

Welcome

'Flexible housing capacity in the Netherlands and Europe'

Start at 12:30 CEST





Welcome

Mr. Bahram Sadeghi

- Moderator



Ms. Rhodia Maas

- Director-General of the Immigration and Naturalisation Service (IND)





Mr. Joeri Kapteijns

- Vice chairman of the Board of Directors of the Central Agency for the Reception of Asylum Seekers (COA)



EMN Inform

'Organising flexible housing in the context of international protection'

Julia Koopmans, Nini Pieters
EMN Netherlands



Background and legal context

Aims

- Mapping measures for housing international protection applicants in the EU
- Sharing good practices and lessons learnt
- Identifying main drivers for pressure on the organisation of housing
- Response to arrivals from Ukraine

Reception Conditions Directive 2013/33/EU

- Housing is one of the material reception conditions
- In exceptional circumstances, different modalities are allowed
- Always providing a dignified standard of living and covering basic needs



Methodology

- Common template filled in by EMN NCPs
- Data collection: July – September 2022
- 25 EMN Member and Observer countries participated
 - Austria
 - Belgium
 - Bulgaria
 - Croatia
 - Cyprus
 - Czech Republic
 - Estonia
 - Finland
 - France
 - Germany
 - Greece
 - Hungary
 - Ireland
 - Italy
 - Latvia
 - Lithuania
 - Luxembourg
 - Netherlands
 - Poland
 - Portugal
 - Slovakia
 - Slovenia
 - Spain
 - Sweden
 - Norway



Research questions

- How do countries determine the **capacity** that is needed to house applicants for international protection?
- **Which pressures** have they experienced in providing housing in the period 2017-2021?
- **Which flexibility measures** were taken in 2017-2021 when confronted with a lack of capacity? Were they successful?
- Were any of these measures applied when housing beneficiaries of **temporary protection**?
- Did countries experience **surplus capacity**? If so, how was this addressed?
- How is **outflow** organised after protection is granted or rejected? What are **challenges and good practices** in this regard?



Results Inform flexible housing capacity

1. Pressures on the asylum housing system
2. Determining and predicting needed capacity
3. Flexibility measures
4. Housing of beneficiaries of temporary protection from Ukraine



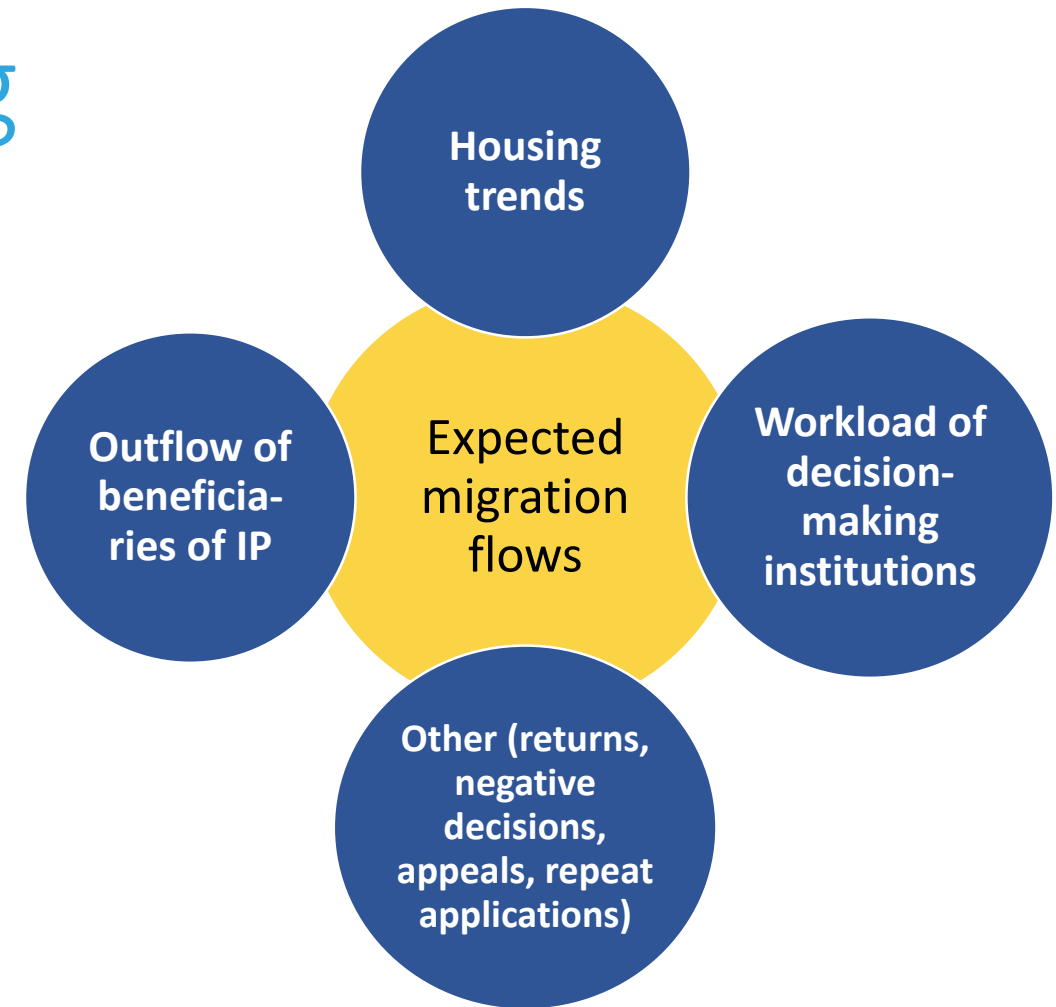
Pressures on the asylum housing system (2017-2021)

