

IFHP

International
Federation for
Housing and
Planning

Housing Refugees Report

Part of the IFHP Refugee Housing Programme



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Foreword

In light of the developing migration situation in Europe in 2015, the IFHP has brought the urgent topic of refugee housing to the forefront of its operational activities. Several of our European members have also pointed out that we need to cooperate and talk about this issue.

The housing of refugees is one of the most urgent issues facing Europe as increasing flows of people from the Middle East, North and Central African conflict areas arrive at the EU's borders. Not since the Second World War has Europe witnessed such vast flows of migrants. Accommodating such flows of people in both temporary and permanent housing is a major challenge in the EU. With many countries under pressure to provide social and affordable housing for their own populations and varying national measures and perspectives on how to provide adequate housing for refugees, the European response is to date somewhat fragmented.

As an international professional community within housing and planning, the International Federation of Housing and Planning (IFHP) will assess the status quo of refugee housing strategies; bring an experienced membership network to contribute knowledge and expertise to activities ensuring a better urban habitat for refugee and resident populations.

Our aim is to assess the current refugees housing situation and to identify the challenges and solutions for the permanent and adequate housing of refugees in the EU. As an international professional community within housing and planning we believe that unbiased and politically detached perspectives are needed to render recommendations that better match the realities of the current situation.

With an intense effort and short deadlines we have developed this programme of activities by investigating and sharing experience across borders. This is the first step: A status report which indicates how policies and procedures in 10 European nations are designed and function. The report is based on responses from the IFHP Community and as such is not an official scientific study.

Thanks to Huibert Haccou from The Netherlands, who as IFHP Council member is deeply engaged in making this happen.

Thanks to the European IFHP Council members and IFHP Community who with short deadlines responded to the questionnaire and to the several members whom on short notice will attend the Lab in Deventer October 19-20th 2015.

At IFHP we hope to keep this conversation going, not only in Europe, but across the world where refugees and migrants seek housing only to make the hope for a better and more safe life come true.



Anette Galskjøt, IFHP CEO

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The IFHP Refugee Housing Programme

Step 1: Refugee Housing Policy Status Report

Through the engagement of the IFHP's Community this 'Status Report' will collate relevant housing policy information from EU countries, giving a situational overview, key housing policy and practice knowledge and best case examples.

Step 2: Refugee Housing Lab, Deventer October 2015

Based on knowledge gathered by the status report experts and stakeholders will develop housing policy recommendations to improve the provision of adequate, permanent housing for refugees. Local, regional and European level policy will be considered.

Step 3: ISOCARP 51st Congress Rotterdam October 2015

Housing policy recommendations will be presented, discussed and improved upon.

Step 4: IFHP Summit, Berlin November 2015

Housing policy recommendations will be presented to the IFHP members for discussion and debate.

Meanwhile we intend to fundraise for activities to keep the focus on refugee/migrants housing and integration to create social cohesive cities in 2016. Upon the results of the Refugee Housing Programme, a working group of experts will be established with the responsibility to develop further activities.

Migrants and Refugees – Establishing the Facts

The term refugee is often blurred with that of migrants. As UNHCR wrote August 27, 2015:

"With almost 60 million people forcibly displaced globally and boat crossings of the Mediterranean in the headlines almost daily, it is becoming increasingly common to see the terms 'refugee' and 'migrant' being used interchangeably in media and public discourse." (<http://www.unhcr.org/55df0e556.html>)

There is a difference, and it does matter. The two terms have distinct and different meanings, and confusing them, leads to problems for both populations. According to UNHCR the definitions are:

Migrants (Economic): Persons who leave their countries of origin purely for economic reasons not in any way related to the refugee definition, or in order to seek material improvements in their livelihood. Economic migrants do not fall within the criteria for refugee status and are therefore not entitled to benefit from international protection as refugees.

Refugee: A person fleeing armed conflict or persecution. There were 19.5 million of them worldwide at the end of 2014. Their situation is often so perilous and intolerable that they cross national borders to seek safety in nearby countries, and thus become internationally recognized as "refugees" with access to assistance from States, UNHCR, and other organizations. They are so recognized precisely because it is too dangerous for them to return home, and they need sanctuary elsewhere. These are people for whom denial of asylum has potentially deadly consequences. Refugees are defined and protected by international law. The 1951 Refugee Convention and its 1967 Protocol as well as other legal texts, such as the 1969 OAU Refugee Convention, remain the cornerstone of modern refugee protection. One of the most fundamental principles laid down by international law is that refugees should not be expelled or returned to situations where their life and freedom would be under threat.

(UNHCR (2006). Master Glossary of Terms, Status Determination and Protection Information Section. See Annex 1.)

The large numbers of people arriving by boats in Greece, Italy and elsewhere include therefore both migrants and refugees. The majority of people arriving are from countries mired in war or which otherwise are considered to be 'refugee-producing' and for whom international protection is needed. However, a smaller proportion is from elsewhere, and for many of these individuals, the term 'migrant' would be appropriate.

This report will focus on refugees as described above.

Global Refugee Overview

According to the UNHCR official figures in 2014 there were a total of 19.5 million refugees globally. This equates to a global refugee population just greater than the Netherlands! 51% of global refugees are aged under 18 years old and primarily originate from Syria, Afghanistan and Somalia.

Turkey, Pakistan and Lebanon host the most refugees of all countries, with Lebanon hosting 232 refugees per 1000 population (in comparison Sweden hosts 15 per 1000 population). 86% of the world's refugees remain in their local regions, staying in neighbouring countries of the country they have fled.

The International Organization for Migration (<http://www.iom.int/>) will publish updated figures end of October.

