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# Reimagining Home

## a Qualitative Research on Innovative Flex Housing Partnerships and Subsidies for Empowering Status Holder Integration

In collaboration with:  
Ministerie van Binnenlandse Zaken en Koninkrijksrelaties

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# Colophon

## Reimagining Home: a Qualitative Research on Innovative Flex Housing Partnerships and Subsidies for Empowering Status Holder Integration

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in partial fulfilment of the requirements for the degree of

### **Master of Science**

in Management in the Built Environment,  
at the Delft University of Technology

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An electronic version of this thesis is available at <http://repository.tudelft.nl/>.

# Preface

Before you lies the master thesis “Reimagining Home: A Qualitative Research on Flex Housing Partnerships and Subsidies for Empowering Status Holder Integration”. This has been written in partial fulfilment for the degree of Master of Science, for the track Management in the Built Environment at the Delft University of Technology. Over the past year I have looked into two highly debated topics, namely the housing crisis and the migration crisis.

The migration crisis in 2015 has made a huge impact on my life. Images of countless of refugees reaching the coast of Greece by boat or without one. Finishing my high school exams I felt like I had to do something. However, plans changed and I decided to study Architecture after spending half a year doing social work in South America. But the images of malfunctioning inflatable boats and overcrowded beaches never left my mind. Years later, knowing that I needed to come up with a subject for my master thesis, I knew that I wanted to combine my drive for righteousness for vulnerable groups of people, with my other passion, the built environment. Urban planning, housing markets and large complex real estate developments namely continue to strike my attention.

On July 12<sup>th</sup>, 2023 the cabinet of Rutte IV announced the end of its existence. The housing crisis in combination with the migration crisis seem to have created a dispute too large to solve. Putting this thesis in a new light and showing once more the urgency of both the provision of affordable homes and the need for clear policies regarding the migration and integration of newcomers in the Netherlands and Europe.

This research focused on one of the efforts by the government to meet both challenges. Through the development of flex homes for attention groups such as status holders. Promising due to its short building periods and exemption from zoning plans, but contested due to its temporary character and questions regarding long term social effects. Potentially, these flex homes can mitigate the urgency in reception centres (AZC's) by improving the throughput of status holders to the regular housing market.

This research tries to investigate in what ways key stakeholders can join forces to create partnerships that take the integration capabilities of status holders into account from the very first moment that plans are being made. Thereby contributing to an improvement of both the quality of these homes and the social objectives of the people building them.

I would like to thank my mentors from the TU Delft, Gerard van Bortel and Hanneke Veldhuis for their continues guidance and critical mindset during this last year. Also I would like to take this opportunity to thank Simon Brijder, my supervisor at the ministry of Interior and Kingdom Relations. His efforts to constantly consider the practical implications of certain decisions ensure that this research contributes to the complex field of politics, policies and implementation of flex housing developments. Lastly I would like to thank all the participants of this research for their availability and willingness to share their experience on this topic.

I hope you enjoy reading it as much as I did writing it.

Yours sincerely,

Lars van der Horst

Delft, January 19<sup>th</sup>, 2024

# Abstract

The Netherlands is dealing with a severe housing crisis due to factors like population growth and a shortage of affordable homes. This has led to soaring housing prices impacting all citizens. Particularly impacted by the consequences of ineffective policies for housing provision are status holders. Due to lack of homes made available for this target group the throughput of refugees with a temporary residency permit out of reception centres stagnates, increasing the pressure on these already overcrowded settlements.

Urgent action is needed, including comprehensive housing policies and increased investment in affordable housing. Therefore the government has introduced flexible housing as a promising solution. These are modular houses placed on temporary plots otherwise unsuitable for permanent housing.

However, studies show that in order to integrate into society, factors such as housing stability, access to social network and future perspective play an important role. This is seemingly difficult to reconcile with the temporary character of flex homes.

This study examines strategies for stakeholders to develop flex homes in a manner that enhances the capabilities of status holders to integrate. By identifying approaches and practices that can optimize partnerships between key stakeholders from both the social and spatial realm and ways to encourage these partnerships. This can be done with financial arrangements such as subsidies. Through a comprehensive literature review, interviews with experts and a case study of three flex housing projects, the partnerships, financial arrangements and capabilities for integration are investigated.

Findings show that early engagement of key stakeholders, interdisciplinary partnerships and financial arrangements that hold these interdisciplinary collaborations as a condition can have a positive impact on the contributing factors of integration for status holders. Primarily because this allows the social partners to exchange their knowledge on social integration at an early stage in the development process, influencing both the design as the long term social management approaches.

This study suggests that the integration capabilities of status holders should be considered at an early stage in the development process. Requiring a contribution from key stakeholders from both the social domain, as the spatial domain, and stimulating mechanisms from the government.

**Keywords:**

*flex housing, integration, status holders, partnership models, financial arrangements*



# Executive Summary

## Introduction

**Context:** The housing market is currently subject to a lot of challenges. Rising housing prices and limited availability of affordable homes are commonplace. A housing shortage of one millions homes up to 2030 has been announced. In addition, the refugee settlements are overcrowded with status holders, refugees who already have a temporary residency permit. However, they cannot start their integration process since there are no homes available in municipalities. Therefore, the government is proposing flex housing. These are temporary and movable prefabricated homes, that are often placed on plots which are otherwise not suitable for permanent housing. These homes have a short construction time and the application for required permits take less time due to the fact that temporary use is exempt from zoning plans. Flex homes are currently mainly developed for people who are in urgent need of a home, such as status holders.

**Problem statement:** However, it is yet unknown in what way the recently proposed concept of creating homes actually meets the housing demand of this target group and to what extent this positively affects their ability to integrate. Housing is deemed an important factor for integration, but flex homes could offer a suboptimal solution as lack of stability and control on future perspectives can negatively impact integration capabilities. Moreover, in housing policy integration means are often not included. Insights in how these stakeholders operate within partnerships and how other disciplines such as social management and integration support are included in this chain of operations have not been sufficiently investigated.

**Research objective:** This research aims to investigate how stakeholders can collaborate to develop flex homes for status holders that support integration possibilities and how financial arrangements can support this effort.

## Research questions

This leads to the main research question:

**Main  
Question**

**How can financial and collaborative efforts for flex housing contribute to integration of status holders?**

And following sub questions:

1. What are contributing factors of integration and to what extent do these factors contribute?
2. How does flexible housing influence integration capabilities among status holders?
3. Who are the key stakeholders of the development and management of temporary housing and integration of status holders?
4. How can financial arrangements and partnerships influence integration?
5. What contributing factors of integration can be delivered through temporary housing?

## Methodology

This thesis describes a qualitative and explorative study. Based on specific empirical findings a general rule and theory can be developed, making it an inductive investigation.

The research design consists of two parts, theoretical and empirical. The theoretical part of this research focusses on interpreting existing knowledge on integration theories and flex housing concepts through a literature study. The empirical part is practically oriented by analysing three cases through semi-structured interviews with experts and stakeholders from these projects.

## Case study and interviewees

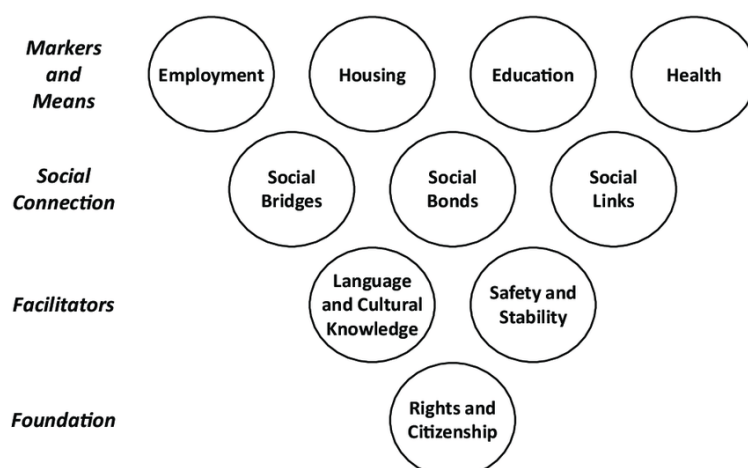
Case 1 – SET, Amsterdam (2018)		Case 2 – Oostertuin, Nieuw-Vennep (2022)		Case 3 – Nico van der Horstpark, Leiden (2018)	
<ul style="list-style-type: none"><li>• De Alliantie</li><li>• 141 homes (50 % status holders)</li><li>• 0,4 FTE social management</li><li>• 10 years environmental permit</li><li>• Only single person households</li></ul>		<ul style="list-style-type: none"><li>• Ymere</li><li>• 60 homes (50% status holders)</li><li>• 0,2 FTE social management</li><li>• 15 years environmental permit</li><li>• Mostly single person households</li></ul>		<ul style="list-style-type: none"><li>• De Sleutels &amp; Ons Doel</li><li>• 100 homes (50% status holders)</li><li>• 2 FTE social management</li><li>• 10 years environmental permit</li><li>• Single- and multi-person households</li></ul>	
Interview participants					
8 social managers		8 municipal developers/ project leaders		18 housing corporation developers/ project leaders	
				4 experts (PBL Researcher, COA region manager, SZW expert, RVO subsidy expert)	

## Review of previous studies

### Contributing factors of integration

Research indicated that, in addition to education, employment and access to healthcare, housing and stability play a pivotal role in the process of integration. This brings forth sense of ownership, safety of tenure and can assist an individual in participation in their community, in establishing a social network and learning the language. Marked as factors that contribute to integration. Flex housing can deliver some of these factors, for which emphasis often lies on social management and supporting status holders.

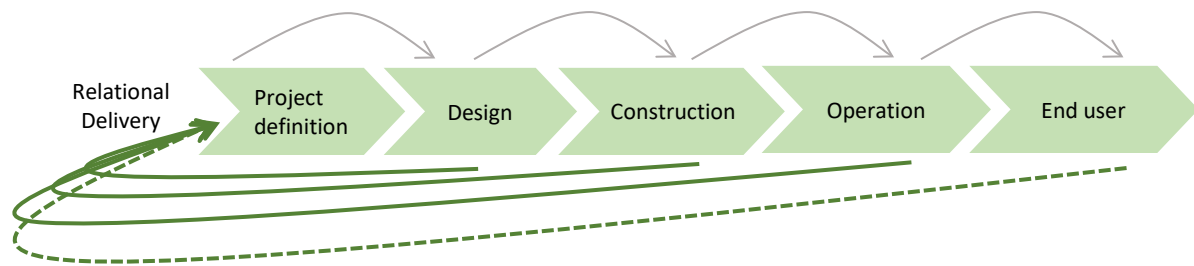
*Figure 4.4 Domains of integration (Ager & Strang, 2008)*



### Partnerships in the built environment

For the development of housing projects are often traditionally addressed. However, studies show that involving stakeholders from all phases of the project at an early stage can have positive influence on project outcomes. This namely can be a catalyst for innovation, streamlines decision making, creates shared understanding of the objectives and enables exchange of expertise. Therefore, by involving stakeholders from the social domain, the interests of the end user are represented in the project team, possibly leading to flex housing construction that incorporates integration of status holders into the project objectives.

*Figure 4.9 Relational project delivery method through early stakeholder engagement (Adopted from Aapaoja et al., 2013)*



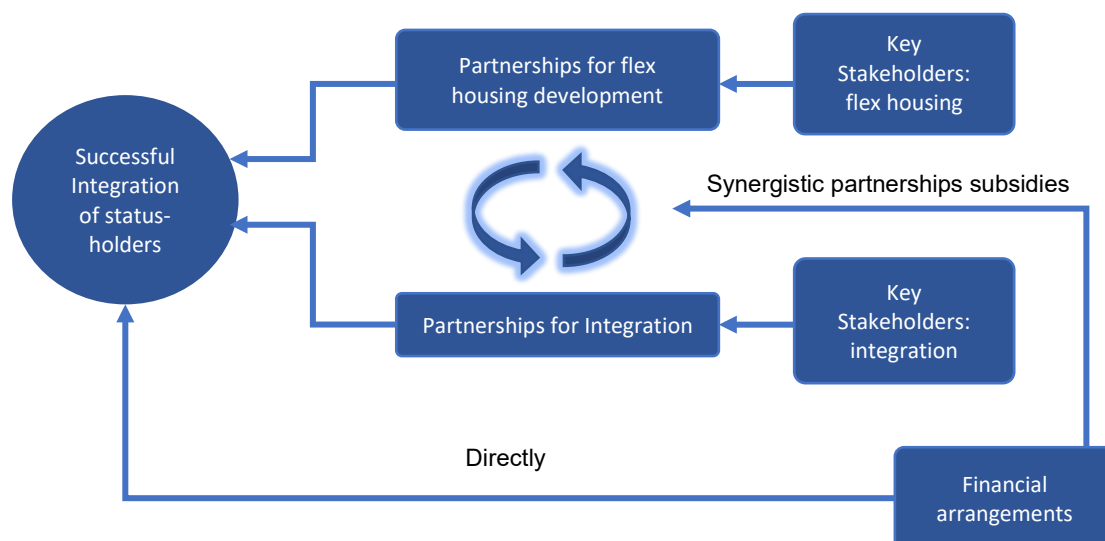
### Financial arrangements by government

Subsidies can be provided to governing bodies such as municipalities or developing actors like housing corporations. There are several aspects to take into account to ensure cost effective financial arrangements while minimizing fiscal burden. For example to make it time bound, apply periodic reassessments, guide costs and control the cost recovery and to align the subsidy programs with institutional capabilities.

Through financial arrangements both the synergy of partnerships can be established, as supporting directly the integration of status holders. Directly, by for example the design process. By stimulating developers to design in such way that interaction and participation takes place through communal spaces, strategic placement of dwellings, including family homes and social design, which can improve social cohesion.

But also indirectly, through promoting the collaboration between actors from both spatial and social domain. In order to qualify for subsidies, a condition would be to request applicants to sign partnership agreements with key stakeholders and apply in a joint effort.

*Figure 4.15 Theoretical framework. Focus on financial arrangements (own work).*





## Findings

The insights derived from the case studies can be divided over two primary sections, namely what kind of partnerships were entered into and the subsidies that were used. Both related to how these influence the integration capabilities.

### Contributing factors of integration

Literature findings displayed housing stability as an important factor for integration. The temporariness of flex homes could provide a suboptimal environment for this. However, average turnover rates are found to be shorter than average lease durations. But the perceived instability can still make it difficult to enter into a stable state to start the integration process. Furthermore was found that the greatest contribution for integration can be obtained through the combination of many contributing factors, not just the extent of an individual one, together with the right timing and long term continuation of the application of these factors.

### Partnerships

The partnerships that were constructed and entered into by project teams differ from formality, intensity and timing. Four main partnerships occurred in practice that had to do with social objectives and stakeholder engagement.

### Plan of Approach

The first partnership that takes place in the project life cycle, is the formation of a plan of approach. This is a partnership between the initiator (often the municipality) and a social housing corporation. These parties enter into a formal agreement or declaration of intent, and discuss the objectives of the project. Social objectives such as integration of status holders then are addressed at an early stage, as well as the associated costs. This creates understanding and insight in financial and social feasibility at an early stage, resulting in fair distribution of costs. Such appointments are formalized in a Plan of Approach.

### Participation of local residents

Interviewees highlight the importance of local residents' involvement in projects through informal events, aligning their interests with project goals. This fosters understanding and receptiveness for new housing projects, enhancing engagement with status holders. Partnerships usually include housing corporations, residents, social managers, and entities like schools and NGOs, including Vluchtelingenwerk.

### Involvement of end-user

After the selection of status holders via the COA and the municipality, as well as the selection of Dutch tenants has taken place, their involvement can also take place within a cooperation agreement. Their input on aspects such as the public space, arrangement of common spaces and the future function usage of communal areas can create a sense of ownership and improve a feeling of responsibility of the quality and management of a space.

### Social management

When the management or exploitation phase starts, the social management to support the residents starts. Since flex housing projects with status holders often consists of mixed target groups, social management is combined in the project. This can be an appointment of a social manager by the housing corporation, or a externally hired organization that takes on this responsibility. Together with a cross-project manager from the municipality who oversees several social projects with additional focus on well-being and support of status holder integration.

## **Subsidies**

In the case studies, two kinds of subsidies were represented. Subsidies directly intended for integration capabilities and subsidies that were free to spend to increase the financial feasibility.

### **Free to spend**

Two of the three cases received funding for which no specific allocation was obliged but intended to accelerate the development of flex housing. Examples of what the money was spend on range from external panels to increase the appearance of the complex or money for land preparation or foundation and groundwork. The free access of these sums of money did made acceleration of the process possible. Requests and application procedures can be very time consuming. Also, the financial compensation for these activities made it possible for project developers to invest more money in spatial and social quality.

### **Integration related**

One of the three cases received funding specifically allocated for the social management and establishment of social cohesion, through the appointment of social managers. This was done by organizing activities, connecting with the tenants through regular meetings and connecting and redirecting individuals with a specific social demand to professional organizations.

Social management remains a matter of priority. All cases mention the extend of the subsidy is not enough to be decisive in the success of delivery of housing, but it can influence decision making. If it is known that certain resources must be spend on predetermined social objectives this can be beneficial.

## Conclusion

The findings can be summarized in three main themes. Namely spatial interventions, organizational effects and financial consequences.

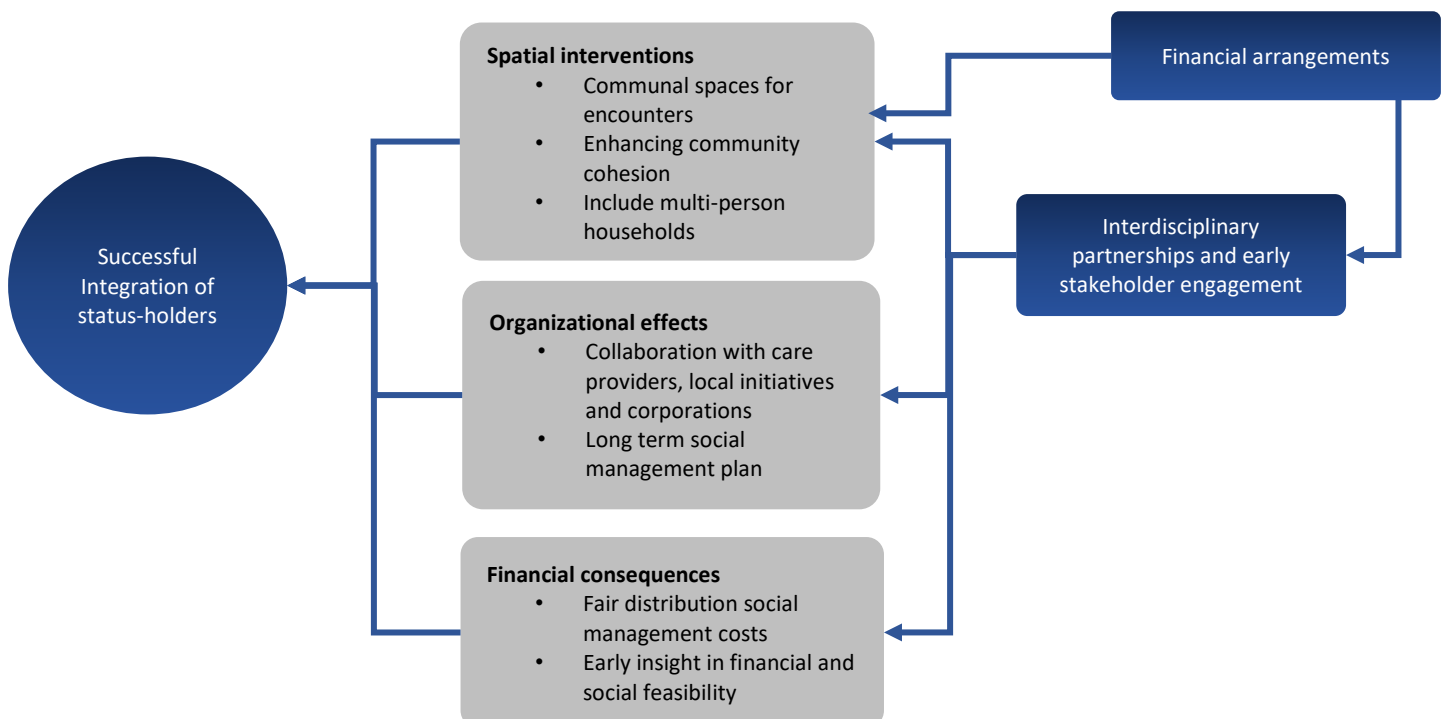
Through interdisciplinary partnerships collaboration with social parties is promoted. This results in the emphasis of the design process to be socially oriented, affecting decisions regarding communal spaces and interaction between residents enhancing community cohesion.

It can be concluded that the project organizations are multidisciplinary, consisting of care providers, local initiatives, and other housing corporations to share best practices and consider end-user interests. Involving schools and potential employers creates a supportive network for status holders. A long-term social management plan, initiated early, ensures sustained focus on social management throughout the project's life cycle.

Early involvement of social partners also clarifies financial implications of social support, allowing for fair cost distribution among the housing corporation, municipality, and care providers. This integration of social management costs into the project's budget ensures it remains a priority, not an overlooked expense.

Financial arrangements can function in two ways. Firstly directly influencing integration capabilities, by funding social design decisions. This can be subsidies aimed for the development of communal spaces or shared, bigger balconies that foster communal engagement and allow tenants to run in to each other more easily. Secondly, financial arrangements can promote interdisciplinary partnerships by stating that a joint application for subsidy must be a condition to be eligible for the subsidy.

*Figure 9.5 Conclusion of research illustration (own work)*



## Recommendations for practice

This section provides recommendations for practical purposes by providing key stakeholders a roadmap for interdisciplinary partnerships. These recommendations are positioned within this interdisciplinary development chain, which combines both development related stakeholders, and integration related stakeholders.

**1. Create environment which fosters interdisciplinary and early engagement:** To develop flex housing that balances social and financial goals, early involvement of stakeholders from spatial and social sectors is crucial. In initial meetings, facilitated by expert team member, directors, executives, and implementers discuss shared objectives, assess capabilities, and explore innovative approaches, ensuring alignment on expectations and financial limits.

**2. Promote sense of ownership through participation:** Involving status holders in designing and participating in communal or public spaces enhances their sense of ownership, positively impacting integration. Their input on space function and design fosters responsibility for common area quality and management, leading to higher liveability, safety, and reduced nuisance. Similarly, local resident participation improves project quality by addressing local challenges and needs, increasing their likelihood of supporting and engaging positively with the development and integration efforts.

### 3. Financial arrangements and eligibility criteria

**Joint Application:** Financial arrangements require early, interdisciplinary cooperation formalized in a partnership, involving public-private collaborations between municipalities, housing corporations, and social care providers. Costs covered include land, construction, social management, and collaboration. This approach, more demanding than traditional methods, is supported financially if formalized as a partnership.

**Letter of Intent:** Partners must sign this to demonstrate commitment to social goals and integration, a prerequisite for subsidy eligibility. Funds can be used for social management or related costs.

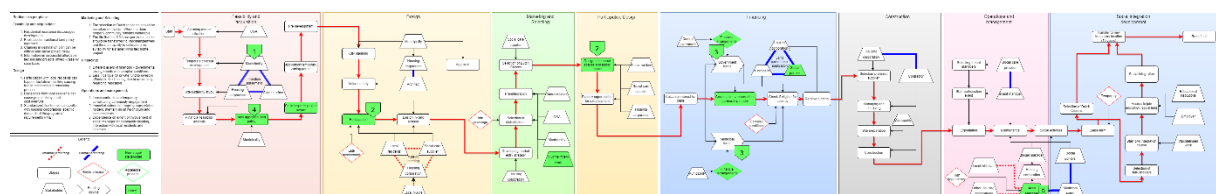
**Long-Term Social Management Plan:** Eligibility for subsidies also requires a comprehensive strategy for developing socially inclusive housing, detailing actions and responsibilities for integrating status holders.

**Cross-Department Collaboration:** Coordinating financial resources and objectives across departments like SZW, JenV, GGZ, and Vluchtelingenwerk can streamline policy and service delivery, reduce bureaucracy, and ensure community-aligned solutions. This approach mirrors that used in senior housing combined with healthcare, enhancing financial capacity and risk distribution.

**4. Modernize Municipal Position:** Encourage municipalities to modernize their methods, especially in land pricing and building standards, to align with innovative partnership models like NH Bouwstroom. This shift, necessary due to evolving products, target groups, and market conditions, should start early in the project definition phase and support interdisciplinary partnerships.

**5. Appoint an Area Manager:** For flex housing projects, appoint an area manager to coordinate interactions among local residents, social managers, and housing corporations. This role is crucial for streamlining communication, fostering collaboration, and securing financial support for socially and environmentally impactful initiatives, thereby enhancing the project's success and sustainability.

See [appendix](#) for enlarged version of Interdisciplinary Roadmap.



# Table of Contents

<b>Colophon .....</b>	<b>2</b>
<b>Preface .....</b>	<b>3</b>
<b>Abstract .....</b>	<b>4</b>
<b>Executive Summary .....</b>	<b>5</b>
<b>Glossary .....</b>	<b>15</b>
<b>Part 1: Introduction .....</b>	<b>16</b>
<b>Research questions &amp; Methodology .....</b>	<b>16</b>
<b>1 Introduction .....</b>	<b>17</b>
1.1 Problem description and literature findings .....	17
1.2 Knowledge lacunae .....	18
1.3 Societal Relevance .....	19
1.4 Scientific Relevance .....	19
<b>2. Research Questions .....</b>	<b>20</b>
2.1 Main research question .....	20
2.2 Sub questions .....	20
<b>3. Research Methodology .....</b>	<b>21</b>
3.1 Type of Research .....	21
3.2 Methodology per question .....	23
3.3 Data collection methods .....	24
3.4 Data analysis .....	29
3.5. Data plan .....	31
3.6. Research output .....	32
<b>Part 2: Theoretical Background .....</b>	<b>33</b>
<b>4. Theoretical Background .....</b>	<b>34</b>
4.1 Successful integration of status holders .....	35
4.2 Temporary housing .....	40
4.3 Stakeholders and Partnerships in the built environment and integration process ...	44
4.4 Conditions for effective financial steering instruments .....	54
<b>Part 3: Research findings .....</b>	<b>58</b>
<b>5. Introduction case study .....</b>	<b>59</b>
5.1 SET IJburg - Amsterdam .....	60
5.1.1 Case description .....	60
5.1.2 Planning and political context .....	60
5.1.3 Facts and figures .....	60
5.1.4 Key stakeholders involved .....	61
5.1.5 Partnerships .....	64

5.1.6 Financial arrangements .....	65
5.1.7 Integration capabilities .....	65
5.2 Nico van der Horstpark - Leiden .....	67
5.2.1 Case description .....	67
5.2.2 Planning and political context.....	67
5.2.3 Facts and figures .....	67
5.2.4 Key stakeholders .....	68
5.2.5 Partnerships .....	71
5.2.6. Financial arrangements .....	72
5.2.7 Integration capabilities .....	72
5.3 De Oostertuin - Nieuw-Vennep .....	74
5.3.1 Case description .....	74
5.3.2 Planning and political context.....	74
5.3.3 Facts and figures .....	74
5.3.4 Key stakeholders .....	75
5.3.5 Partnerships .....	77
5.3.6 Financial arrangements .....	78
5.3.7 Integration capabilities .....	79
5.4 Expert interview findings .....	81
5.4.1 Summary expert interview E1 – policy advisor ministry SZW .....	81
5.4.2 Summary expert interview E2 – Project leader RVO .....	82
5.4.3 Summary expert interview E3 – Region director COA.....	83
5.4.4 Key takeaways expert interviews .....	84
<b>6. Cross-case Analysis .....</b>	<b>85</b>
6.1 Project characteristics comparison.....	85
6.2 Stakeholder involvement.....	85
6.3 Partnerships comparison .....	86
6.4 Financial arrangements comparison .....	86
6.5 Presumed relation partnerships with integration.....	87
6.6 Plausible relation financial arrangements with integration .....	89
6.7 Co-occurrence table .....	90
6.8 Conceptual framework including case-study findings .....	91
<b>7. Expert panel feedback session .....</b>	<b>92</b>
7.1 Purpose and objectives.....	92
7.2 Scope .....	92
7.3 Participants .....	92
7.4 Reflection on findings .....	93
7.5 Reflection on preliminary recommendations .....	94
<b>8. Discussion .....</b>	<b>95</b>
8.1 Discussion on methodology .....	95



8.2 Discussion on results .....	95
<b>9. Conclusion and Recommendations .....</b>	<b>99</b>
9.1 Findings sub questions .....	99
9.2 Conclusion .....	106
9.3 Recommendations for key stakeholders flex housing for status holders .....	108
9.4 Recommendations for further research .....	114
9.5 Key strengths of study .....	115
9.6 Limitations of research .....	116
<b>Bibliography .....</b>	<b>117</b>
<b>Appendices .....</b>	<b>122</b>
I. Reflection .....	123
II. Informed Consent Form .....	128
III. Interview protocol .....	130
IV. Interdisciplinary partnership roadmaps .....	131
IV.I Affordable housing development chain .....	132
IV. II Integration chain .....	133
IV. III Partnership chain SET .....	134
IV. IV Partnership chain Nico van der Horst .....	135
IV. V Partnership chain Oostertuin .....	136
IV. VI Interdisciplinary Partnership Roadmap .....	137
V Thematic Content Analysis .....	138
VI. Handboek Praktijkuitvoering .....	145

# Glossary

An enumeration of definitions and abbreviations used in this thesis report.

Definitions	
Subject	Definition
Stakeholder	Any group or individual who is affected by or can affect the achievement of an organisation's objectives (Freeman, 2001)
Internal stakeholder	Primary stakeholders, or key stakeholders, because they have a direct stake and important role in the company's or project's success (Aapaoja et al., 2013).
External Stakeholder	External stakeholders are those outside of a company or organization who are indirectly affected by its decisions and outcomes (Aapaoja et al., 2013).
Early Stakeholder Engagement	Early Stakeholder Involvement is the concept of engaging all stakeholders of a project into the room early in the decision-making process. This includes integrating the construction team and trades into the design process in an effort to improve project outcomes (Aapaoja et al., 2013).
Integration	Integration is involving the growing participation of newcomers and their descendants in society's main institutions (e.g. the housing market, labour market, healthcare system) (Phillips, 2006).
Flex housing	Dwellings that are placed for a determined period of time (mostly with a maximum of 10 years) on a temporary location (exemption from zoning plan) or that are assayed conform temporary dwellings like defined in the building decree (CBS, 2023)
Partnership	A partnership in the construction industry is a formal agreement made by two or more parties to jointly manage and operate a company, organization or project (Brown et al., 2021).
Subsidy	A subsidy can be defined as any government assistance that allows consumers to purchase goods and services at prices lower than those offered by a perfectly competitive private sector, or raises producers' incomes beyond those that would be earned without this intervention (Schwartz, 2008).
Housing stability	This housing stability is measured through several indicators such as safety of the neighbourhood, the affordability (ratio housing costs to annual income), adequate housing and legal protection against forced evictions (OHCHR, 2009).
Adequate Housing	This is defined as having security of tenure, availability of services, materials, facilities and infrastructures, affordability and cultural adequacy (OECD, 2015).

Abbreviations	
Subject	Definition
COA	Centraal Orgaan opvang Asielzoekers
AZC	Aziel Zoekers Centrum
IND	Immigratie- en Naturalisatie Dienst
RVO	Rijksdienst Voor Ondernemend Nederland
BZK	(Ministerie van) Binnenlandse Zaken en Koninkrijksrelaties
SZW	(Ministerie van) Sociale Zaken en Werkgelegenheid
VTH	Versnelling Tijdelijke Huisvesting
RHA	Regeling Huisvesting Aandachtsgroepen (financiële regeling Ministerie BZK)
SFT	Stimuleringsregeling Flex- en Transformatiewoningen

**Part 1: Introduction**  
**Research questions & Methodology**

# 1 Introduction

## 1.1 Problem description and literature findings

The recent election outcomes have shed a new light on the Dutch approach on both the housing of immigrants, as the housing crisis. Mid 2023 the cabinet of Rutte fell and announced new elections. Ideologies on how to deal with the increased migration appeared to be unsolvable. The far right party PVV, who aspires to close the borders to all immigrants, a Nexit and to “de-Islamise” the Netherlands, has convincingly won the parliamentary election (NL Times, 2023).

In recent years the influx of refugees has led to political debates and social tensions. Mainly because the Netherlands is already facing a housing crisis, with a great demand for affordable homes, limited access to the housing market and rising house prices (Custers, 2022).

On top of this, the arrival of over 90.000 displaced Ukrainians in 2022 have further increased the pressure (Rijksoverheid, 2023). This has a critical impact on the capacity of the housing sector to deliver adequate and affordable housing (UNECE, 2020). With parties such as governments, developers and housing corporations working to meet the housing needs of the local population, migration is often seen as an additional strain on public budgets (UNECE, 2020). This pressure on the housing stock is mostly noticeable for people with middle and low incomes since the prices have increased strongly in these segments (Groot et al., 2022).

Housing associations are responsible for the provision of affordable homes for low income segments. This has been described in the revision of the original Woningwet (Housing Law) originating from 1901, namely the Woningwet 2015 (Rijksoverheid, 2021). The law redirects housing corporations to the core task of providing affordable homes for low incomes. Part of this target group are status holders. These are asylum seekers who are recognized as refugees with a residency permit (UNHCR, 2023). Refugees are those who are forced to leave their country of origin due to war, violence, political unrest or because of their race, nationality or religion (UNHCR, 2023). Based on the 1951 Refugee Convention it is determined whether those who are seeking for asylum are recognized as refugees (UNHCR, 2023). When one is recognized as a refugee one can apply for a residency permit. This trajectory for all refugees starts with the application for an asylum at the reception centres and refugee settlements (Rijksoverheid, 2023). The Central Agency for the Reception of Asylum Seekers (in Dutch: Centraal Orgaan opvang Asielzoekers or COA) is responsible for the accommodation until one is granted a residential permit (Dagevos, Huijnk, et al., 2014). Status holders and asylum seekers are temporarily housed in these central reception locations dispersed throughout the Netherlands. Due to the shortage in affordable homes, the throughput of people who have already received a residential permit, stagnates. Some find themselves living in numerous settlements for much longer than these locations are suitable for (COA, 2022). In May 2022, over one third of people housed by COA already obtained a status but could not enter the regular housing market yet (COA, 2022). This means that in May 2022, 12.000 out of the 40.000 people were living in reception centres could not start their integration process into society despite their citizenship. Therefore the government proposed flex housing as a promising solution (Rijksoverheid, 2020). These are dwellings with a temporary home, location or habitation. This kind of housing is deemed suitable for people who are in urgent need of shelter (spoedzoekers) (Groot et al., 2020). Flexible homes can either be temporarily redeveloped vacant buildings to homes or adding homes to the housing stock through building prefabricated homes (BZK, 2023). These so-called ‘flex homes’ hold several advantages. For example, homes can be built in a period of 6 months with an industrialized prefabrication method (PBL, 2022). Subsequently, the process for municipalities to allocate locations and follow the legislative process of permit application for flex housing takes less time. This is due to the fact that one can receive exemption from a zoning plan when aspired developments are temporary (BZK, 2023). After a period of 10 to 15 years these dwellings must be replaced or sometimes even demolished (BZK, 2023).

However, these flexible homes also come with certain disadvantages. Investors find it namely difficult to invest in flexible homes since the operational time (10-15 years) is often too short to

recoup the investments. Besides this, it is also not yet known what the remaining value of these homes is after this period. Moreover, flex homes are not necessarily cheaper to build than permanent housing and objections from surrounding residents form a delaying factor in many projects. Besides this, the temporary contracts and project latency of these homes causes tenants to experience uncertainty about their housing situation (Grabska and Fanjoy, 2015). Housing stability is deemed one of the most important values for refugees with a residency permit when integrating in a hosting region (OECD, 2015). This housing stability is measured through several indicators such as safety of the neighbourhood, the affordability (ratio housing costs to annual income), adequate housing and legal protection against forced evictions (OHCHR, 2009). Adequate housing is an important factor to improve living conditions and well-being of immigrants and their families (OECD, 2015). This is defined as having security of tenure, availability of services, materials, facilities and infrastructures, affordability and cultural adequacy (UDHR, 1948). Setting up a home and establishing a 'sense of place' in the receiving society is therefore a critical part of the integration process (ICMC, 2014). According to ICMC "Ensuring that resettled refugees have access to secure and affordable permanent housing is perhaps one of the most challenging and complex problems facing countries of resettlement" (2014, p. 20). It is therefore advisable to include long term housing as part of the reception and early integration support due to its importance.

Ager and Strang (2008) include the aspect of housing in their framework on the core domains of integration, naming it a marker and a mean. Integration policies and outcomes can also be less tangible. Czischke and Huisman (2018) argue that one of the missing links in attaining more successful refugee integration can be found in aspects of social connections. Emphasising the importance of both housing stability and social connections in order to integrate. Integration can be viewed as an interactive process. Both the migrant and the receiving society mutually adapt to each other. Meaning that all parties have to be willing and preparing to accommodate each other. For example, Bakker, Dagevos and Engbersen (2014, p. 432) apply the following definition of integration: "A multidimensional two-way process that starts upon arrival in the host state. This process requires from immigrants a willingness to adapt to the lifestyle of the host community, and from the host country a willingness to facilitate integration (i.e., access to jobs and services) and an acceptance of the immigrants in social interaction". Czischke and Huisman (2018) pose that collaborative housing could contribute to the process of mutual adaptation more than others, as this facilitates interaction between tenants. Assuming that more frequent and closer contact between residents tends to foster social bonds. These intangible means could then help to engage with more tangible elements such as education and employment. Leaving a tension field regarding the optimal way of housing status holders and refugees to support their integration process. There is the importance of housing stability in combination with the need for social bonds. Flex housing projects often occur in collaborative forms that combine different groups, such as students and status holders providing an environment in which these bonds can be fostered (Czischke and Huisman, 2018). Nevertheless, the literature reports that flexible housing projects offer suboptimal housing solutions as a lack of stability and control over one's housing situation might negatively impact chances for integration (Coates et al., 2018; Huijnk et al., 2021).

## **1.2 Knowledge lacunae**

This study seeks ways to identify how flex housing can contribute to the capabilities of status holders to integrate. It is shown that different forms of housing status holders have been used in the past but current trends show an increase in the use of flexible housing. However, it is yet unknown in what way the recently proposed concept of creating homes actually meets the housing demand of this target group and to what extent this positively affects their ability to integrate. In housing policy, integration means are often not included. Insights in how these stakeholders operate within partnerships, and how other disciplines such as social management and integration support are included in this chain of operations have not been sufficiently investigated.

Instruments to steer towards these policy means, such as subsidies or financial arrangements from a central government point of view are also underrepresented in literature and remain to be adequately researched. Providing a suitable opportunity to further investigate this research topic and *reimagine home*.

### **1.3 Societal Relevance**

Housing, and more often not having the access to housing, forms the centre of debate on many Dutch informal occasions. Interestingly enough the housing market strikes everyone's attention. It surpasses all generations and income groups. Because when one loses control over their future, it has to do with one of the most important things in their life.

Adequate housing stands at the core of a person's existence. Proven to be one of the cornerstones of entering into a hosting community. That counts for everybody, with or without a residency permit. And that is why this research earns the right to be conducted. Because all layers of society, members of all generations benefit from thorough investigations on effective housing solutions.

This research also has as goal to give advice to municipalities and policy makers on how to deal with such wicked problems. How to fully utilize the potential of this concept. Because it appears to be difficult for municipalities to execute flex housing on a large scale (PBL, 2023). Municipalities often find it difficult to actively engage in housing attention groups such as homeless people, people with addictions, ex-convicts or status holders (Groot, 2023). The political colour of the board of major and aldermen strongly influences the point of view towards housing these attention groups (PBL, 2023). Strong political decisiveness often lags behind leading to long periods of no development of any housing, be it temporary or permanent (PBL, 2022).

Therefore this research provides insight into what characteristics flex-housing projects should have and what effective collaboration models look like. Gaining insight into what factors positively influence the integration and human mobility can create support within municipalities to be more receptive for new members of the community.

### **1.4 Scientific Relevance**

The opportunities and risks of flex-housing are thoroughly investigated by the Rijksoverheid (2020) and the Environmental Planning Agency (in Dutch: Planbureau Leefomgeving, PBL). Flex-housing namely provides the government with temporary but promising ways out of the current housing crisis. It is capable of unburdening the heated housing market and reception centres for asylum seekers.

Therefore the exploration of ways in which flexible housing can positively contribute to long-term integration is relevant. In the research of Dotsey and Artero (2022) the relationship between housing uncertainty and integration already has been touched upon. Thereby Mulder (2016) has identified why certain municipalities struggle with meeting their quota (Gemeentelijke taakstelling) because of a lack of affordable homes and suited locations. Also the OECD (2015) and the UNECE (2021), both humanitarian organizations that operate on an international level, have done numerous researches on drivers of integration and key factors that facilitate stronger positions for status holders.

However, the way in which these housing solutions can contribute to long-term integration of status holders has not been studied yet. Understanding how this target group perceives this housing form can improve flexible housing developments. This can also support the exchange of best practices of community building.



## 2. Research Questions

Prefabricated homes that are placed for a limited period of time and are movable, are a recent development in housing concepts. These homes are suitable for all kinds of target groups, but are often deployed for urgent seekers, such as status holders. The implications that these temporary homes have on the integration process leave room for further investigation. Therefore this research aims to investigate how stakeholders can collaborate to develop flex homes for status holders that support integration possibilities, and how financial arrangements can support this effort.

### 2.1 Main research question

The main question will therefore be as follows:

*How can financial and collaborative efforts for flex housing contribute to integration of status holders?*

### 2.2 Sub questions

1. What are contributing factors of integration and to what extent do these factors contribute?
2. How does flexible housing influence integration capabilities among status holders?
3. Who are the key stakeholders of the development and management of temporary housing and integration of status holders?
4. How can financial arrangements and partnerships influence integration?
5. What contributing factors of integration can be delivered through temporary housing?

### 3. Research Methodology

This section elaborates on the method of this study, why certain data is selected and through what ways. This is important to ensure that the collected data suffices in answering the research questions.

#### 3.1 Type of Research

##### Qualitative

The research strategy that fits this research is qualitative of nature. Because it is not about how many people integrate, or it does not look into what measures work best, but how these measures have an impact and why certain conditions do or do not have a specific result.

It also entails individual cases, or casuistry. It means that findings may vary due to numerous different factors that can be hard to distil. Therefore it is more valuable to get a greater in-depth understanding of the concepts before generalizing in a quantitative research. Subsequently, when investigating political context and societal challenges the values and beliefs are more relevant than behaviour which can be generalized (Bryman, 2012).

##### Theoretical framework

Two main concepts can be derived from the main research question that this research aims to answer. Firstly, successful integration of status holders and secondly, the concept of flexible housing and under which conditions these dwellings can live up to the expectations of integration. Between these two concept, there are numerous aspects, of which two will be included in the scope of the research, namely partnerships and financial arrangements.

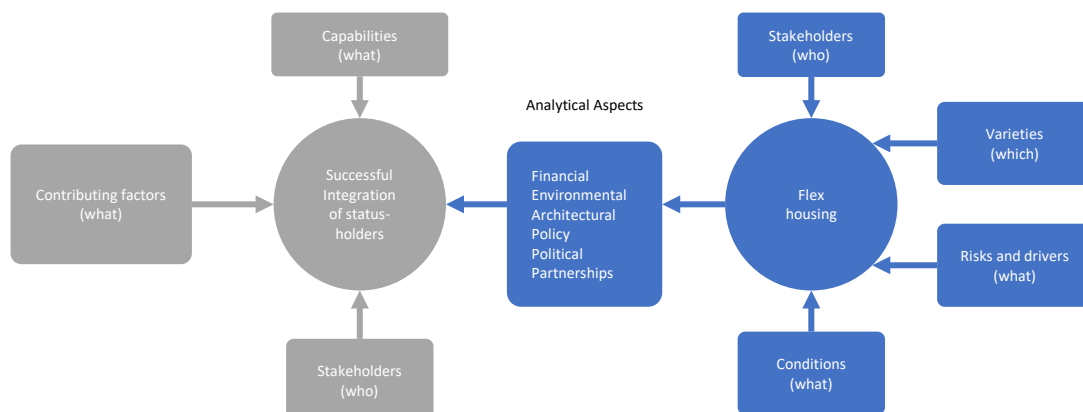


Figure 3.1 conceptual framework (own work)

#### Definition of two main concepts

Successful integration of status holders is the first concept. There are several externally contributing factors that influence this integration, there are many different stakeholders involved and status holders have capabilities on their own to integrate into a hosting society. The theoretical background will elaborate on the content of integration and what the contributing factors are as stated by Ager and Strang (2008). The definition of integration that this paper uses is described by Phillips (2006). *‘Structural integration is involving the growing participation of newcomers and their descendants in society’s main institutions (e.g. the housing market, labour market, healthcare system).*

As can be seen in figure 3.1, the flex housing is the second concept. Flex housing is a complex concept and can be analysed on different relevant aspects that all play an important role in the development of such. [Chapter 4](#), the theoretical background, will elaborate on the content of the concept of flex housing.

There are many forms of temporary housing. This research focuses on flex housing. This is defined by CBS (2023) as follows: *Dwellings that are placed for a determined period of time (mostly with a maximum of 10 years) on a temporary location (exemption from zoning plan) or that are assayed conform temporary dwellings like defined in the building decree.*

### Scope of research

Guidelines for real estate research and case study analyses are described by Ariyawansa and Gunawardhana (2016). These guidelines include the aspects of financial, environmental and architectural considerations. Explorative interviews show that the political context and policies that apply and the partnerships that are involved in the development are also of importance to the extent of which a housing project influences integration capabilities. These aspects are called 'analytical aspects'.

As mentioned in [chapter 1.2](#) the implications of temporary housing on the capabilities of status holders to integrate is not yet analysed broadly.

A widely investigated subject in the built environment is the application of social design. This is a design methodology that places social issues as the priority to bring social change. Examples of housing research that applies social design to enhance integration of refugees has been proposed in papers such as Xaudenberg (2020), Alonso (2021) or Bache (2021).

Since the architectural and environmental aspects are widely investigated, these are not included in this research. The aspects that remain to be investigated academically and practically are that of financial considerations and partnerships.

