending order of importance)

Please explain:

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34. Which 5 main bottlenecks do you expect after your return? *(in descending order of importance)*

Bottlenecks
1)
2)
3)
4)
5)

Please explain:

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35. What are your future plans for the next 2 or 3 years, and would you like to come back to the Netherlands?

Please explain:

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36. What is the role of families and social networks in your choice process?

- Financial support
- Information support
- Logistic support
- Other:

Please explain:

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37. Please feel free to add any additional comments

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Thank you very much for answering the questions!



In return, you are entitled to receive a drink!

CONTACT INFORMATION

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