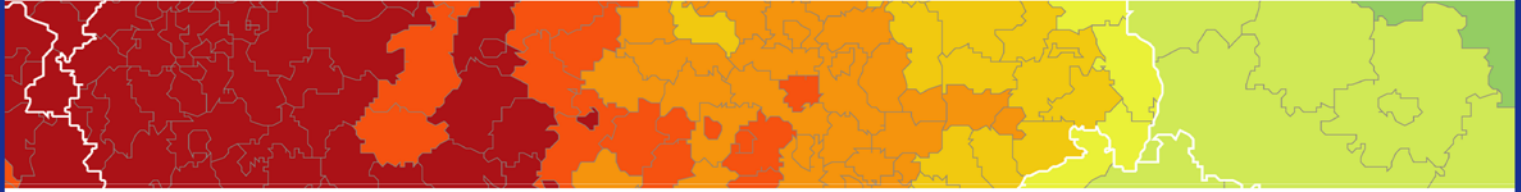


Inspire policy making by territorial evidence



Impacts of refugee flows to territorial development in Europe

Applied Research

**Case study – Flanders (Belgium)
Final version**

Version 18/07/2019

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Abbreviations

CEMIS	Centre for Migration and International Studies, University of Antwerp
CURANT	Co-housing and case management for Unaccompanied young adult Refugees in Antwerp
EC	European Commission
ESPON	European Territorial Observatory Network
EU	European Union
NUTS	Nomenclature of Territorial Units for Statistics
UIA	Urban Innovative Action

Executive summary

Flanders is an attractive region in terms of opportunities for refugees. This region has more economic growth and lower unemployment than the national average. There is also an ageing population. However, the language barrier is a major problem, impeding adults from entering the labour market, slowing down the schooling of children, and in general making social and cultural integration problematic. This is more the case in Belgium than in most countries, because the language legislation in Belgium determines that in Flanders, Dutch must be the language used for: contacts between public services and citizens, and enterprises; in courts of justice; in education; in contacts between employers and their personnel.

The case study first presents the reception education for minor newcomers with a different language background in Flanders. Evaluations of this system are presented; they emphasise the need to combine language classes with use in daily life.

33% of all refugees that have come to Flanders are registered as residents of the city of Antwerp. Within this refugee population, unaccompanied minors are the most vulnerable group. Even though these minors get offered care and protection (as determined by the European and international standards), the specific help they get is only available until they reach the age of adulthood. Once these minors reach the age of 18, they are no longer able to benefit from subsidized shelter, mandatory integration courses, enrolment in reception classes, customized trainings, nor the support from a legal guardian.

CURANT – Co-housing and case management for unaccompanied young adult refugees in Antwerp is an Urban Innovative Action (UIA). Cohousing units are set up through purchase, renovation and private renting. In these units minimum 75 and maximum 135 unaccompanied young refugees cohabit with Flemish buddies for at least 1 year. The buddy helps the refugee with different aspects. For example: looking for a job, building a network, learning Dutch. During the project, the University of Antwerp measures the impact of the cohousing and intensive support on the integration of the young refugees.

1 Profile of the area

Belgium is a destination country for asylum seekers.¹ The policy on asylum and migration in Belgium is a national competence. In 2015 the country launched a distribution plan, leading to a geographic distribution of the reception capacity and of the refugees. The government then passed a large-scale reform of the Aliens Act in November 2017 despite the criticism from the UNHCR and criticism from civil society organisations for the intensified restrictionism.²

Integration and education are regional matters. Dutch is spoken in only 5 countries worldwide (Belgium, The Netherlands, South-Africa, Suriname and Namibia) and these are not countries of origin of typical asylum seekers. Thus, the language barrier is a specific challenge for the region.

In this context, local authorities have been searching for solutions to offer language classes and integrate the newcomers. In Antwerp, an urban innovative action illustrates how creative solutions can be found to combine integration of refugees with social innovation in an urban context.

1.1 Socio economic context

Figure 1: Location of the case study



Source: Visiflanders website

Antwerp is the second largest metropolitan region in Belgium, after Brussels, and with 521,600 inhabitants (2018), the country's most populated municipality. It is Europe's second-largest seaport, located in Flanders at the upper end of the tidal estuary of the Scheldt.

Flanders is the region in the Northern Part of Belgium bordering The Netherlands, France and Germany. Brussels is the capital of Flanders and it is an enclave in the region. Belgium is a federal country, and Brussels is a separate region with a strong international character, hosting the European Commission, NATO headquarters and numerous international institutions and

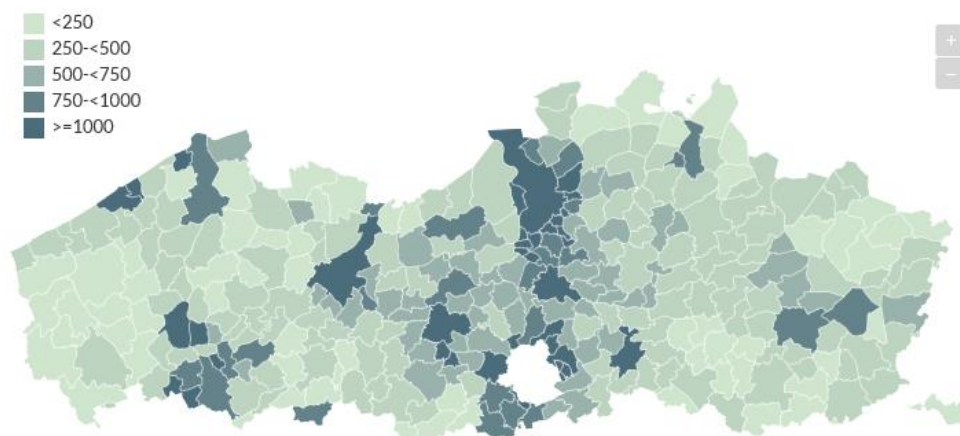
¹AIDA (2017) Belgium Country Report 2017 update. <http://www.asylumineurope.org/reports/country/belgium>.

²AIDA (2019) News. <https://www.asylumineurope.org/news/10-11-2017/belgium-adoption-asylum-reform-and-announcement-further-restrictive-plans>.

companies. The socio-economic context of Flanders is closely related to Brussels capital region; almost half (49%) of the 619,293 jobs in Brussels are occupied by commuters, of which more than 100,000 live in Flanders (Perspective.Brussels, 2018).

The region is densely populated with 6.6 million inhabitants on a total surface of 13,522 km² ³. Most of this population is in the central part, called the Flemish Diamond, between the cities of Brussels, Antwerp, Ghent and Leuven, which represents the entire province of Vlaams-Brabant, and the heavily urbanised parts of the provinces of East-Flanders and Antwerp (**Error! Reference source not found.**).

Figure 2: Population density in Flanders in 2016



Source: Statistics Flanders website, 2018

Currently, 20% of the population is aged more than 65; this is similar to the European average, yet the growth rate is higher, leading to an expected 23% by 2028. The average life expectancy at birth is 82.2 years. The population ageing index (the ratio between the number of individuals aged 65 and over and the number of young persons below 15 years old) in the region has been growing gradually, reaching 33.7 by the end of 2017.⁴

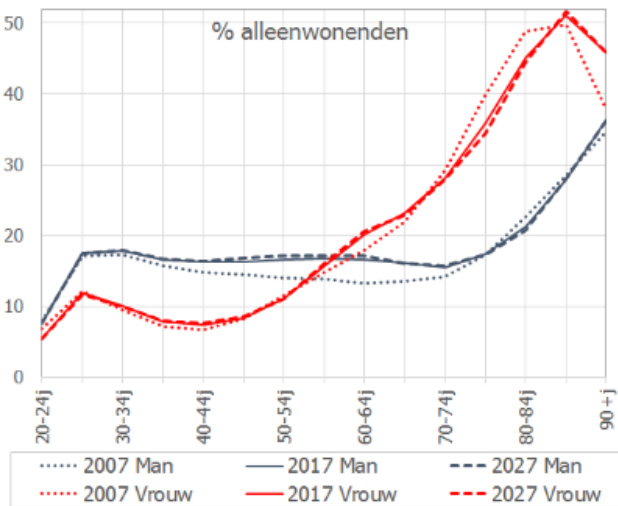
This ageing population leads to a growing number of elderly people living alone (**Error! Reference source not found.**). This results in underused housing in peri-urban areas, mostly single family residential developments built between 1960 and 2000, while the cities are struggling with shortage of affordable housing.⁵ Most cities are struggling with city flight of the Belgian population, but keep a total positive migration balance thanks to international migration, as is illustrated in **Error! Reference source not found.** for Antwerp.