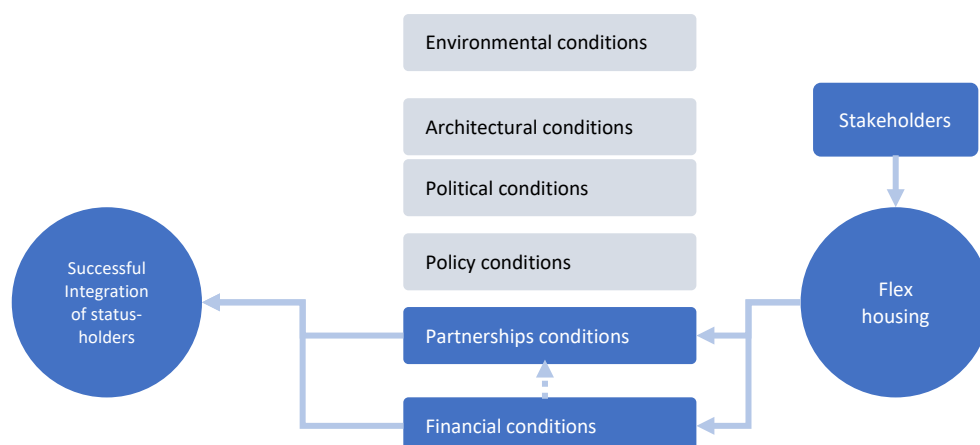
The aspect of the applied policies and the political context is of importance to investigate. The political context of a certain project in a municipality influences the decisions that take place in the local council. This is included in the interviews to gain understanding of the cases, but not included in the thorough analyses.

The business case of temporary housing is described in many reports as an uncertainty and risk. The theoretic background, expands on this matter. The success of many projects depends on the feasibility. Part of the business case, are the financial arrangements and subsidies municipalities and housing corporations can claim. Part of this research are the possible conditions for these arrangements to serve as a mean and steering method for integration capabilities. Therefore this aspect is included in this research

The involved partners in the development of temporary housing projects play a major role in the process of these projects. The timing, partnership models and (financial) agreements that have been made are therefore part of the scope of this project.

The framework in figure 3.2 displays the total landscape of the concepts of successful integration and temporary housing. The analysis of this research limits to the partnership and financial conditions, in order to effectively gain understanding of the practice, and to be able to answer the research questions. This leads to a narrow theoretical framework, in which aspects of financial conditions and partnership conditions will be investigated for which temporary housing projects can serve integration capabilities.

Figure 3.2 Theoretical framework (own work)



### 3.2 Methodology per question

Repetition of sub questions:

1. What are contributing factors of integration and to what extent do these factors contribute?
2. How does flexible housing influence integration capabilities among status holders?
3. Who are the key stakeholders of the development and management of temporary housing and integration of status holders?
4. How can financial arrangements and partnerships influence integration?
5. What contributing factors of integration can be delivered through temporary housing?

**Exploration of Integration Concepts:** The first sub-question explores the concept of integration for status holders. It involves a literature review and expert interviews to identify the context and factors facilitating integration, including examining Dutch government documents on civic integration and research on refugee settlements.

**Status Holders' Capabilities:** The second sub-question investigates the abilities of status holders themselves to integrate, focusing on their capacity to overcome obstacles and utilize resources, as determined through literature analysis.

**Stakeholder Involvement:** The third sub-question examines the role of stakeholders in both the integration of status holders and the development and management of temporary housing, using case studies and interviews.

**Financial Arrangements and partnerships for Integration:** The fourth sub-question explores the financial mechanisms, like subsidies, and stakeholder partnerships that support integration. This is investigated through case studies and expert interviews.

**Role of Flexible Housing in Integration:** The fifth sub-question assesses how flexible housing can enhance integration capabilities. This involves analysing three case studies to identify common patterns and underlying reasons for the success or failure of certain design decisions or policies.

The elements in the scheme below are related to the different sub research questions, as can be seen in the table.

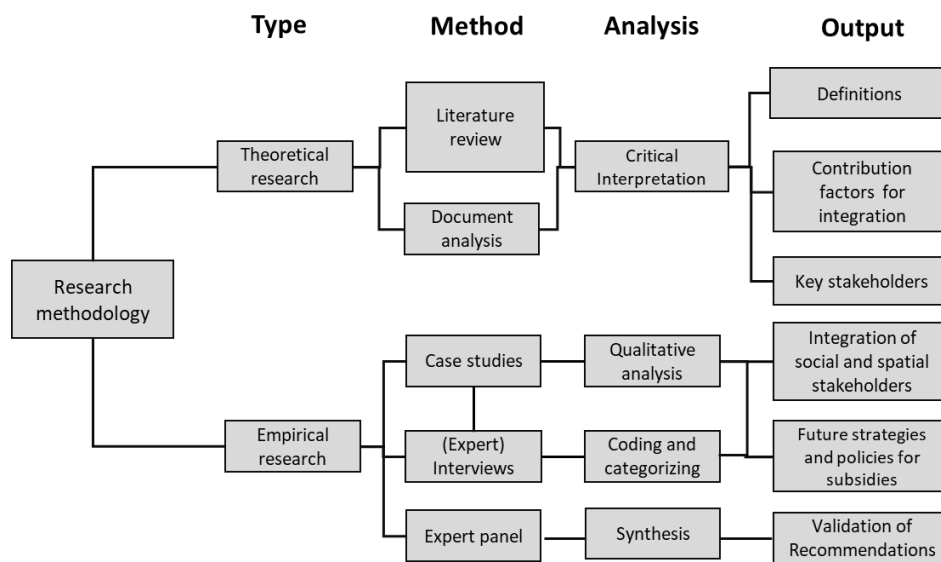
Research question	Type	Method	Output
1. What are contributing factors of integration and to what extent do these factors contribute?	Theoretical	Literature review Expert interviews	Definition of concept (external drivers) and set of contributing factors
2. How does flexible housing influence integration capabilities among status holders?	Theoretical and Empirical	Literature review Case study	Conditions for flex housing projects
3. Who are the key stakeholders of the development and management of temporary housing and integration of status holders?	Theoretical and Empirical	Literature review Case study	List of important stakeholders + Stakeholder analysis diagram
4. How can financial arrangements and partnerships influence integration?	Theoretical and Empirical Validation	Literature review Expert interviews Case study Focus group	Recommendations for financial conditions and partnership models Validation of recommendations
5. What contributing factors of integration can be delivered through temporary housing?	Empirical Synthesis	Expert interview Case study	Subset of sub question 1

Table 3.1 methodology per research question (own work)

### 3.3 Data collection methods

In this chapter the data gathering methods are described, followed by the ways in which this data is analysed and interpreted. An overview of these methodologies is displayed in figure 3.3. This research is divided over two parts, theoretical and empirical. The theoretical part of this research focusses on interpreting existing knowledge on integration theories and flex housing concepts. The empirical part is practically oriented by analyzing three cases through extensive interviews with experts and stakeholders from these projects.

Figure 3.3 Data collection methodology (own work)



#### 3.3.1 Exploratory interviews

To validate the problem statement in the work field, the research questions and methods and the societal and scientific relevance, exploratory interviews are conducted. These function as a guide line throughout the theoretical part of the research to already gain insight from practice. Interviewees are either policymakers from central government, part of humanitarian organizations or societal initiatives that are involved with housing status holders as a voluntary activity. These exploratory conversations provide insight in the size of the problem, validate its relevance, displays what aspects are most urgent and what is already being done.

Table 3.2 List of interviewees for exploratory interviews (own work)

Function or profession	Organization
Strategic advisor Shelter	Red Cross
Researcher Housing	Planbureau Leefomgeving
Project manager	Thuisgevers – local housing approach status holders
Project manager	Ministry of the Interior and Kingdom relations (BZK)
Product manager	de Meeuw - Modulair builder
Urban Architect	Rijksatelier bouwmeesters
Senior advisor	Platform 31

These interviews are semi-structured and in depth. Broad themes and general questions are sent upfront but most of the conversation are a result of follow-up questions that provide better understanding of the context of the situation and ones role in the organization and corresponding actions.

### *3.3.2 Literature review*

This section establishes a foundational knowledge base for further research, helping readers understand the context. The first three sub-questions will be addressed through a literature study focusing on two main concepts: temporary housing and defining successful integration of status holders. While part of this study has already been covered in chapter 2's theoretical background, additional research is needed for a comprehensive understanding.

The research will analyse policy documents to explore flexible housing, identifying its development drivers, barriers, and necessary conditions. It will also review literature on social integration, defining the term and identifying factors contributing to the integration of status holders, particularly the role of housing. This includes examining how flexible housing supports social integration.

The study then dives into current housing policies for status holders, assessing the scope of the issue, including the distribution of status holders in different housing types. It aims to understand how housing policies and flexible housing provision address the integration capabilities of status holders, exploring the formulation of integration goals and their relation to housing characteristics. Keywords that were used to find relevant literature were:

“social integration” AND “capabilities” AND “temporary accommodation OR refugee settlements OR flex housing” AND “housing policy OR housing discourses” AND “status holders”;

### *3.3.3 Case study*

Sub questions 4 and 5 will be answered through a case study. A case study is a research method most appropriate for ‘why’ and ‘how’ questions because of their explanatory nature (Yin, 2018). Visiting temporary housing projects with status holders as the main target group will enable the researcher to get a clear understanding of what life is like in such a dwelling. It makes it understandable how things are done in the past and how they are working out. Are common rooms actually shared? What is the perceived safety like? How are surrounding neighbours experiencing such suburban areas with a high quantity of vulnerable people? Because this research is inductive it does not start with a developed theory, followed by case studies to either confirm or neglect the theory. It starts with selecting cases and designing a data collection protocol.

Followed by the conduction of the case study and writing the individual case reports. Then the analysis and conclusions can be drawn. This can be done through cross-case conclusions and developing preliminary policy implications (Yin, 2018).

The sub questions are positioned in such way that in depth description of real-world context is brought up. In this way the analysis can be made to compare this situation with the theoretically described concepts. It can also already provide insight in what kind of policy implications and design interventions are required in order to ensure that temporary housing better enables status holders to socially integrate. The structured interviews will then further analyse these policy implications and design interventions.



### 3.3.3.1 Eligibility Criteria cases

When conducting a case study on housing status holders in flex-housing projects, it is important to establish eligibility criteria to ensure that the study is focused and relevant. The following eligibility criteria are composed:

1. **Housing Status Holders:** The participants in the case study should be individuals or households who have been allocated housing units in flex-housing projects. This could include beneficiaries of affordable housing programs, social housing programs, or other government or non-profit initiatives aimed at providing housing for vulnerable populations.
2. **Flex-Housing Projects:** The case study must focus on housing projects that incorporate flexible housing concepts, where the design or use of the housing units can be adapted to meet changing needs or circumstances.
3. **Time Frame:** The case study must focus on flex-housing projects that have been completed within a certain time frame, such as within the last 5 years, to ensure that the information gathered is current and relevant.
4. **Diversity of Participants:** The case study must include a diverse range of housing status holders, such as individuals or households from different socio-economic backgrounds, cultural or ethnic groups, ages, or household sizes, to capture a representative sample of the population being studied.
5. **Participation Status:** The case study must include housing status holders who are currently residing in the flex-housing projects.
6. **Data Availability:** The case study must focus on flex-housing projects for which relevant data, such as housing allocation processes, design features, resident profiles, and outcomes, are available or can be reasonably obtained.

### 3.3.3.2 Long List case studies

Name Project	Construction year	City	# dwelling	Developer	Context:
Einsteindreef	2017	Utrecht	300	Municipality	Asylumseekers and status holders + 30 students
Karmijn	2017	Amsterdam	110	De Alliantie	Status holders and starters
Old School	2017	Amsterdam	36	Rochdale	Redevelopment of former school building
Nico van der Horstpark	2018	Leiden	100	De Sleutels + Ons Doel	Mixed status holders and starters
Set ijborg	2018	Amsterdam	142	De Alliantie	Students, starters, status holders
Stek Oost	2018	Amsterdam	250	Stadgenoot	Flexhousing at periphery of City
Aartshertogenlaan	2019	Den Bosh	20	Zayaz	Modern exterior, surrounding neighbours happy, not many status holders
Spark Village	2019	Amsterdam	240	Rochdale	Students, starters, status holders
De Vliert	2021	Den Bosch	54	Zayaz	Starters and status holders
Gaasperdammer Tunnel	2024	Amsterdam		De Key	Very large scale
Oostertuin	2022	Nieuw-Vennep	60	Ymere	Mixed status holders and starters
IKEA	Q1 2024	Amstelveen	-	Red Cross (ICRC)	Participation of status holders in development

Table 3.3 long list case studies (own work)

### 3.3.3.2 Short List case studies

Name Project	Construction year	City	#dwelling and context	Developer
Nico van der Horstpark	2018	Leiden	100 (status holders, divorced, starters, students, societal care)	De Sleutels + Ons Doel
Oostertuin	2022	Nieuw-Vennep	60 (status holders, urgent seekers, starters)	Ymere
Set ijborg	2018	Amsterdam	142 (magic mix project)	De Aliantie

Table 3.4 short list case studies (own work)

### 3.3.3.3 Interviews per case

#### Participation criteria

Part of the case study is interviewing involved stakeholders of the several projects. These are in depth semi structured interviews. The condition for an interviewee to be appropriate for an interview, is that the person had to be involved in the decision making process of the projects' development, the social management of the project or involvement regarding strategy or policy from both municipality or housing corporation.

Organization (per case)	Role	Eligibility criteria
Housing corporation	Project leader flexhousing	Involvement with decision making process, social management or strategic or policy related
Local NGO (Vluchtelingenwerk)	Social management	
Municipality (2x)	Policy maker spatial planning and social management	

Table 3.5 interviewees per case (own work)

### 3.3.4 In-depth expert Interviews

Interviews will be conducted with actors associated with the projects from the case study. These interviews will be structured and in depth as to give room for the interviewee to provide additional information that initially was not intended or of interest. The interviews will be conducted according to a protocol which will be formulated in the preparation of the interviews. Also to enable the interviewee to elaborate on experiences and anecdotes of in-practice situations. The primary criteria of the selection of the interviewees would be the significant influence in the process and the uniqueness of their role in the process.

The probing questions are oriented in such way to lead to answers of the sub questions. These are aimed to provide insight one hand to how these temporary projects have worked out in practice and what the consequences are of certain design decisions, and on the other hand to expose what key stakeholders are of great importance and should be more involved in future projects. The interview technique is in depth and semi-structured. This means that there is a interview protocol and questions are sent upfront to participants, but throughout the conversation the researcher can ask follow-up questions of direct the conversation in relevant ways. This provides the following list of expert interviewees:

Table 3.6 interviewees expert panel

Organization	Role
Centraal orgaan Opvang Asielzoekers (COA)	Strategic policy expert handover from refugee settlement to regular life
Ministry of Ministry of Social Affairs and Employment (SZW)	Policy making on integration
Rijksdienst Voor Ondernemend Nederland (RVO)	Subsidy expert allocation and valuation

### 3.3.5 *Expert panel*

The focus group method is a form of group interview in which there are several participants, in addition to a moderator. There is an emphasis in the question zoning on a particular, fairly strict defined topic. The attention also lies on the interaction within the group and the joint findings that come up during the focus group (Bryman, 2012).

The reason why this research also uses focus group as research method is because this enables people who are known to have a certain experience, can be interviewed in a structured way about those experiences. This challenges the participants to be consistent and comply with earlier made statements. Because participants often argue and challenge each other's views. This could mean that the researchers may end up with more realistic accounts of what people think (Bryman, 2012). This can lead to new insights, ideas or creative solutions for seemingly wicked problems. The group size will be 4-6 people depending on availability. The eligibility criteria for joining the expert panel is that the participants have to be part of a case study interviews as well.

With the use of several very general questions the discussion can be guided. Quite a lot of freedom needs to be present in order to have the participants speak freely on their experiences and to have a wide range of discussion. Only when this discussion goes off to a totally different subject the moderation needs to refocus the session, but even this needs to be done relatively carefully (Bryman, 2012).

### 3.4 Data analysis

#### 3.4.1 Interview analysis

A inductive method for analysing qualitative data derived from structured interviews is the 'thematic content' analysis. It involves identifying and categorizing patterns, themes, and topics that emerge from the interviews. The interview transcripts are reviewed. Subsequently relevant segments of data are coded into meaningful categories related to the conditions of temporary housing and their impact on integration capabilities. By identifying recurring themes and concepts, one can gain insights into the key conditions and factors that influence integration. In short the analysis happens in the following steps:

1. Read transcripts;
2. Annotate transcripts,
3. Conceptualize the data by making preliminary coding list,
4. Segment the data and then apply the codes to the segments,
5. Allowing analyses to be made,
6. Draw conclusions.

#### 3.4.2 Case-study analysis

##### Document analysis

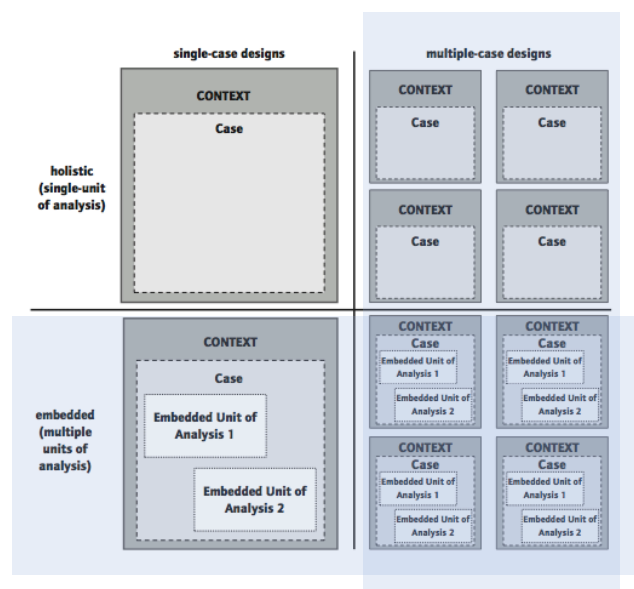
Before the analysis of the cases can be done the cases must be described and analysed thoroughly. This is done with the use of the reports from the corresponding housing corporations. Because often there are already certain research results from tenant feedback or evaluation reports. Also an in-depth study of the neighbourhood and (political) context the project arose from. Was there a lot of resistance from the municipality or neighbourhood, or how did the partnership participation originate? Subsequently are the interviews a research methodology tool that will give access to relevant data from the cases. Together with a site visit.

##### Cross-case analysis

To analyse the different cases that are part of the short list a cross-case analysis will be applied. Cross-case analysis involves examining patterns, themes, and commonalities across multiple cases (in the three projects). The researcher compares and contrast the different projects to identify similarities, differences, and trends in the conditions of temporary housing and their impact on integration capabilities. This analysis method allows for the identification of overarching themes or factors that consistently contribute to successful integration or pose challenges across the cases.

Yin (2012) describes different cross-case analysis methods. This research includes a multiple-case design, with multiple units of analysis included. Namely partnerships and financial arrangements compose the units of analysis.

Figure 3.4 Cross case analysis scheme. Adopted from Yin (2012).



In order to gain objective insights from the interviews from the case study, a clear analysis set up needs to be made. By obtaining the same analysis structure per case, the data can be compared in a scientifically profound way. This analysis structure per case is illustrated in figure 3.5. This shows that the interviews are divided over four main themes to which interview questions are linked. The answers to these questions are then coded, and groups of codes are categorized in themes. This is called thematic-content analysis. These themes then are compared with the same themes from different cases allowing for a qualitative interpretation of the findings.

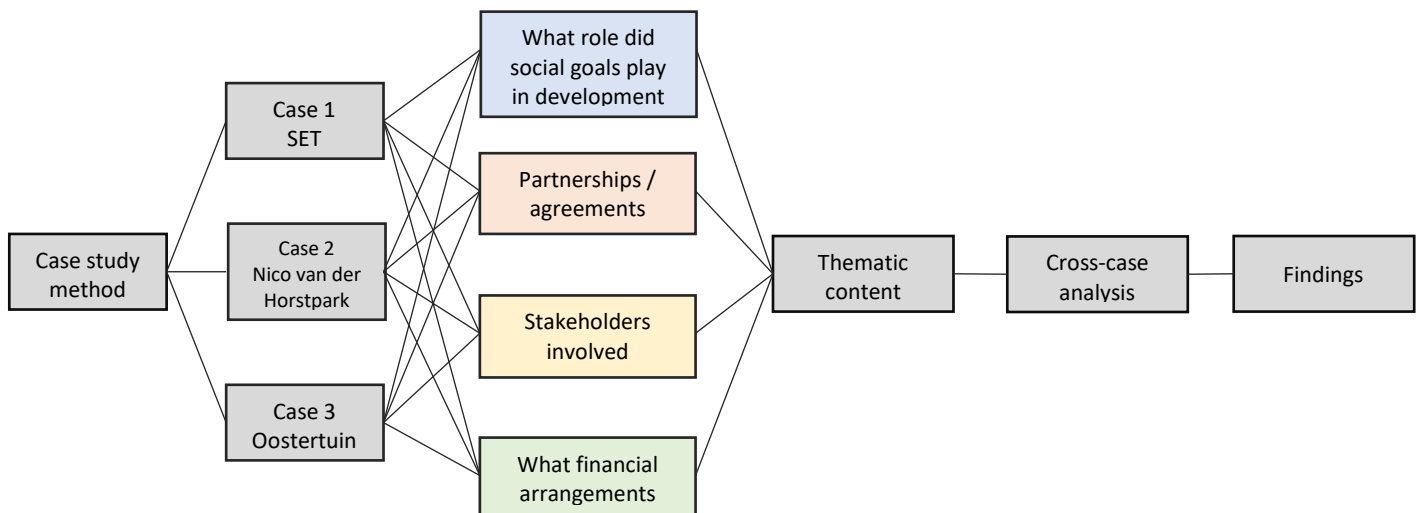


Figure 3.5 Cross-case analysis structure (own work)

### 3.4.3 Synthesis analysis

Insights from the literature study, document analysis, the case study interviews and expert interviews will be combined to create a comprehensive understanding of how partnerships and subsidies for flex housing influence integration capabilities of status holders. The theoretical framework (see figure 3.6) shows the correlation between the temporary housing and successful integration of stakeholders. The units of analysis will structure the results from all the interviews and other findings. This allows the results to be synthesized.

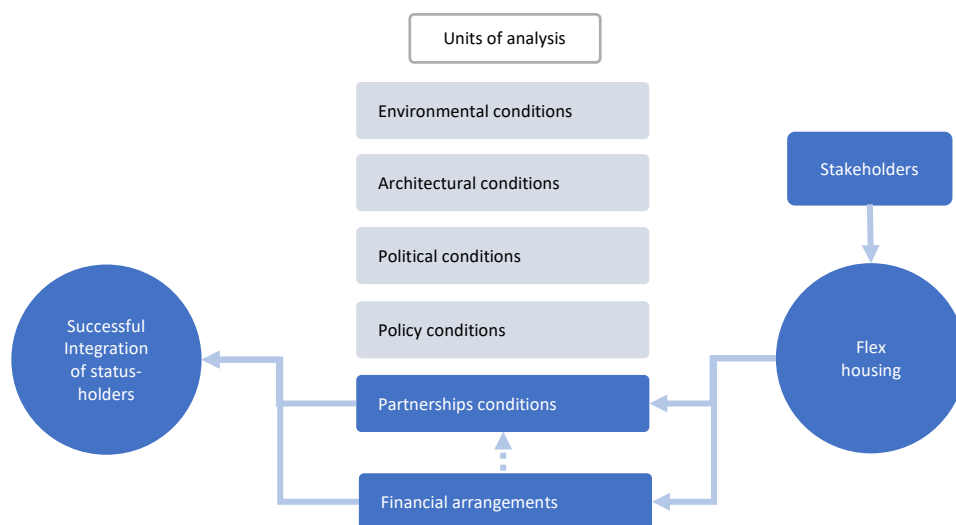


Figure 3.6 Theoretical framework (Own work)

#### 3.4.4. Validation analysis

The expert panel provides the opportunity to validate the findings and recommendations with experts and other stakeholders involved in the analysis cases. This validation is limited to the unit of analysis 'financial arrangements'. This allows for a more thorough validation of this single aspect, and creates a scope and frame for the expert panel. The participants of the expert panel therefore are limited to stakeholders that were involved with policy or strategy decision making regarding subsidies, financial arrangements, business case related aspects. Social managers are therefore excluded from the expert panel.

This analysis is done through a similar way as the interviews are analysed.

Through a review of focus group transcripts or recordings, the researcher can code segments of data pertaining to various aspects of temporary housing, distribution of responsibilities and financial risk, social management costs and effective subsidy policy.

### 3.5. Data plan

#### 3.5.1 Respect to FAIR principles

To ensure this research adheres to scientific standards of research, in order to support knowledge discovery and innovation, the four principles of FAIR are taken into account (Wilkinson et al., 2016). Ethical considerations need to be made to ensure the research findings are Findable, Accessible, Interoperable, and Reusable. This ensures that new research can lead to more knowledge within this discipline. Other researchers can reproduce similar findings, or put to use these findings for different contexts.

Principle of FAIR	Elaboration
Findable	The research findings will be published in the educational repository of the Technical University of Delft and can be accessed through the following link: <a href="https://repository.tudelft.nl">https://repository.tudelft.nl</a> . All data collected during the research will be made available for scrutiny.
Accessible	The acquired data will be securely stored in the cloud storage system of the Technical University of Delft throughout the research process. After the research is completed, sensitive data may be appropriately destroyed to ensure confidentiality.
Interoperable	This research is done in a Dutch context, but it is written in English. The interviews have been conducted in Dutch but analysed in English. All sources of information will be properly cited following the APA-style referencing guidelines so sources can be consulted again.
Reusable	The methodology of this research is described in such way that it is possible to conduct a similar research, in the extend of this one to contribute to the knowledge regarding this area of expertise

Table 3.7 Principles of FAIR. Adopted from Wilkinson et al. (2016).

#### 3.5.2 Ethical considerations

Written consent from all participants is required for the research team in order to execute the research. This form includes the possibility to withdraw from the research at all times. This is done in order to protect the people from any unwanted consequences of this research.

#### Personal data processing

Through anonymization of all data, research results cannot be traced back to the people. After conducting the research personal data will be destroyed. Because part of the research is about a stigmatized group of people, the anonymization of the data is important. This information could be considered sensitive and therefore certain caution is required.



### Data sharing

The research findings and results will be publicly shared to contribute to science and to help other researchers to build upon this research. This scientific expertise could impact other people's lives so therefore carefulness is appropriate. Throughout the process only the research team will have access to the data, stored on a Surf Drive. After the research is published, the personal data will be destroyed because this is no longer important. The meta data and data needs to be findable for humans and computers used by humans to achieve its potential. In this way research is not just published fast, but shared as early as possible for other researchers to benefit from. By storing it clearly the data can be easily reused. This will benefit in times when new researchers are starting with research ideas and planning. When this research is easily accessible its influence will increase. This is done through safe storage, protection and backups of the collected data. It is also in compliance with the requirements from the TU Delft.

### **3.6. Research output**

The goal of this research is to examine the conditions for effective subsidies for flex housing to promote integration capabilities of status holders and how partnerships influence this process. To understand how these aspects contribute to the integration process and identify best practices and potential areas of improvement of temporary housing programs. As well as providing recommendations for stakeholders involved in the development and management of temporary housing initiatives for status holders.

The objectives of this research are to conduct a thorough literature review to establish the framework from which the sub questions can be answered. As well as undertaking a case study of three flex housing projects in Amsterdam to gain practical insights and experiences. Also to conduct in-depth semi structured interviews with key stakeholders involved in these projects to capture their perspectives, responsibilities and experiences. Lastly to organize a focus group to validate the research findings and formulate a roadmap that describes the process of flex housing developments that take social objectives, namely integration, into consideration

The delivered data sets consist of a comprehensive research report documenting the findings, analysis and recommendations. A case study report for each of the three temporary housing projects that have been examined. Subsequently the transcripts of the interviews that are conducted are included. Lastly an anonymized dataset of the transcripts from the interviewees and participants of the focus group for potential further analysis in the future.

These deliverables can be considered valuable information for policymakers, housing organizations, social management volunteers of new Dutch citizens and other stakeholders involved in the integration and housing of status holders.

## Part 2: Theoretical Background

## 4. Theoretical Background

Two main concepts can be derived from the main question that this research aims to answer. Firstly, successful integration of status holders and secondly, the concept of flexible housing and under which conditions these dwellings can live up to the expectations. The concepts and interrelated topics are shown in the figure below. This also displays the main aspects to be studied and assumed relationships that are also reflected in the sub questions, to adequately answer the main question.

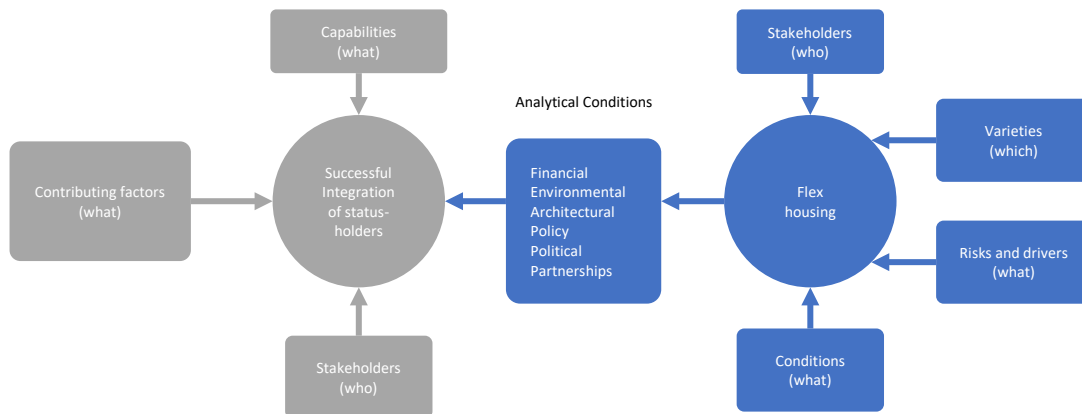
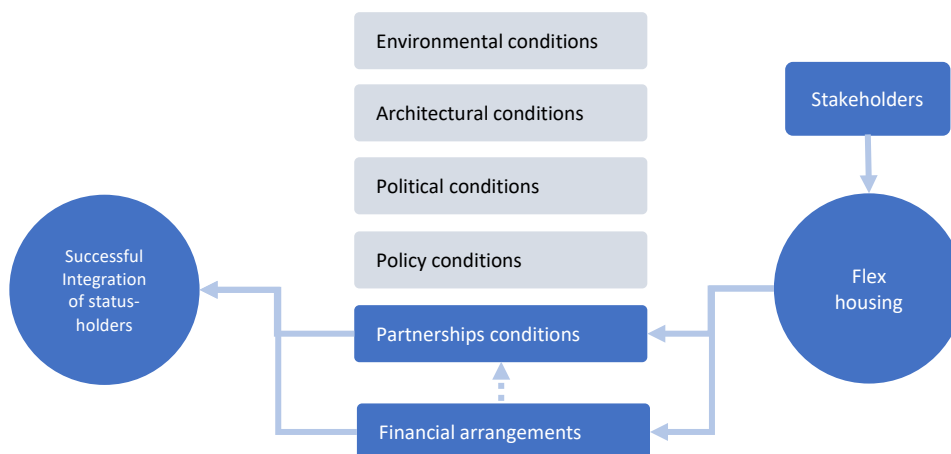


Figure 4.1 Conceptual framework (own work)

Partnerships between key stakeholders and the early engagement and involvement of stakeholders of integration processes, with the development of housing can bring forth a more successful integration of status holders that live in these flex houses. The partnerships that exist and corresponding stakeholders are included in this literature review.

It is also known that one of the bottlenecks of flex housing is the business case (PBL, 2022). One of the ways to create more feasible business cases for developers (municipalities, corporations) is to grant subsidies. This can happen in many different ways to realise housing for attention groups like status holders. The conditions that applicants have to meet in order to qualify for these subsidies can be used to achieve certain goals, like integration. The literature review therefore includes a study on how to effectively use financial mechanisms like subsidies to achieve integration.

Figure 4.2 Theoretical framework (own work)



## 4.1 Successful integration of status holders

Literature is assessed to further understand the concept of integration and to grasp the full entanglement of all related aspects. Firstly literature is consulted to understand the housing pathways from refugee to status holder. Then the contributing factors of integration are looked into and examined when one can actually speak of successful integration. Subsequently, with the use of the capabilities method, an examination helps to assess the capacity of status holders to integrate into a hosting society. In this manner a comprehensive understanding of this concept can be obtained. This chapter aims to provide an answer to the following question:

*1. What are contributing factors of integration and to what extent do these factors contribute?*

### 4.1.1 Status holders

#### Influx of refugees

The Dutch society experienced a significant increase of asylum seekers in the years 2014-2016. The amount of granted residency permits jumped from around 18.000 per year to over 34.000 in 2016 (CBS, 2022). These asylum seekers are being accommodated by the Central Agency for the Reception of Asylum Seekers (in Dutch: COA) and were housed in temporary 'crisis emergency shelter' locations (COA, 2019). Not all asylum seekers get a housing permit and the permit to stay in the Netherlands is temporary (2-5 years). Different processes need to be followed to extend this time to an indefinite period. This largely depends on the declared safety of the country of origin (IND, 2023).

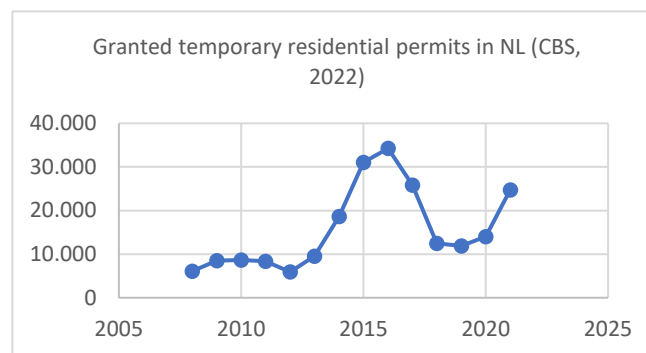


Figure 4.3 Granted temporary residency permits up to Q4 2021 (CBS, 2022)

### 4.1.2 Contributing factors of integration

#### Permit application procedure

When an asylum seeker lands in the Netherlands the immigration police (in Dutch: Vreemdelingenpolitie) and the Immigration and Naturalization Service (in Dutch: IND) cover the registration and application of the residency permit. The IND then decides whether to grant the residency permit or the application is rejected. Status holders are first given a temporary residence permit of 5 years. This permit is usually converted to a permit for an indefinite period after 5 years (Rijksoverheid, 2023). When a permit is granted, the COA matches the status holder with a region and municipality. Based on the municipal task (in Dutch: gemeentelijke taakstelling) municipalities are given a determined target with the number of status holders a municipality must accommodate (COA, 2022). This matching is done through a screening interview and estimated job opportunities and social networks (COA, 2022). From the moment one receives a permit the municipalities are responsible for the housing of status holders. They have the right for proper housing since they also have the same duties and rights as any other person with a Dutch nationality. However, not all municipalities have the capacity to house status holders leading to a stagnation of outflow from refugee settlements. At the beginning of 2022, over one-third of all people living in a refugee settlement had already been granted a residency permit but had not yet been assigned to a municipality or housing due to the lack of available housing (COA, 2023). Moreover, more than 25% of the refugees with a high

probability of receiving a residency permit, wait for at least half a year until the IND has decided whether to grant them a permit at all (IND, 2019).

#### Role of housing

Case studies by the UNECE demonstrate that access to housing plays a major role in the process of integration of migrants and refugees into a society, as housing location, accessibility, affordability and habitability, among other factors, have direct impact on the ability of inhabitants to seek employment and access education and healthcare (UNECE, 2021). Policies aiming to improve integration through housing are often short to medium-term in focus, however these policies should support medium- and long-term integration. Studies by the OECD (2015) underline the critical role of cities in housing migrants and refugees because they are attracted by labour markets, services and social capital. Housing and migration are national level policies, however arrangements regarding social and economic accommodation of regular migrants take place on a local level, planned and managed locally.

Therefore, it is important to strengthen capacity of local governments to manage housing. Furthermore, study shows that the encouragement of active participation of migrants in planning and implementing housing projects positively impacts their integration ends (UNECE, 2021). This participation can be facilitated through various means, such as the establishment of panels or advisory groups dedicated to housing construction or renovation initiatives, the training and employment of migrants and refugees within local housing services (UNECE, 2021). The research conducted suggests that greater coordination between national and local governments through coherent housing policies and programmes can play a key role in addressing housing access and integration issues in differing local contexts.

Besides this, the temporary contracts and project latency of these homes still causes tenants to experience uncertainty about their housing situation (Horst & Grabska, 2015). A future perspective and sense of belonging often lags behind since plans for the future cannot be made because the past and the present are marked with precariousness and unpredictability (Fanjoy, 2015). While housing stability is deemed one of the most important values for refugees with a residency permit when integrating in a hosting region (OECD, 2015).

#### Other contributing factors

According to UNECE (2021) the interaction between local communities and status holders through shared public spaces and activities support integration of status holders. Ways to promote this informal engagement between these target groups can be achieved through architectural interventions (Beeckmans et al., 2022). For example the distribution of houses for Dutch tenants and status holders throughout the complex can promote the interaction with neighbours who are not yet familiarized with the Dutch culture or language, potentially improving integration capabilities. Also wider galleries can enable tenants to meet each other occasionally (Beeckmans et al., 2022).

When status holders have been assigned a house, it is of great importance for them to quickly establish a sense of comfort in their living environment. Personal interaction between local residents and status holders, along with intensive guidance, are crucial factors for promoting employment opportunities for status holders (KIS, 2018). This creates a robust social network and positive interactions. Employment is namely an important driver of integration (OECD, 2015).

Subsequently, the location plays a role in the suitability of flex housing for status holders. The proximity of amenities, social workers organizations and other people can determine with whom status holders engage and help to create a more robust social network. When located more remote isolation and seclusion can take place, negatively influencing one's ability to integrate (PBL, 2022).

Also the support of social workers or the occupancy of social managers in a housing complex can positively contribute to the integration capabilities (OECD, 2015). By promoting engagement between tenants through the organization of activities, offering help with day to

day tasks or helping with providing access to educational institutions, healthcare system or learning the language social management can influence the integration capabilities.

#### Ways to achieve integration

The prior mentioned contributing factors of integration are summed in this table. It summarizes the contributing factors and potential ways how this can be obtained or promoted. These means to achieve integration are based on initial assumptions and not directly from literature. To stimulate understanding of practical relevance and implications within the context of flex housing. These can be assessed against findings from practice during the case study analysis.

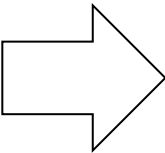
Contributing factors of integration (literary findings)		Can be achieved through: (assumptions not directly drawn from literature)
Language proficiency		1. Interaction with local residents
Cultural understanding		2. Architectural interventions for engagement promotion
Having a daytime activity		3. Communal spaces for incidental encounters
Breadth and quality of social network		4. Long term housing contract
Housing stability		5. Ability to influence housing appearance to increase sense of ownership
Safety of tenure		6. Living in or nearby urban area for access to amenities
Sense of ownership		
Access to services and amenities		
Cultural appropriate housing		
Safe neighbourhood		
Legal protection		
Having rights and citizenship		
Participation in civic and community life		
Social management and support		
Interaction with local communities		
Incidental encounters with neighbours		

Table 4.1 Contributing factors of integration (own work)

#### Framework for successful integration

Since integration is not only a key policy objective to resettle refugees and asylum seekers but also subject to a large public discussion, many different definitions are used. This paper uses the definition proposed by Phillips (2006) that states the following:

*‘Structural integration is involving the growing participation of newcomers and their descendants in society’s main institutions e.g. the housing market, labour market, healthcare system’* ( Phillips (2006).

Fieldwork in refugee settlements and review of literature have led to elements of what constitutes ‘successful’ integration (Ager, & Strang, 2008).

This has led to the framework displayed in figure 4.4. In the Netherlands, the integration course is one of the means to help status holders integrate quickly. This entails learning the language (up to B1 level) and getting to know Dutch culture, history and general habits. This is assessed with a test that one has to take within three years of receiving a residency permit (Ministry of OCW, 2023). This integration course is considered to be a helpful part of the process towards integration, but not the goal itself. It helps authorities to indicate whether the integration policy is effective.

However, research done by Korac (2003) showed that having a connection with the host society, a job and education are important indicators, but having a social network that provides opportunities to obtain these goals are of most importance. However, the quality of the social network, and the extent of this network connected to the other indicators can ultimately determine the success. Therefore numerous (social) components need to be in the right position in order for the total outcome to be positive (Korac, 2003).

In the framework that Ager and Strand (2008) have compiled, the importance of social bonds is also reflected. The three types of social connection form the core domain of integration according to Ager and Strand (2008) as can be seen in figure 4.4. The three types of connections people can have are 'social bridges'; connections with people from other groups. These are people outside of their social network. Secondly, 'social bonds'; connections with likeminded people such as family and 'social links'; connections with governing authorities. The latter being part of societies institutions that Phillips (2006) mentions in his definition.

The research of Appau et al. (2019) showed that social integration is associated with higher levels of subjective well-being. For example, they found that an increase in contacts between neighbours shows an increase in subjective well-being. Together with duration of residence within a particular community this contributes positively.

At the same time, stigmatization by the host society and insufficient language skills are described as factors that do not support subjective well-being. The facilitators mentioned in the framework of Ager and Strand (language, cultural knowledge and safety and stability) are the domains that support this environment in which a status holder can socially integrate. This also has a relation with the social environment or social cohesion of a neighbourhood. According to the framework the means to accomplish this integration are employment, housing, education and health.

Nevertheless, the OECD (2015) argues, that housing is key and that education, employment and access to health are a result of housing. Stating that the means of housing has a more central role than Ager and Strang (2008) claim.

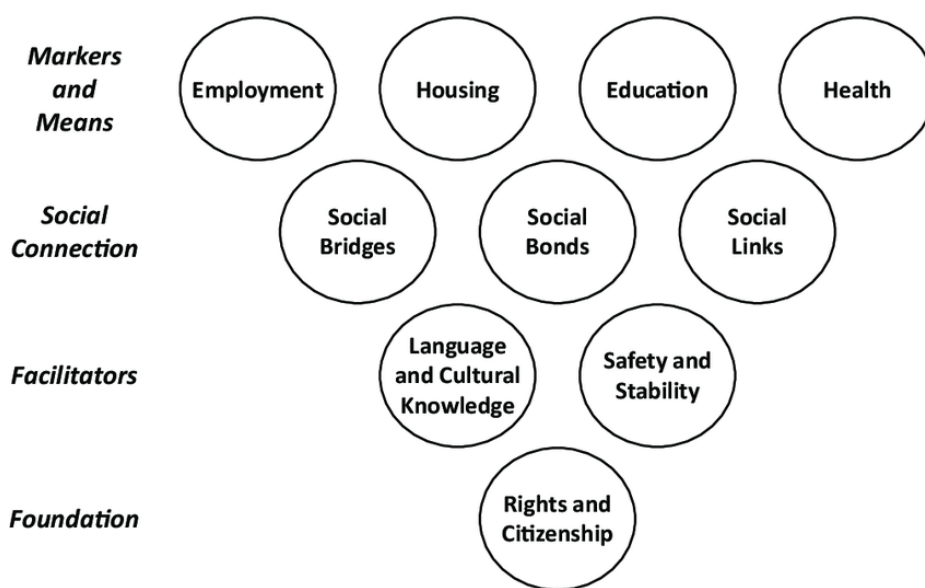


Figure 4.4 Domains of integration (Ager & Strang, 2008)

#### Integration Act (Wet Inburgering) 2021

In all laws that have been used over the past 25 years, it appears that a status holder must possess the following skills in order to identify as an integrated citizen of the Netherlands (Integration Law 2021, In Dutch: Wet Inburgering 2021):

They must be able to speak and understand the language (B1 level), they are required to adhere to the laws outlined in the constitution and possess knowledge thereof (as part of societal integration, they have employment or are enrolled in education to gain access to the Dutch labour market and they are accommodated in one of the designated municipalities.

As mentioned earlier on, with the use of an integration course Dutch government aims to quantify one's ability to integrate according to the general indicators of IND (2023), without considering the findings of Korac (2003), OECD (2015) or the framework by Ager & Strang (2008). A more normative and neoliberal approach is applied with the Dutch civic integration discourse (Suvarierol & Kirk, 2015).

The migrants become objects and subjects of the states ideology to create self-reliant citizens (Suvarierol & Kirk, 2015). Despite this well-intentioned goal, cost optimization and quantitative policy have prevailed. Which leads to the downfall of Dutch language learning and making it more difficult for status holders to realise their own interests (Suvarierol & Kirk, 2015).

#### *4.1.3 Conclusion*

This part of the literature study aims to provide an answer to this sub question:

- 1. What are contributing factors of integration and to what extent do these factors contribute?*

The rising influx of refugees has led to high pressure on the integration system. The Dutch government applies integration courses as a mean for integration goals. These take tangible aspects into account such as language level, cultural knowledge and having a job.

However, research shows that the quality of a social network and the extent of this network connected to the other indicators can determine successful integration. In essence, the depth and range of the social network significantly impact the achievement of integration goals.

Studies emphasize the crucial role of housing, considering location, accessibility, affordability, and habitability in impacting employment, education, and healthcare access.

For refugees with residency permits, not only housing, but housing stability is important. Defined by neighbourhood safety, affordability, legal protection and adequate housing. Adequate housing involves security, services, materials, affordability, and cultural fit, contributing to a sense of place in the receiving society.

A robust social network is crucial for successful integration, with positive interactions in shared spaces fostering connections. Personal interaction between local residents and status holders, along with intensive guidance, are crucial factors for promoting employment opportunities for status holders.



## 4.2 Temporary housing

The second concept is that of temporary housing. In this chapter it will be shown what forms and definitions are used when talking about temporary housing and what their corresponding advantages and disadvantages are and in what practical context it can be developed most effectively. This will help to gain understanding of the possibilities of temporary housing. The research question that this chapter aims to provide insight for is:

### 2. How does flexible housing influence integration capabilities among status holders?

There are many forms of temporary housing. This research focuses on flex housing. This is defined as follows: *Dwellings that are placed for a determined period of time (mostly with a maximum of 10 years) on a temporary location (exemption from zoning plan) or that are assayed conform temporary buildings like defined in the building decree (CBS, 2023).*

In times of acute housing shortage temporary housing is deemed a promising solution. Mainly because of its short construction period and seemingly cost effective realization potential (BZK, 2023). Besides this, temporary housing is worth considering because it is exempt from zoning plans. Allowing locations and buildings to be used that do not have a residential zoning destination (PBL, 2022). Currently the housing shortage in the Netherlands has come to a problematic level leaving many people in urgent need of a home. But this century is not the only century in which the Netherlands faced a tight housing market and looked for temporary solutions to mitigate the problem.