- 15 out of 25 countries reported challenges regarding housing in the context of international protection
- Main pressures
 - Volatility of migration flows
 - COVID-19 pandemic
 - Outflow of beneficiaries of international protection to private housing
 - Different systems for organizing housing for beneficiaries
 - Outflow of rejected applicants mostly not a problem
 - Difficulty opening new reception centres



Determining and planning of housing capacity

- Periodic forecasting and analysis in most countries [17]
 - 4x per year (SE, NO), 2x per year (NL), 1x per year (DE, FI)
- Different factors
- Margin of buffer capacity in most countries [16] incorporated



Flexibility measures and *good practices*

Using & expanding reception centres

- Additional accommodation centres as buffer/ for immediate use [13]
- Expanding active accommodation centres [12]
- Application of different modalities/ standards in emergency situations [9]
- Reserving an area to build extra reception centres [3]

Overarching/other measures

- Budget flexibility [12]
- Regional/local distribution of applicants [7]
- Pre-arranged contracts with external providers [7]
- Provision of financial assistance for private accommodation [6]
- Hosting in private setting/host families [4]

Speeding up the asylum process

- Employing more case workers temporarily [7]
- Fast-tracking asylum applications [7]

Housing of beneficiaries of temporary protection from Ukraine (2022)

Using & expanding reception centres

- Additional accommodation centres as buffer [14]
- Expanding active accommodation centres [12]
- Application of different modalities/ standards in emergency situations [10]

Other measures

- **Hosting in private setting/host families [18]**
- Budget flexibility [13]
- **Regional/local distribution [9]**
- Pre-arranged contracts with external providers [7]
- Provision of financial vouchers/allowance to cover costs of private accommodation [6]



Questions?

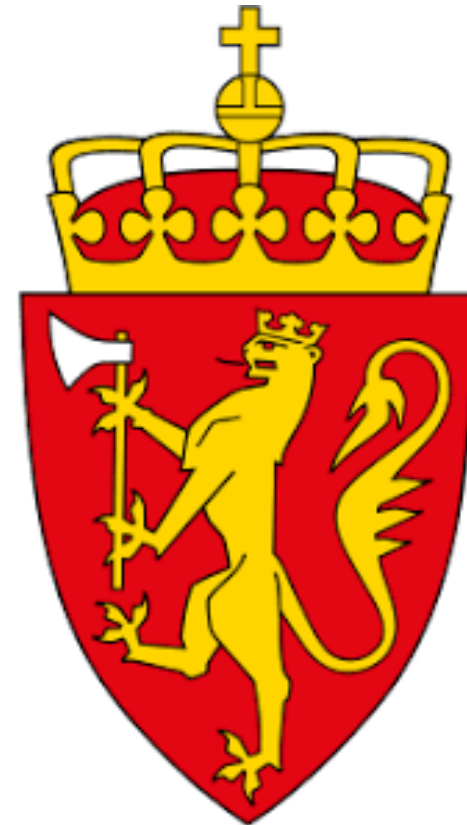
- Website EMN Netherlands: www.emnnetherlands.nl
- Contact: n.e.pieters@ind.nl · j.m.koopmans@ind.nl
emn@ind.nl