³ Statistics Flanders (2018) <https://www.statistiekvlaanderen.be/>.

⁴ Ibid.

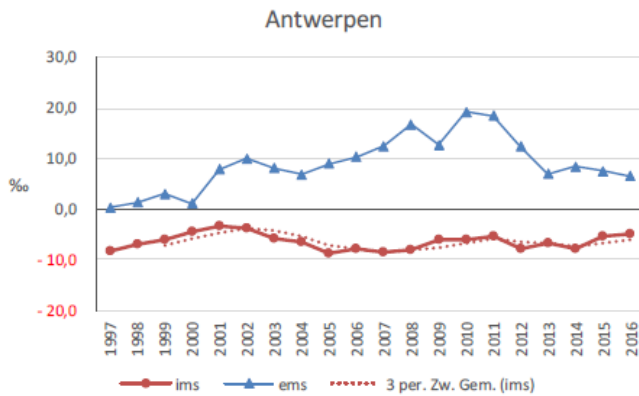
⁵ Bervoets W., Van de Weijer M., Vanneste D., Vanderstraeten L., Ryckewaert M., Heynen H. (2014) Towards a sustainable transformation of the detached houses in peri-urban Flanders, Belgium. *Journal of Urbanism: international research on placemaking and urban sustainability*, 8 (3): 1-29.

Figure 3: Percentage of single member families by age



Source: Statistics Flanders website, 2018

Figure 4: Internal (ims) vs. external migration (ems) balance in Antwerp



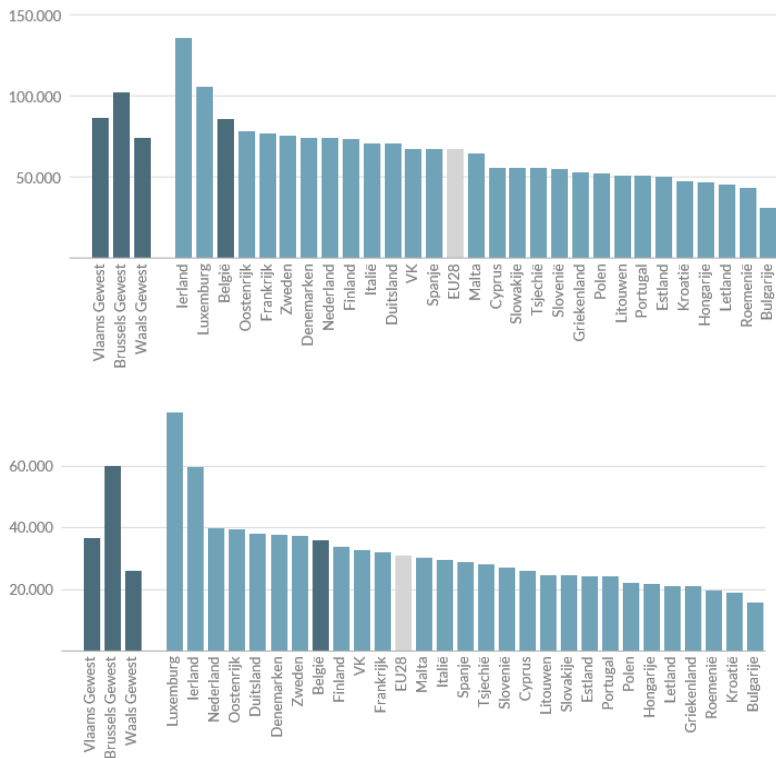
Source: Statistics Flanders website, 2018

With 3 seaports (Antwerp, Ghent, Zeebrugge) and an international airport (Brussels Airport) the region is considered as a gateway of Europe. With 3 TEN-T corridors passing through (North Sea – Mediterranean, Rhine-Alpine, North Sea – Baltic), it is an important transit area for rail and road freight transport, connecting European mainland with the North Sea ports and with the UK.⁶

Most of the population is highly educated; 30% of the public investments of the Flemish region are in education. Flanders is one of the leading (3rd) European regions in terms of labour productivity, and scores higher than the European average in terms of BBP/inh (**Error! Reference source not found.**).

⁶ Flanders website. <https://www.vlaanderen.be/>.

Figure 5: Position of Flanders in Europe in terms of Labour productivity (top) and BBP/inh (bottom)



Source: Statistics Flanders website, 2018

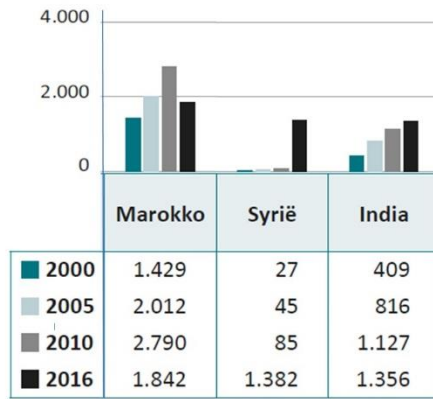
1.2 Current stock and flows of asylum seekers, refugees, and migrants in the area of analysis

In 2016, 12,197 people received a status of refugee in Belgium, and 3,281 received a status of subsidiary protection. Both the number of refugees and the number of subsidiary protection recognitions increased drastically over the past years. There are no statistics on the number of recognitions per region.⁷ The integration and migration monitor 2018 refers to an extraction performed from the National Register by the Internal Affairs Department (Agentschap Binnenlands Bestuur) indicating that 15,926 (57%) of the 28,007 people who received the recognition as asylum seeker or subsidiary protection between 2014 and the beginning of 2017, were domiciliated in Flanders

Morocco (5%), Syria and India (each 3%) are the only non-EU countries in the top 10 nationalities of international immigrants in Flanders. Morocco has been an important country of origin for several decades, immigration from Syria is linked to the war, while the inflow from India has been growing gradually (**Error! Reference source not found.**).

⁷Flanders website (2018) Flemish migration and integration monitor 2018: 294. <https://www.vlaanderen.be/publicaties/vlaamse-migratie-en-integratiemonitor-2018/>.

Figure 6: Evolution of the most common nationalities of immigrants in Flanders, 2016



Source: Flemish migration and integration monitor 2018: 50

The main difference between Flanders and the other Belgian regions (Brussels and the Walloon Region) are (2016): more immigration from Turkey, less from Congo, Burundi, Rwanda, but more from other Asian and African countries, and from South and Middle America. The immigration from Maghreb countries is similar to that of the Brussels region (**Error! Reference source not found.**). This is consistent with known existing communities in Flanders.

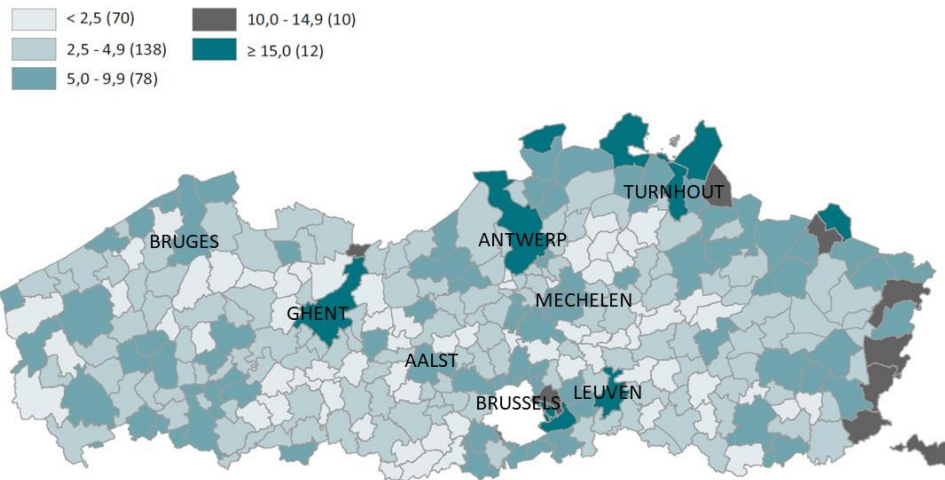
Table 1: Immigration by origin

	Total migrants in Belgium	Flanders (%)	Walloon region (%)	Brussels Region (%)
Turkey	1502	63	14	23
Maghreb	5834	37	27	36
DR Congo, Burundi, Rwanda	1160	27	35	38
Other Asia	14058	54	14	32
Other Africa	5514	46	29	26
North America and Oceania	3785	33	34	33
South and Middle America	2903	50	19	31

Source: Flanders.be (2018) Flemish migration and integration monitor 2018.