#### 4.2.1 Forms and definitions

Both media and politics often use the term 'flex housing' regularly. The exact definition can vary because the appearance also varies. Flex housing is a form of temporary housing (PBL, 2023). Temporary housing refers to housing with a temporary or adaptable component in terms of, 'the dwelling itself, the occupancy (through the use of a temporary rental contract) or the temporary use of the location (PBL, 2023). The houses are usually small in size. *Flexwonen* (Flexhousing) may concern homes in a transformed building or new construction (Ollongren, 2019). When newly constructed, these homes are often partially or completely assembled in a factory (BZK, 2023). This allows for a relatively quick expansion of the housing stock. Together with the fact that locations or buildings without the destination 'residential zoning' can be used for this purpose (BZK, 2023).

The following typologies of temporary housing can be distinguished:

Temporary typology	Description (PBL, 2023)
Flex housing in temporary vacant buildings	Structurally vacant real estate properties can often lack future perspective of redevelopment or demolition. Flex housing can therefore offer opportunities to temporarily mitigate negative financial and societal effects
Transformation to flex housing	Vacant real estate properties can be transformed to flex housing. In this case the enclosure is fixed, and the layout, use or target group is flexible. This allows for longer term investments and more positive business cases
Modular flexible homes	Most of the times flex housing refers to modular, demountable and relocatable prefab homes. These homes are designed to be disassembled, transported and reassembled in different locations after a period of 5 to 15 years. These movable structures offer flexibility in terms of their placement and user. The movable homes can be adapted according to the fluctuating change in demand

Table 4.2 Temporary housing typologies. Adopted from PBL (2023).

Research has led to the inventory of the conditions under which flex-housing can live up to the high expectations. It has been found that location suitability, cooperation between stakeholders and financial considerations form the main themes to base decision-making on (Tweede Kamer der Staten-Generaal, 2023). In order for temporary housing projects to be likely to succeed, these conditions therefore need to be taken into account.

Due to the ongoing housing shortage the Ministry of Public Housing and Spatial Planning has announced their growth ambition for the next 10 years (BZK, 2023). Every year, from 2022 up to 2030 100.000 homes have to be added to the housing stock (BZK, 2023). Because there is a rising group of people in urgent need of housing, such as asylum seekers with a residency permit, they announced that of the 100.000 a year, 15.000 homes (15%) have to be temporary (BZK, 2023). This paper will focus on all housing offered to refugees or status holders under a temporary lease contract (usually 2-5 years), which will be referred to as 'flexible housing'.

#### *4.2.2 Risks and drivers*

This chapter elaborates on the risks and drivers of flexible housing. This type of housing namely brings forth many opportunities but many uncertainties remain to be playing a role in the stagnation of the development of flex housing (PBL, 2023). This presents an analysis of which elements of flexible housing necessitate additional focus and identifies areas where further enhancement is possible.

##### Realization tempo

The realization tempo of flex housing is a great advantage compared to regular housing (BZK, 2023). Due to the shorter planning procedures regarding zoning plans and industrial and modular building systems these houses can be developed faster than regular permanent housing. With the use of the crumbling arrangements (in Dutch: Kruimelgevallenregeling) from the general provisions act in environmental law, temporary exemption of zoning plans is possible. This act also allows for a shorter decision term (8 weeks instead of 6 months) and leaves less room for possible objections (PBL, 2022).

However, in practice it appears that development and realization time take way longer than the formal procedure terms. This is mainly due to resistance from local residents (Expertisecentrum Flexwonen, 2019). The resistance is mainly targeted at expected nuisance or appearance that is associated with flex housing, or so called 'container housing' (PBL, 2022). The connection to utilities such as sewing or electrical system also lead to longer planning and realization times than estimated beforehand (PBL, 2022).

However, when reaching its full potential, rapidly realized flex houses can fulfil an important role in providing a solution for the housing shortage. Moreover, since housing, be it temporal, is one of the contributing factors of integration, flex housing can play a part the chain of integration of status holders as well.

##### Business case

Due to the fact that the homes are often smaller and made with industrial buildings systems such as prefabricated construction, the building costs are found to be lower than traditional homes (PBL, 2022). However, investments in temporary housing often do not pay off. The rent revenues are low due to the limited income potential of the tenants and management and community building measures are often more expensive than in other housing segments. The short exploitation term (up to 15 years) also makes it difficult to recoup the investment. Also the follow-up location and potential additional quality requirements remain a big question.

This challenging financial position of flex housing, together with the rising demand for affordable homes, leads to the government having to intercede. This can be done with financial arrangements, subsidies or other steering mechanisms so that investors can be supported to make the business case viable (PBL, 2022). These subsidies cannot just be deployed for the sole purpose of making the business case feasible, but also to function as a mean to provoke certain policy ends, such as the promotion of integration of status holders that are assigned a flex house.

### Temporary contracts

With flexible houses come flexible or temporary rental contracts. From the perspective of the tenant this can be seen as a disadvantage. Since 2017 the act Throughput Rental Market (In Dutch: Wet Doorstroming huurmarkt) is in effect. Allowing more temporary short term rental contracts. This causes uncertainty for tenants (AEDES, 2021). The Expert centre of Flexhousing has examined that in 2019 72% of the temporary homes had temporary rental contracts. These include contracts with a maximum of 2 – 5 years (Expertisecentrum Flexwonen, 2019). This can compromise future perspective and sense of belonging since plans for the future cannot be made (Fanjoy, 2015).

However, for some target groups the temporary contracts are not necessarily experienced as a problem because they only need a home for a limited period of time. For example seasonal laborers (PBL, 2022). But for status holders, whose temporary residency permit is prolonged to an undetermined period after five years, temporary contracts can be a potential hurdle in the process of long term integration into society (KIS, 2018).

#### *4.2.3 Difference with permanent housing*

When addressing flex housing, or temporary housing, the lease contract can range from 5 to 15 years. Temporary zoning permits are often granted for similar terms. So when building flex housing conform the building decree standards of permanent housing, and the lease contract is 15 years, the concept of temporariness becomes relative (PBL, 2023). An argument often addressed by sceptics is that temporary housing is a short term solution and does not provide the necessary stability for tenants. But the average mutation rate in the Netherlands is 7 years (CBS, 2022). When living in a flex house with a lease contract of 10 years, this is already longer than an average person in the Netherlands lives in one place.

The temporary character of a flex house lies therefore neither in the quality (often permanent building decree level) nor the lease contract (often longer than average mutation rate).

The temporariness of flex housing lies within the fact that the locations are often not conform permanent standards (noise or air pollution) and the social constructions people build are also more temporary because the mutation rate is higher, there is a bigger throughput of people coming in and out (PBL, 2023). Lastly tenants who arrive less than five years before the expiration date of a flex house project is due, will still receive a lease contract for the remaining of the period. This means that people who move out of their flex house leave an open space for someone new, who then will receive a very short lease contract. One can wonder how durable the connections are that someone creates when living in a community that will be demolished in a couple of years.

#### 4.2.4 Conclusion

This part of the literature study aims to provide an answer to this sub question:

##### 2. *How does flexible housing influence integration capabilities among status holders?*

Temporary housing is positioned by the Ministry of public housing and spatial planning (VRO) as a promising solution for people who are in urgent need of a home. Therefore they announced an ambitious goal to build 15.000 flexible homes every year up to 2030. Flexible homes are defined in this paper as a form of housing for status holders with a temporary lease contract. These can be modular demountable structures with an operating period of up to 15 years. This temporary type of housing holds several risks and opportunities. Realization tempo, lower construction costs and national political consensus are the most important opportunities. The short exploitation terms, temporary contracts and resistance from local residents are the most noticeable risks.

Flex housing is capable of providing the necessary quality and stability for integration in the first years of a project, because the building quality is often conform permanent building decree level. As well as the lease contract that are often longer than the average mutation rate. However, the locations are often within a perimeter of noise or air pollution or far away from amenities leading to disqualification of permanent housing.

As a result living in a flex house can provide the necessary housing stability for integration but when reaching the end of the project life cycle, new lease contracts of vacant homes will be shorter and the sense of community can decrease.

Subsequently, the literature reports that flexible housing projects offer suboptimal housing solutions as a lack of stability and control over one's housing situation might negatively impact chances for integration. Besides this, the temporary contracts and project latency of these homes can cause tenants to experience uncertainty about their housing situation. A future perspective and sense of belonging lag behind since plans for the future cannot be made. These factors can negatively influence integration.

### 4.3 Stakeholders and Partnerships in the built environment and integration process

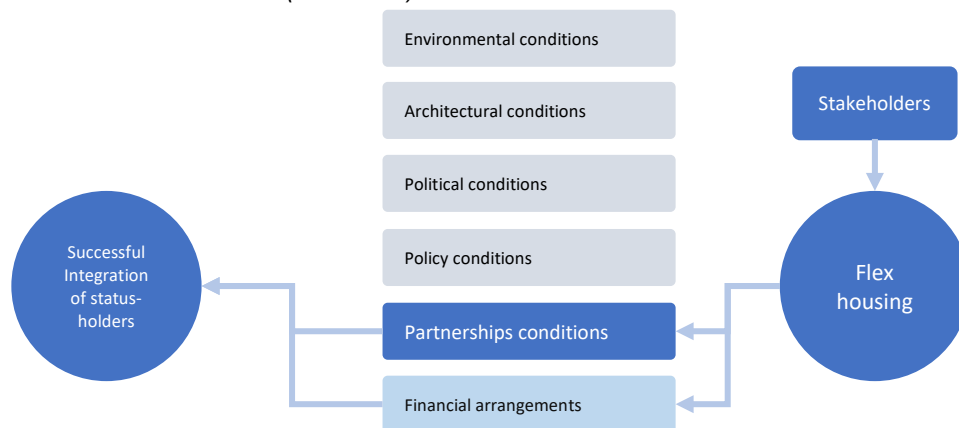
This part of the theoretical background focusses on the relationship between partnerships and integration of status holders. For the development of flex housing multiple key stakeholders are involved, and act within a framework of partnerships. The same goes for integration of status holders. Many key stakeholders are involved and act within a framework of partnerships. But how do these partnerships influence the integration capabilities of status holders that are housed in flex housing? This chapter aims to provide answer for the following sub questions:

3. Who are the key stakeholders of the development and management of temporary housing and integration of status holders?

4. How can financial arrangements and partnerships influence integration?

First we look into what key stakeholders are involved in flex housing development and what key stakeholders are involved in the integration process. Then we look into what partnership models exist and are applied in flex housing and integration process. Part of this theoretical study is investigating the relationship between partnerships of stakeholders and integration purposes.

Figure 4.5 Theoretical framework (own work)



The theoretical framework above shows that this chapter focuses on partnership conditions. This then can be divided over partnerships that have to do with housing developments, and partnerships that have to do with integration means. Both with corresponding key stakeholders. The dotted line from the partnerships for flex housing development to the successful integration implies that there is (not yet) a direct correlation between these partnerships and improved capabilities for status holders to integrate. The synergy between the partnerships of flex housing and integration is what can create these capabilities.

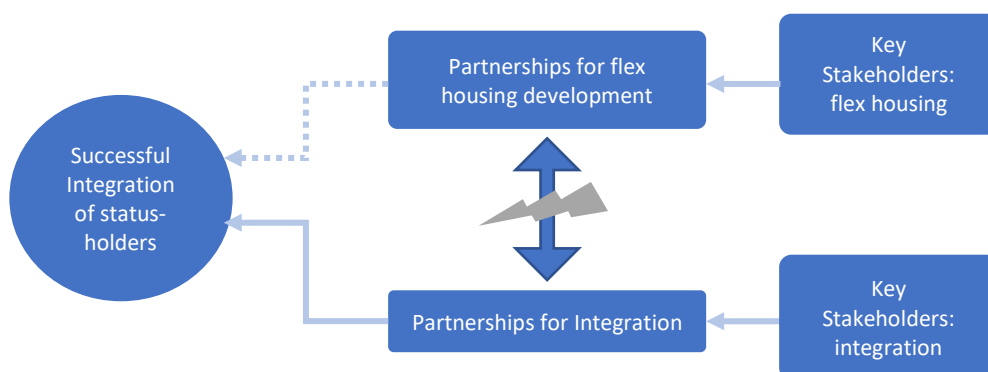


Figure 4.6 Theoretical framework. Focus on partnership conditions (own work)

#### 4.3.1 Stakeholders in flex housing development

This chapter elaborates on partnerships that are involved in flex housing development as can be seen in figure 4.7.

In order to map the stakeholders and their partnership models, it is important to understand who the key stakeholders are of a real estate development of affordable housing.

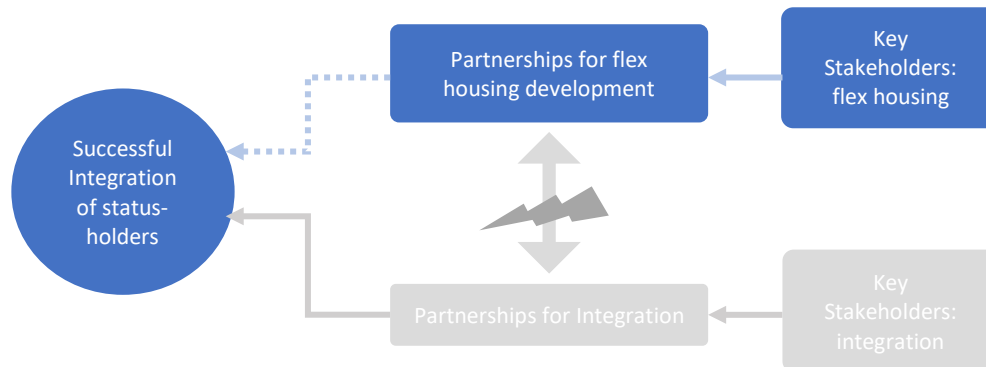


Figure 4.7 Theoretical framework. Focus on partnership conditions (own work)

There are many theories on what relevant stakeholders take part in social housing in the Netherlands. The consensus comes down to the following, described by different authors.

NEN 2574:1993	Gehner (2011)	Peiser & Hamilton (2012)	Van Gool (2013)	Miles (2015)	Peek & Gehner (2018)
Program	Initiative phase	Feasibility and acquisition	Initiative phase	Idea inception	Initiative
Design	Development	Design	Contracting phase	Feasibility	Feasibility
Development		Financing		Contract negotiation Formal Commitment	Commitment
Building	Realization	Construction	Realization	Construction	Realization
		Marketing and Leasing		Completion and formal opening	
Management and use	Exploitation and management phase	Operations and management	Exploitation	Property, asset and portfolio management	Exploitation

Table 4.3 Phasing stages described by different authors. Adapted from Peiser & Hamilton (2012).

For flex housing the same phasing can be applied. However, experience led to believe that the duration of the phasing strongly differs per location, since the barriers for successful flexhousing development strongly depend on location suitability (PBL, 2023).

In this paper, the phasing that is proposed by Peiser & Hamilton (2012) is used because this includes financing, marketing and leasing in their phasing, which is important for affordable housing projects. Especially the emphasis on financing and how financial arrangements come into being are deciding for this research.

Whinch (2009) mentions in his book 'Managing Construction Projects' that stakeholders are "those actors which will incur – or perceive they will incur - a direct benefit or loss as a result of the project. It is useful to categorize the different types of stakeholders to be able to analyse them. There are many stakeholders possible in the development of housing but in the table below some examples are shown (Sousa, 2012):

Internal (legal contract with client)		External (also direct interest in project)	
Demand	Supply	Private	Public
Client (housing corporation)	Architect	Local residents	Regulatory agencies
Financiers	Engineers	Local landowners	Local government
Client's employees	Principal contractors	Environmentalists (probable objection)	National government
Client's tenants	Trade contractors	NGO's	Housing authorities
Client's suppliers	Materials suppliers		Centres for housing research
Applicants for social assistance	Property developers		

Table 4.4 Stakeholder analysis. Adapted from Sousa (2012).

The development of affordable housing can be mapped as shown in table 2.4, according to Peiser and Hamilton (2012) as described in their book the ULI Guide to the business.

Table 4.5 Stakeholder development chain. Adopted from Peiser and Hamilton (2012).

Phase	Activity	Stakeholder
Feasibility and acquisition	Market Analysis	Municipality Housing corporation (HC)
	Concept development	Municipality Housing corporation (HC)
	Site selection	Municipality/ Local landowner
	Financial feasibility analysis	HC
	Community plan	HC
	Zoning letter	HC
	Acquisition of land	HC
Design	Pre development	HC
	City Planning	Municipality HC Architect Urban planner
	Design (in- and exterior)	Architect Engineers HC
	Participation	HC Non-profit organization Local residents Local landowners Regulatory agencies Centre for housing research
	Approvals	Municipality
	Procurement contractor	HC Municipality Contractor
Financing	Calculate interest for loan	HC
	Acquire public funds	HC Municipality National government
	Acquire private funds	HC
	Government programs and subsidies	Municipality HC
Construction	Managing and scheduling	HC Contractor Subcontractor
	Inspections	Contractor
	Subcontractors	Contractor
Marketing and Leasing	Developing marketing strategy	HC
	Public relations	HC Municipality
	Advertising	HC
Operations and Management	Hiring staff (social management)	HC Non-profit Organization
	Turnover	HC
	Exploitation	HC
	Transfer the property (flex housing)	HC Municipality

#### *4.3.2 Partnership models in affordable housing development*

Now that we know what phases and corresponding stakeholders play a part in the development of affordable (flex) housing, we can look into the different partnerships that are at hand. With construction projects and housing developments becoming increasingly complex, due to among other things, regulations, many different stakeholders, rising costs and pressure on production, the need for structured project organizations climbs (Gadde & Dubois, 2010).

This structure within project organizations happens on different levels. In practice, municipalities often cooperate with housing corporation. In the Netherlands the development and management of social housing is done by housing corporations (Shabab et al., 2020). They are responsible for the distribution and quality of housing for low income groups.

Land policy determines where future housing developments take place, making it an important factor in the process. This land policy is regulated by municipalities. The role of municipalities in housing developments is therefore also of great importance (Shababe et al., 2020).

A third party in the development of housing are the contractors, or the fabricators. A clear example of a partnership between these entities is the 'Noord Holland Bouwstroom (Northern Holland Building Chain) or the 'Bouwstroom Haaglanden' (Building Chain the Hague Region). This is a collaborative initiative comprising housing corporations, municipalities, suppliers, and contractors, embodying a paradigm shift in thinking, execution, and collaboration. The objective is to collectively address the housing challenge in collaboration with both the market and the government. The emphasis lies in collaboratively exploring the production of modular, conceptual dwellings, for example flex housing (NH Bouwstroom, 2023). A clear example of a joint effort of market and public parties to enhance the procurement procedure of suppliers for prefabricated homes.

Another example are the regional housing deals. These deals are concrete agreements that the minister for Housing and Planning (in Dutch: Volkshuisvesting en Ruimtelijke Ordening), signs with involved parties for the provision of housing in 35 regions in the Netherlands (BZK, 2023). These deals consist of agreements on for example specific locations, share of affordable housing, attention groups such as status holders and the classification of public areas and infrastructure. They are signed with all involved parties, such as the local government, contractors, developers and housing corporations (BZK, 2023).

Less constitutional partnerships are for example multi stakeholder alliances on national or local level (Tennyson, 2011). These can consist of collaboration between businesses, NGOs local governments and communities, for example schools. Another example of a partnership is 'Dispersed partnerships'. These are more like a network of agencies working together independently but collaborating to exchange knowledge or transfer ideas, for example on how to deliver affordable housing in low income neighbourhoods. This can be done through a 'mandate' agreement or effort obligation (Tennyson, 2011).

As mentioned municipalities play an important role in the development of housing. Not as developer or manufacturer, but as provider of land and regulations and policies concerning the destination of the land. Land policy determines where future housing developments take place, making it an important factor in the process. This land policy is regulated by municipalities. The role of municipalities within partnerships for housing developments is therefore also of great importance (Shababe et al., 2020).

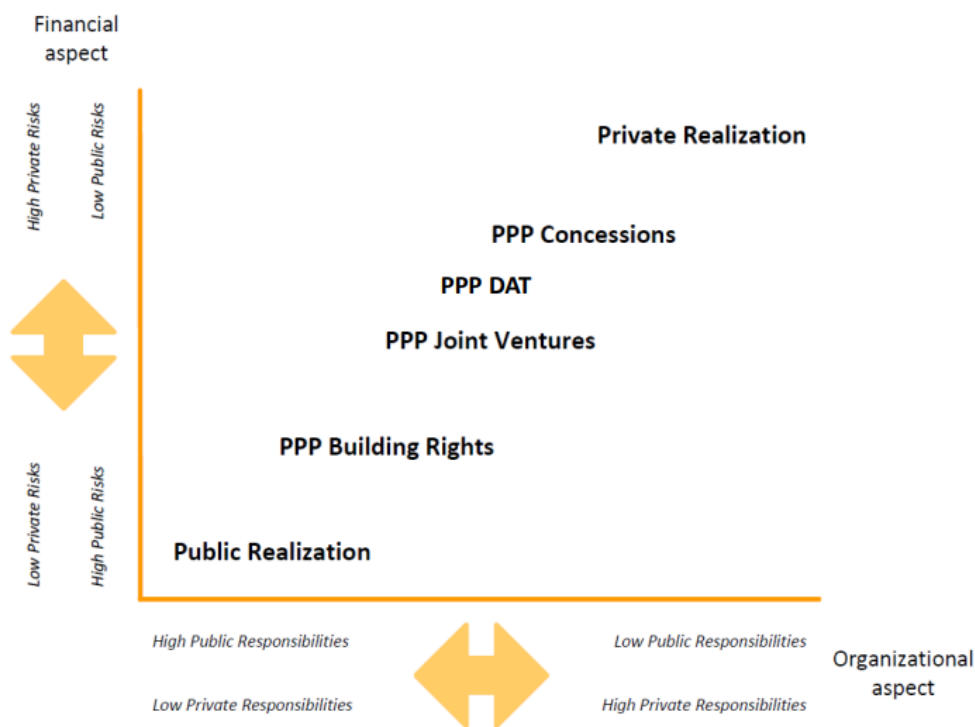
The strategies that they apply on land policy influences the extent to which they need to be involved in the partnership. This can vary from active, passive, reactive and protective. With these strategies corresponding policy instruments can be used. For example land banking, using pre-emption rights, land readjustment and develop land agreements (Shababe et al., 2020). What strategy and instrument the municipality uses, influences what partnership models are more suitable. Municipalities also have a crucial role in urban planning, zoning plans and using these instruments to support the development of housing.



### *Existing partnership models in built environment*

Heurkens (2012) explains the ways in which the market and public entities collaborate through a public-private dominance diagram, as shown in figure 4.8. One can define such collaboration as follows: “A PPP is an institutionalized form of cooperation between public and private actors who, on the basis of their own indigenous objectives, work together towards a joint target, in which both parties accept investment risks on the basis of a predefined distribution of revenues and costs” (Nijkamp et al., 2002). For the provision of affordable homes housing corporations can be considered as the market entities in these models. Conijn (2005) determines housing associations as a “private entity which operates on the basis of long-term social objectives to realize public goals”. One could therefore allocate housing corporations as semi-public entities, but in public private partnerships, the housing corporation fulfils the role of the private party. It however must be included that housing corporations mostly focusing on their core task, like the Housing Law (2015) describes.

There are several reasons why PPP are seen as a constructive collaboration model. Klijn & Teisman (2003) name for example the effectiveness of policy implementation throughout projects due to public parties that are involved. Or the mutual added value by exchanging finance knowledge from market parties. The developments also happen through ‘coalition’ planning, rather than development planning (Heurkens, 2012). Leading to projects with a broader integration with policy ends, set by public influence.



*Figure 4.8 Responsibilities & Risk relationship in Dutch PPP Models (Heurkens, 2012)*

Figure 4.8 explains different forms of Public Private Partnerships. They range from low to high responsibility, and from low to high financial risk. For the success of a PPP it is important to guard against inflexibility, a clash of interest and maintain the opportunity to apply project specific tailored solutions (Klijn & Teisman, 2003; Sagalyn, 2007). In practice, for the development of social housing a more ‘lite’ version of PPP is therefore applied. A joint venture model is not common, because the municipality does not become shareholder in the buildings (postal), but can decide to keep ownership of the land. PPP DAT (Develop Apart Together) is also less likely, because there is not often a need for the separation of specific aspects of the project. A PPP Building rights is however more common. This means that the public party takes on the responsibility for the land development and operation, and the private party is responsible for the real estate development and operation (Heurkens, 2012).

Another option is the concession model. This means that the public party facilitates development by operating the land, but financial risk remains with the private party. This does require more informal collaboration (Heurkens, 2012).

This need for partnership and structuring project organizations is no new concept. Wylde (1986) described how affordable housing can come to being: “The concept of a public-private partnership in housing is a commitment to sharing development risk, financial obligations, and program responsibilities among government, private financial institutions, builders, developers, and nonprofit organizations and the larger business community” (Wylde, 1986, p. 2). It comes down to sharing financial risk and commitment, allowing stakeholders to respond to the need for affordable housing (Wylde, 1986).

Given the involvement of both public and private parties, and the importance of structured organizational collaborations, public-private-partnerships are an important way to manage flex-housing projects. Heurkens (2012) describes how theoretical models such as ‘Building rights’ or ‘DAT’ are meant to divide risk and responsibilities proportionally. And partnerships such as the NH Bouwstroom or de Woondeals show how these models are applied in practice.

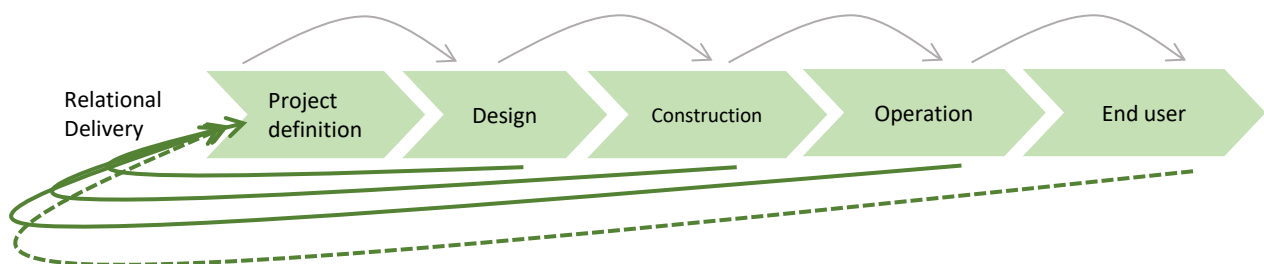
In order to advocate for an increase of emphasis on integration capabilities when building housing for status holders, partnerships can play an important role.

#### Relationship partnerships and integration

These cooperative models include the concept of early stakeholder engagement. This means that important stakeholders are involved at the right time, when their involvement can positively impact the project. This is almost always earlier than traditional delivery methods, like Design Bid Build. Therefore it is called ‘early’ stakeholder engagement. This involvement should take place during the project definition phase, when the project purposes are being developed and determined by the key stakeholders (Aapaoja et al., 2013). Moreover, establishing procurement partnerships, particularly within collaborative procurement initiatives, demands early engagement of stakeholders as a strategic approach to foster trust among the involved parties. This proactive involvement serves as a catalyst for innovation within the procurement process (Baharudin, 2018). Early engagement also streamlines decision-making processes. By involving stakeholders more early on in the project planning this can be a catalyst for innovation, it streamlines decision making because all involved parties were involved in the moment these decisions were made, it fosters exchange of expertise and creates shared understanding (Aapaoja et al., 2013).

This type of stakeholder engagement paves the way for new approaches of partnerships transcending disciplines and providing collaboration among different experts. This is further described in the next chapter and figure 4.13. These partnerships could have a positive influence on integration capabilities since end user perspectives and social oriented stakeholders are involved up front.

*Figure 4.9 Relational project delivery method through early stakeholder engagement (Adopted from Aapaoja et al., 2013)*



### Housing development chain

Combining the markets mentioned in the model by Tiesdell and Adams (2011), the key stakeholders of affordable housing development, and dividing them over the phasing proposed by Peiser & Hamilton (2012), the following development chain can be distinguished: See appendix for enlarged version.

Throughout this phasing there are three main phases that require extra attention regarding the integration of status holders in flex housing.

Firstly the planning phase. From this moment parties enter agreements regarding key principles of the collaboration. Such as who is responsible for social management, which party will pay for the land preparation, and what conditions should the design meet? These agreements are institutionalized or formalized in for example a letter of intent, a covenant or a partnership agreement (in Dutch: Samenwerkingsovereenkomst). This is also a key moment to advocate for the input from organizations of the social domain, involved with integration means (Baharudin, 2018). This early stakeholder engagement fosters exchange of expertise and experience regarding social management or social design.

Secondly the design phase. In this part of the process the input from local residents, designers and local organizations can take part. When done carefully, the design can be enriched and improved due to multidisciplinary involvement (Philips, 2016).

Lastly the exploitation of management phase marks an important aspect of the integration of status holders within the development chain. This phase namely entails the long term requirements of integration, such as having a job, creating social bonds and having access to education. This phase holds the potential to positively contribute to ones capability to integrate, when done correctly.

How different stakeholders are active within this process and what stages are ran through is shown in the figure below.

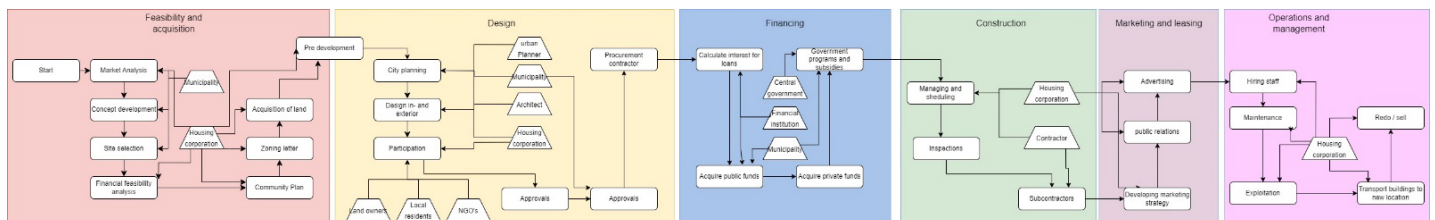


Figure 4.10 Affordable housing development chain (own work). [See appendix](#) for enlarged version.

### 4.3.3 Stakeholders for integration of status holders

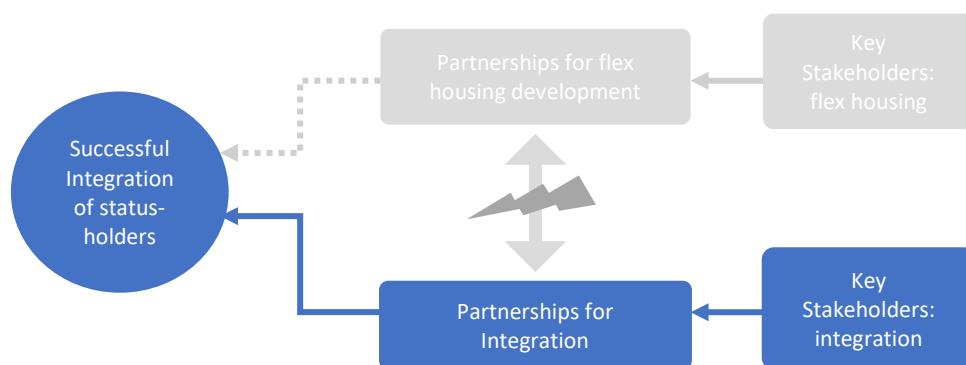


Figure 4.11 Theoretical framework. Focus on partnerships for integration (own work).

In order to map the stakeholders for integration means and their partnership models, it is important to understand who the key stakeholders are. This chain of parties involved with the integration of status holders consists of many different parties. From the moment that one receives a residency permit by the IND (Immigration and Naturalization Service) one is assigned a municipality to start the integration process. The COA, responsible for the shelter of all asylum seekers (and status holders until they receive a home) bases this conferment on the basis of a profile they make. This conversation includes things like ones medical background, past jobs, education level, network of family and friends. Then a director decides what municipality fits best for fast integration purposes. (COA, 2023)

The municipality then receives these newcomers. A municipality has a term of 10 weeks to grant a home to a status holder, after this term expires COA is permitted to house this status holder somewhere else where there is capacity, and this is reduced from their municipal task (in Dutch: gemeentelijke taakstelling) (COA, 2023). The COA leaves the responsibility for finding suitable housing to the municipality. Specific advice is not given due to potential misinterpretation of the background of a status holder. The municipality then gets in touch with a local NGO, for example a refugee council (Vluchtelingenwerk). This organization coaches status holders in the first year of their arrival, with for example the application of financial assistance, language courses and finding a job. Aspects that are deemed important for integration by the COA (2023) are for example having daytime activities such as a job, having a network, following certain level of education or showing some sort of ambition to aspire one of the mentioned aspects.

Table 4.6 Phasing of integration chain (own work)

Phase	Activity	Stakeholder
While in shelter	Apply for residency permit	IND
	Waiting for approval asylum	IND
Received a residency permit	Profile conversations	COA
	Pre integration course in AZC	COA
	Language course	COA
	Wait for capacity at assigned municipality	Status holder
Optional: residence in Flow location	Apply for financial assistance and administration	Vluchtelingenwerk NL COA
Move to municipality	Receive a home	Municipality Vluchtelingenwerk NL Housing corporation
	Follow integration course	Vluchtelingenwerk NL
	Access to job/ education/ network/ health/ home (Ager & Strang)	Vluchtelingenwerk NL Social manager Employer Educational institutions Local residents Municipality Housing corporation

#### 4.3.4. Partnership for integration process chain

The partnerships that arise within the realm of the integration means for status holders are rather limited. There are less institutionalized partnership models for the purpose of integration of status holders. The COA is formally responsible for housing asylum seekers and status holders that await their allocation of a home, and from there the municipality takes over. Subsequently the municipality hands over the responsibility of providing affordable housing for low income groups and attention groups, such as status holders. From there societal organizations such as vluchtelingenwerk and the social manager take over the support of the status holder. Then applying for the civil integration course, learning the language, obtaining a daytime activity and network can begin.

Corporations do in some cases come to a formal agreement or partnership with a social management party, that is externally involved to take on the responsibility for the social management of a housing project. Often when a new project comes into being that includes a large share of attention groups, more attention and money is invested in participation, community building and creating social bonds.

#### Integration of status holders chain

Combining the key stakeholders of the integration process leads to the following diagram:

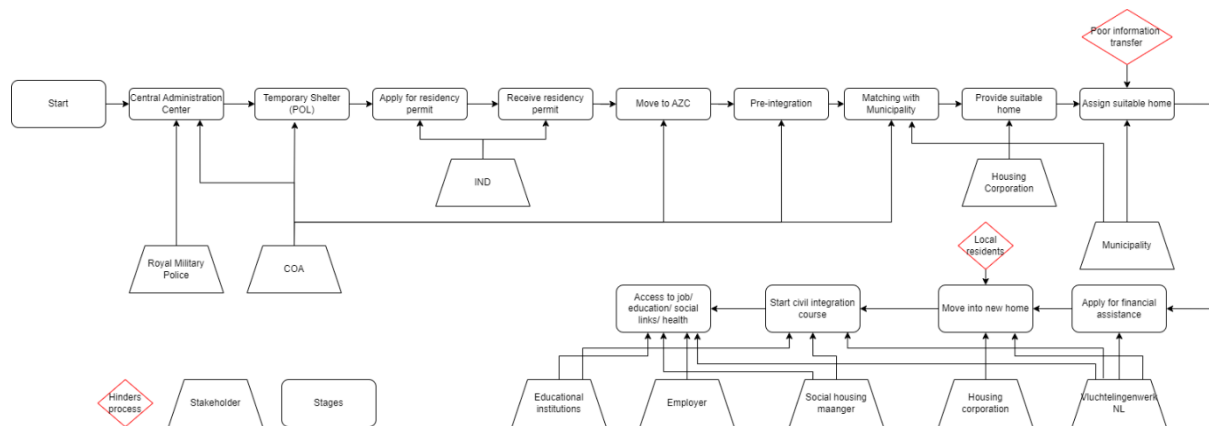


Figure 4.12 Integration development chain (own work). [See appendix](#) for enlarged version.

#### 4.3.5 Conclusion

This part of the literature study aims to provide an answer to this sub questions:

3. *Who are the key stakeholders of the development and management of temporary housing and integration of status holders*
4. *How can financial arrangements and partnerships influence integration?*

The goal of housing corporations and municipalities is to provide sufficient housing for low income groups as soon as possible, given the current context and housing shortage. Including providing housing for status holders that enables them to integrate. The key stakeholders involved in providing this housing range from municipalities, housing corporations, local land owners, local residents and NGO's. These have an direct interest in the outcome and have a direct influence.

The partnerships that these stakeholders engage in, range from intensive public-private contractual relations, to informal agreements based on intention agreements. But also framework agreements (e.g. NH bouwstroom or Bouwstroom Haaglanden). Written agreements with contracting authorities and entrepreneurs to place a stream of future orders.

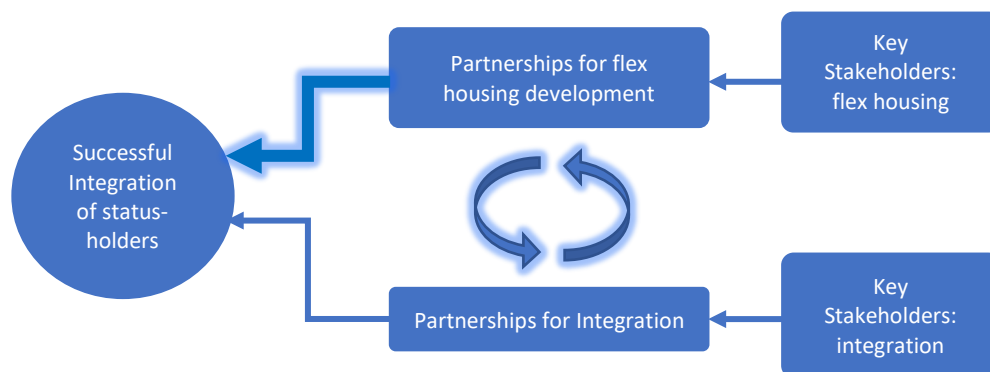
For the purpose of integration of status holders, the key stakeholders are: IND, COA, municipality, housing corporation, Vluchtelingenwerk (NGO) and the status holders. The partnerships that these stakeholders engage in range from agreements between corporations and social management bureaus to take on the responsibility for the social management for a set period of time. Or a partnership between corporations and municipalities to come to an agreement on the strategy for the influx of status holders.

These partnerships between key stakeholders from development perspective and integration perspective can influence integration through early stakeholder engagement.

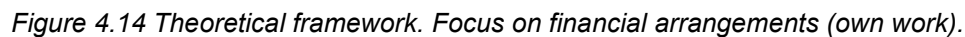
This implies that the stakeholders are consulted early in the process by exchanging plans and feedback. Stakeholder involvement has many advantages: creating a shared understanding, provide collaboration, use local or expert knowledge, create design support, stakeholders feel appreciated, prevents cost increase, and decrease project delays.

By involving parties of both housing development and integration management in an early stage this collaboration can bring forth exchange of knowledge and expertise between these separate chains, leading to synergistic opportunities and a stronger correlation between partnerships in flex housing development and integration of status holders, implied by the shaded arrow. Empirical data will have to prove this correlation and support this supposition.

Figure 4.13 Theoretical framework. Focus on partnerships (own work).



[Chapter 4.2.2](#) elaborates on the financial difficulties that are involved with flex housing. The business case appears to be one of the main reason why municipalities and corporations struggle with flex housing developments (PBL, 2023). Therefore the central government intercedes to stimulate the provision of quick and affordable homes. This is done through financial arrangements such as subsidies. This chapter elaborates on what prerequisites for effective subsidies are, how state financing can happen without disrupting local market or taking over local governments' responsibility and creative freedom. Therefore providing an answer to the following sub question: 4. *How can financial arrangements and partnerships influence integration?*



The diagram illustrates the role of financial arrangements in stimulating synergistic partnerships. It features a central circular node labeled "Successful Integration of status-holders". To the right, there are two rectangular boxes: "Partnerships for flex housing development" (top) and "Partnerships for Integration" (bottom). These two boxes are connected by a circular arrow, indicating a synergistic relationship. To the right of these boxes are two more rectangular boxes: "Key Stakeholders: flex housing" (top) and "Key Stakeholders: integration" (bottom). Arrows point from these stakeholder boxes to their respective partnership boxes. A large arrow labeled "Stimulate synergistic partnerships through conditions for subsidies" points from the stakeholder boxes towards the partnership boxes. At the bottom right, a box labeled "Financial arrangements" has a direct arrow pointing to the "Successful Integration of status-holders" node, labeled "Directly".

54



#### *4.4.1 Theoretical background on state financing*

With local governing authorities being key stakeholders for both the housing developments and for the integration of status holders, their role is undeniably central. One of the ways in which local authorities can influence the process of these two chains, and where they engage with each other, is by using financial means. These are fiscal tools governments use to encourage economic development, help disadvantaged groups, or advance other national objectives. They can be a good policy tool when used to correct so-called market imperfections; that is, when competitive, private markets fail to deliver socially desirable outcomes. For example the provision of affordable homes, that support integration capabilities. Not all financial means are publicly sourced. Social providers (particularly Non-profit providers) typically raise private sector loans collateralized on the housing stock (although the UK still uses extensive capital grants). The financial basis of the funding will be supervised by local authorities or dedicated public agencies and by the financial supervisors who follow lenders' practices. Unlike the constraints facing mortgage markets, there is some evidence of a European-wide market for social housing finance (Boelhauwer, 2000; MacLennan et al., 1997).

Despite the growth of private sources of funding, lump sum grants and or recurring or operational subsidies from the public sector remain important in the UK but also in the Nordic countries, Belgium, the Netherlands, Germany and France. The concepts of mixed funding and risk sharing between the public and private sectors remain important.

But the classic model of social housing finance in Western Europe involved significant public commitments to underpin, insure, subsidize or provide public loans (or some combination of the above). This meant that providers could repay loans at below market terms or have to fund investment on only a proportion of the capital value (rather than the private sector).

When it comes to the construction industry, it can be noted that subsidies play a large role (Scanlon, 2014). He states that the existence of government subsidy and below-market rents might be defining criteria of social housing. Hansson and Lundgren (2018) share this view, as they write "below market rental housing in return for state-provided "object subsidies", guarantees, tax concessions or other forms of financial support" (Hansson & Lundgren 2018). As a broad simplification, the income distribution has widened and subsidies have shifted from object (bricks and mortar) to subject (personal) subsidies and this shift to demand-side means-tested help increases the requirement for well-designed subsidy mechanisms. The shift to personal subsidies, private loans and market rates of interest has led to efficiency and effectiveness criteria superseding social justice and bureaucratic norms.

Subsidies can impose a substantial burden on the economy, both in terms of fiscal costs and adverse effects on efficiency. In assessing the fiscal burden of subsidies and options for reform, attention should be focused on increasing transparency, enhancing cost effectiveness, limiting duration, strengthening cost control, and selecting a pragmatic approach to subsidy policies (Schwartz, 2008).

In the most general terms, a subsidy can be defined as any government assistance that (i) allows consumers to purchase goods and services at prices lower than those offered by a perfectly competitive private sector, or (ii) raises producers' incomes beyond those that would be earned without this intervention. Under this definition, subsidies to consumers include cases where the government, as a producer of goods and services, sells its output at a price that does not reflect all costs, including a normal return to capital, or compensates the private sector for doing so (Schwartz, 2008).



#### *4.4.2. Reforms of financial arrangements*

To ensure that the subsidies that are used are cost effective, meaning that their fiscal burdens are effective in reaching their intended target group several reforms are proposed by Schwartz, (2008). There is a necessity for increasing transparency. The cost effectiveness covers the importance of reaching the target group while minimizing the fiscal burden and efficiency losses. To prevent behaviour that could exploit subsidies over time, a duration limitation is also of great importance. Together with periodic reassessments to maintain a clear view on what the outcome is and how the desired output can be reached. Subsequently the cost control and cost recovery need to be strengthened to gain a comprehensive understanding of the costs and user charges. Lastly, selecting a pragmatic approach is recommended, to align the subsidy programs with institutional capabilities of governing bodies. A gradual shift to explicit and controlled subsidy programs is considered necessary.

As mentioned, subsidies can have a disruptive effect on the market, but if there is no market (affordable housing provision) some sort of financial support necessary for something to happen. That is the responsibility of the national government (Schwartz, 2008).

The Dutch central government has put in place an organization that takes on this responsibility. The RVO (Rijksdienst Voor Ondernemend Nederland, in English: National Service for Entrepreneurial Netherlands) designs and allocates subsidies that municipalities and other organizations apply for. They use the model 4.55 to assess whether or not a financial arrangement should be put in place, or that different solutions are also possible. This model, among other things, state that in order to put in place a financial arrangement, a clear problem should be formulated in a SMART way, there should be a time bounded plan and a sunset clause in order to evaluate the fiscal arrangement (Rijksbegrotingvoorschriften, 2023).

#### Responsibility conflict of local and central governing bodies

When interceding in public-private partnerships, through the use of tools such as subsidies, questions regarding the division of responsibilities can arise (Schwartz, 2008). Municipalities hold the responsibility of providing enough affordable homes within their district. The central governments capabilities to still employ influence regarding integration goals therefore is limited. However through the conditions that applicants have to meet in order to qualify for the subsidy, the central government can still have an impact on the policy directions and outcomes of projects (RVO, 2022).

#### Navigate towards integration through conditional financial arrangements

Question persists, how to put in place subsidies or financial arrangements, with conditions, in order to navigate to policy goals like integration of status holders. The goal is to create an living environment in which status holders are able to integrate into society. A flex house that supports their lifestyle, and enables them to gain access to long term social connections, a job, learn the language and cultural habits.

As described in [chapter 4.1](#) and [4.2](#), housing stability is an important factor of integration for status holders and refugees (OECD, 2015). Defined as neighbourhood safety and adequate housing. Adequate housing involves security, affordability, and cultural fit, contributing to a sense of place in the receiving society. A robust social network is crucial for successful integration, with positive interactions in shared spaces fostering connections. Personal interaction between local residents and status holders, along with intensive guidance, are crucial factors for promoting employment opportunities for status holders.

These are the social objectives that drive the design of a subsidy.