Flexible housing capacity - Norway

**Birgitte Hopstad, senior advisor,
the Norwegian Directorate of Immigration**

Government instructions

- Be prepared to handle a rapid increase in the number of asylum seekers
- Different types of service providers
 - Municipal, NGOs and private
- Reception centres located in all regions
- «Sober, but proper»



Framework agreement

- Pre-agreed terms and conditions
- Ceiling prices
- Capacity requirements
- «Call-off» by executing a mini competition between those with a framework agreement
- May reduce prices
- Optional to deliver tender

Different types of contracts

- Level 1
 - Long-term contracts
 - (6+2+2)
 - Contingency clauses in contracts
 - possible to increase or reduce the capacity with 40 % of the contract value on short notice (3 months)

Contracts - Level 2

- Variable capacity
 - Contracts with option agreements
 - Option to increase the capacity
 - Exercise the options when in need of more capacity
 - Pay per use

Contracts – level 3 – emergency

- Quickly upscale and downscale capacity
- Short-term contracts
 - 3 months, possible to extend agreement
- RC must be operative 3 weeks after notice
- Some reduction in the material reception conditions
 - Short-term stay

Challenges

- Insufficient capacity at level 3
 - Had to acquire housing capacity within very limited time frame
- Reduced access to housing – same housing for settlement
- Prices for electricity, food has increased since the framework agreement was concluded

Successful measurements

- Dialogue with the supplier market
- Predetermined requirements for operating the RCs
- Predetermined contract documents
- Housing capacity in all of Norway – regional distribution
- Flexible capacity both in contracts and in framework agreement

UDI

Thank you.

National conference EMN Netherlands:
Flexible housing capacity in the Netherlands
and Europe

Luxembourg study case

Pietro Lombardini



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Luxembourg's experience and good practices in dealing and creating flexible housing capacities

Table of contents:

- State of play**
- Challenges**
- Flexible housing: Luxembourg response**



- Population of **645.397** persons in 2022 (*Source: STATEC 2022*)
- **+ 9.376 migration balance**: in 2021 (*Source: STATEC 2022*)

- **2.313,38 €** unqualified **minimum social wage** in 2022
- **140% rise in real estate prices** during last decade, average of 45% in EU (*Source: Paperjam January 2023*)
- Average of **8.485 € /per square meter** in December 2022

- Average of **280 Applicants** of Int. Protection*months between 2016-2019
- **2.219 arrivals** in March and April 2022
- **5.787** persons hosted in reception structures at 31 December 2022



1 first-reception facility – Tony Rollman

- 77 persons hosted → max capacity of 240 beds

55 structures for **Applicants for International Protection (AIPs)**

- 4 295 persons hosted → max capacity of 4 886 beds
- **94.8% net occupation rate** as of 30.12.2022.
- More than **40%** are **Beneficiaries of International Protection**

11 structures for **Beneficiaries of Temporary Protection (BPTs)**

- 1 415 persons hosted → max capacity of 1 881 beds
- **90.5% net occupation rate** as of 30.12.2022
- 16 structures were opened end of June 2022 (including 1 emergency initial reception center and 4 emergency accommodation structures)



Urgency in

- **Finding** temporary accommodation **structures**
- **Opening and management** of temporary and emergency structures;
 - Administrative challenges;
 - **Limited resources** (buildings and staff capacities/recruiting);
- **Cooperating** with/within **different stakeholders**:
 - national and local entities,
 - social partners,
 - contractors.
- **Collecting information and forecasting** of future inflows / outflows to Ukraine or other EU countries in order to plan accordingly.