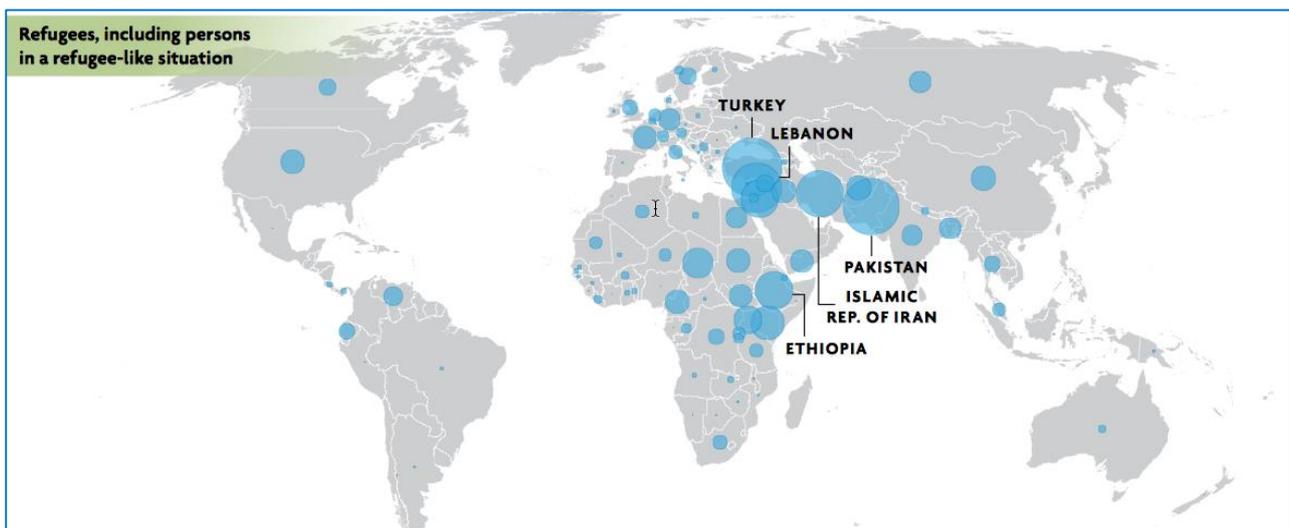


Figure 1 Refugee Overview, UNHCR 2014

European Refugee Overview

By October 2015 more than half a million migrants have arrived alone by sea to EU borders.

The EU is understandably an attractive prospect for people seeking asylum from conflict in Africa and the Middle East and although their travels to reach Europe are extremely dangerous the flow of migrants is increasing month by month. Nearly all migrants reach the EU's eastern and southern borders before travelling (illegally) north and west to countries with more receptive prospects.

By June 2015 and according to The European Commission, 213,200 asylum applications were submitted within the EU. This is an 85% increase compared to the same period in 2014, a record year in its own right with 626,000 asylum applications. There is little doubt that 2015 will trump the numbers from 2014 and recent expectations.

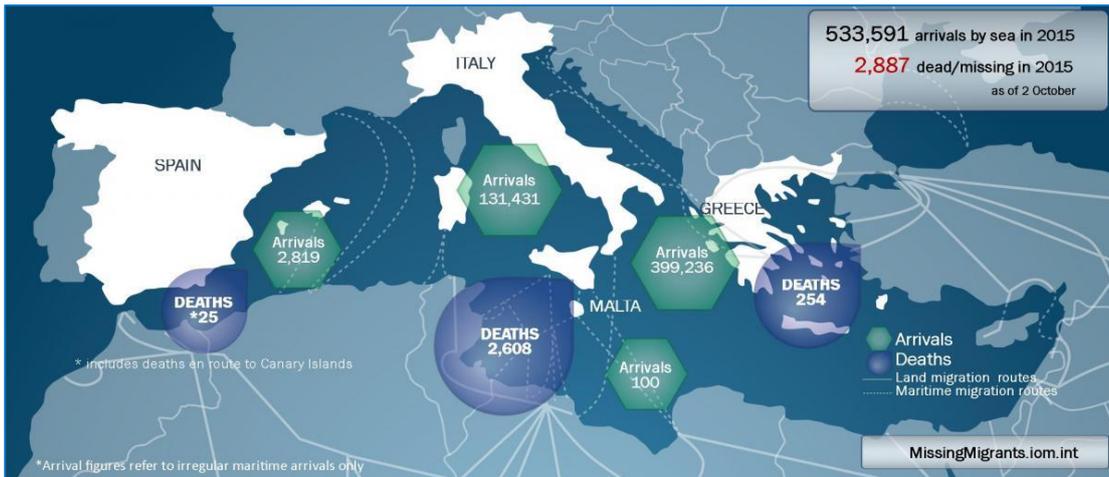


Figure 2 Migrants Overview, IOM 2015.

Check out the timeline covering the key developments regarding migration and refugees in Europe from 1880 to the present situation, Annex 2.

Refugee Housing in the EU

With such vast and increasing numbers of refugees within the EU, member countries are being challenged to find appropriate housing on both a temporary and permanent basis.

In this programme we focus on the challenges and solutions concerned with *permanent housing for refugees that are granted asylum*. Experiences from when Europe last dealt with such a similar and intense situation (namely refugees fleeing conflicts in Ex-Yugoslavia in the 1990's) can be held in close regard. A greater consciousness towards combining housing and integration processes are a result of such previous situations. On a temporary basis this means that many European countries are trying their best to avoid temporary refugee housing transitioning into permanent dwellings. Camps, dormitories, schools and disused factories will hopefully only be used for a limited period to accommodate the initial massive flows of migrants. Subsequent permanent housing solutions must be conceived to avoid 'permanent temporality' situations that many past migrants have and still do experience.