There are two typical destinations: the cities, and the border regions receiving mostly immigrants from neighbour countries (**Error! Reference source not found.**).

Figure 7: Spatial distribution of international migration (number of international immigrants per municipality, per 1000 inhabitants (2016))



Source: Flemish migration and integration monitor 2018: 46

There is a net inflow of asylum seekers, refugees, and migrants from other Belgian regions to Flanders. Between 2012 and 2016, 15,860 Third Country Nationals (TCNs) moved to Flanders from Brussels. The majority are of African origin. In the same period, 8,789 TCNs moved from Wallonia. Less than 1/3 is of African origin, while more than half come from other countries.

1.3 Challenges, opportunities and impacts

The Flemish Migration and Integration monitor 2018 bundles and interprets administrative and other statistical data on migration and integration processes of foreigners and people with an international background in Flanders.⁸ This complements the Survey on Living together in Diversity (Samenleven in Diversiteit, SIF-survey),⁹ conducted in 2017 on 4,500 people living in Flanders, with a Belgian, Moroccan, Turkish, Polish, Romanian or Congolese origin.

The language barrier is a major problem, impeding adults from entering the labour market, slowing down the schooling of children, and in general making social and cultural integration problematic. In order to be successful, it is crucial that language education and integration go hand in hand.

In terms of absorption potentials to asylum seekers in the cluster analysis of the study, in Flanders the province of Vlaams-Brabant is classified as a 'Highly attractive, innovative and growing region' (cluster 2), while the rest of Flanders is 'Less attractive, average growing

⁸ Noppe J., Vanweddingen, M., Doyen G., Stuyck K., Feys, Y., Buysschaert, P. (2018) Vlaamse Migratie- en Integratiemonitor 2018. Brussel: Agentschap Binnenlands Bestuur.

⁹ Stuyck, K., Doyen, G., Feys, Y., Noppe, J., Jacques, A., Buysschaert, P. (2018) Survey Samenleven in Diversiteit 2017. Brussel: Agentschap Binnenlands Bestuur.

regions, demographically balanced' (cluster 4). The most important characteristics addressed in this case study, are the language abilities. From the Labour Force Survey analysis, these appear to be lower in cluster 4, with almost 60% of the refugees/asylum seekers aged 17-62 having beginners or intermediate skills. The case study focuses on young, unaccompanied minors in Antwerp (cluster 4). These have not finished their secondary school education. Here also, this is a typical problem of cluster 4, with 44.2 % of the refugee/asylum seekers aged 17-62 having a low education level. To conclude: the case study does reflect the overall performance of the cluster for the key issues addressed, namely poor language skills and education.

Another issue addressed is the need for shelter. This is part of the basic human needs dimension in the EU Regional Social Progress Index. Here, Flanders belongs to the highest ranked regions in Europe. This can be explained by the fact that the housing problem is locally very diverse, and that it is compensated in the index calculation by very high scores for all the other components of basic human needs. The local shortage on the housing market is used as a potential for an urban innovative action aiming at better integration of refugees: Co-housing and case management for Unaccompanied young adult Refugees in ANTwerp (CURANT).

Belgium scores at the upper end of the scale in Europe in the European polls about the perception that the government is doing enough to integrate immigrants.¹⁰ On the other hand, the Belgians are divided when it comes to perception of immigrants. In the Eurobarometer 2018, 46% of the respondents think that the media present immigrants in a too negative way.

The issue is politically very sensitive. In December 2018 the Flemish nationalist party NV-A pulled their support to the government in protest of Belgium's decision to adopt the United Nation's Global Compact in Migration. This led to the resignation of Belgium's Prime Minister Charles Michel on December 19, 2018. Until the elections of May 26 Belgium has a minority government in charge of current affairs. Immigration and refugees are an important issue in the election campaign. Related incidents such as hate messages near reception centres for asylum seekers and refugees, and on social media, are commonplace.

1.4 Institutional and policy framework dealing with asylum seekers and refugees

The main legislative acts relevant to asylum procedures, reception conditions, detention and content of protection are:

- Law of 15 December 1980 regarding the entry, residence, settlement and removal of aliens. Amended by: Law of 21 November 2017. Amended by: Law of 17 December 2017;

¹⁰ Special Eurobarometer 469, Integration of immigrants in the European Union, April 2018. <http://www.europeanmigrationlaw.eu/documents/EuroBarometer-IntegrationOfMigrantsintheEU.pdf>

- Law of 12 January 2007 regarding the reception of asylum seekers and other categories of aliens. Amended by: Law of 21 November 2017;
- Law of 30 April 1999 concerning employment of foreign workers.

Main implementing decrees and administrative guidelines and regulations relevant to asylum procedures, reception conditions, detention and content of protection are:

- Royal Decree of 8 October 1981 regarding the entry on the territory, residence, settlement and removal of aliens;
- Royal Decree of 11 July 2003 determining certain elements of the procedure to be followed by the Aliens Office charged with the examination of asylum applications on the basis of the Law of 15 December 1980;
- Royal Decree of 11 July 2003 determining the procedure and functioning of the Office of the Commissioner General for Refugees and Stateless persons;
- Royal Decree of 21 December 2006 on the legal procedure before the Council for Alien Law Litigation;
- Royal Decree of 9 June 1999 implementing the law of 30 April 1999 regarding the employment of foreign workers. Amended by: Royal Decree of 29 October 2015 modifying Article 17 of the Royal Decree on Foreign Workers;
- Royal Decree of 12 January 2011 on the granting of material assistance to asylum seekers receiving income from employment related activity;
- Royal Decree of 9 April 2007 determining the medical aid and care that is not assured to the beneficiary of the reception because it is manifestly not indispensable, and determining the medical aid and care that are part of daily life and shall be guaranteed to the beneficiary of the reception conditions;
- Law of 26 May 2002 on the right to social integration;
- Royal Decree of 25 April 2007 on the modalities of the assessment of the individual situation of the reception beneficiary;
- Royal Decree of 2 August 2002 determining the regime and regulations to be applied in the places on the Belgian territory managed by the Aliens Office where an alien is detained, placed at the disposal of the government or withheld, in application of article 74/8 §1 of the Aliens Act. Amended by: Royal Decree of 7 October 2014 amending the Royal Decree of 2 August 2002;
- Royal Decree of 9 April 2007 determining the regime and functioning rules of the Centres for Observation and Orientation of Unaccompanied Minors;
- Royal Decree of 24 June 2013 on the rules for the training on the use of coercion for security personnel;
- Royal Decree of 18 December 2003 establishing the conditions for second line legal assistance and legal aid fully or partially free of charge;
- Ministerial Decree of 5 June 2008 establishing the list of points for tasks carried out by lawyers charged with providing second line legal assistance fully or partially free of charge;
- Royal Decree of 17 December 2017 establishing the list of safe countries of origin.

The Immigration office of the Department of Home Affairs¹¹ registers the applications, collects the finger prints, determines which MS, according to the Dublin agreements, is in charge of handling the request for international protection and transmits the BE applications to the CGRS