#### Subsidies for flex housing development (direct)

To develop flex housing that meet the above mentioned requirements different aspects of the planning, design and development phase play an important role. For example the location suitability, architectural aspects that cause informal meetings and social cohesion (Beeckmans et al., 2022). But also social assistance and management to support status holders in their integration process (PBL, 2022). These necessary expenses on social management to caretakers or design interventions like communal spaces that are not rentable could require subsidies. Ways to stimulate developers, housing corporations and municipalities to take these aspects into consideration during the development could contribute to the integration of the tenants of flex housing. A way to stimulate these aspects and to meet the expenses is to therefore grant subsidies, loans or fiscal advantages with certain preconditions (RVO, 2023). These conditions can be to spend a minimal percentage of the received grant on social management, or to make the applicant sign an effort statement, suggesting certain interventions during the development or design phase that stimulate integration purposes (RVO, 2022).

#### Subsidies for partnerships (stimulate synergistic partnerships)

Another way to use subsidies with the aim of improving integration capabilities of status holders that live in flex housing, is to stimulate the early collaboration of key stakeholders in the development process. As mentioned in [chapter 4.3](#) can stakeholder engagement and synergy from both disciplines (housing development and integration) bring forth a possibility of exchange of knowledge and expertise. Key stakeholders that have experience in guiding and supporting status holders in the process of integration can actively participate in the design process. But also other stakeholders such as schools, NGO's and local residents can provide valuable insights that can improve the flex housing for integration purposes (Baharudin, 2018). To provide subsidies with the condition of engaging in these partnerships with key stakeholders in an early stage in the process, one can steer towards policy goals like integration (VNG, 2019). This aligns integration goals with the developments of flex housing, but also fosters collaborative efforts. This can be a strategic approach for effective implementation of flex housing solutions for status holders.

#### *4.4.3 Conclusion:*

This part of the literature study aims to provide an answer to this sub questions:

#### *4. How can financial arrangements and partnerships influence integration?*

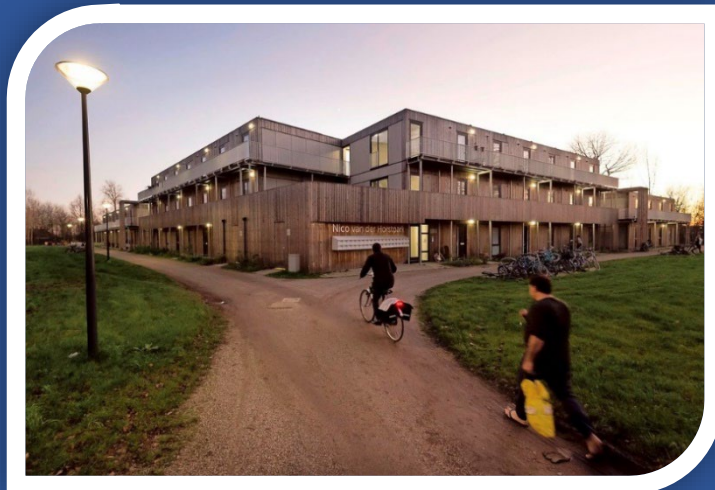
Besides stimulating key stakeholders from both housing development discipline as the integration organizations to engage in partnerships, subsidies are also a way to stimulate the development of flex housing that value integration purposes.

These subsidies can be provided to governing bodies such as municipalities or developing actors like housing corporations. There are several aspects to take into account to ensure cost effective financial arrangements that reach the intended target group while minimizing fiscal burden. For example to make it time bound, apply periodic reassessments, guide costs and control the cost recovery and to align the subsidy programs with institutional capabilities.

These subsidies can stimulate integration of status holders directly, in for example the design process. By stimulating developers to design in such way that interaction takes place and social cohesion increases. Through the placement of communal spaces or wider balconies for example. Or expenses on social management and caretakers can be subsidized to meet the difficult business case and hardly feasible projects.

These subsidies can also be used to stimulate integration of status holders indirectly. Through promoting the collaboration between crucial actors in real estate developments for flex housing and those involved in the integration process. This collaboration can positively impact housing developments through early exchange of knowledge and expertise on aspects such as social cohesion and social management. In order to qualify for subsidies, a condition could then be to request applicants to sign partnership agreements with key stakeholders.

### Part 3: Research findings



## 5. Introduction case study

As mentioned in [chapter 3](#), part of the research methodology is a case study. For the analysis of three cases several key stakeholders have been interviewed, all three project sites have been visited and an participative observation was done.

Per case description the context of the policies and political realm will be given. Together with a timeline and phasing of the project. This will be linked with the relevant stakeholders which leads to an overview of the interviewed roles.

Each case includes different distinct partnerships with the relevant parties which will be mapped out. This shows how key stakeholders from the housing development domain, interact with key stakeholders from the social domain.

Followed by insight of what financial arrangements were applied and how these influenced the capabilities of integration.

The interviewees were contacted partially with the use of the network of the ministry of Interior and Kingdom relations (BZK), the research tutors and via various efforts of the researcher through online network platforms such as LinkedIn. Each case projects the perspective of both the municipality, the housing corporation and the social management party that is involved. In some cases this can be the corporation itself, of it has been outsourced to a social assistance company. In two of the three cases correspondence with Vluchtelingenwerk also took place.

### Expert interviews

In addition to the key stakeholders that were involved in the different cases, expert interviews were also conducted. The interview with a policy advisor from SZW provided the necessary context on what a professionals' view on integration is.

The interview with the expert from the COA provided insight in the selection methodology and how single person and multi person households were allocated to different housing projects.

The interview with a team manager from the RVO provided information on the subsidy program of the government and how conditions play a role in steering possibilities.

Expert	Organization
Senior Policy advisor integration Ministry of SZW	E1 2-10-2023
Director Shelter & Guidance COA	E2 13-10-2023
Team manager subsidies RVO	E3 20-10-2023

*Table 5.1 interviewees experts (own work)*

## 5.1 SET IJburg - Amsterdam

### 5.1.1 Case description

In June 2018, the 141 studios and apartments of Set were completed by de Alliantie, the developing housing corporation. In collaboration with Stadsdeel Oost, residents contributed to the establishment of a vibrant community for both SET's inhabitants and their neighbours. As a result of close collaboration of local residents, the architectural appearance are tiered units stacked on each other and a large communal garden in the middle. This complex makes an effort to accommodate status holders and students in an inviting way (PvA de Alliantie, 2015). On the first, second and third floors, additional communal living spaces with a kitchen are available. These shared areas are accessible to all residents. Dutch residents are allocated on the basis of a selection process, including a motivation letter and attendance at the information evening.

This project is a collaboration of de Alliantie, SVP Architectuur, Socius Wonen, Vluchtelingenwerk, local residents, the municipality of Amsterdam and Stadsdeel Oost Amsterdam.

### 5.1.2 Planning and political context

In late 2015, the Amsterdam City Council established the current multi-year policy framework for refugees and an action plan from the Department of Economic Affairs, leading to the formulation of the Amsterdam Approach for Status Holders. This approach, applicable across the Amsterdam municipality, is important in accelerating the integration of status holders into employment, education, or participation activities.

The municipality of Amsterdam is implementing this strategy by temporarily allocating sites within the city for mixed housing, accommodating both status holders and Dutch housing seekers. This includes the site where the housing corporation 'de Alliantie' developed SET. From there on the location analysis, feasibility study and participation process began to take off. In late 2017 the site preparation began and in June 2018 the first tenants moved in (Interviewee A1, 2023).

When	11-2015	02-2016	06-2016	10-2016	09-2017	06-2018
What	Initiative (location allocation municipality)	Location analysis and definition phase	Objections from surrounding citizens	Intention agreement with de Alliantie	Start building Site preparation	Handover of property

Table 5.2 Timeline of SET. Adapted from PvA de Alliantie (2015).

### 5.1.3 Facts and figures

Aspect	Quantity/ amount
Number of homes	141 103 Studios 24m <sup>2</sup> and 38 Apartments 32m <sup>2</sup>
Target group	50% Students or starters and 50% status holders (all <27 years)
Environmental permit duration	10 years
Common rooms	1 common living room per floor
Landownership	Municipality
Lease contract duration	5 years maximum
Household composition	Single – person households

Table 5.3 Aspects of SET. Adapted from PvA de Alliantie (2015).



### 5.1.4 Key stakeholders involved

This section discusses which and how the stakeholders are involved in the development of flex housing for status holders and the social assistance required for the integration of this target group. To provide an answer to the following question:

3. *Who are the key stakeholders of the development and management of temporary housing and integration of status holders?*

Table 5.4 Interviewees for Case 1 – Set IJburg

Role	Case	Case 1- SET IJburg Amsterdam
Senior Project manager municipality		A1 14-9-2023
Project leader Stadsdeel Oost		A2 13-10-2023
Project manager Municipality		A3 18-10-2023
Community maker		A4 21-9-2023
Project developer Housing corporation		A5 4-10-2023
Senior Project manager Housing corporation		A6 1-11-2023

#### Stakeholders involved with the housing development

A Project manager explains that the municipality of Amsterdam took initiative, as a result of the refugee crisis in 2015. This was when the board announced 'to allocate 9 temporary locations to conduct a feasibility study for the suitability of flex housing for refugees and status holders.' (A3, 2023). On the basis of key figures of the plot like maximum building height and length and width of containers, a preliminary design was proposed (A3, 2023). The 9 allocated plots were divided over several social housing corporations and via negotiations it became apparent that 'de Alliantie' would be the developing partner on the plot at IJburg (A1, 2023).

It was only after the preliminary volume study was conducted and the number of dwellings was estimated, that the neighbourhood was involved (A3, 2023). The main driver for the development of SET was the 'massive pressure to get to realization very quickly due to the asylum crisis' (A3, 2023). The concept was from the beginning on to allocate 50% for status holders, and 50 % for Dutch students. A ratio that was 'quite challenging' according to a project developer from the corporation' (A6, 2023). A real estate developer from the corporation mentions: "Our dream ratio would be 25 to 30% status holders to keep it manageable".

This led to an enormous amount of resistance from local residents. A project manager from the municipality explains:

*"Looking back, at SET we've had the greatest possible resistance within inner-city. It's on Haven-eiland West on IJburg and that's a very densely built-up neighbourhood where there is according to the neighbourhood, little play space for children. But also just all the problems were present. It's not a bad neighbourhood, but there were issues around loitering. The neighbourhood and also the cityscape actually didn't think it was a good idea at all that we were going to build here."* (A3, 2023).

The municipality of Amsterdam is divided over districts, each with their own board, committees, and advisors. In first instance Stadsdeel Oost also 'thought it was an incredibly bad idea to start building there' (A2, 2023). However, as the project developer from the municipality explains:

*"But they ended up playing a hugely important role in that turnaround to a neighbourhood that was mordantly opposed. Towards a neighbourhood that now in part also just welcomed people with hugely open arms, which was particularly moving."* (A3, 2023).

After the preliminary plans were proposed de Alliantie applied for the building permit (A3, 2023). Then Stadsdeel Oost took over the process of involving local residents:

*"What I think is a very good approach is that they eventually decided to organize meet-ups with the neighbourhood. They called it a meet-up with a certain frequency in which, let's say, the housing of status holders, students on this plot. The building plan was actually one of the topics of discussion, so they indeed started to communicate more broadly with the neighbourhood about all the issues that were going on there." (A3, 2023).*

The housing corporation de Alliantie was also very much involved in the establishment of these flex houses for status holders. An important aspect was the aspect of common spaces like the living room or the washing machines (A6, 2023). He elaborates: *"The rather small size of the dwellings means that you have to offer other extra things"* like the communal garden, that can be shared with the surrounding neighbours.

### **Stakeholders involved with integration**

Besides the parties that were involved in the plan making of the flex houses, the participation of the local residents and the designing of the complex, a number of stakeholders were involved with the social assistance and management of status holders with regard to their integration capabilities.

The housing corporation outsourced the social management in the beginning to Socius, a foundation that supports community making projects. A project developer explains their role:

*"I did have frequent consultations with them on what if you are going to make community then, what do you need and how many communal spaces will we make? We had on each floor a kind of extra living room. I had a lot of contact with Socius at the time about that, but it had to do only with the program and the requirements." (A5, 2023).*

In the agreement that the municipality and the housing corporation closed, the responsibilities of Socius are further elaborated upon. Namely through 'self-management'. Selected tenants are promoted to be actively engaged in the integration process of other tenants. Through administration, PR, communication and maintenance activities. Only rent arrears is handled by a supervisor from Socius (PvA Alliantie, page 6).

After two years de housing corporation decided to stop the outsourcing of social management. Two social managers that are hired by the housing corporation to actively engage with the tenants at SET. They explain the reason why Socius is not doing that anymore:

*"Yes, it's really nice sometimes, because you do it all by yourself. But it's also very miserable, because you do it all by yourself. So all the unpleasant things then come to residents' responsibilities as well. After a few years of this form of living, it did turn out that sometimes it was too much of a heavy responsibility. Socially, but also technically. I dare say that the residents are glad that de Alliantie just does that now." (A4, 2023).*

Currently the social managers work with 'gangmakers' (in English: a social assistant) (A4, 2023). This is a system that includes the participation of tenants in the organization of activities for the tenants, in exchange for a discount of rent.

*"You get 60 euros short to organize something at least once a month. And then they do it. So it's... Yeah, I think, they didn't do that before that. Does it have a weird incentive then to start organizing things in a forced way? Yes, when I put it like that now, I think so. But it's also good, because things also have to happen. Because otherwise nothing will continue to happen either. Because then you at least create a moment when people can meet." (A4, 2023).*

In total there are 7 social assistants in the complex, that are managed by the two social managers from de Alliantie. Their responsibility is to assess the motivation of the Dutch

tenants that apply for a dwelling, and to manage the social assistants. Subsequently their role is to connect tenant initiatives with others to create a vibrant community (A4, 2023).

Besides the above involved stakeholders, the municipality also appoints an area manager. This person has an integrated view of the area and puts complex issues on the agenda with partners and residents in that area. They are the sparring partner of the district board and directed by the Stadsdeel Oost (A4, 2023). The social managers argue:

***“She provides budget for that living room and those two women who cook are subsidized by the municipality, especially for SET. The money that is made available was pleaded for by the area manager.” (A4, 2023).***

As an answer on the question what kind of implications it had on the development process given the fact that the target group is status holders, a municipal advisor replied:

*“Yes, that all the care providers have been talking to each other about what does that mean for us in this place? Which care providers are there and what do they have to offer? Well, just hitting flat, is there still enough space at the general practitioner? Yes, if there are people who need extra social assistance or care, do they have a place to go?” (A3, 2023).*

This displays the importance of involving stakeholders from both the spatial but also the social domain. This was done through the composition of a Plan of Approach, in collaboration with the municipality, corporation and Socius. It came to being as follows:

*“We actually developed together a plan of action so that that project was well prepared. I always put it this way: On the one hand, we were developing a building, but on the other hand we were also establishing a social structure. So really a network of people who were already involved beforehand”. (A3, 2023).*

Also underlining the key role some stakeholders had, in the beginning of the process.

An aspect that has to do with the temporariness of flex housing, are the temporary contract of 5 years. A social manager explains:

*“Because you all move at the same time. You see each other a lot more and now it's much more anonymous. And you then just have a movement all at once. Then they also did, yes that's not us, but so all at once a lot of locals from the neighbourhood.” (A3, 2023).*

Since the first generation of tenants all moved in at the same time in 2018, most of them move out at the same time in the summer of 2023. The new generation however has fewer activities regarding fostering social connections because the neighbourhood has lost momentum (A3, 2023).

### **Stakeholders involved in operation phase**

However, during the development phase the emphasis on integration of status holders often lacks behind. A real estate developer from de Alliantie elaborates:

*“We often go too fast anyway, and we call in experts later. And yes, they then advise us against things for which it is then too late. Yes, That is what often happens.” (A6, 2023).*

After asked if experienced organizations were involved up front because the development entailed a sensitive challenge a developer from de Alliantie replied:

*“We often don't do that. You often see that municipalities and corporations themselves start from the premise. We just have to do it quickly, so they take off like a rocket in a pressure cooker, in order to arrive at a design as quickly as possible. Partly organizations that are external, outside the municipality that get involved very late.” (A6, 2023).*



An observation on Thursday 21<sup>st</sup> of September, highlighted key social dynamics. Two women from the local community emerged as central figures, their cooking activities attracting the tenants. The case underscores the importance of community catalysts - in this instance, the women and their cooking efforts - in fostering interaction and a sense of belonging, particularly for new members in the community.

Their role in bridging social gaps and nurturing a communal spirit was evident, emphasizing the value of shared activities in enhancing integration in flex housing contexts. Also the new tenants, that just moved in during the summer of 2023, do not know each other yet. Since all residents moved out at the same time, 5 years after first moving in, the complex feels abandoned and the neighbourhood around it has less motivation to again be actively involved in their kick-off activities, one of the social managers explains (A1, 2023).

### 5.1.5 Partnerships

Throughout the process of the development the key stakeholders mentioned above have been cooperating within the boundaries of partnerships. Several collaboration models have been applied which will be described in this chapter. This gives a clear overview of what partnerships have proven to be effective, and which ones could be improved in order to promote the integration of status holders. In order to answer the sub question: *4. How can financial arrangements and partnerships influence integration?*

#### Formal partnerships

The formal partnerships can be distinguished as follows. The municipality of Amsterdam, Socius and de Alliantie signed an intention agreement in the form of a Plan of Approach in the beginning of the development phase. This agreement entailed formal partnership on the demarcation of responsibilities regarding for example social management and tenant selection. As can be seen in figure 5.1 the organization structure for the social management is to assign certain tenants as the ones who are responsible for practical duties and social management. The concept relies on management by residents. So projectmakers direct gangmakers (two tenants per corridor) who try to organize activities, help each other out with day to day activities and refer to more specialized support if necessary.

Other formal agreements are those between the corporation and the architect, and the corporation and the contractor, DAIWA. Lastly the agreement between the social manager and Socius can be interpreted as a formal agreement, since the tenants signed a contract and received 60 euros rent deduction in exchange for active social participation and technical maintenance.

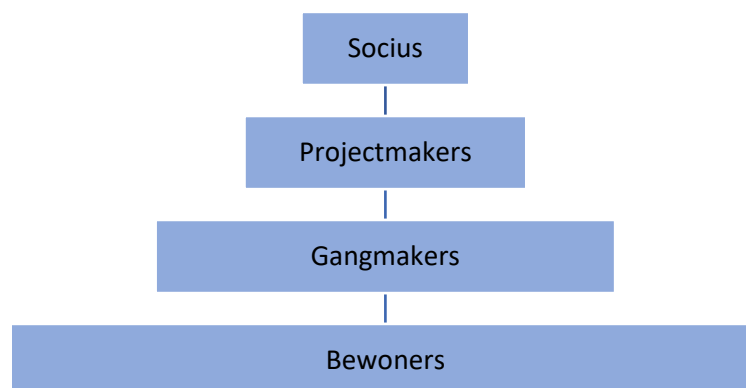


Figure 5.1 Organization structure social management SET (Adopted from PvA Amsterdam, 2016).

## Informal partnerships

The informal partnerships are between the local tenants, Stadsdeel OOST and the corporation. These parties met during the participation process almost weekly. Since the municipality involved Stadsdeel OOST very late in the process a lot of resistance occurred. The plans had to be revised and this was done in these meetings organized by the Stadsdeel OOST.

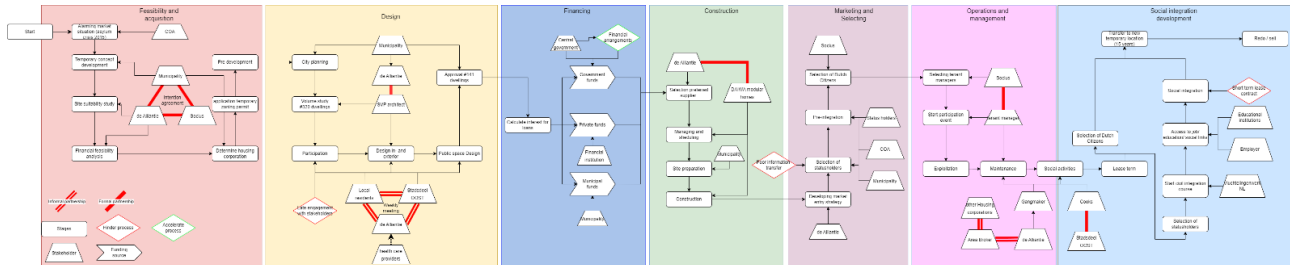


Figure 5.2 SET Development chain. [See appendix](#) for enlarged version (own work)

### 5.1.6 Financial arrangements

Numerous arrangements such as subsidies can be deployed by the central government to steer towards policy goals. The sub question this section aims to answer is: 4. *How can financial arrangements and partnerships influence integration?* This can provide insight in how to effectively use this instrument.

#### During construction

The business case of SET turned out to be financially challenging. A project manager from the municipality recalls having to provide financial support to de Alliantie:

*"I think we ourselves had also thought that as a municipality we would have to contribute something per unit, because the business case did not materialize. We just did that for the bulk, so I was just given this as a gift from the municipality. This is part the financial deal."* (A3, 2023).

And a real estate developer from de Alliantie elaborates on the financial struggles:

*"A lot of program was surrendered (from 320 units to 141). Which I think was also very unfavorable for the municipality and for us in a way too. And there had to be wood against the façade. There was really no room for that financially. That was paid for by the municipality and you can still see it I think. The costs that we had to cut, especially the corridor, so I think on the outside there it looks nice, but I think the inside world you really see we did squeeze out every penny we could to make it financially viable, so there were tensions there."* (A6, 2023).

So the only arrangement that was taken, was that the municipality helped de Alliantie in providing a more costly façade material. This had to be done according to the local residents in order to make it happen. Therefore the wooden panels were paid for by the Municipality (A2, 2023).

### 5.1.7 Integration capabilities

The factors that contribute to integration have thoroughly been described in the theoretical background. This chapter aims to assess how flex housing correlates to these contributing factors in practice, to answer the sub question: 5. *What contributing factors of integration can be delivered through temporary housing?*

The partnerships and financial arrangement have an influence on the capabilities of the status holders to integrate into society. The case study analysis, expert interviews, document review and participative observation provides insights in to what extend this is happening.

Firstly, it became apparent that the involvement of Stadsdeel OOST happened too late (A3, 2023). The preliminary design was already developed by the architect and the municipality but contained too many dwellings according to the local residents. This disrupted the relationship between the corporation, the Stadsdeel OOST and local residents towards the new plans. This does not support the receptive attitude towards new residents to actively participate in helping their integration efforts.

However, the early involvement and advise of health care providers and Socius does enable the design phase to incorporate elements in the design which leads to informal meetings. Such as the 3 living rooms or the communal garden (A6, 2023). Meanwhile, a project manager from de Alliantie (A6, 2023) did mention that the consultation of experts does not happen often enough and could be done better. For example to include their point of view on how to create socially inclusive buildings. Also this consultation could have led to a different composition of tenants. Social managers do mention the importance of a wider range of age groups among tenants and the observation showed the key role that the two cooks fulfilled. Having more tenants from a different life phase (older than 27 years) living in the same complex could foster new and inspiring relationships.

Subsequently a consultation with the COA, or Vluchtelingenwerk during the development phase could influence the Plan of Approach intention agreement that the municipality had made with the corporation in the first phase. Also the fact that the temporary contract last 5 years leads to a low mutation rate. Most tenants stay their full term in SET. This means that at the end of the first term, almost all residents move out and many new residents come in. This disrupts the social cohesion, bonds and links that could have been made over time. Also, the (second) kick-off events are less popular in the neighbourhood due to loss of momentum, leading to less integration initiative efforts. The presence of social managers during the exploitation term is proven to be vital because they can create cross-pollination of people that have needs and people that can help others out.

## Interim conclusion

*Table 5.5 Interim conclusions (own work)*

Positively influence integration	Negatively influence integration
Intention agreement with Municipality, de Alliantie and Socius	Late involvement of Stadsdeel OOST and local residents by municipality led to much resistance
Engagement of social managers at location for activity organization and fostering relationships	Lease terms of 5 years is relatively short which makes maintaining long lasting relationships difficult
Active tenants promoted to take initiative in community building (60 euros rent discount)	Simultaneous exit of most tenants after 5 years
Municipal contribution to exterior wooden panels for high end appearance and reduce local resistance	Homogeneous composition of tenants (only <27 years)
Appointment of two senior community builders by Stadsdeel OOST who are assigned to cook	Sober interior appearance does not improve sense of ownership or responsibility

## 5.2 Nico van der Horstpark - Leiden

### 5.2.1 Case description

The Nico van der Horst Park in Leiden is a collaborative project involving two housing corporations Ons Doel and de Sleutels in collaboration with the municipality of Leiden. Within the park, 100 residences have been build, distributed across two three-story buildings. Construction started in December 2017, with completion occurring in April 2018. The site was made available through the cooperation of the Hoogheemraadschap Rijnland. Financial contributions were provided by the Drucker Fund, Fund 1818, and the WOZ Fund.

The dwellings are intended for status holders and other housing applicants aged 23 and above, including families. Collaboration with the Refugee Foundation (Stichting Vluchtelingenwerk) was there to establish a pleasant living environment for the residents. Given the status of being a new residential location, the residents play a pivotal role in shaping the aesthetics of the park. A communal garden is situated between the buildings, and there is a garden house present within the vicinity. A participative process was started from the beginning on as an initiative by the corporations, to ensure a successful start of what was expected to be a challenging housing project.

This project is a collaboration of de Sleutels, Ons Doel, Barli Base, Hoogheemraadschap Rijnland, Peen en Ui (participation manager), Vluchtelingenwerk and the municipality of Leiden

### 5.2.2 Planning and political context

The plans began to form in the midst of the asylum crisis in late 2015, regarding the influx of many refugees from Syria. This led to the municipality of Leiden investigating three locations for temporary housing, of which Nico van der Horstpark is one. The board of directors then decided to not only allocate the dwellings to refugees of status holders, but also Dutch housing seekers, to prevent them of being repressed from the housing market. First agreements regarding the plan framework were made in this time, as a result of the urgency (B5, 2023).

During an interview, a project manager from the municipality elaborates on the political context at that time: "At one point, councilors had also made commitments to the council, which had to be met. So by the 1<sup>st</sup> of January 2018 or so, the first homes had to actually be there by then."(B5, 2023).

Table 5.6 Timeline Nico van der Horstpark. Adapted from interview B3 (2023).

When	10-2016	12-2016	04-2017	10-2016	12-2017	04-2018
What	Initiative (location allocation municipality)	Location analysis and definition phase	Objections from neighbours	Intention agreement with de Ons Doel, Sleutels	Start building	Handover of property

### 5.2.3 Facts and figures

Aspect	Quantity/ amount
Number of homes	100 76 Studios 23m <sup>2</sup> and 24 Apartments 45m <sup>2</sup>
Target group	Students, starters, urgent seekers, small families and 50% status holders
Environmental permit duration	10 years
Common rooms	1 common meeting room in court yard
Landownership	Hoogheemraadschap
Lease contract duration	Undetermined
Household composition	Single- and mutli-person households

Table 5.7 Aspects Nico van der Horstpark. Adapted from interview B3 (2023).

### 5.2.4 Key stakeholders

This section discusses which and how the stakeholders are involved in the development of flex housing for status holders and the social assistance required for the integration of this target group. This is followed by how these stakeholders are formally and informally connected via partnerships and agreements, in order to answer the following sub question:

3. *Who are the key stakeholders of the development and management of temporary housing and integration of status holders?*

Role	Case	Case 2 – Nico van der Horstpark Leiden
Region Director housing corporation		B1 4-10-2023
Participation Manager		B2 11-10-2023
Real estate developer housing corporation		B3 12-10-2023
Team lead social support and housing		B4 16-10-2023
Project manager municipality		B5 26-10-2023

Table 5.8 interviewees case 2

#### Stakeholders involved with the housing development

As mentioned in [chapter 5.2.2](#) was the municipality in the lead for the development of temporary housing in Leiden. Three different locations were explored and several housing corporations were invited to partake in the first temporary housing project of Leiden (B3, 2023). Several key decisions had already been made, for example that the target group was status holders. The housing corporation 'Ons Doel' was willing to partake, however not alone (B3, 2023). Due to potential social management risks and difficult financial feasibility Ons Doel was only willing to join the collaboration if the corporation de Sleutels joined forces (B3, 2023). The location for Nico van der Horstpark was situated on land that is owned by the 'Hoogheemraadschap' (B1, 2023). A project manager from the municipality explains the position of the Hoogheemraadschap:

*"We don't know what legal tasks we are going to have coming to us in the future. That's just our strategic space, so temporary build also provides opportunities for locations that are therefore either in pause mode for a while or where permanent housing is not an opportunity."* (B5, 2023).

He goes further by explaining how the municipality also was willing to put at stake:

*"They (Hoogheemraadschap) simply made the land available for free for the first five years and an option to charge rent for the second five years. And I think we as a municipality went pretty far to really put ourselves one above the rest by saying, well, we'll provide site preparation and residential preparation and foundations and we'll also be a guarantor for if after the first relocation that they get another site, which in a city like Leiden that's pretty full, is quite risky"* (B5, 2023).

The housing corporations were therefore released of quite some risks, making it more feasible for them. Something that was very important for the municipality, due to the urgency of providing homes in a very short amount of time. Besides the housing corporations and the Hoogheemraadschap, a different stakeholder enters the stage at an early stage. From the beginning the foundation 'Peen en Ui' was asked to join the housing corporations with the participation process, and social integration of the tenants through community building and social design (B2, 2023). Their role was to guide the process of the new tenants getting to know each other, through organizing meet ups (B1, 2023). Their appointment was costly for the housing corporations, but it appeared to be very useful throughout the design process (B1, 2023).

They involved the neighbourhood police, care institutions and local schools, both for information provision and expectation management, but also for input on what aspects need emphasis (B2, 2023). This led to for example road diversions to help people that cannot ride a bike yet, to safely make it to the park (B3, 2023). Or the input from the police led to some deforestation to prevent dark corners in the plan to emerge that were prone for drug dealing (B2, 2023).

Lastly the organization 'Vluchtelingenwerk' was also asked to shed their light on the new development. The team lead from Vluchtelingenwerk explains that since the municipality of Leiden was falling behind on their target (taakstelling), the waiting list for status holders waiting to get assigned a new home was long, leading to high pressure of allocating homes (B4, 2023). He elaborates:

*"So we received from the housing associations the properties and from the COA we got a list of these people that are linked to the municipality and then we had to make a good match in the number of people and housing." (B4, 2023).*

Their input ranged from advise on which tenant to place were in the halls, to ensure every status holder had a Dutch neighbour, but also to advise on were to allocate the people with a more intense social care demand or what the composition should be to foster integration:

*"I also had a conversation of will it be only family homes will be only single homes. I did advocate that families do have added value that you will get more a neighbourhood feel as a result, and children create a approachable way to meet other people." (B4, 2023).*

Resulting in 24 three persons modules on the ground floor, so that children can easily play in the courtyard and be kept track of, that are created by combining two single person modules.

### **Stakeholders involved with integration**

For the development of Nico van der Horstpark the same key stakeholders were advocating the importance of integration early on during the development phase. A region director explains how 'Vluchtelingenwerk' was involved:

*"They have been at every consultation. For them, that did take a lot more time than average. But it influenced the quality of the project. That they were thinking along. If you're a refugee or if you're a status holder. Then think about this for a moment. Or take care of that communal space. Yeah. I think by just seeing them as a full partner. I think there eventually other choices are made." (B1, 2023).*

And the team lead elaborates on their approach to start integration during the administration work:

*"If we do know who they are coming, let's get together about it and we can also arrange paper work in advance to fill in all those applications. That was also partly administration, but also partly, if you're here anyway they get to know each other and also look a bit in terms of connection. And 'Peen en Ui' were also involved and we were very involved about the connection, which was very pleasant. It was necessary." (B4, 2023).*



A developer from the municipality elaborates on the fact that the very intense involvement of 'Peen en Ui' added value:

***“They really just said, we are going to work intensively from start of the exploitation. They also involved a school and ‘Vluchtelingenwerk’” (B5, 2023).***

The project leader explains the participation of the school nearby: “Children need to go to school, so with the headmaster of the school nearby we had several good conversations on how to embed this new housing project in the neighbourhood and amenities” (B3, 2023). Another aspect is the common room. A result of participation of several key stakeholders that advocate for a general space in the middle of the yard (B6, 2023).



*Figure 5.3 Participation activity in courtyard next to communal living room by Peen & Ui (NICO, 2021)*

As a result of several design meetings with Vluchtelingenwerk and Peen en Ui, the housing corporations came to the conclusion that one module should be accessible for every tenant. Since the dwellings are rather small, the need for a larger common space to meet others and organize events is very much present (B3, 2023).

The function and furnishing of this space was left undecided until the future residents were known. Peen en Ui advocated for a space that was free to assign a function for by residents, instead of the housing corporation deciding what was best (B2, 2023). They followed the methodology of 'social design'. By giving design opportunities to the residents a sense of ownership can be improved and one feels more responsible for the maintenance and quality of the space (B2, 2023).

### **Asset Based Community Development**

A community manager explains that building a community cannot be done solely with 'stones'. So building homes according to social design, meant to stimulate incidental encounters with people to promote social cohesion cannot be done without involving the end user. By designing with the tenants and leaving free interpretation and use of the space to the user, a community can take on a more robust form (B2, 2023).

### 5.2.5 Partnerships

The involved stakeholders for the Nico van der Horstpark project interact with each other in formal and informal frameworks. The following chain provides insight in how these stakeholders interact, where in the process involvement or engagement took place and how this affected the outcome. Providing answer to sub question '4. How can financial arrangements and partnerships influence integration?'.

#### Formal partnerships

The housing corporation, the municipality and the Hoogheermaadschap signed an agreement regarding the provision of the land. The first 5 years are without any payment, and this agreement can be tacitly renewed for another 5 years (B2, 2023). Subsequently the municipality agreed to guarantee the next term and to make a new plot available if the contract with the Hoogheemraadschap is not renewed after the first 10 years, or, if there is no plot available, to accommodate the feasibility in a buyout (B5, 2023). The project leader from the municipality elaborates:

*"I think they just that that the water was on the lips (too many refugees) of Leiden municipality at the time and they couldn't do much else. And you just put that to the housing corporations needed that push. Had that guarantee been different, they would have had a they that probably pulled the plug on the whole project idea." (B5, 2023).*

Stating the importance of signing formal agreements of intent to help all engaged parties.

#### Informal Partnerships

Agreements on a more low-key basis is the agreement that the housing corporations agreed upon with the local residents. From the beginning there were people afraid of nuisance or disturbance due to the fact that there were going to be living over 50 status holders (B1, 2023). The project leader recalls a kick-off meeting with the neighbourhood on information provision:

*"There also came people demonstrating against refugees everywhere here nationwide. Those also arrived there with flags and rather threatening about it. There were a lot of them. The police were there as well." (B2, 2023).*

Therefore the parties signed a covenant in which the communication and escalation scheme is presented, and how to act in situations of harassment and danger (B5, 2023).

Also the tenants agreed upon taking ownership over their own garden. That was part of the participation process designed by Peen en Ui:

*"There are many different people part of the group (heterogeneous) so there is not one solution that fits for all. However, on common divisor is the public space. By letting them have influence on the public space and garden you create ownership and a sense of responsibility." (B2, 2023).*

The maintenance of the garden had to be done by the tenants, and if this was not adhered to the municipality would take over and demolish the garden.

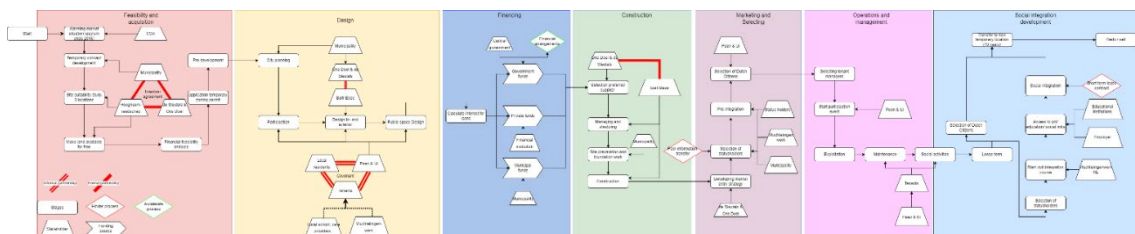


Figure 5.4 Development chain Nico van der Horstpark. [See appendix](#) for enlarged version (own work)



### 5.2.6. Financial arrangements

The arrangements that key stakeholders are involved in, influence the process, design and ecosystem of involved professionals in this development. These subsequently influence the integration capabilities. Therefore the purpose of this section is to provide answer to the following sub question: 4. *How can financial arrangements and partnerships influence integration?*

There are several financial arrangement that were used in the project, to ensure all parties were comfortable taking the financial risks for the development.

The first example of this, is the fact that the municipality covered the costs for the land preparation and the foundation (B3, 2023). The corporations only had to pay for the buildings on top of the foundation. Subsequently are the first costs of moving all the dwellings to a new location for the corporations. However, all the necessary transfers to future locations (the dwellings have an expiration date of 25 years) are covered by the municipality. As well as the provision of the first location after the land of the Hoogheemraadschap (B3, 2023).

Secondly the costs and fees for the application of building permits was written off. The grand total of 85.000 euros was not project-saving but it did help the corporations out (B3, 2023).

Furthermore has the municipality agreed on if there is no new location available, the municipality will help out with the loss of income:

*“An reimbursement for de Sleutels and Ons Doel, an amount of 20,000 per temporary housing unit as a contribution to part of the operating loss that the corporations have, we just pay that and buy it off.”(B3, 2023).*

Lastly the deployment of ‘Peen en Ui’ firstly was paid for by the corporations. This led to some discussion because they were quite expensive (100.000 euro’s) which had to be paid for by the rent incomes from the houses across the street (B1, 2023). They agreed on a one year term in which ‘Peen en Ui’ helped to build a community. However, after the corona crisis the community collapsed and they were asked to return a number of times. To meet the costs several subsidies were leveraged (B5, 2023).

These subsidies not all contribute directly towards an increased capability to integrate, however the subsidies allocated for the social management by Peen en Ui can be directly allocated towards integration means. The fact that the municipality was willing to take on quite a lot of risk shows the urgency of the matter. However, it does not directly lead to an increased culture in which integration can thrive.

### 5.2.7 Integration capabilities

The factors that contribute to integration have thoroughly been described in the theoretical background. This chapter aims to assess how flex housing correlates to these contributing factors in practice according to the case analysis, to answer the sub question: 5. *What contributing factors of integration can be delivered through temporary housing?*

The partnerships and financial arrangement have an influence on the capabilities of the status holders to integrate into society. The case study analysis, expert interviews, document review and participative observation provides insights in to what extend this is happening.

The first aspect that stand out in efforts for integration, is the central common room. Thanks to ‘Peen en Ui’ and vluchtelingenwerk, the housing corporations were convinced of the added value of unlettable square meters (B2, 2023).

The second aspect extends on that, namely the early engagement of stakeholders. Both care providers, the local school and ‘Peen en Ui’ were involved in the design process from the beginning. This led to different decision making, prioritizing integration capabilities. Such as the common room, composition of tenants (not just single person households, also families. [See chapter 5.2.4](#)) and configurable public space. The housing corporations decided to not let everything be set in stone but grant the habitants the opportunity to be involved in the design of the garden. This creates a sense of responsibility.

Involving the status holders in this process enables them to start integrating with both their neighbours, but also institutionalized processes. Like negotiating with the municipality to help out with the maintenance of the garden (B2, 2023).

Subsequently, the subsidy that was allocated for 'Peen en Ui' to return after the corona crisis improved the community building after this was partly collapsed.

However, despite their great effort to bring the people together, their appointment of one year does not seem to be sufficient to create a lasting effect. Their involvement entailed almost fulltime presence in the first year, but after phasing out during one month their presence decreased. And with that, the social bonds (B2, 2023; B4, 2023). Also, the exploitation term, for as for is known by the 'Hoogheemraadschap', is 10 years, of which the first 5 years already expired. The tenants receive an indefinite lease contract, but changes are that people still will be living there when the dwellings need to be removed. This could damage the social structure that was built up over time.

### Interim conclusion

Positively influence integration	Negatively influence integration
Early stakeholder involvement of school, vluchtelingenwerk, 'Peen en Ui'	Relatively short presence of social managers (1 year) and abrupt ending of their activities
Multi-person household modules increases diversity of tenants	Resistance from local residents regarding number of status holders leads to less welcomeness and involvement
Common room publicly available and collaborative efforts for interior design	Short exploitation term (10 years) leads to inevitable eviction tenants after exploitation term disrupting social bonds
Create ownership through collaborative public design efforts of garden	No arrangements for long-term social support
Subsidie for return 'Peen en Ui' after Covid-19	Municipality takes high financial risks regarding relocation guarantee, payment of foundation and buyout of all dwellings if no new location can be found
Land preparation paid for by municipality	Vluchtelingenwerk has no capacity for social counseling due to low number of employed people

Table 5.9 Interim conclusion case study Nico van der Horstpark (own work)

## 5.3 De Oostertuin - Nieuw-Vennep

### 5.3.1 Case description

In Nieuw-Vennep, 60 flex homes are developed. Specifically designed for 1 to 2-person households. Such as starters, status holders, and urgent seekers. The flex-housing project by Ymere and the municipality of Haarlemmermeer bring flex homes to a new standard. Not only the innovative design process, but especially the ambition to realize an architecturally, circularly, and sustainably high quality modules. The project demonstrates that, without a container-like aesthetic, a location can be swiftly and qualitatively deployed to address urgent housing needs.

The most recent realized project of the case study, with the construction finished in December 2023 the last hands are being laid on the development of the public garden, that the residents could co-design (Faro, 2022). Both Ymere and the municipality of Haarlemmermeer showed a motivation to make this project happen from the beginning on. Both political, managerial and executive mandate was required to keep up with the ambitions' pace (C7, 2023).

The dwellings are nearby the station of Nieuw-Vennep and within the designated zones for the airport Schiphol Zoning Decree (LIB) where construction restrictions apply. Making the land ineligible for permanent building permits. Therefore flex housing provides a suitable solution.

This project is a collaboration with Ymere, Faro Architects, Homes factory, Humanex (Twynstra & Gudde), Meerwaarde and the Municipality of Haarlemmermeer.

### 5.3.2 Planning and political context

This project was part of the first pilot from the central government to accelerate the development of flex housing, through the financial arrangement 'Multi-year incentive for flexible and transformative housing' (C5, 2023). Part of the coalition agreement of the municipality in 2019 was to stimulate possibilities around flex housing for status holders. This in order to keep the regular housing stock available for 'Nieuw-Vennepers'. The alderman pleaded for acceleration, but expectations were rather low (C5, 2023). The success was unexpected and that the board was presently surprised (C2, 2023). The total duration of the construction was 9 months and from start plan making to handover was less than three years. This realization period within a LIB zone of 2 years is very short (C7, 2023). This was made possible due to the sentiment of the project. It needed to represent the administrative capacity of the municipality to realize flex housing in a short time to provide affordable homes for vulnerable target groups (C7, 2023).

When	11-2019	01-2020	09-2020	02-2021	03-2022	12-2022
What	Initiative	Location analysis and definition phase	Location allocation municipality	Intention agreement with Ymere	Start building	Handover of property

Table 5.10 Project planning Oostertuin. Adapted from Faro Architects (2022).

### 5.3.3 Facts and figures

Aspect	Quantity/ amount
Number of homes	60
Target group	Students, starters, urgent seekers and 50% status holders
Environmental permit duration	15 years
Common rooms	1 common meeting room with kitchen
Landownership	Municipality
Lease contract duration	Until expiration date environmental permit
Household composition	Mostly single-person households

Table 5.11 Aspects project Oostertuin. Adapted from interview C5 (2023)

### 5.3.4 Key stakeholders

This section discusses which and how the stakeholders are involved in the development of flex housing for status holders and the social assistance required for the integration of this target group. This is followed by how these stakeholders are formally and informally connected via partnerships and agreements. This in order to provide answer to the sub questions:

4. Who are the key stakeholders of the development and management of temporary housing and integration of status holders?

Role	Case 3 – Oostertuin Nieuw-Vennep
Neighbourhood manager	C1   7-10-2023
Area management consultant	C2   17-10-2023
Policy advisor municipality	C3   18-10-2023
Development manager Ymere	C4   23-10-2023
Senior project manager Municipality	C5   1-11-2023
Social manager Meerwaard	C6   2-11-2023
Real Estate consultant municipality	C7   7-11-2023

Table 5.12 Interviewees Case 3 Oostertuin (own work)

#### Stakeholders involved with the housing development

The development of the Oostertuin is unique in its kind because agreements on target groups, social management and support for status holders were mostly made up front, a consultant of the municipality explains (C7, 2023).

Even before the location was known, collaboration started with the housing corporation Ymere and the Architect Faro to develop preconditions for the location selection. In this way these prerequisites could be included in the process of finding a suitable location for status holders' integration (C7, 2023). The architect came up with a 'plot passport' (in Dutch: *Kavelpaspoort*) with guidelines for the design and participation process. This included a volume study, maximum building height, parking and conditions for the design of the public space (C4, 2023). This enabled the design process to go faster because no intermediate agreements had to be made on what the direction of the design should be. That was already stated in the *Kavelpaspoort* (C4, 2023). As well as the fact that the municipality had little objections during the permit procedure, a developer explains:

*"The plot passport I thought, was a quick step and it did help in lead time of the design. The municipality also had pretty little there to review or things like that, also because everything was within the established plot passport."* (C4, 2023).

#### Plot passport effect on social objectives

With this preliminary parcellation study and design, the team consulted the local residents for input and expectation management purposes (C7, 2023). At this meeting, also several members of the village council were invited. This village council consists of a number of committed unelected citizens of Nieuw-Vennep (C3, 2023). Together with members of the local garden association, which is located at the edge of the building plot. The plot passport that local residents could reflect on hold two main benefits.

Firstly it enhances the quality of the project by aligning it with the local challenges. A plot passport with input from residents helps to gain insights on local needs. Residents have a deeper understanding of community's strengths and needs, tailoring the design to the local context.

Secondly, engagement with local residents builds trusts and can help to ensure their involvement in participation with status holders. When residents feel their voices are heard and their concerns addressed, they could be more likely to support and engage positively with the new development and its residents.

It's important to note that the opportunity for participation in the design of the dwellings' materialization was somewhat restricted. This was largely due to the standardized nature of most of the design, combined with the constraints of a limited timeframe, due to the need for rapid processing. (C4, 2023).