On a permanent basis EU countries are divided by the absence of a holistic European housing policy and differing national and regional policy and resources. Many EU member states face a housing shortage, especially within the social and affordable sectors of the housing market. Refugees face multiple obstacles in gaining access to adequate housing across the EU. Among the many common challenges are the lower housing and social support subsidies, complex allocation processes and the chance of being stigmatized by the private rental housing sector. Further considerations of the avoidance of ghetto creation and the provision of job opportunities close to housing contribute to the complexity of the housing challenge at hand.

Of the many challenges to be dealt with, three are prominent across Europe in connection with the present flows of migrants:

- Housing Policy & Affordable Housing Allocation; Concentration or diffusion?**
 High competition for affordable housing is amplified by domestic housing policy, an affordable housing unit shortage and varied housing allocation process and practices.

- Is concentration of refugees with similar backgrounds to be favoured or is the opposite like diffusion of refugees the most rewarding option for integration in the hosting country?
- **Zoning & Planning Regulation**
In many European countries rigid regulation limits the reuse of existing spaces for housing, for example the conversion of vacant office space, schools and industrial facilities to support temporary housing.
 - What regulation of zoning rules and social security domains are to be carried out to increase the refugee absorption capacity of cities?
- **Housing & Integration**
Housing and integration are often conceived under separate authorities. Housing as infrastructure is just one part of the equation. Social considerations such as proximity to family, employment opportunities, schooling and community interaction are integral for permanent refugee housing to become not just a place to live but a home.
 - What educational programmes are to be developed and what measures must be taken to create work and increase the capacity of the refugee population?

Permanent refugee housing is not separate from that of domestic affordable housing provision. It can be seen as an opportunity to establish additional and varied housing options for all, promoting social cohesion and integration beyond traditional 'us & them' constraints.

In short, the challenges of providing permanent housing for refugee populations go beyond issues of infrastructure towards a multifaceted task that requires socially conscious, economically viable and out of the box thinking. Increasingly flexible zoning and planning regulations and housing authorities engaging in interdisciplinary process could be steps towards improved refugee housing provision.

Refugee Housing Analysis & Key Findings

Access to housing facilities is both a basic need and a key feature of successful and positive refugee integration. The provision of housing for refugees is perhaps one of the most crucial aspects in how organisations and service providers working with refugees can also structure national/local integration programmes. Many different actors are involved in the provision of housing programmes in Europe.

The following represents key findings from 10 European country questionnaires distributed by the IFHP.

National Level

Distribution of Refugees from Temporary to Permanent Housing

There are considerable differences in refugee accommodation provision among European Union countries. In some countries, municipalities yield shelter for refugees on the basis of a quota system or availability of housing – Austria, Denmark, Germany, The Netherlands and Sweden are examples of this. In other countries, refugees have to find their own accommodation in the private or public sector – Czech Republic, Poland and Portugal. In these cases there are normally centralized reception centres where the refugees are welcomed upon arrival and stay until finding their own place. In the case of Spain and France there are several reception centres and temporary reception facilities spread across the country to host refugees and asylum seekers.

National Housing shortages

European countries express a shortage of housing in general, a shortage of available housing for rent and a shortage of affordable housing units as a prominent challenge regarding refugee accommodation.

The Czech Republic, Denmark, The Netherlands, Poland and Sweden report the shortage of general housing stock as a central problematic. In the case of Poland this refers to the fact that the housing stock is strongly dominated by the private sector leaving a small portion of the market for renting. Other European countries refer to the lack of affordable housing units as prohibitive to refugees finding adequate long term accommodation. Due to the high occupancy rates of temporary accommodation, typically reception centres and emergency shelters, countries such as Austria, Germany and France offer shelter in tents, camping's sites, churches, hostels, hotels, etc. as a temporary solution.

An increasing shortage of social and affordable housing means that many authorities source housing for refugees from private landlords. This encompasses the risk of increasingly high housing costs for refugees that are often defined as very low income residents. Subsequently municipalities, NGOs and other refugee organizations commonly act as a liaison between landlords and refugees, as a means to find suitable housing solutions. Refugees often have few choices but to rely on charitable institutions, NGOs and private citizens to find accommodation.

In addition the limited social benefits given to refugees are also reported as a challenge both for finding housing and also in the ability to support themselves in the longer term. This is reported by Denmark, Portugal and Sweden.

Municipal Level

Housing Allocation

At the local/municipal level there are diverse ways to receive and accommodate refugees. Countries like Austria, Czech Republic and Denmark, report that each municipality decides on where and how refugees are accommodated, so there is a diverse picture across the countries, since every municipality allocates housing according to its own resources and housing regulation. Spain is currently leveraging existing empty flats from public and private social housing, left by the housing boom (2000-2006), to accommodate refugees. With a completely different perspective and due to the lack of accommodation space, in Berlin (Germany), the municipality will not commit additional funding for special refugee housing programmes; instead it will triple the budget for new housing developments by 2017.

Integration

The location of housing within a city or municipality can have significant impacts on local integration capacity. Often affordable housing options are based within areas of significant low cost or social housing units. Social services are under pressure to help integrate refugees within the resident population with failure to do so in some cases leading to the formation of ghettos. Sweden refers that the "rent" cost of an apartment decides in which area a refugee will afford to live due to the limited subsidies they receive from the State. Portugal reports that refugees tend to overstay in the reception centres because they too cannot afford to live independently within private accommodation. This leads to a bottleneck of refugees whom remain in the reception system limiting integration into the local society.

Reductions in social welfare can restrict refugee's abilities to pay for housing in the longer term, which can accentuate segregation problems in the future. For example, in The Netherlands, the distribution model is centred on a fair distribution of refugees based on the number of inhabitants already living in a given municipality. In this sense segregation problems can better be avoid as refugees are more evenly integrated into local communities. Many municipalities involve local actors (housing corporations, NGOs, local churches, and other organizations) in planning and finding suitable locations and solutions for housing refugees. This is conducted on a voluntary basis.