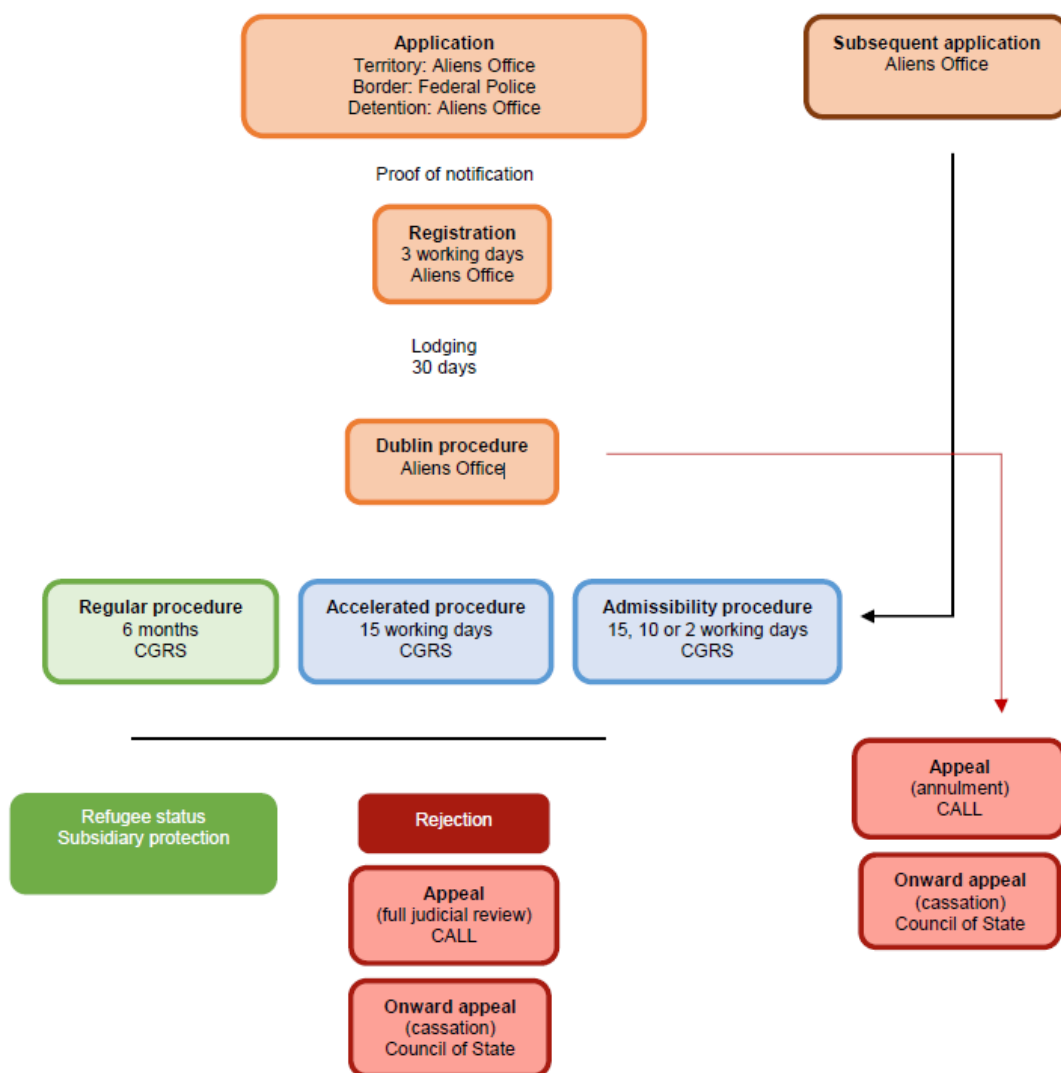
11 The Immigration Office of the Department of Home Affairs. <https://dofi.ibz.be>.

The CGRS is an independent federal administration and the central asylum authority in Belgium:¹² which offers protection to foreigners who fear persecution, conflict or violence if they return to their country of origin, examines each application for asylum individually and independently and issues certificates and documents of civil status to recognised refugees and stateless persons.

FEDASIL, Federal Agency for the Reception of Asylum Seekers: takes care of the reception of asylum seekers, ensures quality and conformity of different reception structures and coordinates voluntary return to the country of origin.¹³

The flow chart of the asylum procedure is presented in **Error! Reference source not found.:**

Figure 8: Flow chart of the asylum procedure in Belgium



Source: AIDA Belgium Report 2017 update

¹² Office of the Commissioner General for Refugees and Stateless Persons. <https://www.cgrs.be/en>.

¹³ Federal Agency for the Reception of Asylum Seekers. <https://www.fedasil.be/en>.

Agentschap Binnenlands Bestuur is the department of the region of Flanders, in charge of integration and naturalisation. Their main tasks consist of enforcement of the integration policy, data collection and monitoring, research and networking for integration research, support of local authorities, launch specific projects, stimulate participation in international projects.¹⁴

Vluchtelingenwerk Vlaanderen, the Flemish Refugee Action supports asylum seekers and refugees supports asylum seekers and refugees coordinates an own reception network and is actively involved in integration. They support all those that assist asylum seekers and refugees, and also work around repatriation when necessary.¹⁵

Each municipality has an own Public Centre for Social Welfare, in charge of helping people in need, with financial support, housing, psychological and legal help, etc. They typically provide a basic income for refugees and help them find their way to the facilities they need.

Concerning Unaccompanied minors, the target groups further analysed in the case study, recent changes occurred in the legislation. While the Aliens Act does not expressly set out a definition of vulnerable groups, the amended Reception Act reflects the non-exhaustive list contained in Article 21 of the recast Reception Conditions Directive, referring to “children, unaccompanied children, single parents with minor children, pregnant women, disabled persons, victims of human trafficking, elderly persons, persons with serious illness, persons suffering from mental disorders and persons having suffered torture, rape or other serious forms of psychological, physical or sexual violence, such as victims of female genital mutilation.”¹⁶

Screening of vulnerability

Both the Aliens Office and the CGRS have arrangements in place for the identification of vulnerable groups.

In 2014, the Aliens Office started a “Vulnerability Unit” to screen all applicants upon registration on their potential vulnerability. The Vulnerability Unit consists of officials interviewing vulnerable cases, who have had specific training and are supposed to be more sensitive to the specific implications vulnerability might have on the interview.¹⁷

Until early 2018, only visible or clearly stated vulnerabilities were registered in a database (“Evibel”), to which Fedasil, the reception authority, also has access. The impact of this on the procedure and assessment of the asylum application as such seemed to be rather small; the information was mostly used to determine special reception needs, if any. A 2017 report from the reception agency, Fedasil, highlighted that due to focus on medical vulnerabilities by the Aliens Office and the Dispatching service, there is a risk that attention is drawn away from less

¹⁴ Agentschap Binnenlands Bestuur. <http://integratiebeleid.vlaanderen.be/>

¹⁵ The Flemish Refugee Action. <https://www.vluchtelingenwerk.be/vluchtelingenwerk-vlaanderen-3>.

¹⁶ Article 36 Reception Act, as amended by the Law of 21 November 2017.

¹⁷ CBAR-BCHV, *Trauma, geloofwaardigheid en bewijs in de asielprocedure* (Trauma, credibility and proof in the asylum procedure), August 2014, available in Dutch at: <http://bit.ly/1MiiYbk>, 66-69.

visible vulnerabilities.¹⁸ However, since August 2016 the Aliens Office uses a registration form in which they should indicate if a person is a (non-accompanied) minor, +65 years old, pregnant, a single woman, LGBTI, a victim of trafficking, victim of violence (physical, sexual, psychological), has children, or has medical or psychological problems.

Following the reform entering into force on 22 March 2018, it is now clearly provided that the asylum seeker should fill in a questionnaire specifically intended to determine any specific procedural needs, at the start of the asylum procedure.¹⁹ At the time of the writing, it is not clear yet which questions or elements this questionnaire will contain. Furthermore, a medical doctor appointed by the Aliens Office can make recommendations on procedural needs, based on a medical examination; this is not an obligation.²⁰ If the procedural needs would not have been signalled in the beginning of the asylum procedure, the asylum seeker can still do this at any moment during the procedure, by submitting a written note to the CGRS describing the elements and circumstances of his request.²¹ This does not, however, entail an obligation on the CGRS to restart the examination of the asylum application. The Aliens Office and the CGRS decide if any special procedural needs apply and the decision in itself is not appealable.²²

Furthermore, according to the reform, reception centres should not only evaluate if there are any special reception needs, but should also look for signs of special procedural needs. The centres should signal this to the Aliens Office and/or the CGRS, on condition that the asylum seeker gives consent.²³

The law on Guardianship of unaccompanied minors contains general provisions on the protection of unaccompanied minors, the role of the guardian. Based on this law, the Guardianship unit of the Federal Public Service of Justice has established a hotline that operates 24/7 to notify the detection of unaccompanied minor, so that the necessary arrangements can be made.²⁴

The language legislation in Belgium²⁵ determines that in Flanders, Dutch must be the language used for:

- contacts between public services and citizens, and enterprises;
- the language used in courts of justice;

¹⁸ Fedasil, *Study into vulnerable persons with specific reception needs*, February 2017, available at: <http://bit.ly/2jA2Yhj>

¹⁹ Article 48/9(1) Aliens Act, inserted by the Law of 21 November 2017

²⁰ Article 48/9(2) Aliens Act.

²¹ Article 48/9(3) Aliens Act.

²² Article 48/9(4) Aliens Act.

²³ Article 22(1/1) Aliens Act, inserted by the Law of 21 November 2017.

²⁴ Loi-programme (I) (art. 479), 24 December 2002 - Titre XIII - Chapitre VI : Tutelle des mineurs étrangers non accompagnés

²⁵<https://www.vlaanderen.be/nl/vlaamse-overheid/organisatie-van-de-vlaamse-overheid/de-taalwetgeving-vlaanderen>

- education;
- contacts between employers and their personnel.