Collective **emergency or temporary accommodation activated**
in response to the large influx of people from Ukraine / for BPTs:

- Tony Rollman First-reception centre
- Cultural centres, sport halls
- Hotels
- Camping and youth hostels
- Luxexpo Hall 7



❑ Private housing / Independent accommodation

- Project co-funded by **AMIF** fund
- Huge **solidarity** from Luxembourg population
- Implemented in **cooperation with civil society organization**
- **Support Beneficiaries of Temporary Protection** to find an independent accommodation **AND** support hosting families
- A **temporary solution**





- Construction of **standardized modular accommodation** structures for AIPs
- **Support to municipalities** for the acquisition and construction of housing for AIPs
- Several appeal from the government to the municipalities for solidarity in providing buildings or land
- 3 main requirements to build a modular construction:
 - Minimum land requirement of 10 acres
 - Feasibility study carried out by the Public Buildings Administration, size of structure and maximum capacity are defined in consultation with municipalities
 - 9 months needed for a module for 33 persons



Thank you for your attention



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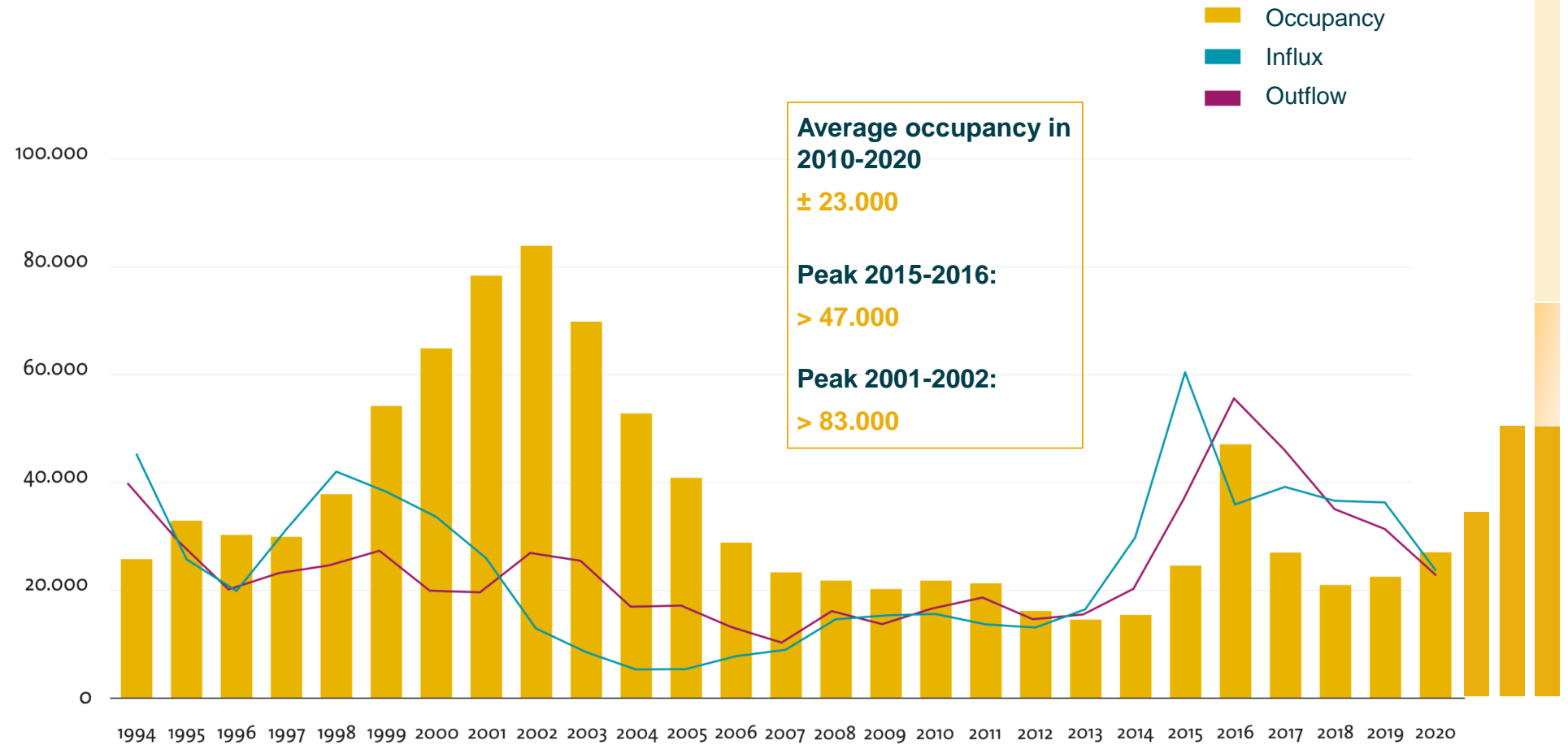
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Upscaling & Downscaling in The Netherlands