An additional observation is that affordable housing is generally more readily available in smaller municipalities, which sometimes can be distant from the main attractive urban centres, and for those wishing to access training and/or education or with a specific set of working skills, being placed in more isolated areas can encompass a barrier for integration. Despite this, smaller communities can however, due to their more easily accessible local communities and networks, offer refugees a softer integration process and at the same time profit from their knowledge and skills.

Civil Society Housing Opportunities

Despite the encountered challenges there is a general will, across the different countries, in finding new alternatives and solutions to house refugees. At the local level civil society driven movements are becoming more and more common and the role of different stakeholders in this process (housing corporations, NGOs, humanitarian and refugees' organizations, local communities, etc.) has been a major asset to assist refugee housing options in Europe.

Check out updates on **the IFHP Refugee Housing Programme** online: <http://www.ifhp.org/event/housing-refugees>

ANNEX 1

Glossary of terms¹

Asylum: The grant, by a State, of protection on its territory to persons from another State who are fleeing persecution or serious danger. Asylum encompasses a variety of elements, including non-refoulement, permission to remain on the territory of the asylum country, and humane standards of treatment.

Asylum-Seeker: An asylum-seeker is an individual who is seeking international protection. In countries with individualized procedures, an asylum-seeker is someone whose claim has not yet been finally decided on by the country in which he or she has submitted it. Not every asylum-seeker will ultimately be recognized as a refugee, but every refugee is initially an asylum-seeker.

Internal Displacement: Involuntary movement of people inside their own country. This movement may be due to a variety of causes, including natural or human-made disasters, armed conflict, or situations of generalized violence.

Internally Displaced Persons (IDPs): Those persons forced or obliged to flee from their homes, "...in particular as a result of or in order to avoid the effects of armed conflicts, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border".

Involuntarily Relocated Persons (IRPs): Persons, who are forced to relocate to the country of their citizenship as a result of circumstances threatening their lives such as armed conflict, internal disorder, inter-ethnic tension or systematic violations of human rights and who are in need of assistance to resettle in their countries of citizenship.

Irregular Movement of Refugees: The phenomenon of refugees or asylum-seekers moving illegally from a first country of asylum, in order to seek asylum or permanent settlement in another country.

Mandate Refugees: Persons who are recognized as refugees by UNHCR acting under the authority of its Statute and relevant UN General Assembly resolutions. Mandate status is especially significant in States that are not parties to the 1951 Convention or its 1967 Protocol.

Migrants (Economic): Persons who leave their countries of origin purely for economic reasons not in any way related to the refugee definition, or in order to seek material improvements in their livelihood. Economic migrants do not fall within the criteria for refugee status and are therefore not entitled to benefit from international protection as refugees.

Refugee: A person who meets the eligibility criteria under the applicable refugee definition, as provided for in international or regional refugee instruments, under UNHCR's mandate, and/or in national legislation.

Statutory Refugees: Persons considered to be refugees under the provisions of the international instruments that were in force before the 1951 Refugee Convention.

¹ UNHCR (2006). Master Glossary of Terms, Status Determination and Protection Information Section. Division of International Protection Services, United Nations High Commissioner for Refugees CP 2500, CH – 1211 Geneva 2, Switzerland. June, 2006.

ANNEX 2 Timeline – Key developments regarding Migration and Refugees in Europe

19 th Century	Free migration movements and open frontiers, mainly economic migrants, few political refugees				
	1880-1914	Massive immigrants waves to the USA – economic and demographic forces			
20 th century	First World War 1914-1918	Crucial turning point – Political mass migration – refugees, displaced persons, asylum seekers			
	1921	1 st major refugee crisis – 1M Russians fled Bolshevic Revolution Creation of a refugee regime: <ul style="list-style-type: none"> • Establishment of the office of the League of Nations High Commission for Refugees • Introduction of the Nansen Passport 			
	1923	2 nd refugee movement – attempt of ethnic homogenization in the Balkan; Greece risks collapsing under refugee burden			
	1926	3 rd major refugee crisis – Jews and Armenians became a “stateless victim group” - 9,5M Europeans considered Refugees			
	1928	Arrangement on Russian and Armenian Refugees			
	1933	Convention relating to the International Status of Refugees (non-applicable for people fleeing Nazi persecution from 1933 onwards). First attempt to create a legal framework for refugees. Introduction of the rule of non-refoulement.			
	1933-1939	Mainly political refugees – until the outbreak of the Second World War refugees are mainly members of anti-Nazi resistance Jewish refugees – definition of Jews as a race and as non-Germans Founding of the Intergovernmental Committee on Refugees 1938 mass exodus from Germany made neighbouring countries close their borders; 1938 – Convention Concerning the Status of Refugees Coming from Germany; Evian Conference – the attempt to provide asylum for more Jewish refugees failed			
	Second World War 1939 - 1945	6M European Jews were exterminated and millions of civilians were forced into concentration camps, subjected to medical experiments, starved, brutalized and murdered. Large part of Europe’s population is displaced as a result of the war.			
	1950’s – 1970’s Post War Economic Migration	Main refugee and migration protection instruments	1945	Creation of the United Nations – new body of human rights and refugee law	
			1946	International Refugee Organization is created	
			1948	Convention on the Prevention and Punishment of the Crime of Genocide; Universal Declaration of Human Rights is adopted (reinforced the principle of the rights of individual across borders)	
			1950	Establishment of the Office of the United Nations High Commissioner for refugees (UNHCR); European Convention on Human Rights (ECHR)	
			1951	Geneva Convention* Relating to the Status of Refugees – establishes the principle of asylum	
		73/74 Big shift in Europe Migration policy caused by oil shock and recession	Central Human Rights Instruments	1953	Creation of the European Commission on Human Rights and the European Court of Human Rights
				1965	UN International Convention on the Elimination of all Forms of Racial Discrimination (adopted in 1969)
1966				UN International Covenant on Civil and Political Rights and the UN International Covenant on economic, Social and Cultural Rights are adopted	
1967				A Protocol to the Refugee Convention* is adopted extending protection to all refugees, whatever the date they were forced to leave their countries	
1975				Final Act on the Helsinki Conference on Security and Cooperation in Europe (CSCE)	
1980’s – 1990’s Development of a New migration regime in the EU	Asylum seeking becomes the principal way to enter Western Europe –	1976	International Covenant on Civil and Political Rights and the International Covenant on economic, Social and Cultural Rights are enter into force		
		1979	UN Convention on the Elimination of All Forms of Discrimination Against Women and the UN Convention on the Rights of the Child		
		1985	Schengen Agreement – end of border controls and free movement inside Europe		
		1990	The Dublin Convention; The Convention for the Protection of all Migrant Workers is adopted		
		1992	The Treaty on European Union (Maastricht) directs Justice and Home Affairs Ministers to establish a framework for a Europe-wide asylum policy;		