Thus, language plays a crucial role in:

- the initial reception: official documents in Flanders (even information brochures!) are produced in Dutch;
- Housing / accommodation: until Nov 11 2017, access to social housing was conditional on proof of integration and language learning willingness (mandatory participation to courses). This has changed: the integration courses are no longer required; the language requirements are now expressed in terms of language knowledge. Each tenant must reach at least ERK level A1 within the first year. Until this level is reached, annual fines are given;
- Social assistance and income support: all the official documents and communication are in Dutch;
- Education and training: all the schools (kindergarten, primary and secondary education) and even day-care centres, receiving subsidy from the Flemish Region, must use Dutch for the communication among personnel, and between personnel and children;
- Labour market access/ integration, Social and political integration: all the official documents are in Dutch.

Integration and schooling is organised at regional level. In Flanders, this is organised at NUTS3 level.

2 Analysis of selected policies/challenges

2.1 Topic and motivation

Within the refugee population, unaccompanied minors are the most vulnerable group. Even though these minors get offered care and protection (as determined by the European and international standards), the specific help they get is only available until they reach the age of adulthood. Once these minors reach the age of 18, they are no longer able to benefit from subsidized shelter, mandatory integration courses, enrolment in reception classes, customized trainings, nor the support from a legal guardian. As a result, these new adults often live in deprived housing properties. They also risk becoming permanently dependent on social welfare. Currently, 326 youngsters that financially depend on the social welfare department of the City of Antwerp find themselves in this situation.²⁶

2.2 Objectives and logic of intervention

In order to help these young adult refugees, the CURANT-project proposes a mixed use of a set of policy instruments. CURANT uses these instruments in a new integrated way to provide both a safe living environment as well as guidance. The CURANT-project not only provides a solution for affordable housing (rent being EUR 250 a month per person), but also a guaranteed one-on-one integration approach.

A total of 75 cohousing units are set up through purchase, renovation and private renting. In these units, minimum 75 and maximum 135 unaccompanied young refugees cohabit with Flemish buddies for at least 1 year. The buddy helps the refugee with different aspects. For example, looking for a job, building a network, learning Dutch.

Furthermore, the refugees are intensively guided during the whole project, on different levels:

- social network and integration;
- education;
- independent living;
- language learning;
- leisure time;
- psychological counselling;
- professional activation.

During the project, the University of Antwerp measures the impact of the cohousing and intensive support on the integration of the young refugees. “If social integration and inclusion in the host society is the end goal, cohabitation is the vehicle to get there, the buddy is the co-pilot and circular integrated support services provide the fuel to finish the road.”

²⁶ Urban Innovative Actions. CURANT. <https://www.uia-initiative.eu/en/uia-cities/antwerp>.

2.3 The actors

CURANT is an Urban Innovative Action; an Initiative of the European Union that provides urban areas throughout Europe with resources to test new and unproven solutions to address urban challenges.

The city of Antwerp, with its welfare department, are the initiators and the coordinators of the project. CURANT set up a collaboration centred on the needs of the minor unaccompanied refugees in Antwerp. The development of relations among the local partners is the main innovation target in this project.

They specifically involved local stakeholders:

- Vormingsplus Antwerp - NGO. Vormingplus consists of pluralistic, socio cultural organisations active in 13 regions in Flanders and Brussels. Their mission is a more sustainable, inclusive and democratic society. Vormingplus Antwerp offers education for specific target groups. Vormingplus is in charge of the buddies (recruitment, screening, support), to determine their profile. A few examples: How do they feel about hygiene? What are their habits in terms of house cleaning and tidiness? Are they going out a lot? Do they like receiving many guests in the house? What does a typical day look like? What do they expect from their inmates on these?
- JES - 'urban lab' for children and youngsters in Antwerp, Ghent and Brussels is in charge of the young unaccompanied refugees (recruitment, screening, support).
- Solentra (Solidarity and Trauma) - unit of the psychiatric division of UZ Brussel provides psychological support through its local unit
- Atlas (Integration and Assimilation NGO) is in charge of the integration process and the coaching towards adequate language courses and hobby activities.
- CEMIS (Interdisciplinary research centre for Migration and Intercultural Studies) are experts from the University of Antwerp. They are in charge of the monitoring and evaluation of the project. This includes interviews with the unaccompanied minors, the buddie, the employees involved in the project.

2.4 Implementation

Support, funding

The total budget of CURANT is EUR 6 million, of which 20% is co-financed by the partners, including the city of Antwerp. Most of the activities are made by the partners within their regular operations and will continue after the project. The urban authority of Antwerp gave a fiat to pay special attention to the specific target group of unaccompanied minors. The project budget covers extra costs made by the partners specifically for the innovative action. A project of that magnitude would not have been possible without the UIA.

The EU support through UIA was used to provide co-housing facilities. All the acquired housing and real estate remain from the city of Antwerp after the project and will continue to be used by the city's social welfare services. It has not been decided yet if these will still be refugees or other people in need. The part of the co-housing on the rental market will no longer be available.

In the case of CURANT, a step in the good direction was to include an external partner (university) for an independent evaluation. For the other project partners it is difficult for to stand

back from their contribution to the project implementation. In the case of CURANT, this evaluation cost amounts to 1,5 FTE.

Collaboration among partners

The essence of the UIA project is to realise something that differs from the existing structures. The tasks of each partner correspond to their normal activities. It is considered as an “experiment” where the focus is not only on realising targets, but also in learning lessons in collaboration. For example, the existing funding of the welfare administration from the city of Antwerp does not allow for uncertainty about meeting the targets. The department has to prove that it spends the budget efficiently. In the case of an UIA, failure to meet specific targets does not mean that the project failed, the best possible contribution to the project from each partner and the improved collaboration among partners are valuable outcomes as well. This would not be possible without a financial incentive.

The partners evaluate the collaboration among the project partners positively. Each partner has a different approach. This leads to fascinating discussions during meetings. It broadens their way of doing things. For example, youth workers (partner JES) and welfare workers (city of Antwerp) use a different language and have different perspectives. The youth workers are used to deal with street workers providing outreach services. These tend to have a negative perception of the social services that control or even punish people by revoking their allowances. Through the project, the mutual understanding improves. Another example is improved psychological assistance (partner Solentra) through better understanding of the condition of the young refugees.

It is important for the partners to physically meet each other when dealing with specific cases. Even better is a shared location of some partners, to be mutually more accessible. The disadvantage is the amount of time spent in meetings.

In some cases, the actions overlap, leading to an excess of training sessions on similar topics to be attended by the young beneficiaries. Another problem is that there are many people working on the CURANT project. For the young beneficiaries this can be confusing. Sometimes they no longer understand where they need to go and whom they can approach.

Partner JES uses volunteer street workers outside the project, but not for their CURANT tasks. Their social workers spend a week with the young unaccompanied minors to help them develop self-knowledge and construct a perspective on their future.

Beneficiaries

The first buddies moved in the co-housing facilities in February 2017. The project will continue until October 2019. The individual approach also includes a flexible duration. The young refugee receives professional guidance, and will leave the system when considered self-reliant. If needed, the partners of CURANT can continue their support through their regular activities, e.g. psychological support, welfare support, etc. Most of them are still in their schooling and require a social worker to handle their living wage file.

In terms of recruitment:

- The most successful recruitment channel were social media (Facebook), aimed specifically at the target audience through selected groups. This evolved spontaneously as new members joined these groups.
- Word of mouth also worked well.
- Short movies with testimonies and experiences were published on-line, and were viewed a lot.
- Flyers were printed and distributed by the partners, but were not very efficient in attracting participants; very few candidates had seen the flyers when they applied.

Contrary to many buddy systems, in CURANT the buddy is not perceived as a “volunteer”. The projects (honourable) philosophy is that the refugee and the buddy are equal inmates. However, the actual condition of the young refugees does not really allow this equality; the buddy is usually financially much better off, speaks the local language, has a family nearby, a network. The buddy is used as a mean to facilitate the integration of the refugee; the projects target is the refugee, not the buddy. Although the relation is not between equal persons, it is more so than with the professionals. The main difference between the relation of the refugee with the buddy and with the professional support providers is that with the buddy the relation is more informal. With the professionals, the relation is more predictable; it is based on guidelines and procedures ensuring a certain predictable quality. With the buddies, there is more variation, less predictability. This results in different outcomes.