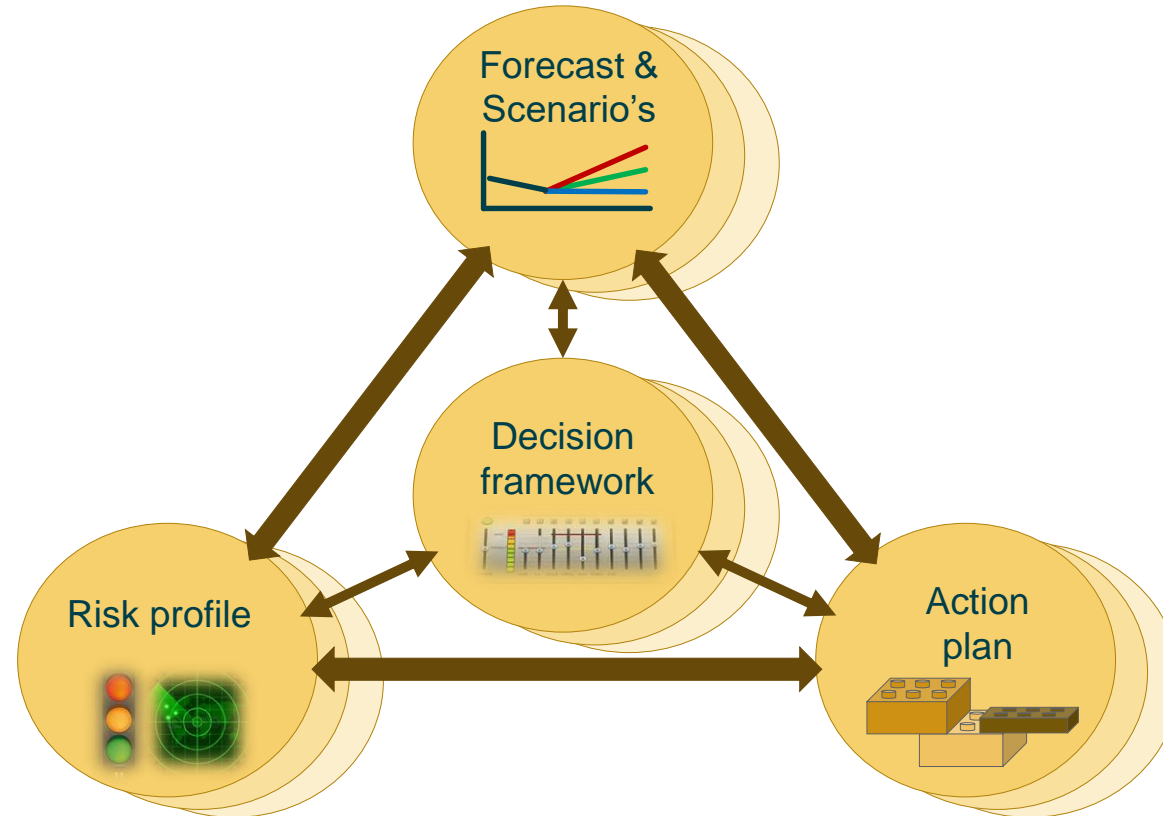
*A quest for flexibility
and stability*



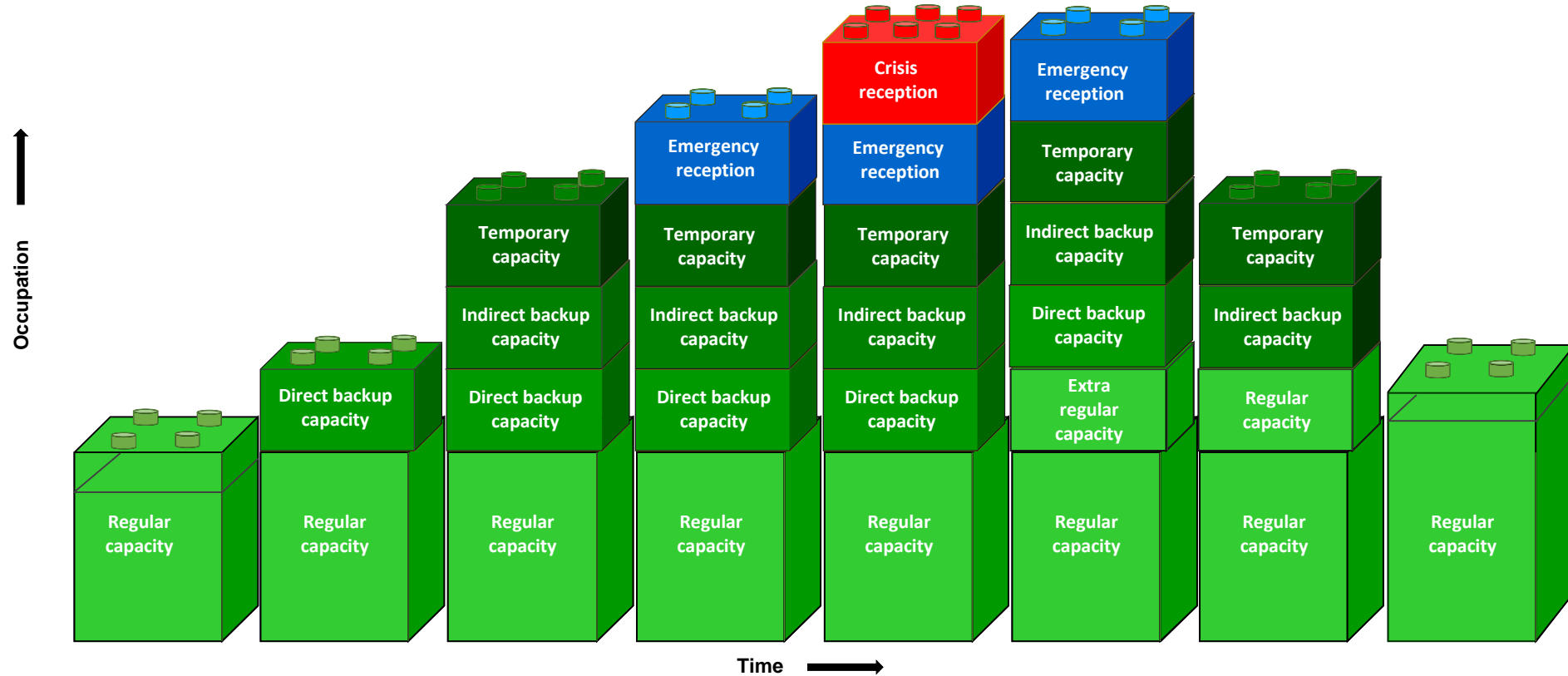
Occupancy rate throughout the years



Methodology: prepare for several scenarios



Contingency plan: COA up- and downscaling





2020

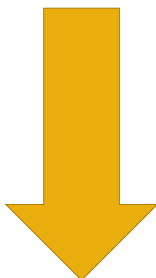


The Flexibility Implementation Agenda

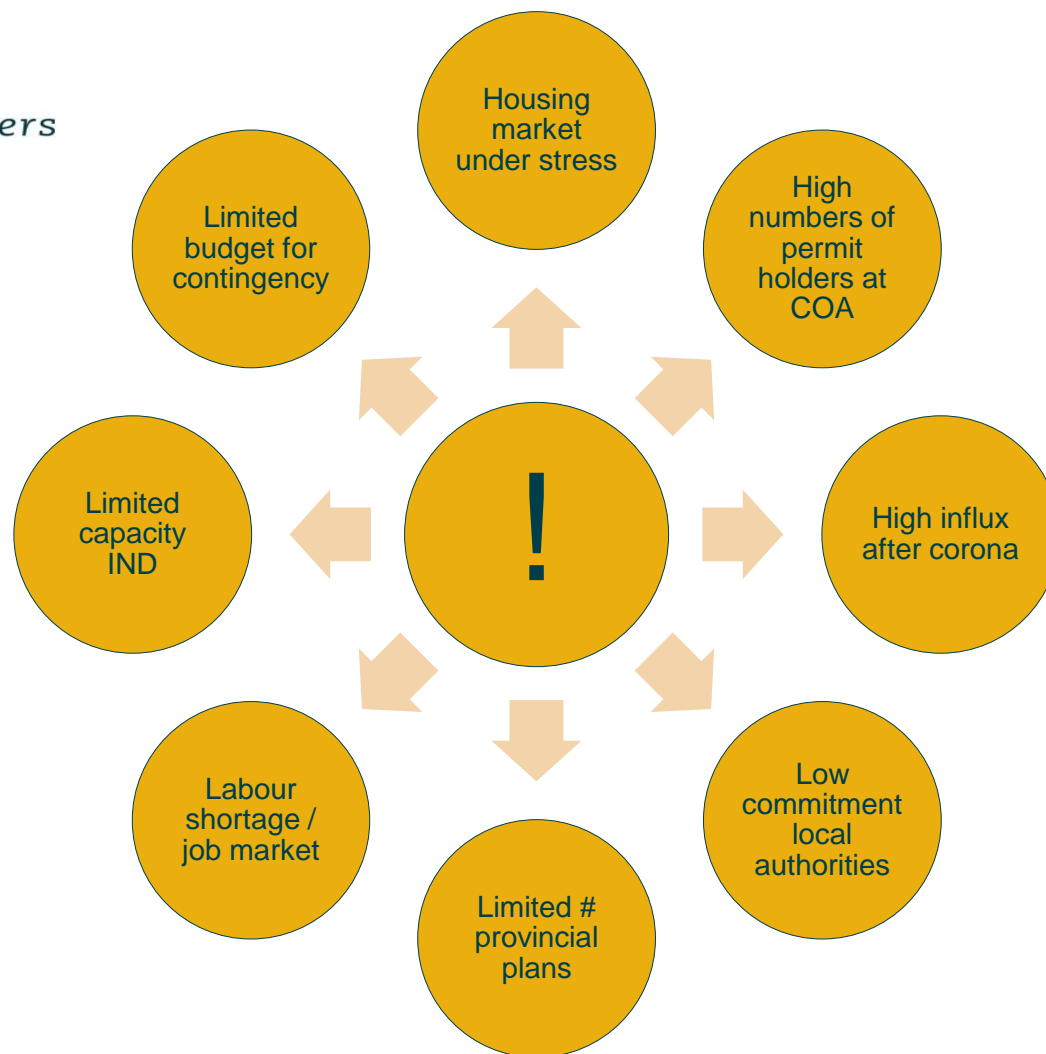
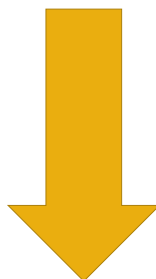
- 4 copies of Ter Apel with possibly all modalities
- Separation of people with low chance of obtaining a permit and high chances (integration driven)
- Flexibility in joint accommodation: e.g. students live at COA, they will leave when the capacity is needed