*International Refugee Law: The body of customary international law and international instruments that establishes standards for refugee protection. The cornerstone of refugee law is the 1951 Convention and its 1967 Protocol relating to the Status of Refugees.

	including Post-Socialist European Countries	refugee and asylum seeking reaches high levels; Yugoslav Wars - 1991 to 2001 inside the territory of the former Yugoslavia create 4M displaced persons		A model "readmission agreement" is adopted in Brussels which EU member states can conclude with non-member countries making it possible to send asylum seekers back to countries they had transited en route to EU territory
			1993	Asylum compromise in Germany
			1997	Amsterdam Treaty; High Level Working Group on Asylum and Migration
			1998	The Strategic Committee on Immigration, Frontiers and Asylum (SCIFA)
			1999	Sep 1999 Creation of the centre of Sangatte (France, Pas-de-Calais). This camp will serve as a point of passage for people in exile, first Kosovans, then Kurds, Iraqis, Afghans, etc.; Summit in Tampere: The EU declared its intention to establish a Common European Asylum System based on the full and inclusive application of the Geneva Convention. The five-year agenda from 1999 to 2004 called the 'Tampere programme': the first set of legally-binding EU-level agreements on asylum; temporary protection for persons displaced by conflicts, a common understanding of refugee status and subsidiary protection, minimum procedural guarantees, minimum conditions for the reception of asylum seekers and a regulation on deciding which Member State is responsible for assessing which asylum claim.
21 st Century	2000's - Today	Downturn of asylum migration and rise of irregular migration due to harmonized refugee regime, becomes increasingly difficult to seek asylum in Europe due to the externalisation of the asylum process; shift of European governments migration policies due to the stagnant and declining population and shortage of highly skilled workers;	2001	Treaty of Nice: The Intergovernmental Conference faced the main challenge of setting the bases of a Union enlarged towards the East. The EU has agreed on a Charter of Fundamental Rights, which includes a right to asylum.
			2002	European Union Network for asylum practitioners (EURASIL) and the Centre of Information, Discussion and Exchange on the Crossing of Frontiers and Immigration (CIREIF) has as its objective to assist the Member States in studying legal and illegal immigration, preventing illegal migration and facilitator networks, in better detecting forged documents and improving expulsion practices.
			2003	Green Paper "Deportation" of the Commission on a community return policy for illegal residents suggested joint procedures and mutual official assistance in the area of deportation; First European Automated Fingerprint Identification System (AFIS) is called EURODAC to register the fingerprints of asylum seekers and certain categories of illegal immigrants arriving in any of the participating countries. Dublin II Regulation - only the first country reached by an asylum seeker will be responsible for processing an application
			2004	Harmonization of EU asylum and migration policies – The Hague Programme;
			2006	First UN High Level Dialogue on Migration and Development
			2007	First Global Forum on Migration and Development; Green Paper: Future common European asylum system - defined in the Tampere and The Hague Programme, to harmonize the Member States' legal frameworks on the basis of common minimum standards and to achieve both a higher common standard of protection and greater equality in protection across the EU and to ensure a higher degree of solidarity between EU Member States. European Migration Network (ENM) to collect, analyse and disseminate objective, reliable and comparable information on migration and asylum. Framework programme on solidarity and management of migration flows for the period 2007-2013 to improve management of migratory flows at the level of the European Union and to strengthen solidarity between Member States. as part of the General Programme "Solidarity and Management of Migration Flows": <ul style="list-style-type: none"> External Borders Fund (2007-2013), an External Borders, with resources totalling 1820 million European Refugee Fund (2008-2013): This decision establishes a European Refugee Fund of 628 million for the period 2008-2013. Return Fund (2008-2013): This decision establishes, as part of the General Programme "Solidarity and Management of Migration Flows", a Return Fund for the period 2007-2013 with resources totalling 676 million. Integration Fund (2007-2013): This decision establishes a European Integration Fund of 825 million for the period 2007-2013
			2008	European Pact on Immigration and Asylum provides non-legally binding guidelines for future EU immigration policy, asylum and border management, gives priority to national competence over that of the EU in the area of immigration and asylum. The focus is now on re-directing migration policy towards economic (largely skilled) immigration. The objective is to make the EU more attractive to highly qualified workers and further facilitate the reception of students and researchers and their movement within the EU.
			2010	Stockholm Programme is the follow-up programme of the The Hague Programme covering the years 2010 – 2014 with the aim to address future challenges in the field of justice and home affairs. In the area of migration and asylum policies: <ul style="list-style-type: none"> Promoting a common European citizenship within an area of freedom, security and justice in which fundamental rights and freedoms are protected Creating a Europe of responsibility, solidarity and partnership in migration and asylum matters on the grounds of the European Pact on Immigration and Asylum Finalizing a common European asylum system by 2012 Organizing the access to Europe in a more effective and efficient way for businessmen, tourists, students, scientists, workers as well as persons in need of international protection; on the other hand, the EU stresses the importance of the security factor, which should not be endangered by this facilitated access