2.5 Outcomes, impacts, and results of the specific policy

Impact

The immediate impact of the co-housing in combination with support services is a faster learning of the language, and more self-confidence to use it. However, that is not the only result of this large investment in an innovative project. When engaging in the project, the buddies and the young refugee agree to be part of a learning process. They are aware that they each have a role. For example, the buddy agrees to help the inmate learn the language or translate documents when needed. Living together bring about a lot more, not only for the refugee, but also for the buddy. Many buddies had no contact whatsoever with refugees before. The impact with the buddies is very diverse. In some cases they do things together on a daily basis, in others it is limited to a brief contact ones a week. That is fine; not all the young refugees have the same needs.

A professional relationship stops after the service is finished. With the buddy, longer lasting contacts or friendships are possible.

A shortcoming of the UIA action for the support of integration through co-housing is the short (unextendable) project duration. It is a one-time subsidy for innovation. It takes more than one or two years to resolve the integration problem of these young newcomers in our society. Now that the project is approaching the end, there is concern with the young refugees that they will end up in the same situation as before the project, with poor housing, a network of mainly immigrants and refugees, ... All the partners are trying to find additional support to continue

their activities. Each of them uses their own channels. For the university, this consists of trying to find research funding. This is not only the case for refugee integration: projects dealing with social policies for disadvantaged groups take patience. For example, some buddies mentioned during the interviews for the evaluation that it took months before their inmate started talking about his background. Afterwards the evolution remains slow.

CURANT required more time investment than originally planned. Compared to other UIA, the implementation had to start right away; the project started in November, and by February 1 the first 'duo' moved into their apartment. That is atypical for UIA in other domains. It is important for this type of support to be flexible enough and allow some changes in the resource allocation.

Another underestimated workload was the required reporting and the need to provide evidence of all expenses made.

The support of young refugees involves many different domains besides housing (education, healthcare, legal ...). Each of them operates in a different way and it is very complex to align them. The refugee needs to be at the centre of the collaborative model, and this collaboration needs to be managed. In some cases, this results in double work. Ideally, all the partners should be housed together. In Antwerp, a good example is the 'family justice centres'. In the case of CURANT, all the partners operate from different locations and the focus was on home visits.

CURANT is funded as an Urban Innovation Project, implying that the project introduces changes. The cost of innovation is underestimated. For each of the contributing partners, CURANT is different from their habitual operations. The employees involved in the project encounter problems with administrative rules and procedures over and over. For example, for the welfare administration of the city of Antwerp, working with co-housing requires an entirely new way of dealing with their clients.

There are other examples of UIA dealing with refugees (e.g. Utrecht). The outcomes are different, but the essence, the innovative character, is the same. The key issue is the added value of the project for the partners. Social work is central, and the impact of social work is hard to measure. A partial answer is possible through a questionnaire filled in by the beneficiaries at the beginning and the end of their participation. However, the city needs numbers. What is often missing is good (financial) support to evaluate innovative social policy and social policies in general.

Evolution

The expectations of buddies can be very high, for example, when they plan to do many things together while the young refugee mainly has a need to settle down in everyday life. Now that there is experience in what can realistically be expected, sometimes the expectations are tempered somewhat.

The young refugees tend to be preoccupied by very basic needs, such as housing.

The socio-economic profile of the buddies is very diverse. The age conditions are restricted (between 20 and 30 y old); this is part of the strive for equality between the buddy and the young refugee. This is also the age when young people in Belgium typically start looking for a place to live away from their family. The age was raised recently because it becomes more difficult to find buddies. Currently the project is approaching the end and there are more buddies looking for short-term housing solutions.

Some buddies are former refugees. These have an important role model for the young newcomers.

Co-housing is a very Western concept, which can be strange for people coming from very different cultures. The mutual understanding rarely grows spontaneously. Typical issues are addressed in preparatory group sessions. A few examples: how does an Afghan boy explain to his family that he is co-housing with a Belgian girl? What is their attitude towards gay, lesbian ... people?

Other issues are addressed during preparatory sessions with the psychologists (of partner Solentra), such as: Are these young refugees looking for new networks? In how far do they need connections with people from their culture?

There are monthly follow up sessions.

95% of the young refugees are young men. The main group are Afghan. The second group is from Eritrea and include 3 young women. The buddies are 50/50 man/women.

The most successful cases are those where the buddy and the young refugee share norms and values.

There are several cases where the buddy and the refugee stay in touch after their co-housing period.

The expectation was that it would be hard to find buddies, while the demand from the young unaccompanied refugees would be large. In reality, co-housing appeared not to be so attractive for the young refugees, who were eighteen-year-olds coming out of situations where their freedom had been restricted. Additionally it is inconsistent with the mind-set of young adults wanting to start living on their own. For the buddies, the search for candidates was not too bad; the challenge was to find buddies who were not mainly interested to find inexpensive housing.

The project started with housing in the centre of the city (inside the ring road). Later, new co-housing dwellings were built in Merksem, a more suburban environment. These were less successful in terms of attracting buddies. Living in the vibrant city centre was part of the motivation to participate, particularly for the buddies.

There has been a lot of interest from other cities, which are willing to set up a similar project.

3 Conclusions and lessons learnt

A good screening of the refugee and the buddy are crucial, with the aim to find a good match in their daily conceptual framework, pattern of perceptions and motivations.

The guidance process needs to be well balanced. At the beginning of the project, there was a risk to overload the young refugees with too many visits, consultations, feedback sessions ...

The collaborative model around the refugee is essential.

In co-housing, many problems are linked to typical cohabitation situations. A (neutral) mediator is very useful.

The best training sessions are those with strong role models, for example a psychologist with Afghan roots, or translators who came in the country as refugee.

In the case of CURANT, the target is not to attract refugees to the city, but to help those already there in their integration process through a co-housing approach. In order to be selected, the candidates need to have a strong link with Antwerp (live there, go to school ...e.g. it is not enough to go to the mosque).

For the city, it is important not to isolate the refugee problems, but to combine it with typical local issues (such as shortage on the housing market). For the integration refugees, a comprehensive approach of different life domains pertinent to the target group is required.

The following steps are crucial:

- The key issue is to have a critical, in-depth understanding on the compels, intertwined problems the target group is dealing with, then to search which of these problems we have the possibility to address in the local context. In the case of Antwerp, the key issue was social integration, and it could be addressed through housing. It is also a good idea to address complex problems by holistic interventions (i.e. trying to connect and address several problems).
- Then, a partnership is needed with the required complementary local expertise. In the case of CURANT, all the partners are enshrined in Antwerp (except Solentra with the headquarters in Brussels, but even they have local operations in Antwerp).

Concentrated housing of refugees tends to lead to a perception by locals of these accommodations being “small ghettos”. On the other hand, the distribution such as in the CURANT project, has both advantages and disadvantages.

- **Positive:** the refugees are part of the city, they are in all types of neighbourhoods rather than in concentration or ‘arrival’ areas, or in concentration buildings usually generating conflicts with their neighbourhood. Aside from some little problems there were no serious problems with neighbours; they often were not even aware that their neighbour was a refugee. In cases of a concentrated housing approach, it is more important to invest in neighbourhood-oriented policy. In addition, refugees themselves often expressed a clear preference to be housed in quiet, small-scale housing, not in large, noisy communal building as they were used to before (during their asylum application procedure).
- **Negative:** it is hard to manage, and less efficient to operate. For example, social workers spend a lot of time travelling for house visits, same with building maintenance works ...

About the use of existing surveys to assess the impact of actions and policies such as the CURANT project? For example, the Labour Force Survey in Europe, or the Survey Living Together in Diversity (Samenleven in Diversiteit, SID-survey) in Flanders:

- Existing surveys would not be able to give us insight to the processes and outcomes of this particular project.
- We explored using control groups for the CURANT project, but decided not to do this type of assessment for ethical reasons. Another problem is practical; it would be hard to find a reference group. Do we compare people who had co-housing experience when they were younger? Alternatively, unaccompanied refugees with vs. without co-housing experience? ... It is impossible to isolate the impact of the project on the integration process.

The fact that the UIA required the project partners to think about the project evaluation can already be considered as a good practice.

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Legislation

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- Article 48/9(3) Aliens Act.
- Article 48/9(4) Aliens Act.
- Loi-programme (I) (art. 479), 24 December 2002 - Titre XIII - Chapitre VI : Tutelle des mineurs étrangers non accompagnés.