The development manager also explains that these high ambitions and quick decision making led to certain agreements they would not make again:

*"There were also made some agreements that we wouldn't be so quick to make now, for example the percentage of status holders. We actually think that 50% is a large percentage of the location and we say 30% special target groups would be the maximum."*(C4, 2023).

The municipality advisor also explains that 'Social Design' played a role in the development:

*"A group of social researchers went out on the streets to ask neighbours about their opinion towards the new project and to conduct empathic investigation."* (C7, 2023).



Figure 5.5 Living quality and parcellation plan by architect and local residents (Kavelpaspoort Drawings, 2021).

As a reply on the question what the influence of this research was, the advisor replies:

*"Yes, an incredibly beautiful little hamlet that has connection with its neighbours that was appreciated and accepted by its neighbours. People really see each other as temporary neighbours, but also realize that 15 years is not temporary at all. So there is a lot of mutual understanding here and I think that's the biggest added value. To see that you really take each other into account."*(C4, 2023).

### Key stakeholders integration in construction phase

Integration capabilities of the tenants played a large role in the development process of Oostertuin. Not only the guiding plot passport supported this, but also the housing corporation had integration high on the agenda as they explain:

*"There is also enough space to meet and also those galleries that we have made wide so that there can be a small seating area in front of your home. Yes that you can sit there nicely, especially the sides that you really oriented towards the sun and that people walk past. Yes, that also gives automatic piece of interaction."*(C4, 2023).

However, they also mention that parties such as Vluchtelingenwerk could be included more early in the process:

*"Our rental department and social housing are a bit later involved. Those only joined the project much later. That has also been one of the learning points with us internally. With new projects, we try to work together a bit more beforehand, with our colleagues involving people from Vluchtelingenwerk"* (C4, 2023).



And the neighbourhood manager confirms this by stating:

*Vluchtelingenwerk was actually not that involved in the beginning. No. Because they had the idea, because they had been in the Netherlands for quite a long time (waiting in reception centres), that they could pick it up themselves" (C1, 2023).*

### **Key stakeholders integration in operation phase**

Ymere, the housing corporation makes an effort to socially manage the complex. This is done through their own neighbourhood manager. This person manages several housing complexes and is mostly involved with technical maintenance and conflict management (C1, 2023). The social management and support is done by a person that is consulted by 'Meerwaarde'. This organization is hired by Ymere to provide the necessary capacity that is required for the building of a community (C5, 2023). She describes her role as follows:

*"Because you put those two groups together and then you assume that that's faster or easier. But still I don't think that's entirely true, because I'm needed to connect those two groups together." (C6, 2023).*

She functions as the glue between the different target groups, often called 'demander and carrier' or *vragers en dragers*. The concept of having people with a need for guidance living together with the capacity to guide their neighbours. Her responsibilities however started from the moment construction was finished and the tenants moved in. Question remains why she was involved after the development process. A policy advisor replies:

*"We haven't actually involved Meerwaarde at the front either, I see." (C5, 2023).*

The application for the social manager from Meerwaarde was originally one year, but was extended with another year because the job appeared to be bigger than thought (C6, 2023). Question remains if two years will be enough, but this was not included in the cost overview. The housing corporation will have to include the social management efforts for the Oostertuin in their day to day activities (C1, 2023).

### **5.3.5 Partnerships**

This section aims to provide in sight in how the key stakeholders relate to each other in formal or informal partnerships. This in order to answer the sub question: 5. *How can financial arrangements and partnerships influence integration?*

#### **Formal partnerships**

Formal partnerships are characterized by a financial agreement closed between the two entities. This is the fact for the collaboration between the municipality and Faro, together with external consultant. These three parties developed the guiding plot paspoort which led to the framework that the designers, and corporation had to operate within (C4, 2023). Subsequently Ymere was asked to develop the buildings, as explained by the municipality:

*"So we as a municipality at one point asked Faro to come and think with us, are there things to think about at the front that we can make agreements on that should eventually lead to a feasible business case, they made a plot passport (kavelpaspoort) and then they were hired by Ymere to also make the actual dwellings." (C5, 2023).*

The land is owned by the municipality, as one of the few plots in the area, and leased to Ymere conform their land price policy (C5, 2023). This is a percentage of the estimated land value. However, since flex housing is hardly feasible these costs weigh heavily on the budget of Ymere their businesscase (C4, 2023).

Furthermore has Ymere issued a building request at several potential builders. The preferred supplier appeared to be Factory Homes, with whom they closed an agreement (C4, 2023).

Ymere also issued a public tender for an organization that has expertise within the area of social management. This was won by 'Meerwaarde' who now provides a social manager for 16 hours per week, for a period of one year initially, plus another year (C7, 2023).

Lastly, the municipality elaborated on their position in this process, and what this asks of them as a rather traditional entity. Usually, municipalities say:

*"I have my own land price policy, so the innovative thing is, as far as I'm concerned, in the fact that as a municipality you also get involved earlier at the front, for example, in such a building stream (e.g. NH Bouwstroom). Even though that is difficult but that you agree on at least some outlines, like standardized program of requirements. But okay, if you guys come up with these plans, as far as we're concerned it has to at least meet this and then you have a smoother licensing process." (C5, 2023).*

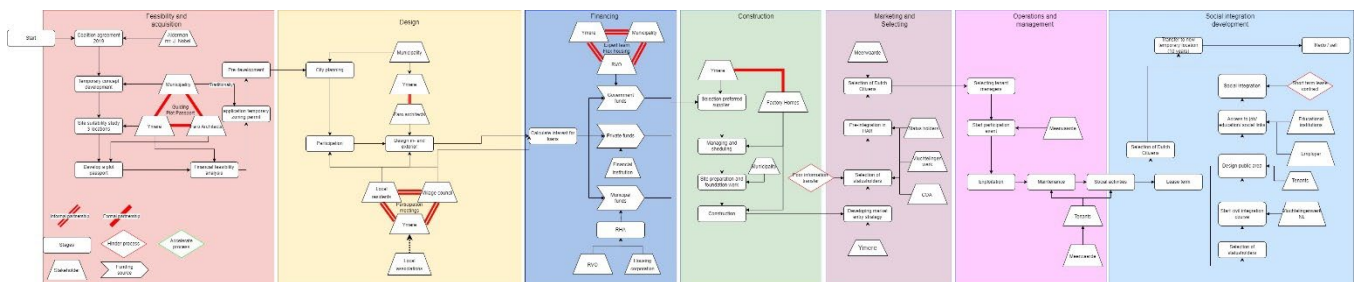
He continues:

*"Where such a building stream now has two owners, a corporation or developer and a builder, we could say, shouldn't one third of the ownership then be with the municipality, so co-responsible for that too, for the whole stream." (C5, 2023).*

### Informal partnerships

The agreements between several stakeholders that are on an informal basis, are present in the participation process. During the development and design phase, numerous meetings were organized by the municipality and the housing corporation. Even though there was little room for input due to standardized design and short processing time, the members of numerous associations and the members of the village council were consulted. They agreed, in line with the plot passport, on several sub criteria that the development had to meet.

Figure 5.6 Development chain for project Oostertuin. [See appendix](#) for enlarged version (own work)



### 5.3.6 Financial arrangements

This section aims to provide insight in how subsidies and other financial arrangements have influenced the project and its capability to steer towards social cohesion and integration of status holders. This in order to answer the sub question: *5. How can financial arrangements and partnerships influence integration?*

#### Arrangements during construction

The financial arrangements that were used during the development of range from deals regarding the land preparation and lease price, to a sum of money to accelerate the development of flex housing.

An advisor from the municipality explains how these came into being: "We started with a pilot subsidy from the central government. The 'Stimuleringsregeling Flex- en Transformatiewoningen' (SFT).

This was 300.000 euros which was without any specific allocation or terms, meant to experiment with 5 selected municipalities if flex housing was feasible.” (C5, 2023). A subsidy up front for plan costs to be able to conduct ground research, or other posts, which normally would have taken more time to find allocated money for, a consultant explains (C7, 2023).

*“Normally we would have had to apply for budget, which can take a lot of time in municipality-land. In this way we had proven that is was able to develop a plan in a short amount of time, but with the precondition that municipalities have to let go some of the control they normally have.” (C7, 2023).*

He admits that this could be quite challenging for policy advisors who have been doing thing the same for several years. But it could be for the better. He continues to describe:

*“The traditional structure of allocating money and finding budget, combined with modern and quick processes to quickly make funds available to ensure a speedy process is what is required.” (C7, 2023).*

This modern way of looking at a business case can be used to identify other needs as well, for example social management. When addressing these costs, one can prevent them from becoming hidden costs, that no one ends up including in their budget.

Besides this subsidy, the municipality in collaboration with the housing corporation applied for the ‘Regeling Huisvesting Aandachtsgroepen’ (Arrangement housing attention groups), which was used for the improvement of public space, like parking and the garden, the interior of the dwellings for status holders and some extra social support for the tenants (C5, 2023).

Moreover, the municipality doubted on whether or not to apply a more social oriented land price policy. Currently their rate was market conform, however, the product being a flex house, is anything but conform market rates.

The business case is proven to be more difficult. Adhering to traditional land price rates makes the business case even more challenging. The municipality explains their dilemma:

*“So then you have to start having a discussion, do we as a municipality want social housing, you are going to subsidize by using other land price policies for that. And that is a discussion we cannot start having, at a project level. Which I also wonder if it is at all feasible within this municipality.” (C5, 2023).*

### **Arrangements during operation phase**

The regional director from the housing corporation explained that a lot of effort was put in this project, in order to make it succeed. It represented something more than just this project, but also to function as an example of rapid flex housing developments (C4, 2023). The mandate enabled them to go further than in some other projects. They did however claimed a subsidy for the interior of the dwellings, because these costs were not included up front, and a subsidy for the garden and public space (RHA) (C4, 2023). Besides these subsidies, no other arrangements were used for the improvement of enabling social integration in flex housing.

#### **5.3.7 Integration capabilities**

There can be a discrepancy between what is found to be contributing to integration in literature, and what is proven to be effective in practice. The goal of the case analysis is to shed light on the role of flex housing, in the process of integration. Subsequently answering the following sub question: *What contributing factors of integration can be delivered through temporary housing?*

The partnerships and financial arrangement have an influence on the capabilities of the status holders to integrate into society. The case study analysis, expert interviews, document review and participative observation provides insights in to what extend this is happening. To elaborate on the unique aspects of this development, that have proven to have a positive impact on the integration capabilities, the first example is the composition of a guiding plot passport.



This enables designers, builders and governing bodies to align their expectations up front and to make agreements on what aspects in the process need more emphasis than others. In this project, that would be the support of social cohesion, through social design and common rooms. Also the implementation of wider balconies allow for more interaction with tenants (C4, 2023). These decisions are the result of this collaborative engagement, a consultant explains (C7, 2023). Besides social design being implemented, it also influenced the approach on the business case. The early engagement led to an open conversation on land price rates, responsibility for who will pay for the social management and if the costs and gains are equally distributed.

The design strategy to include 'empathic research' led to the local residents to be able to express their thoughts on maximum building height, parking services and how the local vegetable garden foundation can be involved in the process. For example through providing opportunities to engage with the future tenants by organizing courses on gardening. This creates exchange of perspective on the situation, improving the attitude towards the new project.

And from the municipalities perspective to create mutual understanding and manage expectations (C3, 2023). This has led to less resistance of angry residents than a consultant was used to thanks to the mutual understanding that was created.

The decrease in resistance then leads to a higher willingness to keep other people in account and make them feel welcome (C7, 2023). Lastly, the social manager that is allocated plays a central role in bringing together residents with a need for support, with the ones that are able to support. She describes her role as instrumental for guiding the tenants towards a job or school (C6, 2023).

Some people just need that little extra push, to get familiarized with institutions, relationships and neighbours, she explains.

*"Yes that I believe in the power of these relationships, and I believe that that's my responsibility to engage with them [status holders] and promote these relationships with Dutch residents." (C6, 2023).*

Including more stakeholders in the process of creating a plot passport could have led to a wider range of organizations proving the necessary care or support, like *Vluchtelingenwerk*. Their role is characterized in Oostertuin as more reactive since their involvement was rather absent during the development phase (C1, 2023).

## Interim conclusion

*Table 5.13 Interim conclusion project Oostertuin (own work)*

Positively influence integration	Negatively influence integration
Start with cooperative guiding 'plot passport' to direct the design process	Relatively short presence of social managers (2 year)
Common room available for local initiatives	Late involvement of Vluchtelingenwerk which led to late start of civic integration courses
2 year administration of social manager	Only single-person modules leads to homogeneous composition and less diversity
Participative design process with empathic research leads to increase mutual understanding	No arrangements for long-term social support
Subsidy of 300 k. No mandatory designation → Sped up process	High financial risk for housing corporation due to high land price policy of municipality
Land preparation paid for by municipality	Inequal distribution of social management costs

## 5.4 Expert interview findings

Besides the key stakeholders that were related to one of the three cases, this research includes three interviews that are not case study related, but function as additional contextual information on the concepts of integration (SZW), role of government through subsidy (RVO) and ways in which the transition from shelter to house takes place (COA).

### 5.4.1 Summary expert interview E1 – policy advisor ministry SZW

The ministry of Social Affairs and Employment is involved with the integration policies for status holders through programs and lawmaking on employment rules for new citizens. This interviewee has a non-western migration background and elaborates on the role of the central government in facilitating municipalities in their integration efforts.

*“Yes, I can say that integration is then really participating in different activities, really active participation, full participation in society. Speaking the language, and knowing to what institutions to go with for problems. This would be an integrated person.”*

#### Key factors of integration

A person should have “natural knowledge in Dutch society, norms and values, and participate in society, what can one do to actively participate. Work is best to integrate.”

The key of all these aspects is the combination. “Because not everybody with a job speaks Dutch, for example polish people speak Dutch very badly but almost everybody has a job.”

There are two models imaginable. You either start working first and subsequent one learns the language, or you start by learning the language and then start working. With Ukrainian refugees this was a large debate.

#### Progress measurement

To measure progress is quite difficult. A possibility is to quantify finances or nuisances. “To assess whether one has rent arrears or if neighbours complain are not objective measures. Dutch people can also have these problems. And do status holders know how to file a complaint themselves to other people? Or the support of *Vluchtelingenwerk* can obfuscate ones inability to live independently.”

#### Role of housing in this process

Promising asylum seekers struggle to participate in pre-integration language classes because they often are transferred from one location to another. This rapid change of context, people surrounding them and different environments make the pre-integration course more difficult. Also, when assigned a home one often needs time to acclimate to the new home, which jeopardizes integration efforts done prior.

#### Responsibility government

The central government is responsible for the system and policies, municipalities and local authorities are responsible for the execution.

Reasons why it stagnates according to E1:

- Low capacity IND;
- New law regarding integration and distribution of status holders causes confusion;
- Lack of employees and shelter places (capacity) at COA;
- Too little affordable homes available in municipalities;
- Information provision from IND to COA to municipality.

**“It is a chain of domino’s. If one of the links in the chain does not function properly, the whole system fails.” (E1, 2023).**

### 5.4.2 Summary expert interview E2 – Project leader RVO

The goal of this conversation was to shed light on what causes a subsidy to be made, what conditions are for applicants and to what extent central government should intervene with municipalities' local responsibility of housing provision.

**“It starts with a societal dilemma. There needs to be a cause for which the government wonders if a solution should be proposed by market or government. If so, what would be the best intervention?” (E2, 2023).**

When arranging financial support for the development of flex housing for status holders, the main target is the physical domain, the real estate.

*“A specific allowance is actually let's say, it's a little disrespectful, but getting a lot of money for decentralized government as fast as possible.”*

There is a difference between a financial arrangement, also known as a subsidy, and a benefit (in Dutch: *uitkering*). With the first one, the government has more opportunities for control and steering. Through the administrative application process.

*“When facing a challenge such as integration of status holders, the societal problem intersects with several domains. From housing (Ministry BZK), to safety (ministry of JenV) to integration (ministry of SZW). The societal task is so large, one needs to isolate it to manageable programs or tasks. Hoping that municipalities are able to solve it.”*

There are numerous ways in which the government can help using financing as an instrument according to E2:

- Grants;
- Loans;
- Benefits (specific);
- Guarantees;
- Tax benefits (discount).

#### Conditions for applicants

To manage the requestors' application, numerous conditions can be set in place. These can be controlling, to function as a prerequisite. For example, one has to build 500 dwellings in order to be eligible for the subsidy. Or it can guiding in a different way. By benchmarking what share of the money should be allocated for what purpose. For example 20% of the money has to be spent on social management. These applications can be quite time consuming for requesters, since it can become difficult. The conditions therefore should be in line and comparative to what one receives.

#### Assess enforceability

To ensure the effectiveness of the arrangement, and to make sure it is possible to enforce it. This is done through a feedback loop. To intervene based on common sense most stings can be solved. However, a public consultation allows market parties and other future applicants to ask questions and provide more feedback. After this consultation the arrangement is ready to be published. Examples of conditions for subsidies to steer towards interdisciplinary partnerships or supporting integration capabilities for the development of flex housing:

- Declaration of intent with involved parties
- Develop long term integration Plan of Approach
- Involve care providing organizations up front
- Apply as a consortium to be eligible together
- Divide financial risk and responsibilities of common goods/ services (social manager, common living rooms that are unlettable, public space)

### 5.4.3 Summary expert interview E3 – Region director COA

Once an asylum seeker receives a residency permit, the region director of the designated region starts inventorying the municipalities' capacity to house these status holders. E3 explains how these status holders then are appointed to a specific municipality. These municipalities decide on which municipality have the capacity for a specific target group. Ranging from single person households to families or elderly. Depending on the available housing stock of a municipality these target groups are assigned.

**“Once a person receives a residency permit, the COA starts looking for the best future region for this person in the Netherlands. This is done through a conversation which covers working experience, medical past, education level, network and family.” (E3, 2023).**

#### **COA responsibility of suitable placement status holders**

The COA is actively involved in where one ends up being housed. One's behaviour in the reception centre can be interpreted as suitable or less suitable to live in a non-independent dwelling, with shared facilities, or more appropriate to live self-sufficient. Municipalities often find it difficult to determine whether someone is able to live alone responsibly, or that there is a need for more intensive care. COA thinks along and gives advice on what the best approach would be, but maintains a reluctant stance. The advice of the COA is based on behaviour in a reception centre. This is not always a just representation of one's behaviour when living alone.

#### **Pre-integration at AZC (reception centre)**

Status holders are given the opportunity to already start with language courses while waiting for a house. This is offered at the reception centre on a voluntary basis. This is part of the program 'vroegge integratie en participatie' or early integration and participation.

#### **Key elements of integration as claimed by E3:**

- Having a day-time activity (work)
- Access to a network (family or friends)
- Access to education (helps with learning the language)
- Having the aspiration or motivation (appears to be an important driver of integration)

#### **Level of support**

Within the borders of a reception centre, the level of support is high. Ranging from a housing supporter, program leader, case manager and a participation manager. Within a municipality the level of support is often not comparably high. But while waiting for a home, people tend to get stuck in a 'pause mode'. Characterized by a passive and wait-and-see attitude. Until one receives a home, real integration is difficult.

*“The integration cannot be measured through how much one adds to society, but how much one is willing to add to society and join activities.”*

#### **Suggested improvements**

Currently the municipalities are dependent on the housing corporations regarding the provision of affordable homes. That supply of social housing is too low and shrinking. Meanwhile the amount of foreigners is increasing. There are 27.000 single people in asylum reception centres, these people can be housed more efficiently than providing single-person homes. Status holders have no alternative. Their housing needs are rather easily satisfiable because their current situation is always worse than a new home. Be it temporary or shared with others.

**“The approximate waiting time in a asylum centre is 6 to 9 months. The norm that was agreed upon is 3 months. They need to get out of the shelter centres. Only then the integration and participation can take place.” (E3, 2023).**

#### 5.4.4 Key takeaways expert interviews

The key takeaways from the interviews with the experts from the ministry of SZW, the COA and RVO can be summarized in the following:

##### Key factors of integration

The factors that contribute to integration are amongst others, having a stable home situation, understanding the dominant culture and speaking the language. Both most importantly is the combination of these things, without one being more important than another, the key is to be able to provide all factors and enable status holders to align their capabilities with these factors by facilitating an environment in which these factors are represented.

##### Role of subsidies and conditions

The cause for a subsidy to be created is a societal dilemma for which the government is convinced a solution will not be provided by the market itself.

Making available fiscal benefits of subsidies is the steering mechanism which can create the incentive for the market to align their interests with those of the government. Using conditions for eligibility which the applicant has to adhere to.

For example steering towards a minimal number of home, or a specific target group, or to finish developments within two years of receiving the subsidy. Alternatively, to allocate a certain budget on social spendings for management and integrative interdisciplinary development teams.

##### Importance of pre-integration

The average time one spends in a reception centre is 6 to 9 months. During this period one can already start to integrate when someone has already received a residency permit. When the information on the future designation region is shared with that local community, language learning efforts can be initialized. However, the importance of having a stable home before someone has the headspace to start such language courses must not be underestimated.

##### Summary of key takeaways by experts

Ministry of SZW	COA region manager	RVO
<ul style="list-style-type: none"><li>Combination of factors more important than degree of one factor</li></ul>	<ul style="list-style-type: none"><li>Eligibility criteria for subsidies can be a steering tool of government for social policy objectives</li></ul>	<ul style="list-style-type: none"><li>Start integration whilst still in reception centre (AZC)</li></ul>
<ul style="list-style-type: none"><li>Align capabilities of status holders with contributing factors through facilitating these factors</li></ul>	<ul style="list-style-type: none"><li>Mainly when societal dilemma solutions not provided by market</li></ul>	<ul style="list-style-type: none"><li>Do not expect someone to start integrating to a large extent without future perspective or knowing where to live</li></ul>

Table 5.14 summary key takeaways (own work)

## 6. Cross-case Analysis

While a more general analysis is presented in the key takeaways of each sub-theme, this chapter focuses on the reasons for similarities and differences. A cross-case analysis is conducted to distil differences between the three analysed cases. Afterwards, potential explanations of these differences are presented.

This cross case analysis mainly focusses on the comparison of two aspects between the three cases. Firstly, how the different projects approach the partnerships between the stakeholders, at what moment in time during the process they engage. Secondly, what financial arrangements were used and how this affected the outcome.

### 6.1 Project characteristics comparison

Aspect	Case 1 – SET	Case 2 – Nico van der Horstpark	Case 3 - Oostertuin
Number of homes	141	100	60
Common room	1 / floor = 3 x 23m <sup>2</sup> And large living room	1 x 23m <sup>2</sup> (in courtyard)	1 x 26 m <sup>2</sup> publicly accessible home
Social manager	10 years: 2 persons 16 hours / week	First year: 2 persons 40 hours / week	First 2 years: 1 person 16 hours / week
Lease term tenant	5 years	Undetermined	Until end zoning permit
Temporary permit duration	10 years (until 2027)	10 years (until 2028)	15 years (until 2037)
Political context and cause	Refugee crisis 2015	Refugee crisis 2015	Coalition agreement 2018 and alderman's promise

Table 6.1 project comparison (own work)

Project SET is the largest complex. In five years the environmental permit expires and the homes will have to be transferred. The projects SET and Nico van der Horstpark have already opened up negotiations with the land owner (Municipality and Hoogheemraadschap) to discuss possibilities to extend the permits (A3, 2023; B4, 2023).

### 6.2 Stakeholder involvement

Aspect	Case 1 – SET	Case 2 – Nico van der Horstpark	Case 3 - Oostertuin
Stakeholders involved in plan making phase	<ul style="list-style-type: none"> <li>• Municipality</li> <li>• Alliantie</li> <li>• Socius</li> </ul>	<ul style="list-style-type: none"> <li>• Municipality</li> <li>• Sleutels &amp; Ons doel</li> <li>• Peen &amp; Ui</li> <li>• Vluchtelingenwerk</li> <li>• Local residents</li> </ul>	<ul style="list-style-type: none"> <li>• Municipality</li> <li>• Ymere</li> <li>• Faro</li> <li>• Local residents</li> </ul>
Stakeholders involved design and construction phase	<ul style="list-style-type: none"> <li>• Municipality</li> <li>• Alliantie</li> <li>• Local residents</li> <li>• Stadsdeel OOST</li> </ul>	<ul style="list-style-type: none"> <li>• Municipality</li> <li>• Sleutels &amp; Ons doel</li> <li>• Peen &amp; Ui</li> <li>• Vluchtelingenwerk</li> <li>• Local residents and entrepreneurs</li> <li>• Status holders</li> </ul>	<ul style="list-style-type: none"> <li>• Municipality</li> <li>• Ymere</li> <li>• Faro</li> <li>• Local residents</li> </ul>
Stakeholders involved during operation phase	<ul style="list-style-type: none"> <li>• Alliantie</li> <li>• Local residents</li> <li>• Stadsdeel OOST</li> </ul>	<ul style="list-style-type: none"> <li>• Sleutels &amp; Ons doel</li> <li>• Peen &amp; Ui</li> <li>• Vluchtelingenwerk</li> </ul>	<ul style="list-style-type: none"> <li>• Ymere</li> <li>• Meerwaarde</li> </ul>

Table 6.2 project stakeholder involvement comparison (own work)



### 6.3 Partnerships comparison

Aspect	Case 1 – SET	Case 2 – Nico van der Horstpark	Case 3 - Oostertuin
Intention agreement	Yes; between municipality, de Alliantie and Socius	Yes; between municipality, Hoogheemraadschap and Corporations	Medium; Cooperative composed 'plot passport' for design and process guidance
Early engagement stakeholders; social domain	No; late involvement	Yes; social managers engaged with locals and tenants	Yes; early involvement through empathic research
Interdisciplinary partnerships = combination stakeholders social and spatial domain	Medium; Socius was involved, vluchtelingenwerk not	Yes; local school, Peen & Ui, employer and vluchtelingenwerk involved	Medium; plot passport was used but no vluchtelingenwerk or Meerwaarde

Table 6.3 project comparison partnerships (own work)

Table 3.16 shows to what extend partnerships played a role in the development process. Nico van der Horstpark involved social managers in the development process. The Oostertuin project team involved a research team to investigate the opinions and expectations of the local residents but did not involve other socially oriented organizations during this phase. The project team of SET involved social partners too late, causing resistance from local residents and Stadsdeel OOST.

### 6.4 Financial arrangements comparison

Aspect	Case 1 – SET	Case 2 – Nico van der Horstpark	Case 3 - Oostertuin
Subsidy from national government was used	No;	No;	Yes; stimuleringsregeling flex- en transformatie woningen (300k) and Regeling Huisvesting Aandachtsgroepen (RHA). This is used for the interior of the homes for status holders and public space.
Subsidy from municipality was used	Yes; municipality contributed to the exterior wooden panels	Yes; the municipality prepared land, paid foundation and gave replacement guarantee	No; but municipality did apply market conform land price policy which is unusual for flex housing
Other financial arrangements were applied	Yes; Stadsdeel OOST allocated money for two social workers	Yes; Housing corporation enlisted Peen & Ui for social management	Yes; Housing corporation hired Meerwaarde for social management
Subsidy was used for integration purposes	Medium; financial support for construction but Stadsdeel contribute to social workers	Yes; enlistment of social managers for integration and community building	Yes; Meerwaarde is enlisted for community building and support for tenants
Integration capabilities improved due to endeavors	Medium; first cohort of tenants active participation and few nuisance. Second cohort more nuisance.	Yes; provable less need for social support and less nuisance reports than 'regular' projects	Medium; hard to tell due to short project existence. But less resistance from local residents than 'regular' projects leading to social initiatives (vegetable garden) to involve tenants with local residents

Table 6.4 project comparison financial arrangements (own work)

The project team of Oostertuin was the only project to apply for money from the government, originating from national acceleration program (Stimuleringsregeling flex- en transformatie-woningen). The first tranche of this arrangement entailed money which was not allocated for specific purposes and free to spend. This money was not specifically spent on integration purposes but on land preparation, and soil research. Initiated to accelerate the development of flex housing to unburden reception centres and enable status holders to start their integration process in their allocated home. The RHA was used for the interior of the dwellings for status holders. The reason the other project teams did not apply for this subsidy was because it did not exist in 2018. This was namely a result of more recent policy discourse.



### **Influence on integration**

The endeavors with regard to integration capabilities have varying results A1 explains that the second cohort of tenants struggles to participate with local residents since the neighbourhood is less involved than five years ago. But the social managers do notice less nuisances or rent arrears than other projects.

At Nico van der Horstpark the corporation notices significant less requests for social support and assistance than regular projects where status holders are housed.

The Oostertuin is operational since a year so significant results lag behind. However the resistance from local residents was noticeably less than regular projects. Reason for this could be the involvement of local residents in the participation process. Being involved in the decisions regarding number of houses, building height and layout of the public space can contribute to creating mutual understanding and manage expectations. When one's voice is heard when addressing concerns they could be more likely to positively engage with new developments. This can enhance the receptive attitude of local residents towards new tenants such as status holders.

### **6.5 Presumed relation partnerships with integration**

As appeared in the interviews and the case study, numerous key stakeholders came to a collaborative approach or agreement through partnerships. In some cases solely within the development discipline (developer – contractor) and in some cases this was interdisciplinary (social manager – developer). To assess to what extent this has an influence on the outcome (capability to integrate) these results are further analysed and compared.

#### **Case 1. SET, IJburg**

For the development of flex dwellings in IJburg, the municipality initiated the contact with the housing corporation. After a preliminary design with over 300 dwellings, participation from local residents led to a shift in approach. The municipality project leader explains how they did this:

*“At SET, I collaborated a lot. Did we collaborate with the municipality and the municipality also totally agreed to yes just activate neighbourhood and make a plan of action together.” (A3, 2023).*

This led to a collaborative approach with frequent meetings with key stakeholders:

*“What I think is a very good approach is that they eventually decided to meet with the neighbourhood. They called it a meet-up with a certain frequency in which the housing of status holders on this plot was one of the topics of discussion, so they indeed started to communicate more broadly with the neighbourhood about all the other issues that were going on there and offer solutions.” (A3, 2023).*

Another key example of how partnerships influence the integration, is through the area manager (gebiedsmakelaar). This person is assigned by the Stadsdeel OOST to bring local housing corporations together and discuss an integration strategy for their tenants.

*“We made Service Level Agreements (SLA), between all housing associations and municipalities. With also working agreements, of yes, what can we expect from each other also. Very nice. There is a real need for all corporations to keep in touch with each other and discuss how to get status holders engaged.”*

**“The healthcare providers were involved from the beginning. There are going to be a lot of people, of which some probably have a care demand.” (A4, 2023)**

## Case 2. Nico van der Horstpark

A project leader from Vluchtelingenwerk in Leiden explains what he feels like is the added value of investing in social management:

*"I think People are better integrated there then. Therefore also learn easier to ask help from other Dutch people about the most nonsensical letters they get. It struck us at one point that a lot of people stopped coming to appointments with social workers, because they actually said, we've already arranged it ourselves. With the neighbour or something like that." (B1, 2023).*

And the developer from one of the two corporations explains how the design process went:

*"And so also to involve such a school or to involve refugee work. We have been very in touch with Vluchtelingenwerk about how to do something like that, so we implemented that. And indeed make sure that the parties that are there in neighbourhood and have to deal with integration." (B3, 2023).*

**We just had good consultations with them [Vluchtelingenwerk] and adopted the things that we thought, this is this really helps with integration. (B3, 2023).**

## Case 3. Oostertuin

The Oostertuin design and planning came into being after a collaborative 'plot passport' was designed, together with an architect. This led to the participative approach with the neighbours as described in [chapter 5.3.4](#). An area tenant consultant of Ymere shares her view on the complex:

*"because I find right here, because it's a community builder and a common area, that the integration goes very well here for some of the residents." (C3, 2023).*

It has to do with the fact that there is a common space, which is not usual. And there is a community builder, who fulfils a key role in bringing together different people. The community builder agrees by saying:

**"Because you put those two groups together and then you assume that if you put them together the integration will go faster or easier. But yet I don't think that's entirely true, Because I'm needed to connect that group together." (C6, 2023).**

She reasons that a community maker contributes to integration because they get to know each other. But someone like her is needed to initiate that first contact, and to function as a flywheel. Then they will improve in language skills and social skills.

The neighbourhood manager from the complex Oostertuin clarifies the fact that the composition of the tenants is quite out of proportion, but through the diligent approach of the design and project team collaborating with researchers and Meerwaarde, this does not reflect in the livability:

*"Look, 50% status holders is relatively high though. I think in other complexes it is nowhere near as high as it is here, but yes, there are less alarming reports of nuisance from the neighbours, making it seem as if the people are living together happily". (C1, 2023).*

## 6.6 Plausible relation financial arrangements with integration

### Case 1, SET

The subsidies that the project team had requested are for a higher quality material for the exterior. This was paid for by municipality. This does not directly relate to an increase of opportunities or capabilities for status holders to integrate. But there was money available for real estate related aspects. To a lesser extent was there money available for more intense social management. A senior project manager from the municipality explains how the different domains within the organization struggle to make funds available for their political agenda:

**“Yes, we can start building and there are huge sums involved. But my colleague from the social domain sits next to me and just spends all day turning over the dimes. That's really quite complicated.” (A3, 2023).**

Eventually, the Stadsdeel OOST with their own board, commissions and social workers on their payroll, decided to step in and hire a *gebiedsmakelaar* to influence the integration capabilities. Due to the fact that she brings together corporations and care providers this persons' involvement in the field are very valuable (A2, 2023).

### Case 2, Nico van der Horstpark

The only integration related subsidy that the project team of Nico applied for, was to return to the community makers of 'Peen en Ui' after Covid, to provide a new impulse for the community. This was an arrangement from the central government (B5, 2023).

*“We used a grant that was newly received again, we had 'Peen & Ui' come back for another day. They asked all the residents to cook their own cuisines. And it became one big picnic buffet. Then you saw that there was a boost.” (B1, 2023).*

### Case 3, Oostertuin

The project of Oostertuin started in late 2018, beginning of 2019. The central government had put in place numerous arrangements and subsidies that municipalities could apply for. To what extent this influenced the integration is visible in the fact that it would not have been possible without the subsidy, a project leader from the municipality describes:

*“We have indeed in late 2019 applied for that flex housing subsidy and also received it. And I can confidently say without that subsidy there would be no flex housing. So for us it was important to realize flex housing at all as soon as possible so that we can also house status holders as soon as possible. So in that sense they are, are they benefiting socially.” (C4, 2023).*

## 6.7 Co-occurrence table

To get an insight in to what extent certain themes play a role per case, a co-occurrence table has been set up. For Case 1, 6 people have been interviewed, for case 2, 5 people and for case 3, 7 people.

Code groups	Case 1 – SET	Case 2 – Nico van der Horstpark	Case 3 - Oostertuin
Arrangements	0	0	3
Partnerships	17	11	13
Subsidies	8	10	25
Key stakeholders development	21	4	9
Key stakeholders integration	41	27	28
Succesfactors integration	26	25	76

Table 6.5 Co-occurrence table based on Atlas.TI analysis (own work)

Case 1 appears to heavily emphasize partnerships, the development roles of key stakeholders, and integration aspects. The high frequency of mentions suggests that these are important elements for the success of this case according to the interviewees.

The case of Nico van der Horstpark shows a balanced emphasis on partnerships, subsidies, and integration, but with lower overall frequencies compared to the other cases. It suggests a more distributed focus without a dominant theme.

In the case of Oostertuin, the focus shifts towards the financial aspect (subsidies) and understanding what makes integration successful. The high mention of arrangements also indicates a unique focus on organizational or structural aspects not seen in the other cases. Partly due to the fact that this project is established with the use of recently created financial arrangements.

The data suggest differing priorities or contexts across the cases. For instance, financial aspects (subsidies) gain more importance in Oostertuin, whereas SET is more about stakeholder roles and partnerships with stakeholders such as Stadsdeel OOST and the area manager.

The absence of certain themes in specific cases (like 'arrangements' in Cases 1 and 2) indicate that these aspects are either taken for granted, or less relevant in those contexts.

The emphasis on 'success factors for integration' in Oostertuin might reflect a more evaluative or outcome-oriented approach in this case compared to the others. A probable cause could be the plot passport with guiding principles that was established before planning and design phase took place.

## 6.8 Conceptual framework including case-study findings

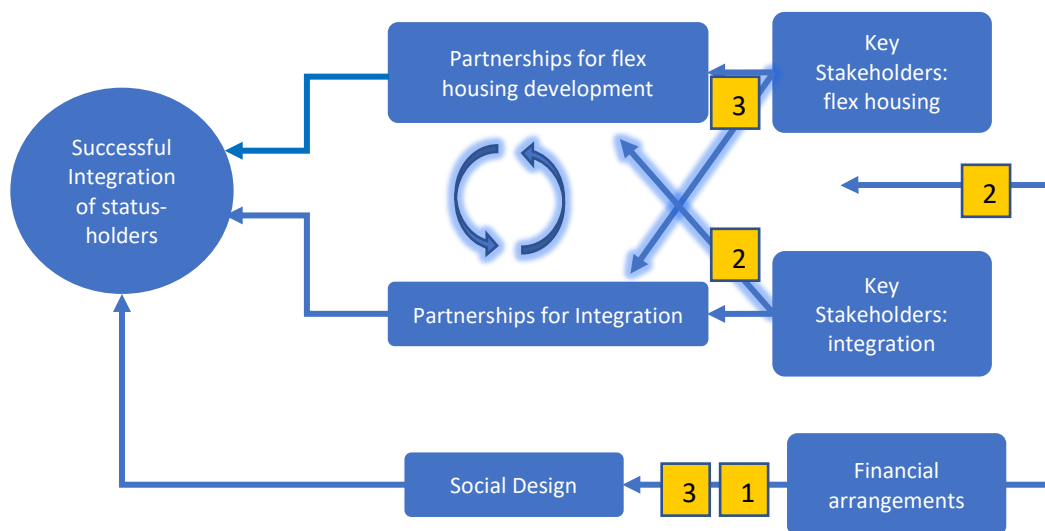
The conceptual framework, image 3.4, displays the relations between the concepts of partnerships and financial arrangements with the integration of status holders. The arrows indicate how these are linked. The yellow boxes with a number corresponding to one of the three cases, indicate what relationships occurred by which case.

Case 2 and 3 have applied a multidisciplinary design team, with partnerships across the traditional parties but also involved social managers in the design process. Furthermore is case 2 the only case that used subsidy for this. Namely appointment of 'Peen en Ui'. Case 1 and 3 have applied for subsidies that only had a design purpose. Namely for SET the wooden panels paid for by the municipality and for Oostertuin the RHA which was used for the interior of the dwellings. Both examples did not engage with stakeholders at an early in the process as a result of applied grants or subsidies.

The subsidy that was received was beneficial for the project's business case and distribution of financial risks but not directly related to integration efforts. This does not necessarily imply that integration related efforts did not take place. Demonstrating the possibility to engage with interdisciplinary stakeholders without a financial incentive.

However, using subsidies enables the national government to manage these efforts at an early stage, enabling stakeholders to take action accordingly.

Figure 6.6 Conceptual framework including case-study findings (own work)



## 7. Expert panel feedback session

### 7.1 Purpose and objectives

The objective of the expert panel is to reflect on the results of the interviews, case study and cross-case analysis. This is done by reflecting on the recommendations and findings and sharpening its accuracy from the participants' practical perspective. The conclusions and recommendations can therefore be validated.

### 7.2 Scope

To ensure the accuracy and relevancy of the insights from the participants, the scoping of the feedback group is key. By setting boundaries on the aspects that the experts can reflect on the feedback group can be considered more accurate.

Therefore this feedback group focused on the recommendations regarding the financial arrangements and the role of municipalities in this process. Because the government develops such arrangements and policies, but the municipalities have to execute is, there is a tension between to what extent the central government can intervene, steer and be involved when having a financial interest on project level.

Expert panel - feedback group strategy				
Present results	Present preliminary recommendations	Reflect on recommendations	Discuss potential improvements for executability	Conclude revised recommendations

Table 7.1 Expert panel working method (own work)

### 7.3 Participants

Since the scope of the expert panel is focused on the recommendations regarding financial arrangements, the three municipalities that were interviewed for the case study were also asked to join the feedback group. Two of the three municipalities were represented. Additionally, two senior policy advisors from the ministry of Interior Affairs also joined.

Role	Organization	Responsibility
(D1) Program leader 'Versnelling tijdelijke huisvesting'	Ministry of Interior Affairs	Leading project team that support municipalities in accelerating the development of flex homes via subsidies, knowledge exchange and negotiating housing deals
(D2) Senior policy advisor housing attention groups	Ministry of Interior Affairs	Expert on the field of housing attention groups such as status holders, Ukrainian and others. Mainly focused on participation, political mandate and livelihood
(D3) Senior project manager	Municipality Haarlemmermeer	Responsible for real estate developments within municipal region. Involved in applications for subsidies in 2021 for Oostertuin
(D4) Project Manager	Project Management Bureau Municipality of Amsterdam	Responsible for numerous real estate developments within Amsterdam Oost. Involved in SET Oost in 2015-2018

Table 7.2 Participants expert panel (own work)

## 7.4 Reflection on findings

*In some cases stakeholders from the social domain and the built environment domain interact poorly or too late, making it difficult to meet each other's interest:*

Expert D4 relates with this statements, adding on to it that early engagement is essential for success. Stating that within the municipality of Amsterdam, there is a large discrepancy between what is decided on municipal level and executed administrative level. The execution of this project primarily was the responsibility of Project Management Bureau. Little cross-over took place with social domains.

Expert D3 adds on to that by stating that the project Oostertuin was originated from the pilot Flexwonen. This was part of the social domain '*Sport, samenleving en cultuur*' (sports, society and culture). They involved the spatial domain immediately from the start to create the bridge between both domains.

*The costs for social management or communal spaces can be in some cases disproportionally distributed between housing corporations and municipalities, therefore discussed too late, risking the change of it becoming a closing post.*

Both experts D3 and D4 agree on the fact that if the business case does not include all cost items, because they were not in sight when budgeting the project, social costs can become an item which no one takes responsibility for. To prevent this, early engagement with stakeholders is vital. This gains insight in all aspects of the project, and helps to discuss who is responsible for what part of the costs.

D1 adds by saying that it is important to strictly define what 'too late' is.

Subsequently does D4 state that it differs a lot per housing corporation and the sense of responsibility one has over the social management. Within the same municipality, different projects of different corporations range in success because it differs a lot how much a corporation is willing to invest in social quality.

Lastly, D3 mentions that the emphasis during project development, lies on the aspects that are pivotal for receiving the approval for permits. Things like parking norms, architecture and building height are taken into account, because this is what permits are tested for. However no one rejects a project development based on lack of long term vision on social management. D1 confirms this importance, and replies by stating that there might be a role for the government to use subsidy conditions as a steering mechanism to support this.

*Social managers play an important role in the participation of status holders, organizing activities and connecting different initiatives and target groups from local residents to the tenants of the flex housing project.*

D3 and D4 mention the role of social managers in the selection of tenants. Because this is an important aspect of building a community; people have to want it. Therefore making an effort to select who is willing to contribute to this community adds to the success.

However, building a community can be difficult with flex housing. Since the homes are rather small the throughput is high. People tend to move out quickly disrupting the social fabric of the community.

Furthermore are most social managers appointed for a predetermined period of time. In most cases one year and sometimes a second year. The strategy is to develop a independently operational community that can function without a social manager present. However, one or two years are deemed too short by D2, 3 and 4.

They wonder if the mutation rate of people who move to another home is higher for status holders than for non-status holders. D3 points out that after the lease contract ended most people who needed support with finding a new home were status holders.



## 7.5 Reflection on preliminary recommendations

### *1. Create a development team with partners from both social and spatial domain, with a leader from the government, to align financial interests and distribute risks proportionally*

Experts D3 and D4, both representing the municipalities, firstly agree with the recommendation, stating that a lack of capacity at their side often can cause certain aspects of the development process to be forgotten or left out. An external leader could possibly solve this. D1 and D2 point out that they wonder what problem this solves, stating that the government cannot be involved on project level and that it is not their responsibility. However, currently there is a team appointed from the government to help out municipalities to accelerate the development of flex housing, but this remains a temporary team.

D4 adds on to that by stating that status holders are often a difficult target group to house, the government demanding via the *taakstelling* to meet certain targets, puts a large strain on municipalities and their resources. A lot of attention goes to stakeholder management to mitigate the local resistance. An external guidance could help a lot in this.

Consensus is found when the recommendation is changed into a more nuanced proposal: to involve an expert team. These are already existing teams with expertise on certain areas. These could be perfectly consulted by municipalities for guidance on topics such as risk management, financial responsibility distribution and how to put emphasis on social aims. Added on to this, is the note that knowledge exchange, from these expert teams to the project teams is very important but also complex. By exchanging the best practices and ensuring an evaluation loop one assures the perseverance of intelligence.

By appointing an expert team that is able to think along with project teams, one can be kept accountable for expenses that originate from subsidies.

### *2. It is the municipalities' responsibility to follow the innovations from the market. With a non-traditional product and a non-traditional target group, a non-traditional approach to land price policy and spatial planning is appropriate*

Often municipalities find it difficult to apply modern land policies on housing products such as flex housing. When calculating the land value residually it is almost never possible to end up with a positive business case. Therefore alternatives must be explored to ensure the projects feasibility for all stakeholders.

D3 responds by stating that mature building chains such as the NH bouwstroom, that exist of market parties collaborating with contractors and aligning programs of requirements to meet the demand for standardized housing. However, municipalities lag behind in legislation, acting traditionally. D4 states that municipalities should become partner in de modular building chain. Leading to a faster process adding to the capabilities of status holders to integrate, which is made possible from the moment one receives a home.

### *3. Make a financial arrangement available with the condition that early and interdisciplinary cooperation takes place, by stating this down in a cooperation- or intention agreement.*

D4 agrees by stating that similar construction takes place for the Start Bouw Impuls (SBI). Another subsidy brought forth by the government to accelerate building developments. However, he continues by stating that there should be the freedom for municipalities to start development efforts before a housing corporation has joint forces. This enables governing bodies to devise the contours of the cooperation in advance.

D1 adds by stating that the role of the government is not to intervene, and tell municipalities 'how' to do something, but merely 'that' is should be done.

D3 states that an cooperation agreement is too 'heavy' and that an intention agreement could also be sufficient. This leaves room for an exit if necessary.

A prerequisite for all the conditions of the establishment or a financial arrangement, is that the extent to which the state is involved at project level with local governments requires a reluctant approach in the cooperation, to ensure the flexibility of movement, creativity and responsibility of municipalities.