		2011	Begins the Syrian crisis; Around 5,000 people land in Lampedusa, arriving from Tunisia 4 weeks after the fall of dictator Ben Ali. The Italian authorities start by refusing to open the reception centre, closed since 1999. Migrants are sent to Sicily and the mainland; Widespread popular revolt in Libya; Extraordinary meeting of the European Council on the situation in the Mediterranean
		2012	UNHCR urges EU states to uphold their asylum principles by ensuring access to their territory, to asylum procedures and harmonizing approaches on granting asylum; Syria neighbouring countries host half million Syrian refugees; UNHCR and partners launches Regional Response Plan for Syrian refugees
		2013	The biggest aid appeal in history (4,4B US\$) is announced by UN Humanitarian agencies on behalf of dozens of aid organizations; Increasingly number of Syrian refugees (2M in September) and 4.25 displaced persons; EU's justice and interior ministers convene a "Mediterranean Taskforce"
		2014	The Operation Mare Nostrum comes to an end; Joint Operation Triton, coordinated by Frontex, commences border protection/search and rescue missions in the central Mediterranean; The European Parliament adopts a resolution on the situation of the Mediterranean and the need for a holistic approach to migration.
		2015	The EC adopts European Agenda on Migration, an ambitious and comprehensive plan to manage migration to Europe in the immediate and long terms; EC release an EU Action Plan against migrant smuggling (2015 – 2020); UNHCR issues guidelines for coping with Europe's refugee crisis; Politicians and Governments across Europe are divided.

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ANNEX 3 IFHP Questionnaire Summary

ANNEX 3 Country	National Level Policy key-points	Housing distribution	Organizations/institutions in charge
Austria	No formal policy; no formal national coordination entity on housing refugees. Immigration is domain of the Ministry of the Interior. Each federal state has its own jurisdiction.	All states have to host refugees with a distribution key; diverse nature and depending on each municipality	Ministry of Interior – responsible by immigrants and refugees Municipalities/communities - responsible for housing the refugees
Czech Republic	Asylum is granted upon request (approx. 100/year) two main waves of refugees were accommodated in the 90's and 00's. No formal policy on housing.	No policy on distribution. Public and voluntary services and organizations.	Ministry of the Interior; OPU (Organization to aid refugees)
Denmark	Refugee status - quick integration into local communities. Asylum seekers - provide safety and dignified daily lives in the asylum centres (decided by the immigration service), while waiting for approval of the Immigration Service. Refugees' quota system among municipalities.	Asylum centres spread across the country. It is the municipalities who decide if they want to open an asylum centre or not. The immigration services dictates to which municipality a refugee (with status) goes	Immigration Service – responsible for the asylum seekers in cooperation with Danish Red Cross and Municipalities, those normally are responsible for the asylum centres. The refugees are responsibility of the municipalities.
France	Asylum seekers must be offered places in reception centres or temporary homes (CADA and ATSA) both financed by the state and managed by specialized operators; the ministries of housing and interior presented plans to improve the hosting capacity for asylum, emergency shelter and resettlement of refugees, creation of new social housing facilities and accommodation places	Across the country; around 300 reception centres for asylum seekers. Metropolitan areas – 25,300 (+8000) places in CADA; 2800 places for temporary reception (AT-SA) + 4000 in the end of 2016; Throughout the territory 19600 places dedicated to asylum seekers (HUDA)	CADA –centres for asylum seekers; ATSA – temporary home asylum services. Both financed by the state and run by specialized operators, often associations
Germany	First 3 months refugees wait for registration at one place, after that they are moved to a hostel or their own apartment. In case on having a permit to stay, they can themselves, look for an apartment while a room at a hostel is at their disposal.	Admission quotas for each state based on tax revenues and population. Administrative buildings not in use; camps; refurbished public buildings; emergency accommodations (first time arriving to Germany)	LaGeSo (State Office for Health and Social Affairs) – department responsible for new accommodations; State controlled housing companies; Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety (financial support for housing); National and regional associations (ex. GdW national and BBU regional)
Netherlands	COA (Centre for the Accommodation of Asylum Seekers) is the coordinating institution – responsible for reception and accommodation in the period of asylum request. Then COA relocates the asylum seekers to reception facilities or municipal asylum accommodations, it also mediates the cases where asylum seekers that have been granted permits to stay are to be housed in municipalities (Housing Law, art.60). Asylum request are processed by National Naturalisation Department. COA arranges reception facilities throughout the country and negotiates about options with the municipalities, who in turn look for possibilities to house asylum seekers to the housing corporations that are active in their municipality.	No formal policy on distribution, it is dependent on the availability of spaces for asylum seekers. Based on a calculation model for the fair distribution of refugees according to the municipalities.	COA which is heavily dependent of the collaboration of the municipalities who are in turn dependent on the housing corporations and holiday resorts enterprises or other land owners (camping sites; fair grounds, etc.) Citizens and local church communities.
Poland	Governmental level the Office for Foreigners is the one responsible for the issue of refugees. At the administrative level but in each provincial office there is analogical Department for Foreigners.	Most of the refugees live in Warsaw. The biggest concentration is in the major urban centres.	Ocalenie (Salvation) Foundation (national level) - Integrative Housing Programme leader. In Gdansk the Centre for Immigrants Support is the most important organization.