- More joint responsibility from provincial and local governments with a fair share distribution of places across the country on basis of number of residents
- Provincial plans (12x) requested by national government



But meanwhile...

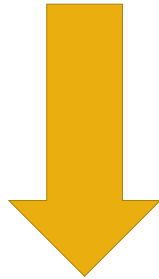


2021





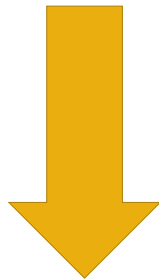
Centraal Orgaan opvang asielzoekers



2022

“Shortterm & long term developments”

- Expected increase in occupation COA
- Ongoing shelter for Ukrainian refugees (displacement effect / competition)
- Proposed law for compulsory provision of refugee locations for municipalities to COA or possibility of third party operated refugee locations
- Negotiations about stable budgetting and financing of COA → minimum # beds & backup capacity
- Negotiations about scalable emergency locations
- Negotiations about small scale locations



2023

“Harvesting”?

Flexible housing capacity in Norway, Luxembourg and the Netherlands

Questions and discussion



National conference EMN Netherlands and the COA
'Flexible housing capacity in the Netherlands and Europe'

■ **Break** ■

Interactive session

Quiz 1 vs. 100

Set-up of the quiz

- The participants play individually
- All participants are asked to stand
- A correct answer to a question means that you keep standing, the quiz continues for you
- An incorrect answers means that you have to sit down, the quiz is over for you
- The final question decides the winner

1

What were some local challenges for EMN Member and Observer States for opening new reception facilities?