## 8. Discussion

This paragraph discusses the decisions regarding the methodology for this research, followed by discussing the similarities and differences between the findings from literature and the case study. The position of the national government with respect to the local governing authorities is also discussed. After that the alternative tools that the national government can use to impose certain policy objectives besides subsidies.

### 8.1 Discussion on methodology

In assessing the methodology employed in this study, several areas emerge where refinement could enhance the research's rigor and depth. The demarcation of the research subject and theoretical framework required attention. Initially it was somewhat broad which made it difficult to delve deeply. As the process progressed and exploratory discussions and interviews provided direction, the theoretical framework became better refined. This led to more targeted interviews and questioning, to the point answers and allowing for better analysis of the results. A more targeted approach in formulating sub-questions could refine the scope of the investigation, leading to a more concise and directed inquiry. As a consequence, this would also streamline the theoretical background, making it less extensive yet more aligned with the focus of the study. Furthermore, while the current research mainly adopts a qualitative perspective, future studies could benefit from incorporating a more quantitative methodology. This would allow for a measurable analysis of integration progress, offering a quantitative dimension to complement the qualitative insights. Such a mixed-methods approach could provide a more integral understanding of the integration process, capturing both its qualitative nuances and quantifiable outcomes. Suggestions for alternative research methods are part of [chapter 9.4](#), which describes recommendations for future research.

### 8.2 Discussion on results

#### 8.2.1 Discrepancy theoretical and empirical results

##### ***Contributing factors integration***

The literature study covered what factors contribute to integration and to what extent a stable housing situation is part of this. [Chapter 4.1](#) shows that there are several factors that play a role in this process. Ager and Strang (2008) mention ten domains, of which employment, housing, education and health are the main means for integration. The UNECE (2021) and OECD (2015), two global organizations committed to compare policy experiences between member states to identify good practices and coordinate policies, both address housing as the main mean for integration. But they take it further and mention housing stability, defined as long term oriented housing with a future perspective as most important. However, this was less reflected in the cases. The short term lease contracts did not necessarily have a negative influence on integration capabilities or attitude. In some cases the lease terms were not much shorter than the average mutation rate namely.

Another aspect which showed discrepancy between literature and practice was the interaction with elderly or families. The emphasis on the importance of interaction with neighbours that are not in the same range of age was not noted in literature. However in the cases it appeared of importance to engage with older people who seemed to have more headspace to fulfil a caring role in a community than other students. Also, interaction with young children from families appeared to lower the threshold to then interact with their parents, which fostered social cohesion. Reason for this to not be apparent in literature could be the difficulty to quantify its importance, or because there are simply fewer refugee families than single person households. Resulting in a smaller sample size for research.

Also the aspiration to integrate was mentioned several times as key for the process of integration in interviews with experts and the cases.

This was demonstrated in conversations with the COA. The COA starts making a dossier for the status holder while still in a reception centre.

This dossier includes, among other things, one's motivation and receptive attitude towards supporting programs. The aspiration to integrate has appeared to be a big driver of one's ability to integrate. It can lead to a proactive attitude and openness to the host countries' culture. However in literature this 'longing' for integration was not represented. An explanation for this could be that the academic studies from literature done by global organizations might not include one's attitude in a reception centre in their research scope. Also the fact that willingness or one's attitude is difficult to grasp and quantify, and more difficult to make clear statements than other more tangible factors could explain why this factor is not included in studies.

Aspects that were both apparent in literature and appeared to be important in practice were for example having a daytime activity. Being able to work at a job not only provides sense of significance, but also helps to learn the language faster, as stated in the literature study [chapter 4.1](#). Some case interviews with social managers made visible that status holders with a day time activity, who for example joined in group events or had a job, seemed to make good progress in their process of forming a social network contributing to their integration and learned the language faster. This shows the positive influence of engaging with neighbours or other local residents or coworkers.

### ***Interdisciplinary partnerships***

The theoretical background also demonstrated the importance of early stakeholder engagement as part of potentially contributing to integration, and what positive impact this can have on design processes. The involvement of stakeholders at an early stage is widely considered as a positive thing, but which stakeholders to engage with and the exchange of knowledge between different disciplines for real estate development for status holders was less evident from the theoretical findings. Empirical results contributed to providing input on this matter.

The findings affirmed that such partnerships play a pivotal role in fostering innovation and addressing complex challenges in various cases within the study, to improve the opportunities for status holders to integrate into society. For example by involving social managers from the start, community building and social cohesion were much more part of the development process leading to different design decisions and more engagement of both local residents as future tenants. This approach of involving social partners is not naturally part of real estate developments, making the investigation of these cases informative for future developments. However, what emerged as particularly interesting were the insights during interviews and the examination of specific case studies. These insights delved into the nuances of collaboration dynamics, highlighting the importance of not only interdisciplinary but also cross-sectoral partnerships or interdisciplinary teams. Furthermore, the differences observed between the various cases provided a fascinating perspective.

For instance, case SET underscored the critical role of government involvement in facilitating flexible housing initiatives by appointing social workers by the stadsdeel OOST. Moreover, case Nico van der Horstpark highlighted the remarkable impact of early community engagement through involving social managers during the design phase.

These variations among cases underscored the multifaceted nature of flexible housing development and integration capabilities. As well as the necessity to tailor strategies to the unique circumstances of each project, while proposing universal solutions. These can be applied in different contexts, as the different cases display.

Because different contexts require different approaches, it is important to allow responsibility and implementation force at local governing level. The next paragraph reflects on the balancing act of national and local governments responsibility in housing projects.

### *8.2.2 Position of national and local government as stakeholders*

It is important as national government to maintain a balance between, on one hand, supporting and guiding local authorities and projects towards social policy objectives, and on the other hand, avoiding the creation of a one-size-fits-all template that would be universally applicable. There is a need to leave freedom of decision making to municipalities because they have a better understanding of local dynamics and specific community needs. Moreover are municipalities better informed about local organizations, such as village councils that are aware of certain challenges and opportunities in neighbourhoods. Municipalities often function as a project leader or delegated principal or client in housing projects. Municipalities then assign a housing corporation or contractor to join forces for new housing developments.

Within this context, for example municipalities can apply executive pressure when projects stall or resistance occurs. Because they are an internal stakeholder with a direct legal relation with the project, their role, responsibility and therefore also decisive power is substantial.

For the national government it is more difficult to function as a direct stakeholder because their role is oriented towards ensuring national policies are executed on local level, but how this is done is up to local municipalities themselves. For example making them an external stakeholder, with an interest in the project, but without a legal relation with it. Not only can the national government try to impose certain policy objectives, for example through conditional subsidies but there are more ways the government can still be involved as a stakeholder, be it more externally. The next paragraph reflects on discussing the role of the government and the wide range of instruments the government can deploy.

### *8.2.3 Various instruments of government interventions*

Literary investigation covered the theory behind government interventions, for example subsidies. These are fiscal tools to encourage economic development and support disadvantages groups. In the case of flex housing arrangements, for example done through compensating the private sector's expenses on social management in their business case and project. These can also be subsidies for providing common meetings rooms or vibrant public space to encourage engagement between groups of people. This is all done to encourage social integration to take place and create an environment with a positive influence on status holders.

#### **Financial arrangements not sole instrument**

Nonetheless it can be wondered if subsidies are the right tool the government can deploy to induce market parties to take social objectives into consideration. Providing financial aid to municipalities or housing corporations for something that is their own responsibility can create a distorted relationship and impose false expectations.

Subsequently, as appeared from the case study, not all recommendations for the improvement of integration capabilities are financially driven. Some integration driving approaches can also be achieved through different strategies. Interdisciplinary partnerships can be developed without financial incentive but by law or default. Thereby social management does not necessarily have to be paid for by the housing corporation but local residents could play a larger role in this as well, by organizing activities. The receptive attitude towards newcomers can come from being involved from the beginning and being involved in the process. This early involvement is not always dependent on financial aid.

#### **Other tools and instruments**

Other than subsidies the national government has other resources and instruments at hand to ensure national integration policies are implemented locally.

For example by sharing knowledge and expertise from other projects and practices. Because the national government not only focusses on one region, best practices from various flex housing projects can be conveyed to different project teams. This can be done through members from expert teams that are deployed by the ministry of interior affairs.

These experts can join project teams throughout the Netherlands to ensure the exchange of knowledge through their experiences from previous projects, as described in the [recommendations paragraph](#).

The government can also direct a more mixed allocation of status holders. Currently this is done on a first come, first serve basis. Status holders who have been on the waiting list the longest, are assigned a municipality first. But this allocation is not based on housing preferences or the suitability of certain housing projects for these status holders. The government could be involved more with ensuring a more mixed composition of status holders in housing projects. For example by prioritizing families or older people in housing projects, promoting social cohesion, as appeared in the case of Nico van der Horstpark and SET. This could prevent housing complexes developing homogeneous composition with, for example predominantly single status holders under a certain age, which can reduce the interaction with local residents. For example due to lack of engagement, with negative consequences for integration abilities.

Besides this integration supporting programs can be stimulated, such as language buddy systems or improved access to amenities and services for status holders. The connection of neighbourhoods with a strong network of support organizations can improve the resilience of vulnerable places of residence.

The government can also establish robust monitoring and evaluation frameworks. Assessing the effectiveness of flex housing developments in achieving integration goals, can help refine policies and arrangements. This can also assist in identifying best practices which give feedback for future flex housing projects. These aspects could be taken into account in future studies.

## 9. Conclusion and Recommendations

This chapter will present the findings from the literature study, the case study and the expert interviews. Complemented with findings from the expert validation group leading to the recommendations, presented in this chapter. Additionally, recommendations for future research, the strengths of this research and its limitations are mentioned.

To provide the necessary situation information and context a brief description of the problem statement are described.

### Context

The housing market is currently subject to a lot of challenges. Rising housing prices and limited availability of affordable homes are commonplace. A housing shortage of one millions homes up to 2030 has been announced. In addition, the refugee settlements are overcrowded with status holders, refugees who already have a temporary residency permit. But cannot start their integration process since there are no homes available in municipalities.

Therefore, the government is proposing flex housing. These are temporary and movable prefabricated homes, that are often placed on plots which are otherwise not suitable for permanent housing. These homes have a short construction time and the application for required permits take less time due to the fact that temporary use is exempt from zoning plans. Flex homes are currently mainly developed for people who are in urgent need of a home, such as status holders.

### Problem statement

However, it is yet unknown in what way the recently proposed concept of creating homes actually meets the housing demand of this target group and to what extent this positively affects their ability to integrate. Housing is deemed an important factor for integration, but flex homes can offer suboptimal solution as lack of stability and control on future perspectives can negatively impact integration capabilities.

Moreover, in housing policy, integration means are often not included. Insights in how these stakeholders operate within partnerships, and how other disciplines such as social management and integration support are included in this chain of operations have not been sufficiently investigated.

### Research objective

This research aims to investigate how stakeholders can collaborate to develop flex homes for status holders that support integration possibilities, and how financial arrangements can support this effort.

### 9.1 Findings sub questions

The theoretic framework below in figure 9.1 shows what related concepts are addressed by which sub question. Each yellow box represents a relation between concepts that the sub questions (1-5) aim to answer.

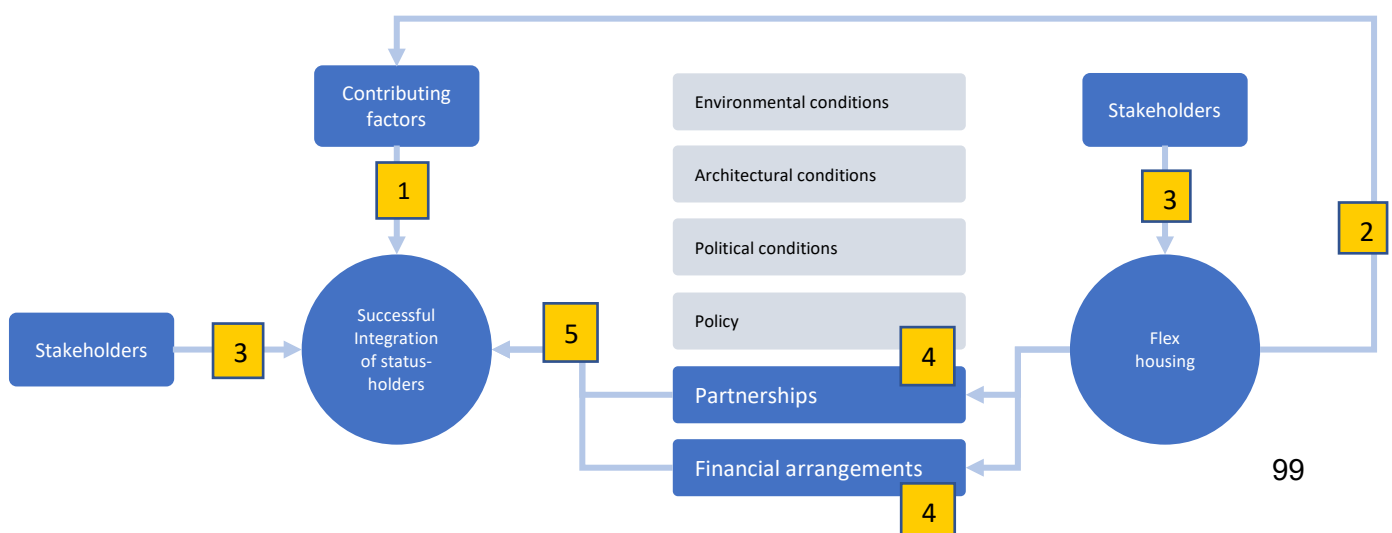


Figure 9.1 Theoretical framework including relationship with sub questions (own work)

## Sub-question 1

## What are contributing factors of integration and to what extent do these factors contribute?

Effective integration involves a combination of factors described in the literature, such as language proficiency, cultural understanding, employment and housing and factors retrieved from the case study. These demonstrated important factors such as the involvement in design process, social management and participation of local residents with status holders. The breadth and quality of a social network are pivotal in this, enhancing the societal engagement of status holders. Stable, secure, and culturally appropriate housing also plays a vital role by facilitating access to employment, education, and healthcare. A safe and affordable neighbourhood, legal protection, and a sense of belonging are fundamental to this process. Integration can also be seen as an interactive process where both local communities and newcomers play active roles. This means that all parties must be willing and preparing to interact and engage with each other. Subsequently, the migrants' aspiration to integrate appears to play a large role in the integration process.

Early collaboration between stakeholders from the spatial, real estate development oriented domain and stakeholders from the social domain was found to have a positive impact on integration. This namely results in addressing social objectives at an earlier stage, enabling the project team to take these interests into account while still able to implement certain design interventions or financial arrangements for social management that are beneficial for improving integration capabilities. At a later stage these interventions are more difficult to implement and may be less effective.

The timing and moment that the integration process can start also plays a large role. Pre-integration in reception centres can be promising but stagnates when status holders are moved from centre to centre. This can cause individuals to end up in a wait-and-see attitude. Once assigned a stable home, integration is more likely to be successful.

The quantification of the contributory extent of these factors is challenging. However, findings from the case studies and expert interviews lay out that it is the combination of these elements that facilitates the success of the integration process. However, interviews did display that when intensive social management stops, communities tended to fall apart and social cohesion drops, for example during covid. Showing that the extent of the contribution of a social manager exceeds the added value of individual factors, like participation in activities, because a social manager promotes and supplies these.

This results in an enumeration of theoretical and empirical contributing factors:

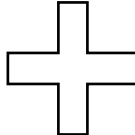
Contributing factors of integration (literary findings)		Contributing factors of integration (case study findings)
Language proficiency		Access to services
Cultural understanding		Aspiration to integrate
Having a daytime activity		Spontaneous encounters
Breadth and quality of social network		Involvement in design process
Housing stability		Promotion and participation of initiatives and activities
Safety of tenure		Community making by social manager
Sense of ownership		Have a say in interior of communal spaces
Access to services and amenities		Early involvement of social stakeholders
Cultural appropriate housing		Partnerships between spatial and social stakeholders
Safe neighbourhood		Interaction with older people
Legal protection		Engagement with families
Having rights and citizenship		Having a daytime activity
Participation in civic and community life		
Social management and support		
Interaction with local communities		
Incidental encounters with neighbours		

Table 9.1 Contributing factors of integration (own work)



[continuation of previous paragraph]

Therefore, the greatest contribution for integration can be obtained through the combination of many contributing factors, together with the right timing and long term continuation of the application of these factors.

## **Sub- question 2**

### **How does flexible housing influence integration capabilities among status holders?**

Flex homes are usually built conform the permanent quality standards of the building decree making it potentially a stable place to live long term.

However, because flex houses are often fairly small, its suitability for permanent stay is limited and can lead to high mutation rates.

This can in some cases lead to the fact the average period one lives in a certain place before moving to a new home is shorter than the maximum lease period.

Still, temporary lease contracts of 5 to 10 years can create a sense of instability, especially when the expiration date of a zoning permit is approaching towards the end of the project life cycle.

In addition, flex homes are often located on less desirable locations with noise or air nuisance or remote from services and amenities that can undermine the community cohesion, which is essential for sustainable integration.

So the temporariness of a flex home does not seem to create a practical problem, however emotionally one can experience living in a temporary home as making it more difficult to enter into a stable state to be able to start a social integration process. Also literature suggests that the temporariness and lack of housing stability, possibly present in flexible housing, may adversely affect integration prospects. This makes the perceived temporary aspect of a flex home a negative driver for integration.

In addition, the high mutation rates and less desirable locations can hinder the process of developing a community with tight social cohesion.

Flex housing addresses the urgent need for accommodation among various groups, including status holders. By integrating diverse populations like students, urgent seekers, and starters within one complex, it can create a mixed community. When done in the right proportion of people with and without a requirement of social assistance, this can strengthen the social cohesion because this exchange of culture and learning can expose tolerance, understanding and respect among residents.

Housing corporations enhance this environment by providing communal spaces often managed under the supervision of a social manager. This manager plays a pivotal role in facilitating interactions among residents through organized activities and connecting them with necessary support services. These initiatives, often associated with flex housing complexes, align with factors identified for successful integration, suggesting a positive impact on the integration of status holders.

### Sub-question 3

## Who are the key stakeholders of the development and management of temporary housing and integration of status holders?

### Housing development oriented stakeholders

The key stakeholders involved in providing this housing range from municipalities, housing corporations, local land owners, local residents and NGO's. These have an direct interest in the outcome and have a direct influence. The municipality acts as a key stakeholder because they are together with the housing corporation responsible to provide affordable housing.

The national government is to a lesser extent involved in this process because there are no direct stakes or interests. Involved in policy making and provision of subsidies and expertise, but not in the execution of these policies or detailed involvement.

### Integration oriented stakeholders

For the purpose of integration of status holders, the key stakeholders are: IND, COA, municipality, housing corporation, Vluchtelingenwerk (NGO) and the status holders.

Besides this, there are cross-overs identified to create multidisciplinary design and development teams. To create shared understanding, enable exchange of knowledge and expertise and distribute financial risks and opportunities proportionally. In this process the national government does have an interest and role, because they cover a transcending role of exchanging knowledge and ensuring continuation between executed projects and future developments.

Key stakeholders development	Key stakeholders integration	Cross-over possibilities
Social housing corporation	IND/ COA	Area manager
Municipality	Local residents	Local initiatives
Land owners	Vluchtelingenwerk	Local residents
Local residents	Care/ societal support providers	Social researchers
Contractor	Social manager(s)	Steering committee local governing authority
Architect		National government

Table 9.2 Key stakeholders for development of flex housing and integration of status holders

These stakeholders are identified with the purpose of exploring possibilities for interdisciplinary partnerships. These namely have a potential positive influence on the social orientation and objectives of a project brief.

To construct effective interdisciplinary partnerships, stakeholders need to be engaged with at an early stage as can be seen in figure 9.2. This relational project delivery method is different from a traditional approach, through the fact that expert from all project phases are involved in the project definition and design. Ensuring that long term goals, social objectives and interests of end users are incorporated while the project team is still able to adapt to these objectives. Involving key stakeholders from different domains can result in interdisciplinary partnerships.

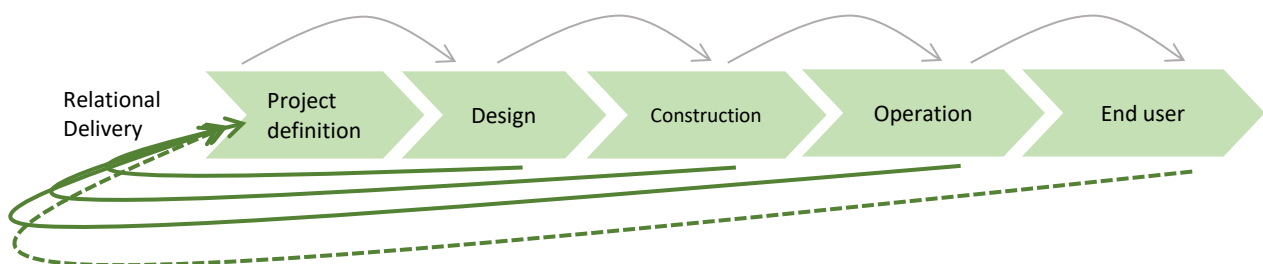


Figure 9.2 Relational project delivery through early stakeholder engagement (Aapaoja et al., 2013).

#### Sub-question 4

### How can financial arrangements and partnerships influence integration?

#### Partnerships and influence on integration

Early engagement of key stakeholders from both development and integration perspectives can significantly impact the integration process. Early consultation, involving the exchange of plans and feedback, offers numerous benefits such as fostering shared understanding, enhancing collaboration, leveraging local or expert knowledge, generating design support, and increasing stakeholder satisfaction. Such collaboration between housing development and integration management stakeholders is most effective when done at an early stage in the process. Findings show that involving key stakeholders with regards to integration at an early stage, leads to different housing designs and spatial configurations. The application of common spaces and the placement is done strategically to promote encounters with each other. Also the synergistic collaboration of professionals and other organizations that are involved create new approaches regarding social management and how social support can be provided. For example through municipal organizations that appoint area managers, to engage with other housing corporations and bring together local initiatives. This positively influences integration capabilities because both tenants are supported and local residents are promoted to engage with the newcomers.

Moreover, the distribution of costs of social management and the unlettable square meters for the common living room, are part of the conversation in an earlier stage. This enables parties to distribute the financial risks more equally, conform the societal benefits that the different stakeholders gain.

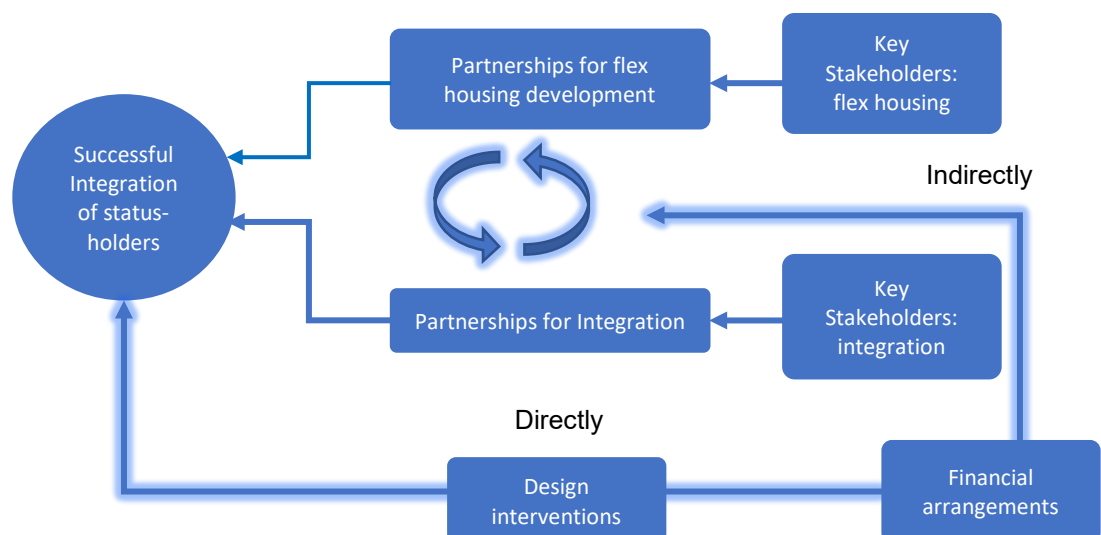
#### Financial arrangements and influence on integration

The subsidies can be effective in two ways. Either directly for integration purposes, by for example setting the condition that part of the money has to be allocated for common spaces, a social manager or participation trajectory of future tenants. This influences the design and therefore the integration possibilities.

Another option is to allocate subsidies indirectly for integration, by directing it for early engagement of interdisciplinary stakeholders. The condition for qualifying for the subsidy could be to apply in a partnership with different organizations. This triggers the interdisciplinary partnerships. To enhance community engagement due to more intensive participation efforts of local residents and future tenants.

It remains important to keep in mind that housing projects always require tailor made approaches and solutions to some extent. Differing per municipality and region different strategies remain necessary and findings show that municipalities want freedom for specific decision making instead of adhering to a general template or strategy from the national government.

Figure 9.3 Theoretical framework (own work)



**Sub-  
question 5****What contributing factors of integration can be delivered through temporary housing?**

The table below shows what contributing factors originating from literature can be delivered by flex housing, and what other factors contribute to integration which originate from the case study findings. Flex housing can deliver numerous factors that contribute to integration. Target groups for flex housing are often people with a need for social support and people which can provide to some extent in this support. The mutual engagement fosters learning the language, understanding the culture and creating a social network.

Safety of tenure depends on the duration of the lease contract. Short lease contract can make it difficult to build a robust network and cause a feeling of instability, even though one might move out quicker than the maximum lease period allows.

Sense of ownership refers to the attachment to a place or home. In the context of flex home, these feelings can be more challenging to cultivate and can therefore lag behind since flex homes' standardized design offer fewer opportunities for personal modification.

However participation in the design of public spaces does contribute to a sense of ownership by feeling responsible for the quality and management of a space.

The case studies show that the involvement of social managers does influence integration positively. Their early involvement in the process can lead to social design interventions which encourage encounters between tenants. Their role is also pivotal to encourage tenants to participate in activities and can create a more robust community. A factor that is deemed important for integration is the aspiration to integrate. This aspiration to integrate can be stimulated through flex housing because individuals living together with other status holders and Dutch residents that encourage each other to engage in activities, work or participate in the livability of the complex.

### What factors not delivered through flex housing

There are also factors that contribute to integration, that are difficult to deliver through flex homes. For example having a daytime activity, safety of tenure, housing stability, sense of belonging and legal protection and rights and citizenship are factors that do not necessarily originate from the place someone lives, of the type of housing someone is assigned to. The factors for which this is the case are arced light red in table 9.3.

And some of these factors, can also be delivered by non-flex housing. For example housing stability, safety of tenure, sense of ownership and belonging are factors that traditional permanent neighbourhoods can provide. However, the case study showed that flex housing often provides in intensive social management and participation of local residents. This is because housing corporations and other stakeholders anticipate upfront that there will be a higher demand for social support because a larger concentration of status holders are housed in one complex. This social management can lead to a more robust social structure around flex housing than permanent housing.

Table 9.3 shows the contributing factors of integration from the first sub question, added on with how flex housing can provide in these contributing factors. The tools and instruments (right column) correspond with the contributing factors of integration by flex housing (middle column).

Contributing factors of integration (literature)	Contributing factors of integration by flex housing (case study findings)	Tools and instruments by flex housing (case study findings)
Language proficiency	Access to services	Location of flex project
Cultural understanding	Aspiration to integrate	Engagement with fellow status holders and social manager
Having a daytime activity	Engagement with neighbours	Communal space free to use
Breadth and quality of social network	Involvement in design process	Public space design collaboration or interior of communal spaces
Housing stability	Participation of initiatives and activities local residents	Early engagement of local residents for open attitude towards new people
Safety of tenure	Community making by social manager	Social manager active engagement with tenants for activities
Sense of ownership	Have a say in Interior of communal spaces	Social manager early involvement for Input on this
Access to services	Early involvement of social stakeholders	Interdisciplinary partnership approach
Sense of belonging	Partnerships between spatial and social stakeholders	Interdisciplinary partnership approach
Cultural appropriate housing	Interaction with older people	Communicate with COA to assign older people
Safe neighbourhood	Engagement with families	Multi-family person homes instead of single person studio's
Legal protection	Spontaneous encounters	Strategic placement of dwellings
Having rights and citizenship		
Participation in civic and community life		

Table 9.3 Contributing factors of integration (own work)

## 9.2 Conclusion

### Main Question

How can financial and collaborative efforts for flex housing contribute to integration of status holders?

### Interdisciplinary partnerships

The findings show that early engagement of key stakeholders from both the spatial as the social domain have a positive influence on integration. The numerous effects that this has can be categorized in three main themes of impact. These are spatial interventions, organizational effects and financial consequences, as shown in figure 9.5.

The spatial interventions are a result of social design, primarily applied to create incidental encounters. This approach is encouraged by involving interdisciplinary stakeholders with a social orientation, such as social workers. Examples of social design are the placement of communal spaces, like a living room or laundry space. These areas are used amongst most tenants and provide the possibility of informal encounters. In all three cases status holders have Dutch neighbours on both sides to promote encounters with Dutch speaking citizens the tenants with a need for social care and support. This is done in combination with a selection procedure for the Dutch tenants to guarantee their intentional involvement in the community. Furthermore, by connecting two modules dwellings can be made suitable for families. This lowers the threshold for encounters and diversifies the composition of the tenants.

Secondly, the effects on the structure of involved organizations and institutions provides opportunities for integration improvement. For example the connection between local initiatives and municipal entities, who can provide the necessary funding for these initiatives.

Moreover, can creating teams consisting of members from different fields (architecture, social work, urban planning, community organizations) to work on housing projects lead to a more integrated approach taking into account financial and social feasibility in a balanced way. By incorporating long term social management in the distribution of responsibilities at an early stage in the development. Preventing this from becoming a forgotten aspect.

Lastly the business case can be made more robust by incorporating social management and costs for unlettable square meters for communal spaces in the beginning of the feasibility phase. By including all costs in the agreement, a more representative distribution of financial risks can be made. Allowing for effective resource allocation, by ensuring programs for integration are well funded. This also allows for more balanced alignment of objectives, ensuring not only a financially feasible project, but also fostering integration opportunities for status holders.

## Financial arrangements

Financial arrangements can function in two ways. Firstly directly influencing integration capabilities, by funding social design decisions. This can be subsidies aimed for the development of communal spaces or shared, bigger balconies that foster communal engagement and allow tenants to run in to each other more easily. Secondly, financial arrangements can promote interdisciplinary partnerships by stating that a joint application for subsidy must be a condition to be eligible for the subsidy. These partnerships then have their contributing influence on integration as described in the previous paragraph.

## Contributing factors of integration

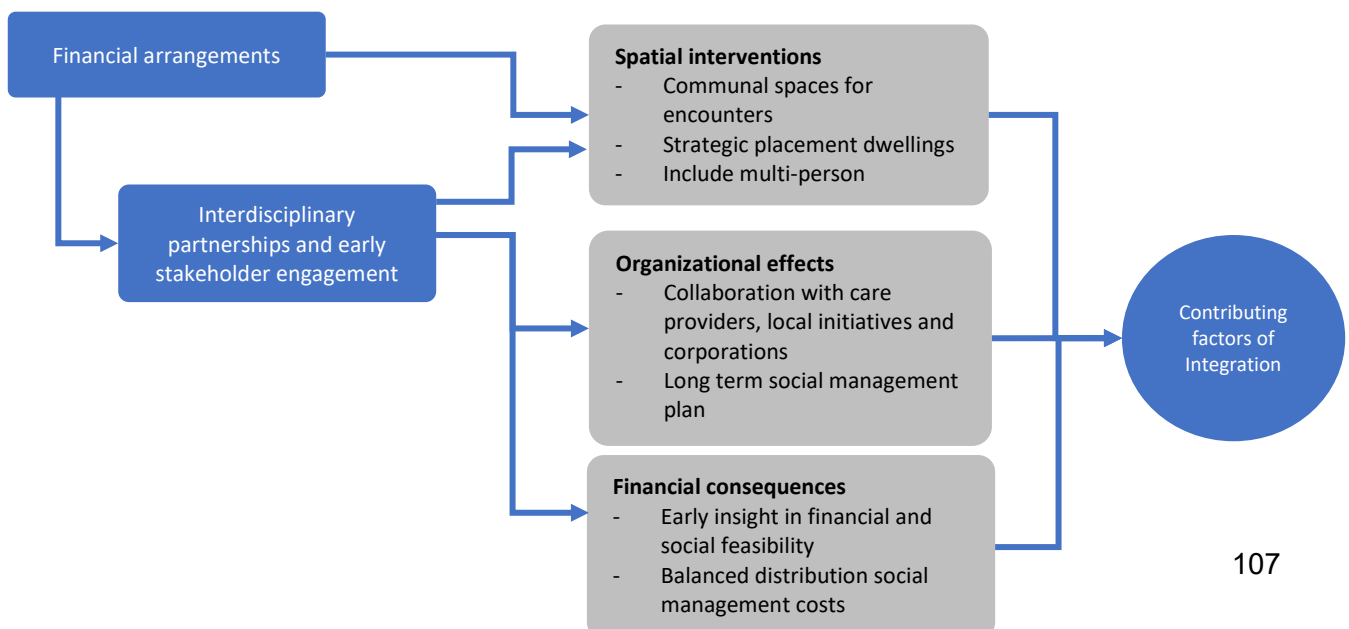
The findings from the case studies showed that flex housing, when developed interdisciplinary, can contribute to the contributing factors of integration, mentioned by Ager and Strang. The means of housing is provided by flex homes, as well as the fostering of social connections and creation of a community through social management. Also the language and cultural knowledge are fostered through interaction with neighbours and extensive participative activities with stakeholders from the social domain and other early engaged parties. This is arced green in figure 9.4 below to indicate what factors of integration can be delivered by flex housing.



Figure 9.4 Contributing factors of integration through flex housing (Adapted from Ager and Strang, 2008)

The figure below shows a summary of how financial arrangements and interdisciplinary partnerships can contribute to factors of integration through the three main themes of impact.

Figure 9.5 Conclusion of research illustration (own work)





### 9.3 Recommendations for key stakeholders flex housing for status holders

The conclusion of this research leads to recommendations on how to pursue such interdisciplinary partnerships, what these financial arrangements should look like and under which conditions. Therefore this section aims to provide recommendations for practical purposes by providing key stakeholders tools. These recommendations are positioned within the development chain, which combines both development related stakeholders, and integration related stakeholders.

#### Interdisciplinary Roadmap

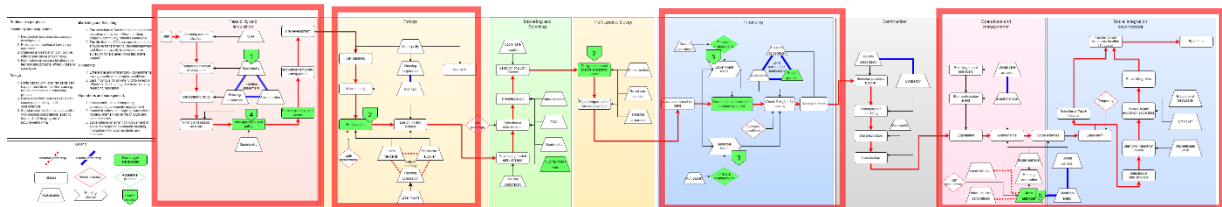


Figure 9.6 Interdisciplinary Partnership Roadmap (own work)

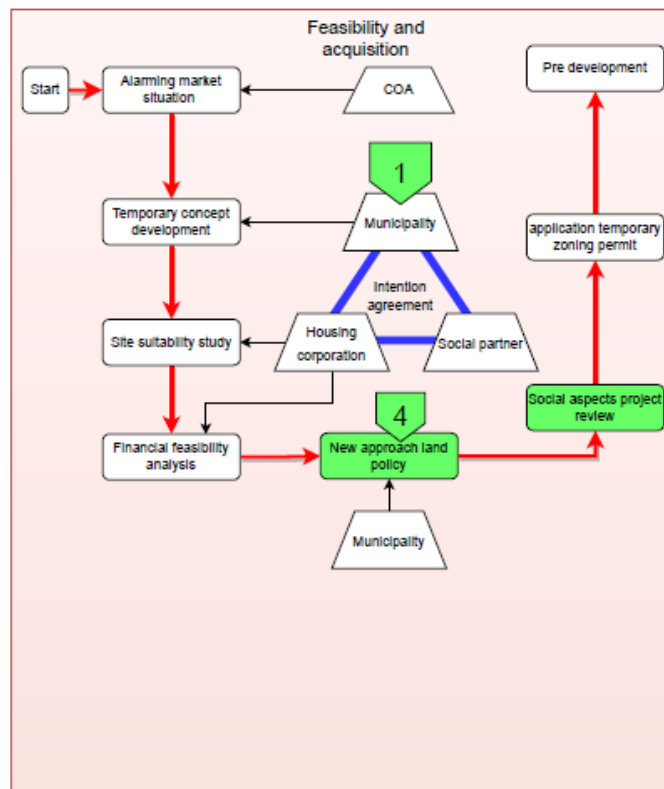
#### 1. Create environment which fosters interdisciplinary and early engagement

To promote the development of flex housing that enhances community engagement and creates a balance between financial and social goals, early engagement of key stakeholders from both spatial and social domain are favourable.

This scenario progresses during a kickoff session where directors, executives, and the individuals responsible for implementation gather around a table. They find themselves in a high-pressure environment, guided by external experts, such as a national expert team. Their purpose is to engage in an open dialogue about their shared objectives, determine the extent of their capabilities, and explore ways to push boundaries. This collaborative setting allows them to align their expectations and discuss financial boundaries.

This is shown in figure 9.7, in which the blue line represent a formal partnership through a contract and written agreement.

Figure 9.7 Interdisciplinary Partnership Roadmap. Cut out of figure 9.6 (own work)



## 2. Promote sense of ownership through participation local residents and future tenants

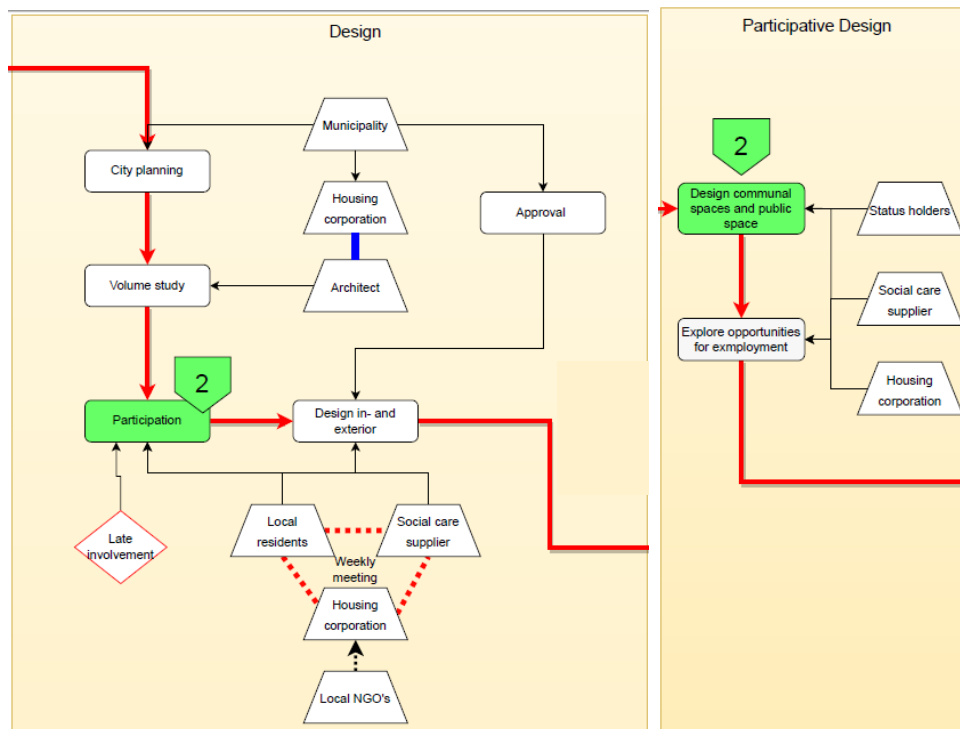


Figure 9.8 Interdisciplinary Partnership Roadmap. Cut out of figure 9.6 (own work)

Since creating a sense of ownership is one of the contributing factors of integration, involving status holders in the design and participation process of communal spaces or the public space surrounding the dwellings, can have a positive impact on integration. Having influence on the function and interpretation of space can create more responsibility over the quality and management of common spaces. Ensuring higher livability, safer environment and less nuisance due to people handling their own living environment with more care.

This also goes for the participation of local residents. Their engagement can improve the quality of the project by tailoring it to local challenges and needs. Experiencing this demand for engagement can make someone more likely to support and engage positively with the new development and its residents' integration capabilities.

This is shown in figure 9.8 in which the dotted red line represent an informal partnership through involvement but not through a contract. This participation in design happens after the previous feasibility and plan making phase.

### 3. Financial arrangements and eligibility criteria

To ensure effective utilization of governmental financial resources, certain eligibility criteria can be made. Part of these conditions can be to collaboratively approach a project, making the agreements on partnerships an eligibility criteria. A member of the expert team of housing (*Expert team Woningbouw*) could be represented within this partnership to ensure the knowledge transfer and securing the continuity between different projects and to share best practices. To shape this collaboration as a precondition for subsidies, several constructions are imaginable, of which four examples are proposed below.

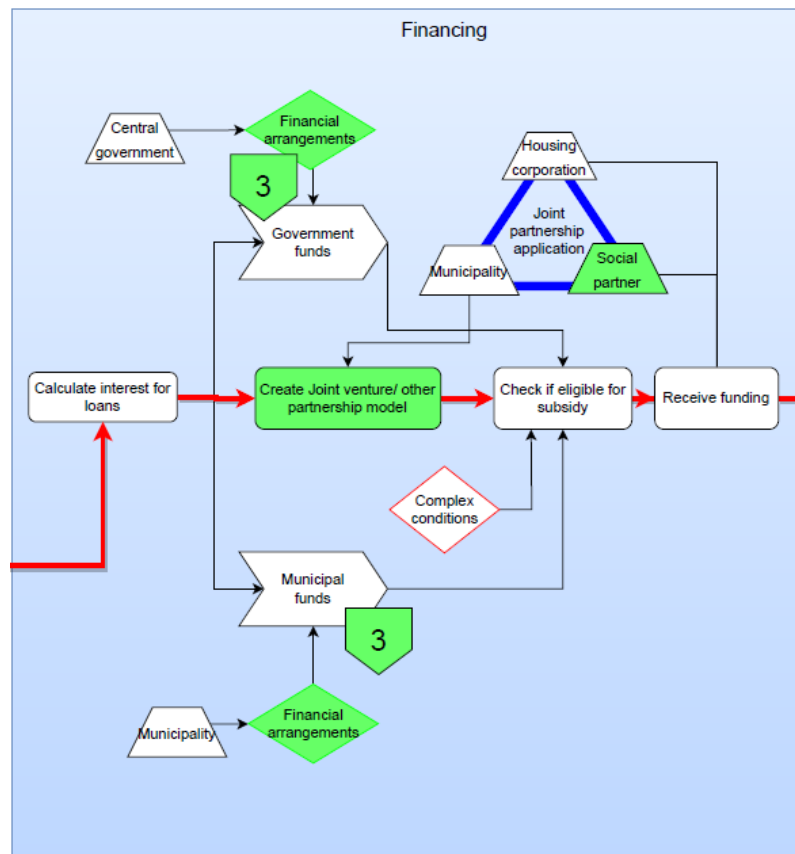


Figure 9.9 Interdisciplinary Partnership Roadmap. Cut out of figure 9.6 (own work)

#### 3.1 Joint application

Make financial arrangement available with the condition that early and interdisciplinary cooperation takes place, by laying this down in a cooperation agreement. This can lead to an application as a consortium. Allowing a public and private partnership in which the municipality and the housing corporation and the social care provider enter a collaboration. Agreements are taken on aspects such as: Land price, lease terms, land preparation costs, buildings costs, replacement costs after the first term, social management costs and the costs for making this collaboration possible. It can be costly, time consuming and ask more from stakeholders than a traditional approach regarding their involvement. Financial arrangements could meet these costs under the condition that this joint collaboration is formalized within a partnership. This joint application is reflected in a formal partnership, as shown in figure 9.9 through the blue triangle showing that partners need to be in a partnership in order to apply for funding.

### **3.2 Letter of intent**

Demonstrate partners' commitment to integration capabilities and enhancing social engagement through signing a letter of intent as a condition in order to be eligible for a subsidy application. These funds could then be spend on either freely spendable costs or on predetermined costs for social management, but also not costs that are not directly related to integration purposes, because the letter of intent already covers the agreement on committing to including social goals.

### **3.3 Long term social management plan of approach**

Another eligibility criteria for subsidy for the development of flex housing can be to compose a plan of approach on how to develop socially inclusive housing. Or to compose a *kavelpaspoort* which includes an action plan and demarcation of responsibilities on how to create an environment in which status holders are capable of integrating into society.

### **3.4 Cross-over with other departments (SZW, JenV, GGZ, Vluchtelingenwerk)**

Since this entails a major challenge it is imaginable that a joint approach for this challenge can be a possible solution. By combining financial resources from different departments that deal with the same issue, more coordinated policy development can take place. By sharing objectives and resources, the service and product delivery can be integrated, avoiding double efforts and reducing bureaucratic hurdles. An important aspect of this is to involve the community and other organizations to ensure that the solutions are grounded in local realities and needs. A comparable approach can be seen in senior housing, which is combined with intensive health care at home. Developing housing combined with healthcare providers creates larger financial capacity and risk spreading.

## **4. Encourage municipalities' new approach**

Modern partnerships as described in the theoretical background are emerging in the built environment. The *NH Bouwstroom* is a clear example of a joint effort of market and public parties to enhance the procurement procedure of suppliers for prefabricated homes by aligning program of requirements (*PvE*). Innovation takes place at the market side, where contractors and housing corporations voice their preference for new partnership models. However many municipalities remain traditional in their land price policy approach, financial standards, location specific requirements according to the building inspectorate (in Dutch: *welstandscommissie*). These can be traditional entities lagging behind innovative ambitions of other key partners in the development chain. However the type of product, the target group and the market conditions are not traditional, therefore legislation around land exploitation and building standards should also not be traditional. The moment in the process where this would take place, would be in the beginning of the project definition phase. Together with creating an environment which fosters interdisciplinary partnerships, as described in the second recommendation of this chapter, and in figure 9.7

## 5. Appoint area manager

Local residents, social managers, social partners, and housing corporations operating within the area of the flex project all share an interest in regular interactions. These interactions empower local initiatives, facilitate the exchange of best practices, and can collectively secure the necessary financial support for initiatives aiming to generate both social and environmental impacts. By designating a key player within this diverse landscape of organizations, it becomes possible to streamline communication, foster collaboration, and provide the much-needed coordination to effectively leverage the potential of this multi-stakeholder ecosystem. This proactive step can enhance the overall success and sustainability of the flex project.