	Approx. 80% of those asking for refugee status in Poland don't want to stay in Poland.		
Portugal	<p>Refugees are placed on a reception centre just outside of Lisbon, where they stay for a period of approximately six months. The centre accommodates both resettled refugees and asylum seekers. A recent increase in the number of asylum seekers, in addition to difficulties in finding move-on accommodation after the initial 6-month period, has stretched the capacity of the centre. The Institute of Social Security has begun a process of 'decentralisation' of reception, or distributing refugees from the reception centre across the territory - the aim is to distribute refugees over the territory, although the criteria for this distribution have not yet been outlined yet.</p> <p>The CPR is responsible for providing legal service and monitoring the reception and integration of refugees, accommodation and social support for refugees and asylum seekers.</p>	<p>After six months of centralised reception, resettled refugees moved to housing in municipalities. Although welfare benefits received by resettled refugees are higher than average, they remain fairly limited in relation to housing costs. Refugees subsequently tend to overstay in the reception centre, leading to bottlenecks in the reception system. Resettled refugees have mostly stayed in and around Lisbon after the reception.</p> <p>Social Security provides housing for the first months after the application for asylum.</p>	<p>Immigration and Borders Service (SEF) under the Ministry of the Interior, Directorate-General of Consular Affairs under the Ministry of Foreign Affairs, Institute of Social Security (ISS) and Institute for Employment and Vocational Training (IEFP) under the Ministry of Employment and Social Security, Ministry of Education, Ministry of Health, Youth Courts under the Ministry of Justice, Portuguese Refugee Council (CPR), Jesuit Refugee Service; Social Security; Santa Casa da Misericórdia.</p>
Spain	<p>The Ministerial Order of January 13, 1989 that regulates the reception centres for refugees and exiles; Resolution of 6 July, 1998, approving the basic statute of the CAR (immigration reception centres) and develops the Order 01/13/1989. Law 12/2009 from October 30, which incorporates the EU regulations for the right of asylum and subsidiary protection.</p>	<p>4 national immigration reception centres (CAR) - 2 in Madrid, 1 in Valencia and 1 in Sevilla; 2 centres for temporary stay (CETI), Ceuta and Melilla. Private centres from NGO's.</p>	<p>UNHCR, Red Cross, CEAR (Spanish commission for refugee aid), Caritas, ACCEM; Dianova; Ecosdosur and other NGO's.</p>
Sweden	<p>Asylum seekers: Find accommodation on their own (EBO) or stay in the Migration Agency accommodation (ABO) – apartments, dormitories or more temporary solutions. With residence permit: The Swedish Public Employment or the Migration Agency can help on finding housing. People living at the ABO are allowed to stay until one of these agencies find them a place in a municipality.</p>	<p>EBO system – 45% of the Asylum seekers – 15% living in the major cities ABO system – 65% - the majority of the accommodations are situated in smaller cities and determined by law of public procurements.</p> <p>Based on a calculation of a regional quota, where a number of newly arrived people is agreed with the municipalities of each region.</p>	<p>Swedish Public Employment Service; Swedish Migration Agency; Regional Administration Service; Municipalities</p>

Country	Local Level		
	Municipality Role	Housing distribution	Tools/Instruments/Frameworks/Facilities
Austria	Diverse according to each municipality; no formal line of conduct or fixed rules; no central information available	Tents; camps; hotels; churches; private houses; etc.	No clear picture
Czech Republic	Diverse according to each municipality;	General lack of housing stock, according to the support given	Housing driven by support of adequate housing
Denmark	Diverse according to each municipality; The overall responsibility is from the Immigration Service; in the case of a municipality running an asylum centre they are the ones responsible. For the refugees the Danish Integration Act relating to housing placement is followed.	Hotels, camping grounds; general lack of housing stock	Varies greatly from one municipality to the other; there are some state level regulations
France	Provide public buildings; offer emergency accommodation devices; provide perennial housing for asylum seekers who have acquired refugee status	Only public buildings, CADA responsibility; CADA Collective offering rooms in the same building and CADA Diffuse offering apartments across the cities	CADA; The refugees are accompanied by social workers
Germany	Highest priority is to accommodate refugees for a first period of time; No extra money for special housing refugees programs. In the case of Berlin the expenses for new building will be the triple by 2017.	No distribution model, it depends on where the areas for new buildings exist.	Buildings owned by the land are being refurbished for housing people; private citizens are asked for support.
Netherlands	All Dutch municipalities have to cooperate in housing refugees. By turn the municipalities turn to housing corporations and other actors to comply with the COA requests.	Based on a calculation model for the fair distribution of refugees according to the municipalities. Within the municipality the distribution is part of a negotiation with the housing corporations for a fair distribution amongst neighbourhoods (mainly social housing neighbourhoods).	Negotiation between the municipalities and other actors, mainly housing corporations.
Poland	Local government authorities are responsible for the implementation of public policies in the field of housing and other public services such as education, social services. There are no proven methods of implementation of the local migration policy.	Dependent on the rules for granting communal and social flats.	The first program under the urban migration program is being prepared by the city of Gdansk.
Portugal	So far the municipalities have not been involved in the process.	Municipalities are not formally involved in the decentralisation process.	--
Spain	Focused in finding new ways to offer accommodation and solutions to mass immigration	Existing empty flats from public and private social housing (left by the housing boom)	The local administrations are offering existing flats from social housing that are currently not in use
Sweden	The municipalities have the responsibility of providing asylum seekers with accommodation. If the family of a newly arrived person has been granted permit of residence and arrives to Sweden while this person still lives in ABO, the municipality is responsible to find the family a housing solution. In cases of quota refugees or people with special obstacles to enter the job market the municipality is forced by the Migration Agency to receive the newly arrived person.	Mainly public housing from the municipalities housing stock. The "rent" decides in which area newly arrived will afford to live in (limited subsidies for newly arrived people) – normally low rent apartments can be found in segregated areas where other newly arrived people already live (especially in cities).	Mainly public housing from the municipalities housing stock, but in some cases there is cooperation with private housing companies.