List of interviewees

Type of stakeholder	Organisation
National Statistical Office	Statistiek Vlaanderen
Local Authority	City of Antwerp, welfare department
Local Authority	Vormingplus Regio Antwerpen
University	University of Antwerp - CEMIS

List of Annexes

Annex I Impacts

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Annex I Impacts

Table 2: Financial impacts and their indicators - regional/local level

Impacts	Selected indicators	Last available data*	Forecast of growth or decrease in ten years**	Forecast of growth or decrease in twenty years*	Source	Regional / local***
Public revenues	Average social security contributions and taxes (payroll/business) per employed refugee ^{27,28}				Local Authorities, Universities, NGOs, or portion of national studies	Regional/National
Public revenues	Consumption tax on spending of refugees per refugee ²⁹				Local Authorities, Universities, NGOs, or portion of national studies	National
Public spending	Spending on integration and initial reception measures ³⁰ per refugee				Local Authorities, Universities, NGOs, or portion of national studies	National
Public spending	Extra spending on integration into education system (per refugee pupil)				Local Authorities, Universities, NGOs, or local sections of national studies	National
Public spending	Education spending per pupil per year in country (total population ³¹)				Local Authorities, Universities, NGOs, or local sections of	National

²⁷ Here it is mainly asked whether data exist and if interviewees have views on the matter. Please leave the space blank if there is no evidence available.

²⁸ Calculated by average values for the active population with a discount for immigrants from literature.

²⁹ Here it is mainly asked whether data exist and if interviewees have views on the matter. Please leave the space blank if there is no evidence available.

³⁰ Housing, sustenance, language course, employment integration courses other integration courses

³¹ The assumption is that after some time the spending amounts will be comparable to the amounts spent on the native population.

					national studies	
Public spending	Health care spending per person and year in the country (total population ³²)				Local Authorities, Universities NGOs, or local sections of national studies	National
Public spending	Housing subsidies per person and year in the country (total population ³³)				Local Authorities, Universities NGOs, or local sections of national studies	Regional

Table 3: Economic impacts and their indicators

Impacts	Selected indicators	Last available data*	Forecast of growth or decrease in ten years**	Forecast of growth or decrease in twenty years*	Data source	Regional / local***
Employment (rate)	Number and proportion (%) of refugees finding a job (at arrival)				Case studies Past studies	Regional
	Number and proportion (%) of refugees finding a job (within 5 years)				Case studies Past studies	Regional
	Number and proportion (%) of refugees finding a job (in the longer terms)				Case studies Past studies	Regional
Entrepreneurship	Number and proportion (%) of self-employed amongst those finding a job) of new enterprises founded by refugees ³⁴				Case studies Past studies	National
Underemployed or not employed low skill workers	Number and proportion of long-term unemployed refugees ³⁵				Case studies Past studies	Regional
	Number and proportion of				Case studies Past studies	Regional

³² The assumption is that after some time the spending amounts will be comparable to the amounts spent on the native population.

³³ The assumption is that after some time the spending amounts will be comparable to the amounts spent on the native population.

³⁴ Calculated on the basis of historic precedence of past immigrant flows.

³⁵ Calculated on the basis of historic precedence of past immigrant flows.

	underemployed refugees ³⁶					
	Number and proportion of precariously employed refugees ³⁷				Case studies Past studies	Regional

Table 4: Social and political impacts and their indicators

Impacts	Selected indicators	Last available data*	Forecast of growth or decrease in ten years**	Forecast of growth or decrease in twenty years*	Data sources	Regional / local***
Demography	Impact on dependency ratio				Case studies and extrapolations from existing population projections	National
Cultural diversity	No quantitative indicator				Local Authorities, Universities NGOs, or local sections of national studies	
Security	Impact on crime rate (of refugee/total population)				Studies on impact on crime rates	Regional
Perception	Perception rates for immigration as a problem				Recent polls and past polls in past immigration waves	National
Political tensions caused by migration	Relevance of immigration in political debates and elections				Recent polls and past polls in past immigration waves	National

³⁶ Calculated on the basis of historic precedence of past immigrant flows.

³⁷ Calculated on the basis of historic precedence of past immigrant flows.

Annex II Policy and actors classification

Table 5: Policy classification: different types of policies for different targets at Country and local level

Category	Types	Country-level policies targeting:		Regional or local-level policies targeting:		Assessment*
		Asylum seekers	Refugee status holders	Asylum seekers	Refugee status holders	
Initial reception, emergency measures, and referrals	Emergency housing Emergency health care Basic subsistence needs Reception and recognition provisions Residence permits Family reunification Settlement restrictions Referrals Distinguishing between exceptional and ordinary reception procedures	X				
Housing / accommodation	Housing/accommodation Housing support ...	X		X	X	
Healthcare	Emergency/urgent healthcare Full health care ...	X	X	X	X	
Social assistance and income support	Social assistance services Income support, eligibility for welfare benefits ...	X		X	X	
Education and training	School enrolment and attendance Adult education Vocational education and training ...			X	X	
Labour market access/integration	Skills assessment/validation Active labour market policy (counselling, mentoring, job search assistance, entrepreneurship promotion, and social networks) Grants and preparatory courses Employment subsidies, apprenticeships, traineeships, on-the-job trainings, temporary/voluntary work Unemployment benefits ...				X	
Social and political integration	Early orientation programmes (language, practical orientation, civic education etc.) Integration programmes such as sport, culture, diversity promotion Political participation (local level) Residence and religion rights ...				X	

Other						
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Table 6: Actors classification: A picture of the actors involved in the asylum seekers and refugees' system at country level

Levels	Bureaucrats*	Politicians*	Experts*	Special interest*	Diffused interest*
International	EU Institutions and bodies UNHCR Other international institutions		Universities Research centres Technical agencies Statistic agencies Consultants/professionals	Trade Unions Employers' organization Migrants/refugees representatives and networks International umbrella associations	NGOs involved in humanitarian aid/reception/integration
National	<ul style="list-style-type: none"> • Immigration office of the Department of Home Affairs • CGRS • FEDASIL 	State secretary of Asylum and Migration		Interfederal Centre for Equal Opportunities and Opposition to Racism (UNIA)	NGOs involved in humanitarian aid/reception/integration
Regional	Agentschap Binnenlands Bestuur	Flemish minister of internal policy, integration, housing, equal opportunities and poverty reduction	University of Antwerp, CEMIS Solentra unit of the psychiatric division of UZ Brussel		Vluchtelingenwerk Vlaanderen
Local (Antwerp)	Municipalities' Public Centres for Social Welfare	Deputy in charge of social welfare Deputy in charge of housing	University of Antwerp, CEMIS Vormingsplus Antwerp Atlas Solentra local unit Antwerp		NGOs involved in humanitarian aid/reception/integration Local committees (citizens' or other types of committees)

Annex III Network analysis

Table 7: Actors classification: The actors involved in the specific intervention under analysis

Levels	Bureaucrats* ³⁸	Politicians*	Experts*	Special interest*	Diffused interest*
International	UIA				
National					
Regional			Solentra (Solidarity and Trauma) - unit of the psychiatric decision of UZ Brussel		
Local	City of Antwerp, Welfare Department	City of Antwerp Deputy in charge of welfare	University of Antwerp - CEMIS	JES - 'urban lab' for children and youngsters in Antwerp, Ghent and Brussels Vormingplus Volkshogeschool Antwerpen Atlas - integration and assimilation ngo Solentra (Solidarity and Trauma) - unit of the psychiatric decision of UZ Brussel	

³⁸ * Bureaucratic actors are those actors that base the legitimacy of their intervention in the policy process on the claim that formal rules and procedures confer them a specific responsibility in the process; Political actors are those actors that base the legitimacy of their intervention on the fact of representing citizens as they enjoy citizens' consensus; experts are those actors that base the legitimacy of their intervention in the policy process on the claim of having the knowledge needed in order to solve the problem; special interest actors (grey nodes) are those actors that base the legitimacy of their intervention on the fact that they are directly affected by the policy decision, meaning that they will try to maximize the benefit/cost ratio from their specific point of view; general interests actors (pink nodes) are those actors that base the legitimacy of their intervention in the policy process on the fact that the interests they represent are general (e.g. NGOs, etc) and on the fact that they represent groups that cannot defend their interests by themselves.