This is shown in the illustration below. In which the area manager has an informal partnership with other initiatives and housing corporations, transcending specific projects but overlooking an area with several. This person is formally assigned by the municipality to fulfil this key role. The housing corporation then appoints a social manager for the specific housing complexes.

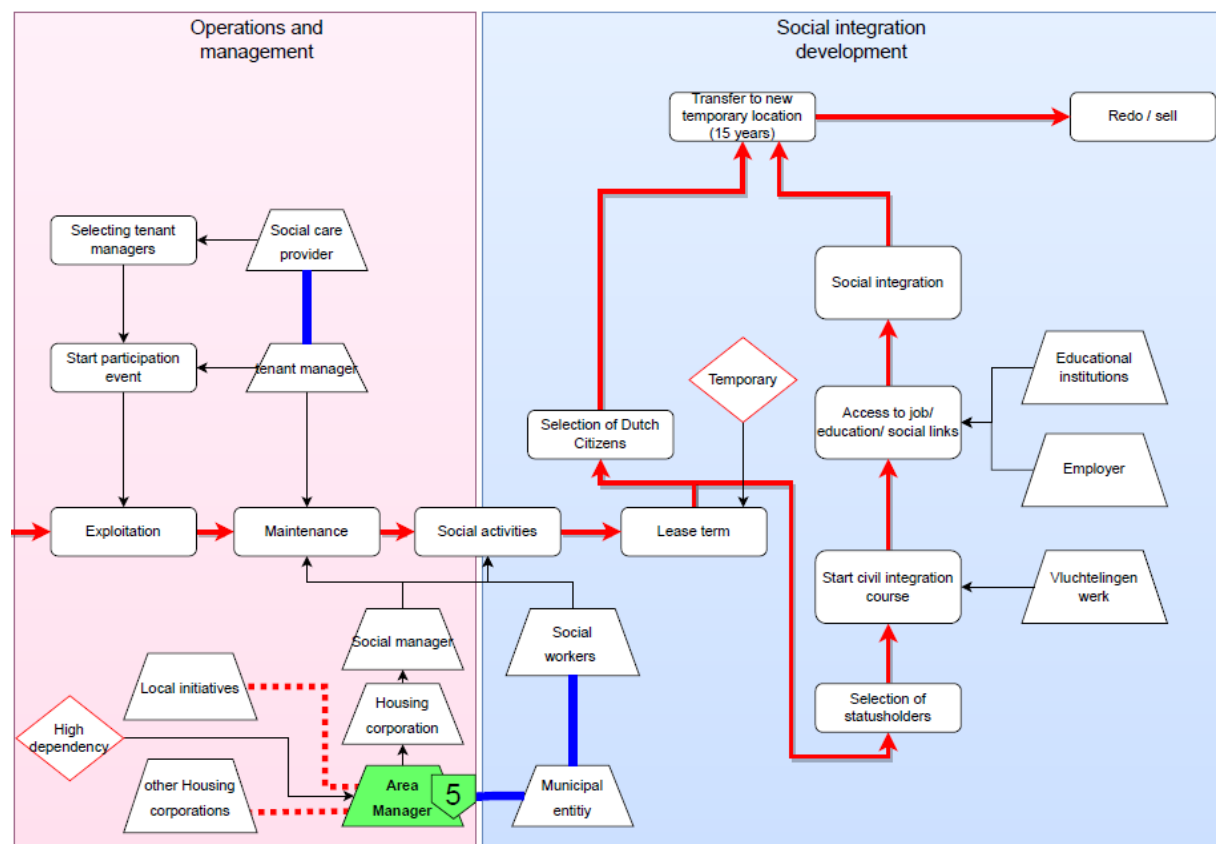


Figure 9.10 Interdisciplinary Partnership Roadmap. Cut out of figure 9.6 (own work)

## Precondition for all recommendations

### Balanced involvement of government on local level

The level of state involvement in collaboration with local governments at the project level requires careful consideration to maintain the autonomy and accountability of municipalities. The application process for subsidies can become time-consuming and intricate, especially when numerous eligibility criteria, as described earlier, are involved. Therefore, it's crucial to assess whether the efforts put into the application align proportionally with the financial relief it offers. Furthermore, another fundamental discussion arises: whether the government should directly engage at the project level with municipalities and developers. While housing developments may not be the government's core responsibility, facilitating them certainly is. However, when the government becomes financially involved in projects and potentially participates in organizational aspects as part of a joint application team, its interests and expectations may clash with those of local authorities.

## Interdisciplinary partnership road map

The findings and recommendations have been synthesised into an integrated partnership road map. This consists of all the stages of the development of flex housing and allocates the designated stakeholder per stage within these phases. Providing a clear view on where the relations lay for potential partnerships, how these influence the order of decision making and what role financial arrangements play within the project process.

The roadmap shows where in the traditional process stages and stakeholder have been added, marked with a green colour, together with a number corresponding with the numbered recommendations in the previous paragraph.

The main process is marked by the red arrows. There are supplementary stages that add on to the main process, for example the architect selection or process of subsidy application.

Per stage a number of risks or bottlenecks can be identified, as described below. These bottlenecks reveal what stakeholders play an important role and are therefore potentially disruptive for the entire process when not fulfilled properly. Therefore robust and structured approach is necessary for adequate fulfilment of these roles.

### Bottlenecks per phase

Feasibility and acquisition:

1. Residential resistance discourages development
2. Public sector traditional land policy approach
3. Changes in destination plan can be difficult and cause project delay
4. Information on successful affordable flex housing projects limited - case by case basis

Design:

1. Participation with local residents can happen too late or too thin, causing fragile relationship in remaining process
2. Resistance from local residents can cause project delays and cost overruns
3. Standardized flex homes can conflict with housing corporations' specific demands of the program of requirements (PvE)

Marketing and Selecting:

1. The selection of Dutch residents should be based on motivation. When not done properly community remains vulnerable.
2. The file that the COA has per status holder should be transferred to Vluchtelingenwerk and the municipality to estimate ones suitability for a shared living flex home project

Financing:

1. Different layers of financing - governmental arrangements with complex conditions
2. Less incentive for private fund to invest in affordable flex housing due to uncertainty regarding relocation

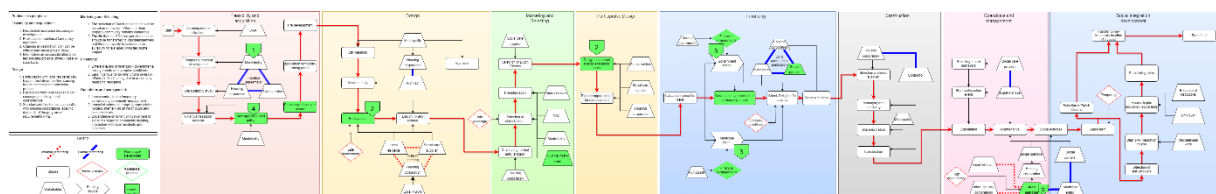
Operations and management:

1. Lease contracts are temporary - complicating community engagement
2. Impact of vulnerable target groups (status holders, mentally ill) on neighbours and local residents
3. Dependence on extent of involvement of social manager for community building, interaction with local residents and initiatives

### Key players

A key moment in the beginning of the process is the intention agreement and joint approach for the project. From here on the interdisciplinary partnership can evolve into a non-traditional strategy that takes social goals such as integration into account in every aspect of the process. Subsequently is the area manager pivotal in the social management during the operation phase due to the key role this person fulfils by pragmatically connecting management with execution through establishing relationships with municipal and local representatives.

Figure 9.11 Interdisciplinary Partnership Roadmap. See appendix for enlarged version (own work)



## 9.4 Recommendations for further research

There are a number of lacunae in the knowledge on flex housing for status holders, partnership models and the role of the government using subsidies, that are brought up by this research. Therefore, further research can be done on the following themes:

### Long-term impact of housing subsidies on integration

This study advocates for implementing subsidies for housing developments to promote social goals. Since this often is not feasible government has to intercede to seduce market partners to come up with innovative solutions for societal challenges. However, the long term effect of this is yet unknown. Since flex housing projects will be around for at least the exploitation term of current projects, it is likely to expect developments for over 30 years. How do these subsidies affect integration capabilities over the long term remains an interesting subject for further research.

### Integration capabilities at end of operation phase

The status holders that are housed from the start of the project often have the presence of a social manager, momentum and involvement from local residents and other financial resources which supports integration capabilities. However, after the first people move out (approximately 7 years) new status holders move in, but the social managers are often appointed for 2 years maximum. And involvement from local residents often reduces over time. Therefore, one of the benefits of flex housing, namely intensive social management, appears to fall behind after some years. Subsequently, how do tenants experience flex housing when at the end of the operation phase, and the housing permit expires in for example 1 year. Just moved in from a reception centre but only housed for 1 year. This mental and physical jeopardizes the safety of tenure, which has a negative impact on integration.

### Effect of temporary housing versus permanent housing

A longitudinal comparative research could be conducted to investigate the integration opportunities and differences between flex housing and permanent housing. To what extent does the temporariness of a flex home influence ones integration capabilities, and to what extent does a permanent home do this are questions that are worth asking. Together with comparing this over a long period of time could create insight in how political context, different municipal policies or legislation influences a projects' success.

### Collateral learning and shared objectives and resources with other disciplines

This research aims provide insight in what ways partnerships can support integration means in the development of temporary housing for status holders, and what financial arrangements can be used to serve as a mean for this goal. This potentially transcends the sole purpose of integration means for status holders when looked at from a wider perspective. More societal challenges overlay with housing solutions. For example solitude in the elderly or students that deal with mental health issues. Or people that previously lived in social care housing. All these societal challenges are dealing with the social domain and the spatial domain. Having a house serves as a foundation and solution for many. Investigating what collaborative models can improve the social viability of housing projects, and which financial arrangements can be used for this can be considered collateral learning, and applied on different disciplines.

By investigating the potential of combining organizations that deal with similar societal challenges but currently through different solutions, could bring together resources from different departments. This shared approach can bring forth larger financial capacity. This could be investigated in future research.

### Magic composition for mixed housing projects with status holders

The composition of residents for mixed housing projects with status holders remains an experiment in the cases. All three mentioned that 50% was too much in order to ensure a stable and successful community. Alternatives are yet to discovered. A research on this could provide the necessary insights in how to house vulnerable groups of people with others.



### Monitoring and evaluation frameworks

In future research, it can be of added value to focus on developing and analyzing governmental monitoring and evaluation frameworks for housing policies. Such frameworks are key to assessing the effectiveness of flex housing in promoting integration. They provide insights for policy refinement and identify best practices for future projects. Studying these frameworks will offer a clearer understanding of housing policy impacts and guide improvements in housing and community integration strategies.

## **9.5 Key strengths of study**

### Diverse data sources:

Many different sources of data have been deployed in order to gain a well-rounded perspective on the research topic. Firstly by conducting explorative interviews. This brought to light which aspects of the research topic are worth diving into. But also displayed to what extent certain areas remained to be unknown or underrepresented in research on integration of status holders and what role housing plays. The case study included many interviews from all relevant perspectives, such as municipalities, housing corporations and social managers (vluchtelingenwerk or other social care providers). Presenting insights on aspects outside of the research scope, but contributing to the political context of a case.

### Thorough qualitative analysis:

The findings from the interviews and case analysis have been analysed through qualitative thematic analysis in Atlas.ti. This provided very clear insight in what topics and themes were brought up and how often. Implying how important certain topics were in the different cases. By coding the themes and quotes, citations could easily be made, showing the relationships of concepts with themes, linking this to stakeholders or cases. This indicates how well represented certain concepts were which supports the possibility to answer the sub questions. Gaining insight in what group of stakeholders often mention certain contributing factors of integration, or partnership models helps understanding how certain decisions are made and what motives played a role.

### Practical implications and recommendations:

The approach of this research has always been practically driven. Because it entails such a practical subject, namely housing and integration of status holders, it stirs the imagination and captivates one's ability to come up with practical solutions. Even though the concept of integration remains rather theoretical, certain practical solutions are at hand. Learning the language, meeting other people and being supported in the integration process are very pragmatic. Finding out how housing solutions can facilitate these means requires talking with the relevant stakeholders and extracting their experience and knowledge on how to innovatively design new approaches and strategies. By synthesizing the findings and analyzing the results practical recommendations provide opportunities to reimagine what 'home' is.

### Findings validated through expert panel:

The findings have been reflected upon by interviewees that have experience with applying for financial arrangements. Through this reflection, the recommendations have been improved and validated ensuring its quality and executability by municipalities. This is important because they will be a main actor in attracting financial resources for housing status holders, since the annual targets (taakstelling) have to be met. Furthermore, this validation also contributes to the authority that this research radiates.

## 9.6 Limitations of research

There are several limitations that are important to consider.

### Limited generalizability:

Qualitative research typically involves a small sample size, focusing on specific case studies or contexts. This limits the ability to generalize findings to a broader context such as other countries or status holders in different age groups or household compositions. The outcome of the research findings for projects with other circumstances could therefore be different.

### Subjectivity and bias:

Qualitative research heavily relies on subjective interpretation and analysis. The researchers' and participants' perspectives, experiences, and biases can influence the findings and conclusions drawn from the data. It is important to acknowledge and address potential biases throughout the research process.

### Lack of quantifiable data:

Qualitative research focuses on understanding the experiences, perceptions, and meanings attributed by individuals or groups. It may not provide precise or quantifiable data, for example how much more status holders that live in permanent housing speak the language, or have access to a job or education, making it challenging to measure and compare outcomes or impacts objectively.

### Time and resource-intensive:

Conducting structured interviews, case studies, and follow-up focus groups can be time-consuming and resource-intensive. These methods require skilled researchers, adequate resources, and significant time commitment for data collection, transcription, analysis, and interpretation. The amount of actors involved in a project makes it difficult to interview them all or have them collaborate in the focus group.

### Social desirability bias:

Participants in qualitative research may feel compelled to respond in ways that align with social norms or expectations, known as social desirability bias. This can affect the accuracy and authenticity of their responses, leading to potentially biased or distorted findings. Because this research operates at the interface of socially and culturally sensitive topics, it is prone to this bias.

### Current 'zeitgeist'

The present-day context or the current zeitgeist is a potential limitation of this research. This includes the unique convergence of issues such as the housing shortage, the resulting slow throughput of status holders and an uncooperative political climate hindering the finding of adequate solutions.

These factors and corresponding sensibility around the topic may influence the way housing and integration of refugees are perceived. Therefore solutions proposed in the past, or those that may emerge in the future can differ significantly from those presented today.

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## Appendices

### Table of content appendices

- I. Reflection
- II. Informed consent form
- III. Interview protocol
- IV. Interdisciplinary partnership Roadmaps
  - IV. I Affordable housing development chain
  - IV. II Integration chain
  - IV. III Partnership chain SET
  - IV. IV Partnership chain Nico van der Horst
  - IV. V Partnership chain Oostertuin
  - IV. VI Interdisciplinary Partnership Roadmap
- V. Interview coding thematic analysis
- VI. Handboek Praktijkuitvoering

## I. Reflection

Originally focused on a broader strategic focus on European migration policy, this research gradually refined its scope to dive into specific cases of flex housing for status holders. The study examines the interplay between the built environment and social dynamics. Contrary to initial expectations, the research has evolved into a multidisciplinary exploration, extending beyond the bounds of built environment studies diving into sociology, urban geography, politics, and municipal contexts. This unforeseen expansion adds complexity and depth to the research, elevating its intellectual significance but also its challenges and excitement. This reflection delves deeper into the choice of method and argumentation which led to the scope of the research. Followed by to what extent this approach did or did not work. Lastly, numerous questions from the reflection template are elaborated upon including two personally developed questions.

### Reflection on methodology

Prior to elaborating on the results and the quality thereof, a preliminary reflection on the chosen methodology is given. The adopted approach is characterized by a synthesis of literature review, exploratory interviews, expert interviews, a case study and a cross-case analysis. Followed by an expert feedback group to validate the findings. While comprehensive, this methodological selection was deemed necessary to gain a nuanced comprehension of complex concepts like integration, migration, flex housing, and the regulatory landscape surrounding partnership models, procurement methodologies and the widespread variety of financial arrangements created for housing developments within the ministry of interior and kingdom relations (*Ministerie van BZK*).

### **Exploratory interviews**

Prior to the conduction of the interviews and case study, argumentation on what part of this subject requires the most research was needed. This provides insight in what aspect is the most relevant conducting more research on. Therefore explorative interviews were conducted. Useful in exploring the research terrain and facilitating a discerning formulation of subsequent in-depth interview questions. This **iterative process** significantly contributed to refining the research scope. The initial conceptualization of the research scope was deemed too expansive. This became apparent during the interview phase because answers remained broad and vague. In-depth answers were difficult uncover, which led to a period of disorientation. Because it became apparent that answering the sub and main question was going to be impossible if interview findings remained vague. Therefore the scope of the research had to become more clear and narrow. Therefore this paragraph refers to an iterative process, possibly implying that the feeling could arise that one has to do part of the research 'all over'. But it was actually part of the research methodology. Scoping the research in an iterative process through explorative interviews until the research is narrowed down to the absolute core of what this research will focus on.

In retrospect, the scoping exercise could have benefitted from a more precise manner and the formulation of interview questions could have been more aligned with the established theoretical framework. Such refinement would have served as an early indicator that the questions were not seamlessly integrated with the overarching research objectives.

Subsequent to feedback received from both the mentor at BZK and tutors at TU Delft, a recalibration of the research scope became the next step. Two additional explorative interviews, conducted with a researcher from PBL and a policy advisor at BZK, proved helpful in distilling the research to its essential components.

### **Case study**

The decision to conduct a comparative case study and cross-case analysis appeared to be very useful. Not only did this provide the opportunity to gain a lot of firsthand information from different perspectives of relevant stakeholders on the same case, it also enabled me to compare these findings with the other cases. When changes appeared of municipalities applied a different approach, I was able to critically assess this during the subsequent interviews. Leading to new insights on why certain decisions were made. Often politically or financially driven, but in some cases it brought to light that certain aspects just did not come to mind. This research therefore made them think about traditional and standard procedures, even though some things, like housing people that do not know the language, requires a nontraditional approach.

### **Expert group**

The expert group was meant to validate the findings from the case study and interviews, and tighten the recommendations regarding interdisciplinary partnerships and financial arrangements to stimulate development of flex housing that take the integration capabilities into account.

The session took place with previously interviewed stakeholders. This session consisted of representatives from two of the three cases and two colleagues from the ministry of BZK.

The original plan was to have a session with a wider range of stakeholders and representatives, to discuss both the recommendations regarding interdisciplinary partnerships and the way in which the national government can develop financial arrangements with conditions to steer towards such partnerships. However, due to time constraints and the fact that all research findings, including the feedback from the expert group, needed to be presented during the P4 presentation mid-December, this concept was partially scaled down. This ensures the opportunity to organize a meeting and analyse its findings elaborate enough to contribute to the research. The expert group was scaled down by scoping the subject, namely only discussing the financial arrangements recommendations, and limiting the number of participants, namely only the ones who have had experience with applying for these subsidies. Therefore the scope of the expert group led to an 'automatic' limitation of suitable participants who feature the required knowledge and expertise to be of added value. The session appeared to be very relevant and new insights were brought to the table, ensuring the recommendations regarding financial arrangements to be better executable by governing bodies. By balancing the amount of work for an application with the funding, the quality of the arrangement is improved. This is done by balancing the eligibility criteria for the application, namely the condition to steer towards interdisciplinary partnerships, with the financial compensation. And adding the note that members of the 'expert teams' (teams of experts by the RVO, made available for municipalities to consult for questions regarding housing developments) could be of great use for supporting municipalities and housing corporations.

### **Reflection on plan of approach**

The plan of approach for my thesis was from the beginning to invest a lot of effort in the exploration of the landscape. Because the subject of migration was going to be the overall theme, I had contact with European authorities (UN, Refugee work, Ministries) to gain insight in what relevant fields of research were. This was extended with a literature review from Q3 to Q4 (2022-2023). This review of theory appeared to be very important to gain insight in the concept of integration. Not only because this was not my area of expertise, but also because there are many different views on this subject. That is what made it so interesting. This literature study lasted up to the summer, with the P2 presentation.

From there on, the plan of approach was to select cases, get in touch with relevant stakeholders and interview them as soon as possible. In practice however, it went a lot different.

Reaching out to stakeholders was not successful until I really started my internship at the ministry of BZK, because from then on I had access to their network. This meant that looking for the right people took longer than anticipated. Making it more difficult to adhere to the original planning. Combining that with the fact that I had to 'rescope' made it quite challenging. However reaching out to people via many different networks and using boldness has led to an extensive amount of interviewees.

### **Reflection on results**

The first results show promising insights. The policies that municipalities apply, what subsidies they apply for, and how this ends up in practice differ within the cases, which shows interesting ideas. As well as the partnerships and what stakeholders are involved at what stage differs. This means that the comparison can be very interesting, because all three cases have some sort of success. So how to distill what works best?

The more thorough analysis will have to show what aspects have contributed to the success, and to find out if there is shared aspects between the three cases. This can provide me with the 'success formula'. The fact that many people I talk with are very positive about the topic, and mention that they want to receive the report, also shows that there is quite a demand for further research on this topic.

### **Reflection on planning**

The planning for the first phase, literature research, appeared to be adequate, with the side note that scoping the research would have limited the extent of the theoretical background.

The planning for the second phase, case study, interviews and expert group, appeared to be too ambitious. Too little time would have been available to analyse all the findings. By scaling down the expert group and accelerating the efforts on finishing the analyses, the risk of overrunning the available time was mitigated.

### Graduation period reflection

1. What is the relation between your graduation project topic, your master track (A, U, BT, LA, MBE), and your master program (MSc AUBS)?

My graduation topic entails a qualitative research on partnership models, financial steering mechanisms (subsidies) to enhance the capabilities for status holders to integrate when assigned a flex house, as can be seen in the framework below.

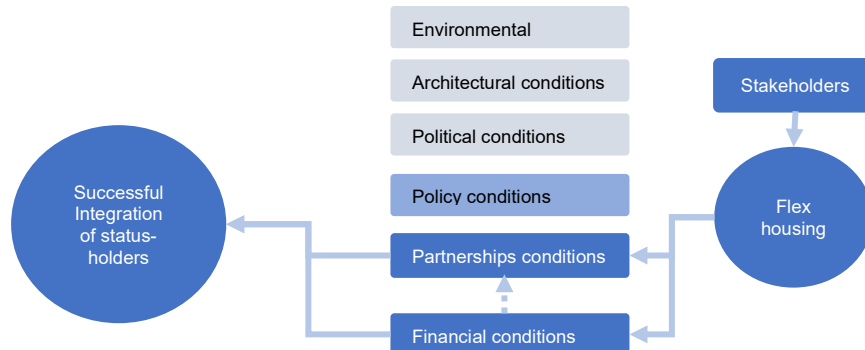
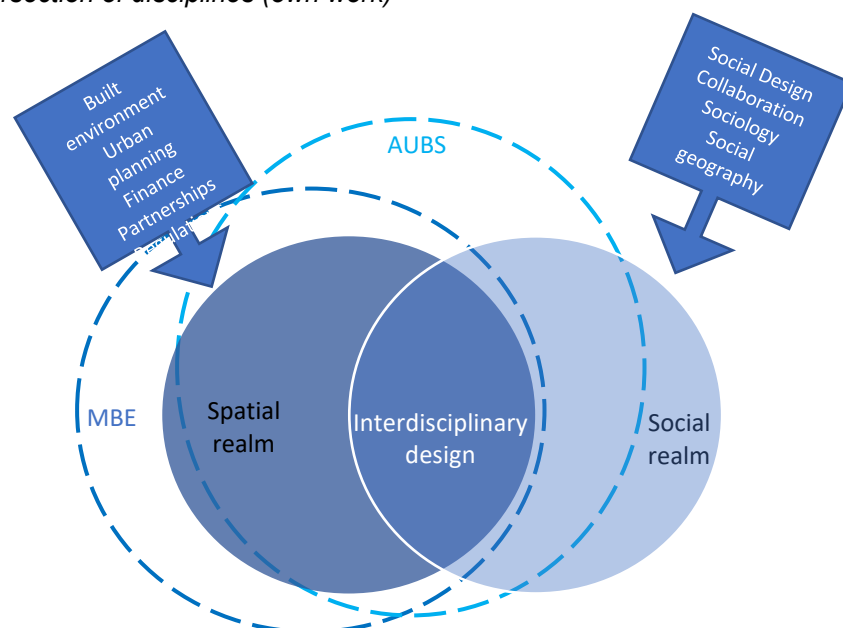


Figure 1.1 theoretical framework (own work)

The MBE master track integrates various disciplines crucial for real estate development, covering building law, procurement methods, project theory, and corporate real estate management. It also addresses financial calculations, feasibility studies, and housing policies. All to develop for high-quality, financially rewarding projects. The AUBS master combines expertise in architecture, spatial planning, and building management with an international focus. Using multidisciplinary methods, we learn to come up with integrated solutions for the built environment (MSc Architecture, Urbanism, and Building Sciences, 2023). The reason why I choose my graduation topic, is because it is so multidisciplinary and touches on many different fields of expertise. I wanted to deal with societal challenges, that have an intersection with the built environment. My thesis is precisely what that is. A societal problem, large influx of refugees with an aim to integrate into society, and a housing shortage for many target groups, not just attention groups such as status holders. And the Master program (AUBS) teaches me to think multidisciplinary, from many perspectives: how can we come up with smart buildings in neighbourhoods to stimulate social cohesion lively communities? But not just using architectural design as a solution, but also creating managerial and financial mechanisms. Like partnerships to stimulate early collaboration and exchange of knowledge and financial arrangements like subsidies to support this.

The Master track MBE teaches me to think from a managerial perspective, the Master program AUBS teaches me to think interdisciplinary, and my thesis project requires me to be able to analyse both the spatial/ regulatory landscape of flex housing, and the field of social integration of status holders.

Figure 1.2 Intersection of disciplines (own work)



*2. How did your research influence your design/recommendations and how did the design/recommendations influence your research?*

My research is the driver behind the recommendations. Without the research there would be no policy recommendations regarding partnerships, collaboration methods and moments on when to engage with what stakeholders, and how to use financial means for this.

At the same time, while doing the research and taking interviews, I noticed what financial subsidies were used a lot, and which ones less. In practice things went differently. This meant that the way I asked questions had to adapt to a way that resonates with the interviewee, to be able to adequately answer the questions. So my research and the way I asked questions was influenced by the fact that I noticed that some financial instruments were not used. So it is interesting to ask why they did not use it, instead of asking what financial subsidies they used. This had a eye opening effect on me while conducting interviews.

*3. How do you assess the value of your way of working (your approach, your used methods, used methodology)?*

The added value of my research lies within the fact that it covers a lacuna. How can flex housing developments support integration capabilities? My approach is to do a case study on different flex projects, and to assess how the partnerships and financial means have affected the integration capabilities of the tenants, being status holders. This is a qualitative approach suitable to gain insight in deeper contextual layers (political agenda, conflicts, etc.). How has the fact that one is developing housing for status holders (vulnerable target group) affected the process? In practice it appears to be low on the agenda of a developer. They are busy with providing enough houses. Lesser attention is paid to qualitative aspects of a design, how to incorporate social cohesion, how to pay for social management and who is going to pay?

But it is rather difficult to use a qualitative approach to gain insight in 'how much' it has influenced integration. For this a quantitative approach is necessary. This can assess how big the correlation is between partnerships in flex housing developments and the integration, using for example quantifiable variables such as how fast do people learn the language, gain a social network and get a job?

*4. How do you assess the academic and societal value, scope and implication of your graduation project, including ethical aspects?*

My research addresses policy recommendations regarding partnerships during flex housing developments with the goal to help integration capabilities and how financial instruments can support this. The societal value of this can be assessed by taking inventory of how these recommendations are received by market parties that are part of this development. Gaining insight from the key stakeholders and receiving feedback can sharpen these recommendations and increase the societal value. Academic value is created by conducting the literature study and providing empirical data on what partnerships are used in flex projects, and how these can influence integration means when building homes for status holders. Since flex housing is part of the governmental strategy to build one million homes up to 2030 these homes will be used for many target groups, including status holders.

The scope entails status holders and flex housing, but could be broadened to for example the difference of integration between status holders that live in flex housing compared with the ones who live in permanent housing. Or for example change the scope from status holders to loneliness, another societal aspects that touches on liveliness in temporary neighbourhoods. The scope applied in this research is broad enough to provide new insights but narrow enough to be able to dig deep into what is really relevant and important.

Ethics is addressed in the research through ensuring the confidentiality of participants, securing the data and obtaining informed consent. Also to be transparent about the purpose of the research. The data does not include privacy sensitive information such as incomes, medical records or any data that, if disclosed, could cause harm or violate privacy rights.

*5. How do you assess the value of the transferability of your project results?*

The research results of my thesis consist of policy recommendations for partnerships that integrate both the goal for developing flex housing, and the goal for supporting integration capabilities of the ones who, among others, live in flex housing, namely status holders. These recommendations are based on a case study of three projects. These projects are selected in such way that they represent a large amount of developments of flex housing. Namely the mixed tenants, scale, period of time are eligibility criteria to ensure that the data obtained from these cases, can be transferred or generalized to different municipalities and developments in the future. Therefore many stakeholders involved with flex developments can benefit from the findings. To be able to judge whether my findings can be applicable for other situations, i included a detailed description of the method, participants and context of the case. This ensures the readers to make an informed judgement.

*Additional question 1.*

*How might the research design be adapted for future studies in a similar context?*

Given the limited time and capacity of a researcher during a master thesis (1 year, 1 person) there are not drastic changes that I would recommend when investigating flex housing and the correlation partnerships and financial instruments have, with the capability to integrate. However, including status holders themselves to ask how they perceive their housing situation regarding the possibilities this gives them to start integrating could be interesting. I did this through participative observations in some cases but was not always able to do so. It is rather difficult to get in touch with tenants. Moreover, housing satisfaction could be included in the research through conducting questionnaires could be a possible research method, but that would adapt the research a great deal.

*Additional question 2.*

*Given the limited time for the execution of this research, what elements would be elaborated upon or added if more time was available?*

If I were to have more time to conduct this research, I would elaborate on the political decision-making and policy strategies that underly this study. Discussing the policy implications for both national as local governing bodies to implement subsidies that support stakeholders to develop housing solutions that enable status holders to integrate can be rather contested. Questions regarding whose responsibility it is, what the role of the central government should be and if even subsidies have the desired outcome could be part of the expanded research. Mostly because these aspects continue to trigger my attention when discussing my thesis to others. Contributing to the knowledge regarding to what extent subsidies have the desired outcome would be of great value.

This could be done by comparing projects that have applied subsidies with projects that have not done so. Analyzing different outcomes and subjecting it to the units of analysis as Yin (2012) does in the cross-case analysis methodology, could provide information on how to asses a subsidies' effectiveness and what improvements can be proposed. Money forms part of the solution on how to develop arrangements that promote social goals within housing developments, but maybe money is just part of the solution..

## II. Informed Consent Form

Gebaseerd op template TU Delft, 2021

Geachte heer/mevrouw,

U wordt uitgenodigd om deel te nemen aan een onderzoek genaamd Reimagining Home; 'A research on flex housing partnerships and financial subsidies to enhance status holders' integration capabilities'. Dit onderzoek wordt uitgevoerd door Lars van der Horst, als afstudeeronderzoek voor de Mastertrack Management in the Built Environment aan de Faculteit van Bouwkunde aan de Technische Universiteit Delft. Met behulp van mentoren: Dr. Ing. G.A. (Gerard) van Bortel en Ir. J.H. (Hanneke) Veldhuis vanuit de TU Delft en Drs. Simon Brijder vanuit het ministerie van Binnenlandse Zaken en Koninkrijksrelaties.

### Toelichting onderzoek

Dit onderzoek betreft de studie naar huisvesting van statushouders in flex woningen en de invloed hiervan op hun integratie in de samenleving. Er wordt onderzocht in hoeverre flex woningen een duurzame oplossing bieden voor de urgentie van huisvesting van statushouders en hoe dit zich verhoudt tot de benodigde stabiliteit voor integratie. De studie omvat een kwalitatieve analyse van drie projecten waarbij statushouders gehuisvest zijn in flex woningen. Tevens worden de samenwerkingsverbanden en financiële regelingen geëvalueerd die gemeenten en woningcorporaties kunnen ondersteunen om integratie te bevorderen binnen de ontwikkeling van huisvesting. Het onderzoek beoogt de causale verbanden bloot te leggen tussen deze samenwerkings- en financiële structuren en de integratiecapaciteiten van statushouders in flex woningen.

### Toelichting Interview

Het interview zal ongeveer 60 minuten in beslag nemen. De data (interview opname) zal gebruikt worden voor het verwerken, transcriberen en coderen van het interview. De geanonimiseerde resultaten die uit de verschillende interviews verkregen wordt zal gepubliceerd worden in de openbare TU Delft Repository. De primaire data worden na afronding van het onderzoek verwijderd.

Zoals bij elke online activiteit is het risico van een databreuk aanwezig. Wij doen ons best om uw antwoorden vertrouwelijk te houden. We minimaliseren de risico's door data anoniem te verzamelen en in een, door de TU delft goedgekeurde en beveiligde omgeving te bewaren.

Uw deelname aan dit onderzoek is volledig vrijwillig, en u kunt zich elk moment terugtrekken zonder reden op te geven. U bent vrij om vragen niet te beantwoorden of om naderhand toegang te vragen tot het transcript en informatie te wijzigen/verwijderen.

Als u vragen heeft over het onderzoek kunt u contact opnemen via e-mail ([lars.horst@minbzk.nl](mailto:lars.horst@minbzk.nl)) of telefonisch via +31 6 15086712)

Bij akkoord, verzoek ik u vriendelijk om onderstaande verklaring in te vullen en te ondertekenen. Het invullen van de verklaring betekent dat u met bovenstaande akkoord gaat.

Met vriendelijke groet,  
Lars van der Horst



Gelieve de toepasselijke box aan te vinken:

	Ja	Nee
1. Ik heb de informatie over het onderzoek gelezen en begrepen, of deze is aan mij voorgelezen. Ik heb de mogelijkheid gehad om vragen te stellen over het onderzoek en mijn vragen zijn naar tevredenheid beantwoord.	<input type="checkbox"/>	<input type="checkbox"/>
2. Ik doe vrijwillig mee aan dit onderzoek, en ik begrijp dat ik kan weigeren vragen te beantwoorden en mij op elk moment kan terugtrekken uit de studie, zonder een reden op te hoeven geven.	<input type="checkbox"/>	<input type="checkbox"/>
3. Ik begrijp dat mijn deelname aan het onderzoek de volgende punten betekent: a) Een geluidsopname van het interview (deze zal na voltooiën van de transcriptie verwijderd worden). b) Een uitgewerkt transcript van het interview.	<input type="checkbox"/>	<input type="checkbox"/>
4. Ik begrijp dat de studie 29-01-2024 eindigt.	<input type="checkbox"/>	<input type="checkbox"/>
5. Ik begrijp dat de persoonlijke informatie die over mij verzameld wordt en mij kan identificeren, zoals ( <i>naam, contactgegevens, bedrijfsgevoelige informatie</i> ), niet gedeeld worden buiten het studieteam.	<input type="checkbox"/>	<input type="checkbox"/>
6. Ik begrijp dat de volgende stappen worden ondernomen om het risico van een databreuk te minimaliseren, en dat mijn identiteit op de volgende manieren wordt beschermd in het geval van een databreuk: anonimiseren van de transcripten: verwijdering van fragmenten zodra het (geanonimiseerde) transcript volledig verwerkt is, opslag in versleutelde drive, vernietiging van persoonlijke informatie na einde onderzoek	<input type="checkbox"/>	<input type="checkbox"/>
7. Ik begrijp dat mijn deelname betekent dat er persoonlijke identificeerbare informatie en onderzoek data worden verzameld, met het risico dat ik hieruit geïdentificeerd kan worden.	<input type="checkbox"/>	<input type="checkbox"/>
8. Ik begrijp dat na het onderzoek de geanonimiseerde informatie gebruikt zal worden voor het eind rapport.	<input type="checkbox"/>	<input type="checkbox"/>
9. Ik geef toestemming om mijn antwoorden, ideeën of andere bijdragen anoniem te quoten in resulterende producten.	<input type="checkbox"/>	<input type="checkbox"/>
10. Ik begrijp dat de persoonlijke data die over mij verzameld wordt, vernietigd wordt op 29-01-2024	<input type="checkbox"/>	<input type="checkbox"/>

Handtekening		
_____	_____	____/____/____
Naam deelnemer	Handtekening	Datum
Ik, <b>de onderzoeker</b> , verklaar dat ik de <u>informatie en het instemmingsformulier</u> correct met de potentiële deelnemer heb gedeeld, naar het beste van mijn vermogen, heb verzekerd dat de deelnemer begrijpt waar hij/zij vrijwillig mee instemt.		
Lars van der Horst		23 04 2023
_____	_____	____/____/____
Naam onderzoeker	Handtekening	Datum

### III. Interview protocol

#### Interview protocol 18-10-2023

##### Thema's

##### 1. Introductie

- a. Welkom
- b. Samenvatting onderzoek

##### 2. Achtergrond informatie

- a. Wat is je rol, verantwoordelijkheid, achtergrond?

##### 3. Context Ontwikkeling

- a. Hoe is de ontwikkeling tot stand gekomen?
- b. Op welke manier was de gemeente betrokken bij dit proces?

##### 4. Integratie

- a. Wat zijn factoren die bijdragen aan integratie?
- b. Factoren die bijdragen aan integratie dankzij Oostertuin
  - i. In welke van bovengenoemde factoren kan Oostertuin stimuleren?
  - ii. Op welke manier gebeurt dat (niet)?
- c. Gemeenschap vormen en sociale cohesie creëren
  - i. Welke instrumenten worden ingezet om sociale cohesie te bevorderen?
- d. Doelgroepen en bewoners menging
  - i. Hoe vind je de samenstelling van bewoners? Waar liggen kansen?
    - 1. Mogelijk om bredere doelgroep aan te trekken? (gezinnen)
- e. Tijdelijke woningen vs permanente woningen
  - i. Wat vormt de basis voor de keuze om wel/geen tijdelijke woningen voor aandachtsgroepen in te zetten?
  - ii. Hoe beïnvloedt dit de mogelijkheid om te integreren?

##### 5. Financiële randvoorwaarden

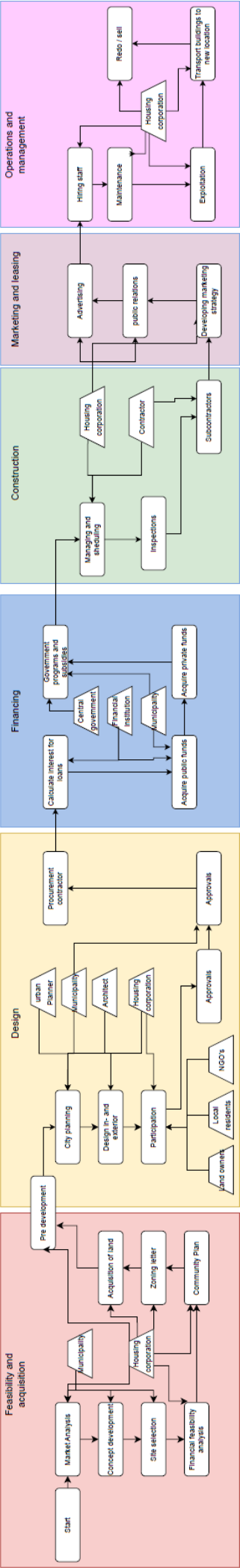
- a. Kunt u iets vertellen over het eigenaarschap van de grond, opstal, etc. en de termijnen
- b. Waren er lastige aspecten in de business case?
  - i. Waar lag dit het meest aan?
- c. Is er gebruik gemaakt van subsidie vanuit het Rijk?
  - i. Zo ja, welke?
- d. Welke voorwaarden waren hieraan verbonden?
  - i. Hoe heeft dit het project beïnvloed?
- e. Op welke manier kan nadruk worden gelegd op sociaal maatschappelijke doelen zoals integratie, in de financiële regelingen?
- f. Als je zelf mocht kiezen waar het geld in zou worden geïnvesteerd, wat zou dat zijn?

##### 6. Samenwerking / partners

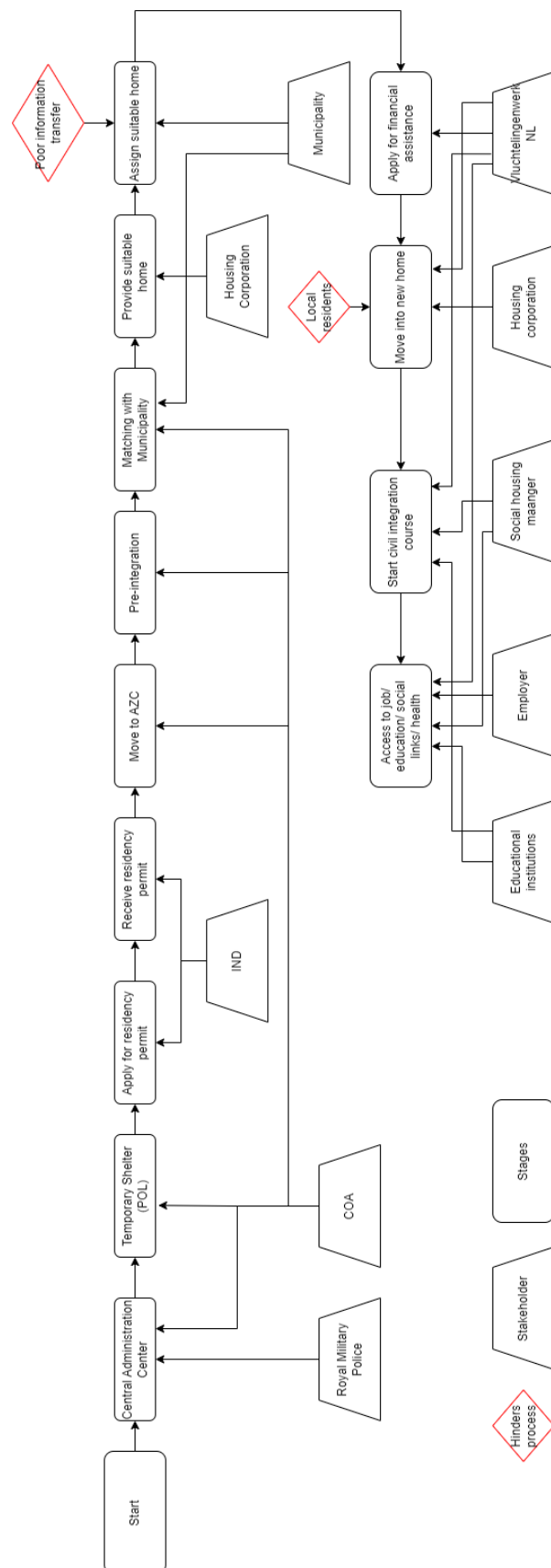
- a. Met wie werkte de gemeente samen aan dit project?
- b. Hoe is de gemeente betrokken bij het sociale beheer?
- c. Welke andere partners zijn betrokken bij maatschappelijke begeleiding?
  - i. Wijkbeheer, wijkmanager, Ymere, etc.
- d. Op welke momenten zijn welke partijen aangehaakt?
- e. Welke momenten in het proces zou u als erg belangrijk omschrijven?