Country	Challenges	Solutions
Austria	Political discourse, the political parties don't want to take a formal position	Mainly focused on emergency accommodation of refugees passing through; distributed to different refugee camps
Czech Republic	Lack of housing units on the market; no specific legal barriers for refugees with residence rights. Mainly a country of transit. Law requires checking every illegal immigrant and sending him back to the country from where it entered CR. Only a minimum percentage asks for asylum.	Some innovative solutions mostly at the local level; NGOs and local catholic parishes that offer housing (dozens of people only)
Denmark	Lack of housing stock; no general regulations/guidelines for the municipalities to follow (diversity of strategies among municipalities); lack of financial and personal resources; political will. The municipalities have very short time to find housing solutions for the refugees - the refugee normally ends up in inadequate temporary housing (hotels, student apartments, camping grounds) often from 6 months to 1 year. The government also reduced the refugees' social benefits making impossible for a refugee to pay a rent in case of not having a job.	From the moment a refugee is given refugee status the municipality is responsible to find a house in a period of 1-2 months. (see challenges); some municipalities have their own integration teams and social workers to deal with refugees. Better supply of cheap houses/flats and innovative housing solutions (sharing; college models; etc.)
France	CADA has an occupancy rate of 95%; Too many asylum applications; Paris region the one most affected; Cost of accommodation (around 350M €/year)	Direct access in public housing with social support; accommodation in social housing via an operator that provides porting the lease and social support; using a private sector intermediation in rental housing through a social operator; accommodation in social homes; emergency accommodation. The nomination of a national coordinator with local authorities; all municipalities received a form and booklet on how to deal with this situation; a network supported by the State was created to involve all the committed municipalities.
Germany	Increased prices for building houses; expensive construction due to energy restrictions in buildings.	New housing will be built; the LaGeSo accommodate refugees in Tempelhof airport (not in use); administrative buildings (not in use) and air inflated structures (new).
Netherlands	Shortage in affordable houses stock; already a waiting list for the start-ups in social housing of lower income. Housing corporation are charged an additional tax to reduce their capital reserves which make them have fewer means to invest in social housing. Strict social security regulations.	Transformation of the oversupply of offices spaces in apartments to house refugees, which requires a change in the municipal zoning plan (very long process). To speed up this process a crisis law on the national level will be needed. Welcoming local initiatives (shops, parties) are already in place in various neighbourhoods. Smaller municipalities with demographic shrinkage see this as an opportunity to restore and/or improve their economies.
Poland	The housing market in Poland is strongly dominated by the private sector, which means that housing units are bought and only few apartments possible for renting, owned by for example local governments. This causes huge difficulties for migrants in access to housing. They cannot afford to buy a house/flats on the open market, and renting is way too expensive, which means that most of the places rent by migrants are characterized by poor quality. Legal problems related to access to housing, employment, health care, social security, access to education, the ability to cultivate their own culture, etc.	Poland does not have local housing policies dedicated to migrants.
Portugal	Refugees tend to overstay in the reception centre due to the housing costs, leading to bottlenecks in the reception system. The subsidy provided for refugees is not enough to support their life expenses. Municipal authorities are not engaged buy the State in this process.	A permanent commission of representatives was put in place and will work on improving policy guidance, coordination and service provision. Municipalities have not yet been included in the new cooperation protocol and are not formally involved in the decentralisation process. So far there are no structures solutions, specifically by the State. With the arrival of a few thousand refugees (for 2015) it is expected the voluntary involvement of municipalities and citizens in the allocation of vacant homes to the refugees.
Spain	The real estate boom (2000-2006) reduced the regions interventions on the housing market to provide social housing for low-income population. These interventions are now being recovered as a way to offer again social housing solutions with an attempt to accommodate refugees. No concrete legal support – no fixed system is possible, since it depends of each region.	Currently the CAR are being used as collective housing solutions, and some NGO's are provide smaller residences and also private apartments. To reactivate and develop the social housing activity would be the best option (see challenges). To introduce specific housing standards for provisional buildings and shelters.
Sweden	Costly procurements of the Migration Agency accommodation; The Migration Agency, the social service and newly arrives competes on the same stock of apartments within public housing; Shortage on the housing market in general, but especially low-rent apartments;	Strategies already in place:

	<p>Social problems caused by overcrowded housing solutions for newly arrived and people choosing EBO; Illegal trade with contracts is growing</p>	<p>Temporary solutions in the municipalities to expand housing stocks dedicated to newly arrived people - housing in growth regions close to a well functioned labour market (temporary solutions will be added by module housing and reconstructions of already existing facilities); Temporary housing solutions to replace the Migration Agency apartments' solutions with other housing solutions - migration agencies apartments are replaced by module housing dedicated to asylum seekers. Migration agencies apartments will be liberated and included in the regular stock of public housing; Temporary priorities within the housing stock – 1) vacant apartments need to be identified; 2) vacant accommodations, public or private, should be stimulated into a national accommodation agency witch actively support newly arrived to find housing solutions; 3) Social sublet contracts should be possible for the municipalities to use in a broader sense under the social service act (special social circumstances should not be necessary for newly arrived to maintain a social sublet contract).</p>
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