Table 8: Mapping the actors and the roles

Actors (please specify the name of the actor as in the previous table)	Role in the network								
	Setting the legal framework	Political responsible	Technical responsible	Financing	Programming the intervention	Coordinator in the implementation phase	Policy implementer	Monitoring and data collection	Actors mobilizing relevant resources (legal, political, knowledge, human resources)
European Institutions (specify): UIA				80%					
International organisations (specify)									
National public institutions (specify)									
Regional institutions (specify): Solentra (UZ Brussel)							X		
Regional Agencies (specify)									
Other regional public institutions									
Municipalities (specify): City of Antwerp	X	X	X	20% co-financing own cost	X	X	X		X
Provinces (specify)									
Local agencies (specify): JES Vormingplus Atlas Solentra			X	20% co-financing own cost	X	X	X		X
Other peripheral public institutions (specify)									
Universities (specify) CEMIS								X	
Research centres (specify)									
Technical agencies (specify)									
Consultants/professionals (specify)									

Actors (please specify the name of the actor as in the previous table)	Role in the network								
	Setting the legal framework	Political responsible	Technical responsible	Financing	Programming the intervention	Coordinator in the implementation phase	Policy implementer	Monitoring and data collection	Actors mobilizing relevant resources (legal, political, knowledge, human resources)
European MPs(specify)									
National MPS (specify)									
Regional politicians (specify)									
Mayors									
Police or other law enforcement									
Other local politicians/political parties (specify) (Deputy of welfare) Antwerp		X							
International/national/regional/local Trade Unions (specify)									
International/National/regional/local employers' organizations (specify)									
International/National/regional/local NGOs / Associations(in various fields) (specify)									
Local committees (citizens' or other types of committees) (specify)									
International/national/Local migrants' associations(specify)									
Other actors									

Table 9: Relationship matrix - PROGRAMMING PHASE (please specify actors previously listed)












	UIA	City of Antwerp	JES	Vormingplus	Atlas	Solentra	CEMIS	Actor 8	...	Actor N
UIA		X								
City of Antwerp										
Actor 3										
Actor 4										
Actor 5										
Actor 6										
Actor 7										
Actor 8										
...)										
Actor N										

Table 10: Relationship matrix - IMPLEMENTATION PHASE (Please specify actors previously listed)

	UIA	City of Antwerp	JES	Vormingplus	Atlas	Solentra	CEMIS	Actor 8	...	Actor N
UIA										
City of Antwerp			X	X	X	X	X			
JES				X	X	X	X			
Vormingplus					X	X	X			
Atlas						X	X			
Solentra							X			
CEMIS										
Actor 8										
...)										
Actor N										

Flanders – BE

Figure 9: Graph Labels

Type of actor (Colour)	Central or secondary actor based on betweenness (Dimension)	Territorial (Shape)
<ul style="list-style-type: none">  Bureaucrats  Politicians  Experts  Special Interest  Diffused interest 	<ul style="list-style-type: none">  Central actor  Secondary actor <p>In each graph all the actors involved in the programming or implementation phase of the project/policy are represented, even if isolated (usually top left) in one of the phases</p>	<ul style="list-style-type: none">  International  National  Regional  Local

The following infographic summarizes the actors and their roles in the project/policy. The biggest characters represent central actors in that role/function while the smallest ones have a secondary role. Then, graphs representing relations among actors in the programming and the implementation phases are shown.

At the start of the programming phase, the complexity of the network of actors is quite limited, being composed of the European Urban Innovative Actions Initiative (UIA) who launched a call on the topic, and City of Antwerp (Welfare department) under the authority of the City of Antwerp Deputy in Charge of Welfare who initiated the project. During the implementation phase, the network was enlarged with local experts and local special interest actors: JES urban lab for children and youth Antwerp division, Vormingplus regio Antwerpen, Atlas integratie & inburgering Antwerpen, Solentra hospital Solidarity and Trauma Antwerp unit, and University of Antwerp Centre for Migration and Intercultural Studies (CEMIS). All these local actors became core partners by the end of the programming phase when the proposal was submitted. During the implementation phase, CEMIS is in charge of evaluating the implementation by the core partners.

Figure 10: Actors and Roles










Roles	Actors
Setting Legal Framework 	City of Antwerp Welfare Department, City of Antwerp Deputy in charge of welfare
Political Responsibility 	City of Antwerp Welfare Department, City of Antwerp Deputy in charge of welfare
Technical Responsibility 	City of Antwerp Welfare Department, Solentra, Vormingplus, Atlas, UA-CEMIS, JES
Financing 	UIA, City of Antwerp Deputy in charge of welfare, Solentra, Vormingplus, Atlas, JES
Programming the Intervention 	City of Antwerp Welfare Department, Solentra, Vormingplus, Atlas, JES
Coordinator in the implementation 	City of Antwerp Welfare Department
Policy implementer 	City of Antwerp Welfare Department, Solentra, Vormingplus, Atlas, JES
Monitoring and data 	UA-CEMIS
Resources mobilization 	City of Antwerp Deputy in charge of welfare, City of Antwerp Welfare Department, Solentra, Vormingplus, Atlas, JES, UA-CEMIS

Figure 11: Programming Phase

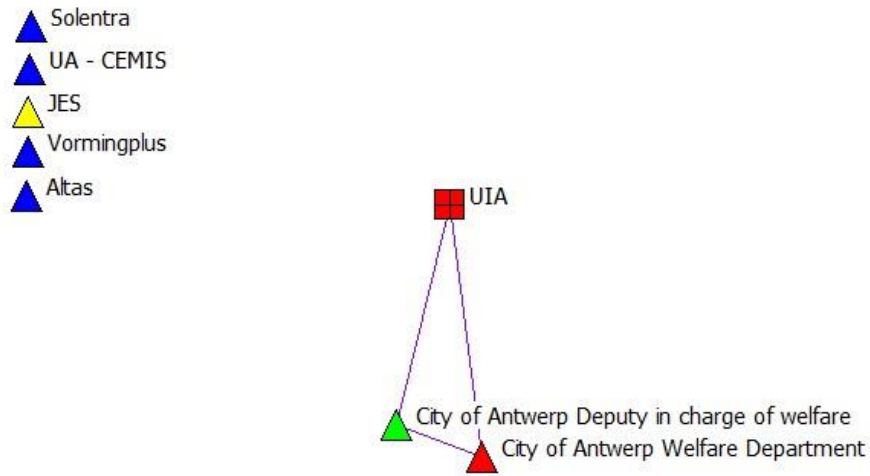
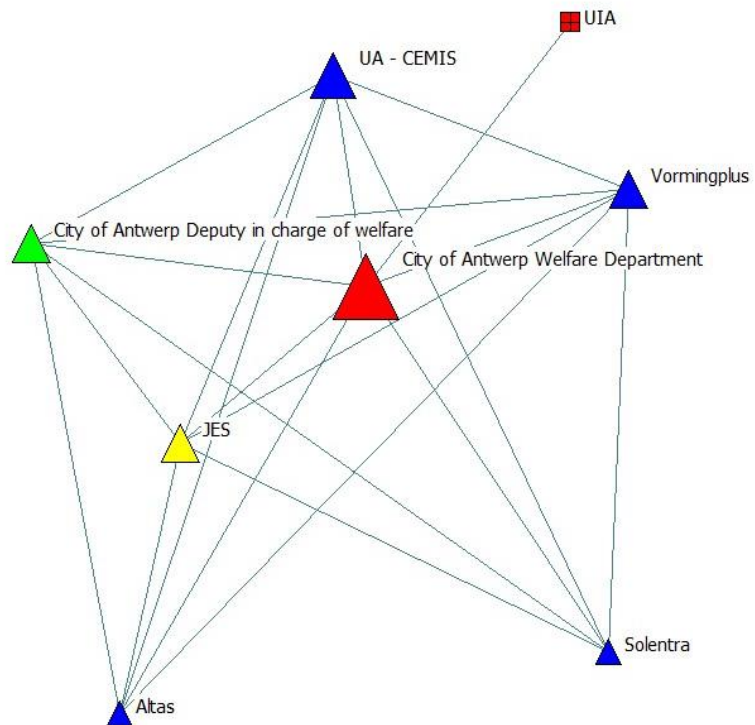
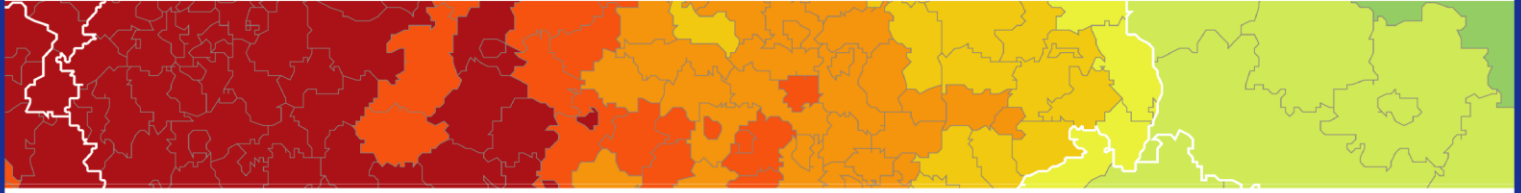


Figure 12: Implementation Phase





ESPON 2020 – More information

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