- A| Difficulties in finding suitable locations & opposition from local residents
- B| Bureaucratic red tape & political unwillingness from local governments
- C| Labour shortages & insufficient funding
- D| All of the above

2

Out of 25 EMN Member and Observer countries who participated in the EMN study into flexible housing capacities, how many experienced pressures and challenges?

A | 11

B | 15

C | 19

3

A surplus in reception capacities was reported in a number of countries in certain periods, for example during the COVID-19 pandemic. How did Norway manage its surplus in reception capacities?

- A| The reception facilities were requested to scale down and funding was lowered.
- B| The surplus was used to accommodate homeless persons or to reduce the occupancy rate per reception centre.
- C| A surplus was ensured by flexible agreements and contracts with service providers, in order to adjust capacity up to 40%.

4

What was reported as a 'good practice' in outflow to permanent housing by Spain?

- A| Offering temporary accommodation, enabling beneficiaries of international protection to start their integration process in the medium term.
- B| A two-months transition period in Local Reception Initiatives to prepare beneficiaries to live independently and to participate in society.
- C| Having specialised teams to help beneficiaries find appropriate accommodation as part of the second stage of reception 'preparation of autonomy.'

5

Which country created a regional referral mechanism that successfully rebalanced the distribution of flows of applicants for international protection across the country, referring 16,700 people from the country's central urban region to other regions?

- A| Luxembourg
- B| Sweden
- C| Italy
- D| France

6

What were the two most commonly reported measures for managing the flexible reception of displaced persons from Ukraine?

- A| Housing in private settings & opening additional accommodation facilities
- B| Creating extra capacity within an active accommodation centre & using prearranged contracts with external service providers
- C| Setting up large scale temporary emergency facilities & easing minimum standards for reception facilities

7

How is the reception of displaced persons from Ukraine by private hosts (partially) regulated in the Netherlands?

- A| Local NGOs together with the Red Cross, supported by the Ministry of Justice and Security, cooperate under the name of RefugeeHome and coordinate the placing of displaced persons from Ukraine in private homes, overseeing the quality of the housing, as well as providing support to both the hosts and the displaced persons where necessary.
- B| Private individuals wishing to offer 'citizen hosting' are invited to fill in a form on an online platform from the Department of Inclusion, Social Security and Migration. The province where the application comes in then matches the accommodation offers with the needs of the displaced persons from Ukraine.

8

What were the two key macro challenges for EMN Member and Observer countries when providing sufficient housing for asylum applicants?

- A| Financing & political pressures.
- B| High volatility and unpredictability of migration influx during the period 2017-2021 & the impact of the COVID-19 pandemic
- C| Brexit & the Belarus border crisis of 2021

9

What were the two most commonly reported measures that were put to practice to manage rapid changes in demand for housing for applicants for international protection?

- A| Redistribution agreements with neighbouring countries & an increased effort in speeding up return procedures
- B| Regional or local distribution of applicants for international protection throughout the country & deploy empty beds in homeless shelters
- C| Providing flexible budgets & applying different modalities in reception conditions in emergency situations such as housing in tents/containers/gyms)

Final question

France has substantially increased the number of reception places. How many reception places does France provide in total?

**Thank you very much
for your participation**

Expert panel

Flexible housing in the context of the Temporary Protection Directive;
experiences, challenges, and lessons learned

- **Ms. Roelie Bottema**, Manager New Aid Development & Implementation, RefugeeHomeNL (Red Cross Netherlands)
- **Mr. Gerko Visée**, Policy Officer, municipality of The Hague, the Netherlands
- **Ms. Maria Shaidrova**, Migration researcher, PhD candidate at the University of Tilburg and chair of Opora Foundation, the Netherlands
- **Ms. Trudy Andriessen**, Policy Officer/Coordinator, ministry of Justice and Security/Directorate-General Ukraine (DG OEK), the Netherlands



Closing remarks

Mr. Hans Lemmens

- Coordinator EMN Netherlands



**Many thanks for
your participation**

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