## IV. Interdisciplinary partnership roadmaps

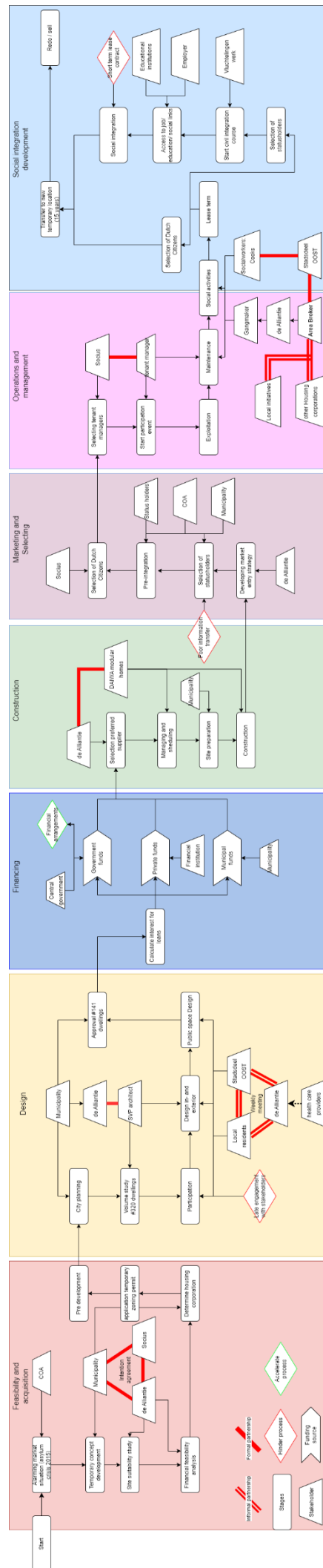
IV.I Affordable housing development chain



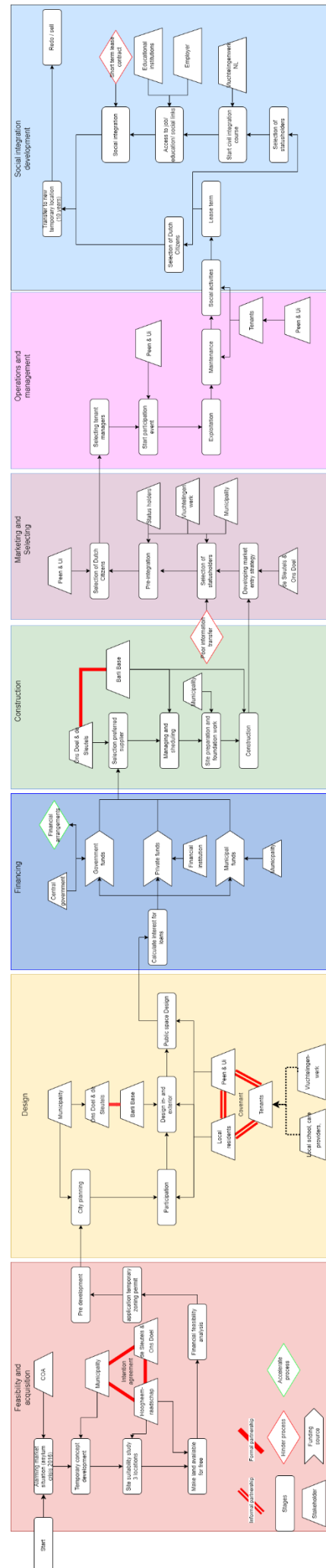
## IV. II Integration chain



#### IV. III Partnership chain SET

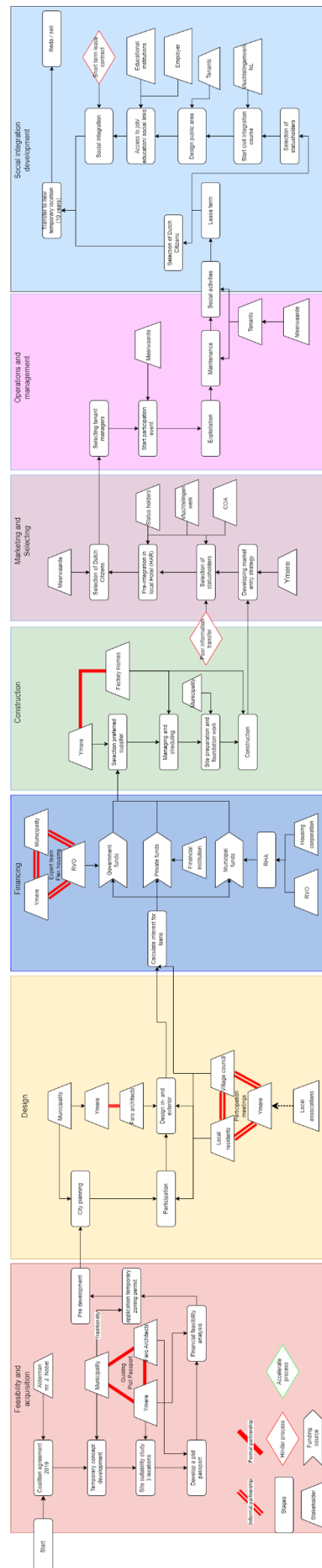


## IV. IV Partnership chain Nico van der Horst

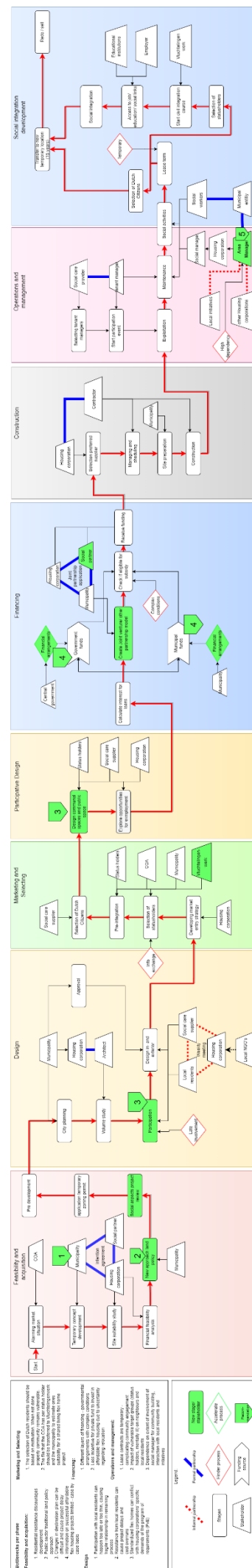




#### IV. V Partnership chain Oostertuin



#### IV. VI Interdisciplinary Partnership Roadmap



## V Thematic Content Analysis

This table shows what subjects were mentioned and which corresponding themes played a role in the conversations with key stakeholders. A more detailed overview of the applied codes and occurrence of signal words can be retrieved upon request.

Code (147)	Theme (17)	Decription
Faalfactoren: integratie Huurachterstanden Ongelijkwaardigheid: rolverdeling Weerstand van omwonenden faalfactor integratie: tijdelijke uitstraling	Faal factoren integratie Faal factoren integratie Faal factoren integratie Faal factoren integratie Faal factoren integratie	Reasons why certain integration efforts did not work out
Redenen waarom sociaal beheer sluikpost is Onrendabele businesscase restwaarde conservatief sluikposten: gemeenschappelijke ruimte fiscale constructie: subsidie Sociaal beheer: business case	Financiële factoren Financiële factoren Financiële factoren Financiële factoren Financiële factoren Financiële factoren	All financial related aspects of a project
Beleidsmatige uitgangspunten gemeente Geen bemoeienis van gemeente Lage bereidheid gemeente: herplaatsing garantie grondbezit gemeente inspanningsverplichting: gemeente Procesmatige innovatie gemeenten	Gemeenten Gemeenten Gemeenten Gemeenten Gemeenten Gemeenten	The role of the municipality as a stakeholder in the project
Community maker: verantwoordelijkheden Gangmakers: verantwoordelijkheid Beheer: eigen verantwoordelijkheid Key stakeholder integratie: gemeente	Key stakeholders integratie Key stakeholders integratie Key stakeholders integratie Key stakeholders integratie	All stakeholders that were related to integration capabilities

Key stakeholder integratie: Vluchtelingenwerk	Key stakeholders integratie	
Key stakeholder integratie: COA	Key stakeholders integratie	
early stakeholder engagement	Key stakeholders integratie	
Key stakeholder integratie: politie	Key stakeholders integratie	
Key stakeholder: socius	Key stakeholders integratie	
key stakeholder integratie: Academie voor de Stad	Key stakeholders integratie	
key stakeholder integratie: social design	Key stakeholders integratie	
key stakeholders integratie: samenwerken gemeente corporatie	Key stakeholders integratie	
key stakeholder: meerwaarde	Key stakeholders integratie	
key stakeholder integratie: buurtmanager	Key stakeholders integratie	
key stakeholder: woonbegeleider	Key stakeholders integratie	
Integratie keten: stakeholders	Key stakeholders integratie	
Locatiebeheerder: verantwoordelijkheden	Key stakeholders ontwikkeling	All stakeholders that were related to housing developments
Gebiedsmakelaar: verantwoordelijkheid	Key stakeholders ontwikkeling	
Projectmanager: verantwoordelijkheid	Key stakeholders ontwikkeling	
Verantwoordelijkheid nemen: kosten	Key stakeholders ontwikkeling	
Key stakeholder ontwikkeling: gemeente	Key stakeholders ontwikkeling	
Gebiedsontwikkelaar: verantwoordelijkheid	Key stakeholders ontwikkeling	
Beheer: eigen verantwoordelijkheid	Key stakeholders ontwikkeling	
bewoners	Key stakeholders ontwikkeling	
key stakeholder: stadsdeel oost	Key stakeholders ontwikkeling	
Key stakeholder ontwikkeling: dorspraad	Key stakeholders ontwikkeling	
Ontwikkel manager: verantwoordelijkheden	Key stakeholders ontwikkeling	
verantwoordelijkheid	Key stakeholders ontwikkeling	
vluchtelingenwerk	Key stakeholders ontwikkeling	

<p>Ontmoeting</p> <p>Ontmoeting stimuleren:</p> <p>gemeenschappelijke ruimten</p> <p>Galerijontsluiting: ontmoeting</p> <p>Geen buitenruimte: ontmoeting</p> <p>Compacte woning leidt tot ontmoeting</p>	<p>Ontmoeting</p> <p>Ontmoeting</p> <p>Ontmoeting</p> <p>Ontmoeting</p> <p>Ontmoeting</p> <p>Ontmoeting</p>	<p>All endeavours to promote engagement and informal encounters, to enhance community cohesion</p>
<p>Aantal woningen</p> <p>Schaal</p> <p>Eigen initiatief</p> <p>Context SET ontwikkeling</p> <p>Beleidsmatige uitgangspunt: corporatie</p> <p>Vanuit ontwikkelaar: gemeenschappelijke ruimte is duur</p>	<p>Ontwikkeling context</p> <p>Ontwikkeling context</p> <p>Ontwikkeling context</p> <p>Ontwikkeling context</p> <p>Ontwikkeling context</p> <p>Ontwikkeling context</p>	<p>The reason of motive why a certain housing project came into being</p>
<p>Participatie motivatie</p> <p>Participatie van omwonenden</p> <p>participatie bewoners</p>	<p>Participatie</p> <p>Participatie</p> <p>Participatie</p>	<p>All citations related to the participation of both local residents as future tenants or status holders</p>
<p>Toekomst na termijn</p> <p>Versnelde omgevingsvergunning procedure</p> <p>Studenten toewijzen aan niet-studenten woning</p> <p>Aanleiding nieuwbouw project</p> <p>versnelde besluitvorming procedure</p> <p>Bestuurlijk mandaat: schouders eronder</p>	<p>Politieke factoren</p> <p>Politieke factoren</p> <p>Politieke factoren</p> <p>Politieke factoren</p> <p>Politieke factoren</p> <p>Politieke factoren</p>	<p>Political aspects that played a role in the development of the housing project. This can be executive mandate, the reason for why a new housing project was necessary Or the political preference of a certain board.</p>

aanleiding nieuw project: urgentie	Politieke factoren	
PvA maken voorkant	Politieke factoren	
politieke kleur college	Politieke factoren	
Woningmarkt overbelast einde termijn	Politieke factoren	
HAR regeling urgentie regeling regeling interieur	Regelingen Regelingen Regelingen	Financial arrangements such as the HAR (Huisvesting Aandachtsgroepen Regeling)
Samenstelling bewoners	Samenstelling bewoners	The composition of the residents. This could be anything regarding mixed housing projects. Or the balance between tenants with and without a demand for social support or care
Anonimiteit bewoners	Samenstelling bewoners	
Vragers en dragers	Samenstelling bewoners	
Motivatiesgesprek bewoners	Samenstelling bewoners	
Selectie bewoners	Samenstelling bewoners	
Samenstelling bewoners: alleenstaanden	Samenstelling bewoners	
Ouderen	Samenstelling bewoners	
Aantal bewoners	Samenstelling bewoners	
samenstelling bewoners: gezinnen	Samenstelling bewoners	
Woningstabiliteit: oudere bewoners	Samenstelling bewoners	
samenstelling bewoners: jonge mensen	Samenstelling bewoners	
Samenwerkingspartners	Samenwerkingsovereenkomsten	Partnership cooperation agreement describes everything regarding the partnerships From formal to informal partnerships and early engagement of stakeholders
Samenwerkingsovereenkomst grondexploitatie:	Samenwerkingsovereenkomsten	
samenwerking corporatie	Samenwerkingsovereenkomsten	
Te laat betrekken van expertise	Samenwerkingsovereenkomsten	

Community building	Sociale weerbaarheid en gemeenschapsopbouw	Social resilience and community building describes efforts to enhance community cohesion
Groeps whatsapp	Sociale weerbaarheid en gemeenschapsopbouw	
Maatschappelijke ondersteuning	Sociale weerbaarheid en gemeenschapsopbouw	
Sociale beheersbaarheid flexwoningen	Sociale weerbaarheid en gemeenschapsopbouw	
Subsidies	Subsidie	All subsidies that were used for any of the projects. Ranging from compensation for certain exterior or directly related to integration capabilities by for example appointing social managers for a long period of time.
Uitstraling van het gebouw	Subsidie	
Budget voor activiteiten: voldoende	Subsidie	
Subsidie: mooiere uitstraling	Subsidie	
subsidies: voorwaarden	Subsidie	
Subsidie gemeente: business case	Subsidie	
subsidie ontwikkeling: grond overeenkomst	Subsidie	
Subsidie: Huisvesting		
Aandachtsgroepen	Subsidie	
Gezinshuishoudens	Succesfactoren Integratie	These are labeled as all the efforts that had a positive influence on the integration capabilities. When a interviewee mentions a succesfactor, this is labeled as such to identify common denominators This can be analysed into a clear and concrete measurements for future developments
Gemeenschappelijke woonkamer	Succesfactoren Integratie	
Succesfactor integratie: ontmoeting	Succesfactoren Integratie	
Gezamenlijke start bewoners	Succesfactoren Integratie	



## Gemeenschappelijke ruimten:

overig	Succesfactoren Integratie
Succesfactor integratie: kleine schaal	Succesfactoren Integratie
Asset Based Community Development	Succesfactoren Integratie
Succesfactoren integratie: samen eten	Succesfactoren Integratie
Succesfactoren integratie: eigenaarsschap	Succesfactoren Integratie
succesfactoren integratie: voorzieningen	Succesfactoren Integratie
succesfactoren integratie: gezinnen	Succesfactoren Integratie
succesfactoren integratie: mengen van doelgroepen	Succesfactoren Integratie
Succesfactoren integratie: menging met zelfde doelgroep	Succesfactoren Integratie
Succesfactoren integratie: betrekken expertise	Succesfactoren Integratie
succesfactoren integratie: uitstraling gebouw	Succesfactoren Integratie
succesfactoren integratie: betrekken maatschappelijk werk	Succesfactoren Integratie
succesfactoren integratie: Goede begeleiding	Succesfactoren Integratie
Succesfactoren integratie: taal leren	Succesfactoren Integratie
Succesfactor integratie: privacy	Succesfactoren Integratie
succesfactoren integratie: kleine woongroepen	Succesfactoren Integratie
succesfactoren integratie: kartrekkers	Succesfactoren Integratie
succesfactoren integratie: intensieve beheer	Succesfactoren Integratie
succesfactor integratie: grote schaal veel geld	Succesfactoren Integratie
succesfactoren ontwikkeling: korte ontwikkeltijd	Succesfactoren Integratie
Voorzieningen: OV	Succesfactoren Integratie
Integratie factoren	Succesfactoren Integratie
succesfactoren integratie: community builder	Succesfactoren Integratie

succesfactoren integratie: kwaliteit woningen	Succesfactoren Integratie	
succesfactoren integratie: werk	Succesfactoren Integratie	
succesfactor integratie: geen weerstand uit buurt	Succesfactoren Integratie	
succesfactoren integratie: combinatie van alles	Succesfactoren Integratie	
succesfactoren integratie: weten waar je aan toe bent	Succesfactoren Integratie	
succesfactoren integratie: inburgering	Succesfactoren Integratie	
Tijdelijkheid: verhuizen	Verschil flex vs permanent	<p>This theme describes the differences between flex housing and permanent housing</p> <p>To identify what the benefits or downsides of temporary homes are</p>
Jongeren contracten	Verschil flex vs permanent	
Woonvoorkeur		
statushouders: tijdelijk vs permanent	Verschil flex vs permanent	
Woonvoorkeur: flexwoning is suboptimaal	Verschil flex vs permanent	
Aansluiting NUT		
voorzieningen	Verschil flex vs permanent	
Tijdelijke contracten	Verschil flex vs permanent	
Verschil flex vs permanent	Verschil flex vs permanent	
geschiktheid woning voor gezinnen: beperkt	Verschil flex vs permanent	
Doorstroom bewoners	Verschil flex vs permanent	
Meldingen van overlast	Verschil flex vs permanent	
Redenen voor weerstand	Weerstand	Resistance from local residents can have numerous reasons. These are all labeled as resistance.
case Amersfoort: te veel statushouders	Weerstand	
locatie selectie: draagvlak buurt	Weerstand	
Oppervlakte woning: te klein	Woonbehoeften	Housing needs can differ per target group, cultural background, age or family size.

vi. Handboek Praktijkuitvoering

# Reimagining Home

Een handboek voor innovatieve  
samenwerkingsverbanden voor de integratie van  
statushouders in Flexwoningen

L. (Lars) van der Horst

In samenwerking met  
**Ministerie van Binnenlandse Zaken en Koninkrijksrelaties**

Als onderdeel van  
**Master thesis Management in the Built Environment, TU Delft**

Eerste mentor: Dr.ir. G.A. van Bortel

Tweede mentor: Ir. J.H. Veldhuis

Supervisor BZK: Drs. S. Brijder



Ministerie van Binnenlandse Zaken en  
Koninkrijksrelaties



# Colofon

## Reimagining Home

Een handboek voor innovatieve samenwerkingsverbanden  
voor de integratie van statushouders in Flexwoningen

L. (Lars) van der Horst

Ter gedeeltelijke vervulling van de eisen voor de studie van

**Master of Science**  
in Management in the Built Environment,  
at the Delft University of Technology

Begeleiding Technische Universiteit Delft:

Eerste mentor: Dr.ir. G. A. van Bortel  
Tweede mentor: Ir. J.H. Veldhuis,

Begeleiding ministerie van Binnenlandse Zaken en Koninkrijksrelaties

Begeleider: Drs. S. Brijder  
Afdeling: Directie Woningbouw  
Programma: Versnelling Tijdelijke Huisvesting



Ministerie van Binnenlandse Zaken en  
Koninkrijksrelaties

## Leeswijzer

Ter vervulling van de Master Management in the Built Environment is de thesis “Reimagining Home; a Qualitative Research on Innovative Flex Housing Partnerships and Subsidies for Empowering Status Holder Integration” geschreven. Dit document dient als ondersteuning van dat onderzoek voor praktische doeleinden.

Het is een aanvulling op het hoofdstuk van de aanbevelingen (in het engels: recommendations, hoofdstuk 9 van de thesis) maar kan ook geraadpleegd worden zonder bijbehorende thesis.

Het bevat de aanleiding voor het onderzoek, een korte samenvatting hiervan en vervolgens worden aanbevelingen voor de praktijk aangereikt. Deze aanbevelingen komen voort uit de ‘Roadmap Interdisciplinary Partnerships’. Dit is een proces beschrijving van de totstandkoming van flexwoningen voor doelgroepen met een sociaal-maatschappelijke zorgvraag, zoals statushouders.

## Aanleiding

De woningmarkt staat momenteel voor veel uitdagingen. Stijgende huurprijzen en beperkte beschikbaarheid van betaalbare woningen zijn aan de orde van de dag. Er is een woningtekort van een miljoen woningen tot 2030 aangekondigd. Daarnaast zijn de AZC's overvol met statushouders. Dit zijn vluchtelingen die al een verblijfsvergunning hebben gekregen. Maar starten met integreren gaat nog niet, want er zijn weinig woningen beschikbaar in de voor hen aangewezen gemeente. Daarom stelt de regering flexwoningen voor. Dit zijn tijdelijke, verplaatsbare en geprefabriceerde woningen die vaak geplaatst worden op percelen die niet geschikt zijn voor permanente woningbouw. Deze woningen hebben een kortere bouwtijd en de aanvraag voor de benodigde vergunningen neemt minder tijd in beslag doordat vrijstelling van bestemmingsplannen mogelijk is vanwege de tijdelijke bestemming. Flexwoningen worden momenteel voornamelijk ontwikkeld voor mensen die urgent een woning nodig hebben, waaronder statushouders.

## Probleemstelling

Het is echter nog onbekend op welke manier het recent voorgestelde concept van het creëren van woningen daadwerkelijk tegemoet komt aan de huisvestingsvraag van deze doelgroep en in hoeverre dit hun integratie vermogen positief beïnvloedt. Huisvesting wordt gezien als een belangrijke factor voor integratie, maar flexwoningen kunnen een suboptimale oplossing bieden omdat een gebrek aan stabiliteit en controle over toekomstperspectieven een negatieve invloed kan hebben op dit integratievermogen.

Bovendien worden integratiemiddelen vaak niet meegenomen in het huisvestingsbeleid. Inzichten in hoe deze belanghebbenden opereren binnen samenwerkingsverbanden, en hoe andere disciplines zoals sociaal management en integratieondersteuning worden opgenomen in deze keten van activiteiten, zijn onvoldoende belicht.

## Doelstelling

Dit handboek voor de praktijkuitvoering heeft als doel handvatten te bieden voor hoe belanghebbenden kunnen samenwerken om flexwoningen voor statushouders te ontwikkelen die integratiemogelijkheden ondersteunen, en hoe financiële regelingen deze inspanningen kunnen ondersteunen.

Dit handboek is met zorg samengesteld voor experts binnen gemeenten, sociale woningbouw corporaties of sociaal beheerders organisaties die zich bezig houden met de huisvesting van aandachtsgroepen zoals statushouders. Het biedt een uitgebreide en toegankelijke leidraad, die zowel theoretische achtergronden als praktische toepassingen omvat.

# Samenvatting Onderzoek

De thesis beschrijft een kwalitatief en exploratief onderzoek. Op basis van specifieke empirische bevindingen kan een algemene regel en theorie worden ontwikkeld, waardoor het een inductief onderzoek is.

De onderzoeksmethodologie bestaat uit twee delen, theoretisch en empirisch. Het theoretische deel van dit onderzoek richt zich op het interpreteren van bestaande kennis over integratietheorieën en flexwonen concepten door middel van een literatuurstudie. Het empirische deel is praktijkgericht door drie casussen te analyseren aan de hand van semigestructureerde interviews met experts en belanghebbenden van deze projecten.

De drie bestudeerde casussen zijn de volgende.



Case 1 – SET, Amsterdam (2018)	Case 2 – Oostertuin, Nieuw-Vennep (2022)	Case 3 – Nico van der Horstpark, Leiden (2018)	
<ul style="list-style-type: none"><li>• De Alliantie</li><li>• 141 woningen (50 % statushouders)</li><li>• 0,4 FTE sociaal beheer</li><li>• 10 jaar omgevingsvergunning</li><li>• Enkel eenpersoonshuishoudens</li></ul>	<ul style="list-style-type: none"><li>• Ymere</li><li>• 60 woningen (50% statushouders)</li><li>• 0,2 FTE sociaal beheer</li><li>• 15 jaar omgevingsvergunning</li><li>• Voornamelijk eenpersoonshuishoudens</li></ul>	<ul style="list-style-type: none"><li>• De Sleutels &amp; Ons Doel</li><li>• 100 woningen (50% statushouders)</li><li>• 2 FTE sociaal beheer</li><li>• 10 jaar omgevingsvergunning</li><li>• Eenpersoons- en familiehuishoudens</li></ul>	
Deelnemers interviews			
8 sociaal beheerders	8 ontwikkelaars en projectleiders van gemeenten	8 ontwikkelaars en projectleiders van sociale woningbouw corporaties	4 experts (PBL onderzoeker, COA regievoerder, SZW expert, RVO subsidie expert)

Tabel 1. Cases en deelnemers van de interviews voor de case studie en expert interviews (eigen werk)

## Sleutelfactoren van integratie

Onderzoek heeft aangetoond dat naast onderwijs, werkgelegenheid en toegang tot gezondheidszorg, huisvesting en stabiliteit een centrale rol spelen in het integratieproces. Dit brengt een gevoel van eigenaarschap, veiligheid en kan een individu helpen bij het deelnemen aan hun gemeenschap, het opzetten van een sociaal netwerk en het leren van de taal. Dit zijn factoren die bijdragen aan integratie. Flexwonen kan- in een aantal van deze factoren voorzien, waarbij de nadruk vaak ligt op sociaal beheer en het ondersteunen van statushouders.

## Integrale samenwerkingsverbanden voor woningbouw

Bij de ontwikkeling van huisvestingsprojecten wordt vaak traditioneel te werk gegaan. Studies tonen echter aan dat het in een vroeg stadium betrekken van belanghebbenden uit alle fasen van het project een positieve invloed kan hebben op de projectresultaten. Dit kan namelijk een katalysator zijn voor innovatie, de besluitvorming stroomlijnen, een gedeeld begrip van de doelstellingen creëren en de uitwisseling van expertise mogelijk maken. Door belanghebbenden uit het sociale domein in het project te betrekken, worden de belangen van de eindgebruiker dus vertegenwoordigd in het projectteam, wat mogelijk leidt tot flex woningen waarbij de integratie van statushouders in de projectdoelstellingen wordt meegenomen.

# Aanbevelingen

## Interdisciplinaire samenwerkingsverbanden Routekaart

De conclusie van dit onderzoek leidt tot aanbevelingen over samenwerkingsverbanden tussen stakeholders van zowel het sociale als het ruimtelijke domein. Financiële regelingen vanuit het Rijk kunnen dienen als stimuleringsmaatregel om deze interdisciplinaire aanpak te bevorderen. Dit kan door financiële middelen beschikbaar te stellen onder de voorwaarde dat projecten integraal benaderd worden.

Daarom is dit stappenplan bedoeld om aanbevelingen te doen voor praktische doeleinden door de belangrijkste stakeholders handvatten te bieden. Deze aanbevelingen zijn geplaatst binnen de ontwikkelingsketen, die zowel woningbouw gerelateerde stakeholders als integratie gerelateerde stakeholders betreft.

### Stappenplan voor interdisciplinair partnerschap

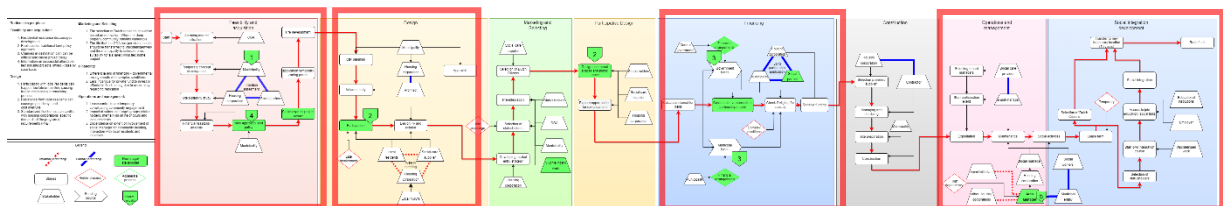
De bevindingen en aanbevelingen zijn samengevat in een geïntegreerde samenwerkingsverbanden routekaart. Deze bestaat uit alle fasen van de ontwikkeling van flexwonen en wijst de aangewezen belanghebbende per fase binnen deze fasen aan. Dit geeft een duidelijk beeld van waar de relaties liggen voor potentiële partnerschappen, hoe deze de volgorde van besluitvorming beïnvloeden en welke rol financiële regelingen spelen binnen het projectproces.

De routekaart laat zien waar in het traditionele proces fasen en belanghebbenden zijn toegevoegd, gemarkeerd met een groene kleur, samen met een nummer dat overeenkomt met de genummerde aanbevelingen.

Het hoofdproces wordt aangegeven door de rode pijlen. Er zijn aanvullende stappen die aan het hoofdproces worden toegevoegd, bijvoorbeeld de architectenselectie of het proces van subsidieaanvraag.

Een donkerblauwe lijn geeft een formele samenwerking aan, door middel van formeel vastgelegde samenwerking in een overeenkomst en vaak zijn er financiële belangen betrokken.

Een gestippelde rode lijn geeft een informele samenwerking aan, door middel van betrekken van verschillende stakeholders, maar niet door middel van een formeel contract.



Figuur 1. Interdisciplinaire Samenwerkingsovereenkomsten Routekaart (eigen werk)

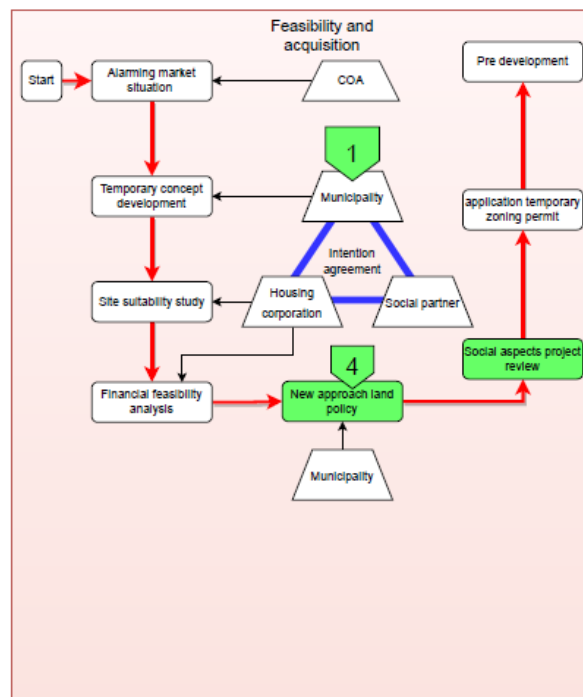


## Stap 1. Creëer een omgeving die interdisciplinaire en vroegtijdige betrokkenheid bevordert

Om de ontwikkeling van flexwoningen te bevorderen die de betrokkenheid van de gemeenschap vergroten en een balans creëren tussen financiële en sociale doelen, is vroegtijdige betrokkenheid van de belangrijkste stakeholders uit zowel het ruimtelijke als het sociale domein gunstig.

Dit scenario speelt zich af tijdens een kick-off sessie waar bestuurders, directieleden en de personen die verantwoordelijk zijn voor de uitvoering rond de tafel gaan zitten. Ze bevinden zich in een omgeving onder hoge druk, begeleid door externe deskundigen, zoals een nationaal expertteam. Hun doel is om een open dialoog aan te gaan over hun gezamenlijke doelstellingen, de omvang van hun capaciteiten te bepalen en manieren te verkennen om grenzen te verleggen. In deze samenwerkingsomgeving kunnen ze hun verwachtingen op elkaar afstemmen en financiële grenzen bespreken.

Dit is te zien in onderstaande afbeelding, een uitsnede van de totale route kaart, waarbij de gemeente, sociale woningbouw corporatie en een zorgaanbieder samen in een samenwerking treden vanaf het begin in het proces. Hier kunnen gezamenlijke doelstellingen worden afgestemd en krijgen zowel ruimtelijke als sociale doelen gestalte.



Figuur 2. Interdisciplinaire Samenwerkingsovereenkomsten Routekaart. Uitsnede figuur 1 (eigen werk)

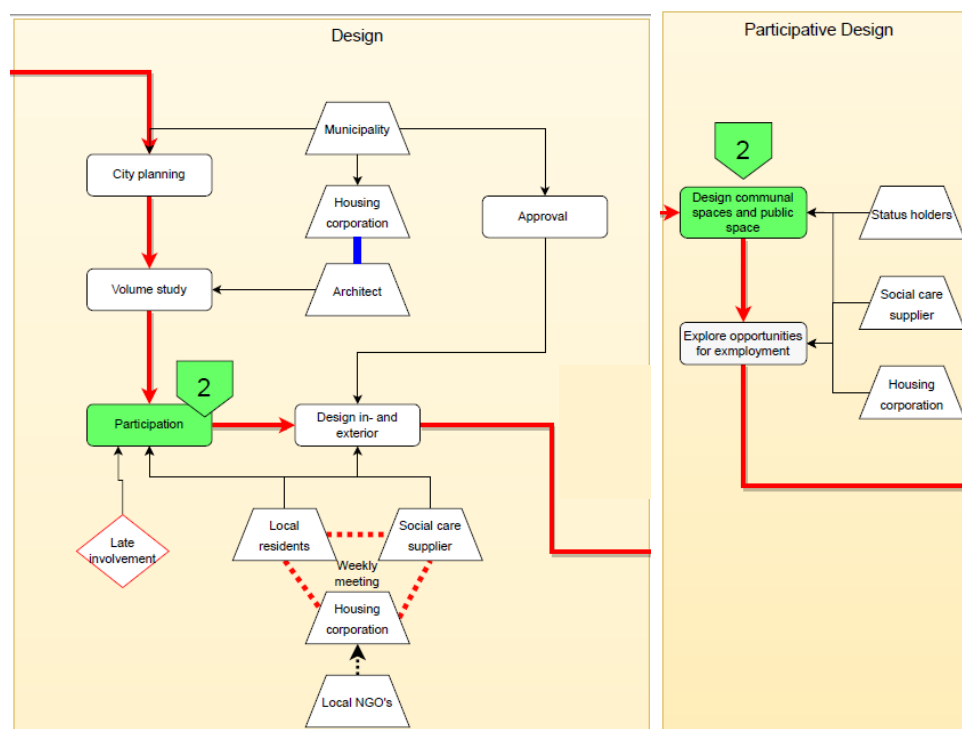


## 2. Bevorder het gevoel van eigenaarschap door participatie van buurtbewoners en toekomstige huurders.

Aangezien het creëren van een gevoel van eigenaarschap een van de factoren is die bijdragen aan integratie, kan het betrekken van statushouders bij het ontwerp- en participatieproces van gemeenschappelijke ruimten of de openbare ruimte rondom de woningen een positief effect hebben op integratie. Invloed hebben op de functie en invulling van de ruimte kan zorgen voor meer verantwoordelijkheid over de kwaliteit en het beheer van gemeenschappelijke ruimtes. Dit zorgt voor een hogere leefbaarheid, een veiligere omgeving en minder overlast doordat mensen zorgvuldiger omgaan met hun eigen leefomgeving.

Dit geldt ook voor de participatie van buurtbewoners. Hun betrokkenheid kan de kwaliteit van het project verbeteren door het af te stemmen op lokale uitdagingen en behoeften. Het ervaren van deze vraag naar betrokkenheid kan ervoor zorgen dat iemand eerder geneigd is om de nieuwe ontwikkeling en de integratiemogelijkheden van de bewoners te steunen en zich er positief voor in te zetten.

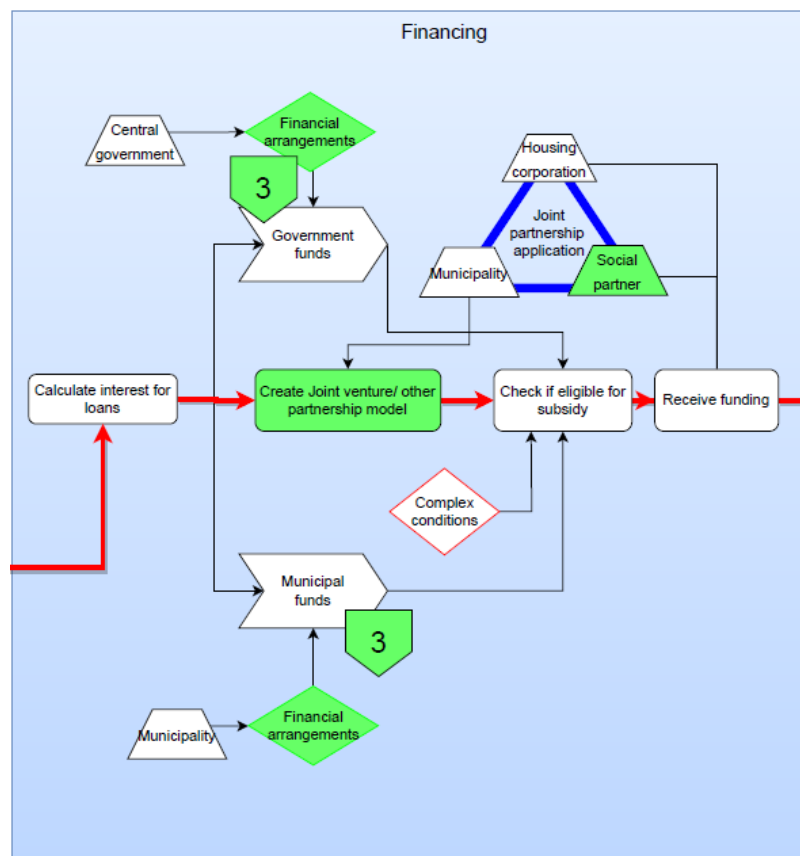
Dit is afgebeeld in de uitsnede hieronder. Het participatie proces bestaat eerst uit omwonenden, sociale partner en de woningbouw corporatie. Ook kunnen lokale initiatieven of Vluchtelingenwerk bijvoorbeeld aansluiten. Na de selectie van de statushouders voor het desbetreffende project kunnen ook toekomstige bewoners onderdeel uitmaken van het participatieproces.



Figuur 3. Interdisciplinaire Samenwerkingsovereenkomsten Routekaart. Uitsnede figuur 1 (eigen werk)

### 3. Financiële regelingen en subsidiabiliteitscriteria

Om ervoor te zorgen dat de financiële middelen van de overheid effectief worden gebruikt, kunnen bepaalde criteria worden gesteld. Onderdeel van deze voorwaarden kan zijn om een project gezamenlijk aan te pakken, waardoor de afspraken over samenwerkingsverbanden een geschiktheids criterium worden. Een lid van het expertteam wonen (Expertteam Woningbouw) zou vertegenwoordigd kunnen zijn binnen dit samenwerkingsverband om de kennisoverdracht en borging van de continuïteit tussen verschillende projecten te waarborgen en *best practices* te delen. Om deze samenwerking als subsidievoorwaarde vorm te geven zijn verschillende constructies denkbaar die hieronder verder zijn uitgewerkt. In de uitsnede is te zien hoe de aanvraag van financiering gezamenlijk plaatsvindt door de belanghebbenden. Deze aanvraag wordt beoordeeld door het Rijk op basis van de voorwaarden, waarvan hieronder vier voorbeelden van gegeven zijn.



Figuur 4. Interdisciplinaire Samenwerkingsovereenkomsten Routekaart. Uitsnede figuur 1 (eigen werk)

#### 3.1 Gezamenlijke aanvraag financiering

Stel een financiële regeling beschikbaar met als voorwaarde dat er vroegtijdig en interdisciplinair wordt samengewerkt, door dit vast te leggen in een samenwerkingsovereenkomst. Dit kan leiden tot een aanvraag als consortium. Een publiek-private samenwerking mogelijk maken waarbij de gemeente en de woningcorporatie en de maatschappelijke zorgaanbieder een samenwerking aangaan. Er worden afspraken gemaakt over aspecten als: Grondprijs, huurtermijnen, grondvoorbereidingskosten, bouwkosten, vervangingskosten na de eerste termijn, kosten voor sociaal beheer en de kosten om deze samenwerking mogelijk te maken. Het kan kostbaar en tijdrovend zijn en meer van belanghebbenden vragen dan een traditionele aanpak wat betreft hun betrokkenheid. Financiële regelingen zouden deze kosten kunnen dekken op voorwaarde dat deze gezamenlijke samenwerking geformaliseerd wordt in een partnerschap. Deze gezamenlijke aanvraag wordt weerspiegeld in een formeel partnerschap, zoals te zien is in figuur 3.15 door de blauwe driehoek die laat zien dat partners in een partnerschap moeten zitten om financiering te kunnen aanvragen.

### **3.2 Intentieverklaring**

Laat zien dat partners zich inzetten voor integratiemogelijkheden en het vergroten van maatschappelijke betrokkenheid door een intentieverklaring te ondertekenen als voorwaarde om in aanmerking te komen voor een subsidieaanvraag. Deze fondsen kunnen dan worden besteed aan vrij besteedbare kosten of aan vooraf bepaalde kosten voor sociaal management, maar ook niet aan kosten die niet direct gerelateerd zijn aan integratiedoelen, omdat de intentieverklaring al de afspraak bevat over het committeren aan het opnemen van sociale doelen.

### **3.3 Plan van aanpak sociaal beheer op lange termijn**

Een ander criterium om in aanmerking te komen voor subsidie voor de ontwikkeling van flexwoningen is het opstellen van een plan van aanpak voor de ontwikkeling van sociaal inclusieve woningen. Of het opstellen van een kavelpaspoort met daarin een plan van aanpak en afbakening van verantwoordelijkheden over het creëren van een omgeving waarin statushouders in staat zijn te integreren in de samenleving.

### **3.4 Cross-over met andere departementen (SZW, JenV, GGZ, Vluchtelingenwerk)**

Omdat dit een grote uitdaging met zich meebrengt is het denkbaar dat een gezamenlijke aanpak voor deze uitdaging een mogelijke oplossing is. Door het bundelen van financiële middelen van verschillende departementen die zich met dezelfde problematiek bezighouden, kan meer gecoördineerde beleidsontwikkeling plaatsvinden. Door het delen van doelstellingen en middelen kan de dienstverlening en productlevering geïntegreerd worden, waardoor dubbele inspanningen vermeden worden en bureaucratische hindernissen verminderd worden. Een belangrijk aspect hiervan is het betrekken van de gemeenschap en andere organisaties om ervoor te zorgen dat de oplossingen gegrond zijn in de lokale realiteit en behoeften. Een vergelijkbare aanpak is te zien bij seniorenhuisvesting, die gecombineerd wordt met intensieve gezondheidszorg thuis. Het ontwikkelen van woningen in combinatie met zorgaanbieders creëert een grotere financiële draagkracht en risicospreiding.

## **4. Stimuleer een nieuwe aanpak van gemeenten**

Moderne samenwerkingsverbanden zoals beschreven in de theoretische achtergrond zijn in opkomst in de gebouwde omgeving. NH Bouwstroom is een duidelijk voorbeeld van een gezamenlijke inspanning van markt en publieke partijen om de inkoopprocedure van leveranciers voor prefab woningen te verbeteren door het programma van eisen (PvE) op elkaar af te stemmen. Innovatie vindt plaats aan de marktzijde, waar aannemers en woningcorporaties hun voorkeur uitspreken voor nieuwe samenwerkingsmodellen. Veel gemeenten blijven echter traditioneel in hun grondprijnsbeleid, financiële normen en locatie gebonden eisen volgens de welstandscommissie. Dit kunnen traditionele entiteiten zijn die achterblijven bij de innovatieve ambities van andere belangrijke partners in de ontwikkelingsketen. Het type product, de doelgroep en de marktomstandigheden zijn echter niet traditioneel, dus de wetgeving rond grondexploitatie en bouwnormen zou ook niet traditioneel moeten zijn. Het moment in het proces waarop dit zou plaatsvinden, is aan het begin van de projectdefinitiefase. Samen met het creëren van een omgeving die interdisciplinaire partnerschappen bevordert. Dit is te zien in figuur 2.

Buurtbewoners, sociale managers, sociale partners en woningcorporaties die actief zijn binnen het gebied van het flexproject hebben allemaal belang bij regelmatige interacties. Deze interacties versterken lokale initiatieven, vergemakkelijken de uitwisseling van *best practices* en kunnen gezamenlijk zorgen voor de nodige financiële steun voor initiatieven die zowel sociale als milieueffecten willen genereren. Door een hoofdrolspeler aan te wijzen binnen dit diverse landschap van organisaties wordt het mogelijk om de communicatie te stroomlijnen, samenwerking te bevorderen en de broodnodige coördinatie te bieden om het potentieel van dit ecosysteem met meerdere belanghebbenden effectief te benutten. Deze proactieve stap kan het algehele succes en de duurzaamheid van het flexproject vergroten.

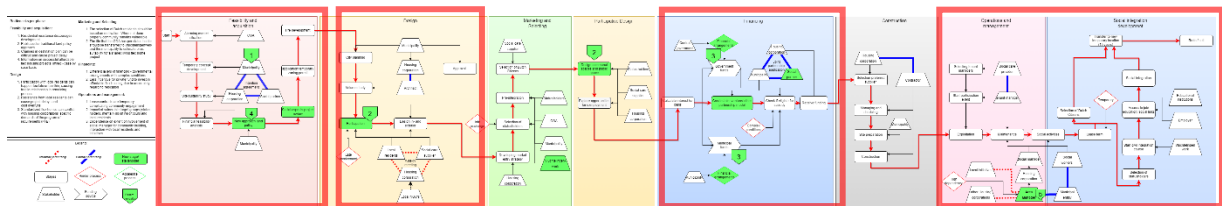


Dit is te zien in bovenstaande afbeelding, waarin de gebiedsmanager een informeel samenwerkingsverband heeft met andere initiatieven en woningcorporaties, dat specifieke projecten overstijgt maar een gebied met meerdere projecten overziet. Deze persoon wordt door de gemeente formeel aangewezen om deze sleutelrol te vervullen. De woningcorporatie benoemt vervolgens een sociaal beheerder voor de specifieke wooncomplexen.

## Voorwaarde voor alle aanbevelingen:

### Evenwichtige betrokkenheid van de overheid op lokaal niveau

De mate van betrokkenheid van de overheid bij de samenwerking met lokale overheden op projectniveau moet zorgvuldig worden overwogen om de autonomie en verantwoordingsplicht van gemeenten te behouden. Het aanvraagproces voor subsidies kan tijdrovend en ingewikkeld worden, vooral als er veel criteria zijn om voor subsidie in aanmerking te komen, zoals eerder beschreven. Daarom is het cruciaal om te beoordelen of de inspanningen die in de aanvraag worden gestoken in verhouding staan tot de financiële steun die wordt geboden. Bovendien rijst er een andere fundamentele discussie: of de overheid op projectniveau rechtstreeks moet samenwerken met gemeenten en ontwikkelaars. Woningbouw is misschien niet de kernverantwoordelijkheid van de overheid, maar het faciliteren ervan is dat zeker wel.



Figuur 6. Interdisciplinaire Samenwerkingsovereenkomsten Routekaart (eigen werk)

### Knelpunten per fase

Per fase kan een aantal risico's of knelpunten worden geïdentificeerd, zoals hieronder beschreven. Deze knelpunten laten zien welke stakeholders een belangrijke rol spelen en dus potentieel verstoring zijn voor het hele proces als ze niet goed worden ingevuld. Daarom is een robuuste en gestructureerde aanpak nodig om deze rollen goed in te vullen.

#### Haalbaarheid en acquisitie:

1. Weerstand van bewoners ontmoedigt ontwikkeling
2. Traditionele grondpolitieke aanpak door overheid
3. Wijzigingen in bestemmingsplan kunnen moeilijk zijn en projectvertraging veroorzaken
4. Informatie over succesvolle betaalbare flexwoning projecten beperkt - geval per geval

#### Ontwerp:

1. Participatie met omwonenden kan te laat of te dun gebeuren, waardoor relatie in resterend proces fragiel wordt
2. Weerstand van omwonenden kan leiden tot projectvertragingen en kostenoverschrijdingen
3. Gestandaardiseerde flexwoningen kunnen conflicteren met specifieke eisen van woningcorporaties in het programma van eisen (PvE)

#### Marketing en selectie:

1. De selectie van Nederlandse bewoners moet gebaseerd zijn op motivatie. Wanneer dit niet goed gebeurt blijft de gemeenschap kwetsbaar.
2. Het dossier dat het COA heeft per statushouder moet worden overgedragen aan Vluchtelingenwerk en de gemeente om in te schatten of men geschikt is voor een flexwonen project.

#### Financiering:

1. Verschillende financieringslagen - overheidsregelingen met complexe voorwaarden
2. Minder stimulans voor particulier fonds om te investeren in betaalbare flexwoningen door onzekerheid over herhuisvesting

#### Exploitatie en beheer:

1. Huurcontracten zijn tijdelijk - bemoeilijkt maatschappelijke betrokkenheid
2. Impact van kwetsbare doelgroepen (statushouders, geesteszieken) op burens en buurtbewoners
3. Afhankelijkheid van mate van betrokkenheid van sociaal manager voor gemeenschapsvorming, interactie met buurtbewoners en initiatieven.