



**Refugee  
integration**

**&**

**SELF-ORGANISATION**

Spatial strategies supporting the role of  
self-organisation in integration policies

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Cover: workshop at Bij Corrie. Photograph by author



# **Refugee integration & self-organisation**

Spatial strategies supporting the role of self-organisation in integration policies



# Preface

August 2015: my return to the Netherlands after having spent seven months in Istanbul for educational activities. Although being glad that I had had the opportunity to enrich my life with a new culture and new experiences, these seven months would have a strange aftertaste because of the 'refugee crisis' that exploded in Europe in the autumn of 2015. The border between Turkey and Europe that I had just crossed suddenly became controversial because of the high number of Syrian refugees trying to cross it. At the moment that refugees had become an inevitable hot topic in the media, workshops and family gatherings, it was difficult for me to understand why so much discussion arose about a relatively small number of people in need of building up new lives in other countries, in comparison with so little discussion about migrating business people, students and other human streams in a globalizing world.

November 2017: the presentation of my master thesis about refugee integration and the role of self-organisation. At a certain moment in this two-year-time span, I realized that migration of refugees *is* challenging compared to other migrating groups. To be more specific: the *integration* into a new society is challenging. Unlike for example students or business migrants, refugees do not often have a starting point in the society that they are going to form a part of. Status holders in particular face difficulties in finding a job or education, because they will spend at least five years with a temporary residence permit. This so-called 'status' brings along different rights than local inhabitants have. It is due to this false start, that the integration process is difficult for status holders.

The graduation thesis for the Master programme Urbanism has given me an excellent opportunity to go more deeply into the topic of integration and to discover ways for cities to contribute to the integration of refugees. Since increasing migration is making large cities more socially complex, consideration of social topics such as refugee integration in spatial planning becomes more urgent. The emphasis of the studio Complex Cities on strategic interventions and policy recommendations appeared to be the most suitable way to find approaches for refugee integration, according to me, since I assumed that both organisational and spatial support are meaningful for integration.

Within the context of refugee integration and integration policies, this research focuses on the role of self-organisation. After an extensive orientation on the problem field, the role of self-organisation by these citizens gained primary focus in this research concerning integration policies. As an Urbanism project, my research explores the way in which spatial strategies can enforce the interrelations between integration policies and self-organisation, with the eventual aim to facilitate refugee integration in a better way.

Céline Janssen

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## *Acknowledgement*

It is a pleasure to finally present the results of my graduation year of the master Urbanism at the Technical University of Delft. Although the project has been fairly challenging at certain moments, it has always remained fascinating and enriching for me. Nevertheless, the project would never have proceeded the way it did without the support from the following people.

First and foremost, I would like to thank my supervisors Verena Balz and Reinout Kleinhans, who have both shown a deep involvement and continuous support throughout the year. Their engagement with the project has motivated me and steered me at moments that I lost overview. I am grateful for having received input from two research sections that I was not completely familiar with, which has helped defining my own position within the profession of Urbanism. I would like to thank Verena in particular for her close involvement and support at critical moments. I would like to thank Reinout specifically for having a sharp eye on detail, while always pointing out the bigger picture too.

Besides, I would like to thank the interviewees of the three in-depth cases for their collaboration in the project. Without the interviews, the project would have missed a sense of reality within the topic and the project would not have reached the depth that it currently has.

Finally, I would like to thank my friends and family for always supporting me in any possible way. Carrying out this project and completing the study programme would not have been possible without them.

# Abstract

The aim of this master thesis is to interrelate integration policies with self-organisation and to find ways for spatial planners to enlarge the role of self-organisation. The role of self-organisation for refugee integration is promising because it has a deep understanding of the spatial context and responds to the local needs. Research about integration policies on the one hand and self-organisation and spatial planning on the other hand puts forward the relevance of spatial planning to complement integration policies with self-organisation, because spatial planning is a way of planning that strives for policy integration and incorporation of the spatial context. Spatial planning has a competence to provide supportive organisational and spatial conditions, although literature research about those conditions for the role of self-organisation in integration policies in particular is hardly present yet. This research investigates organisational and spatial conditions in the context of Rotterdam in the Netherlands.

First, this thesis gives a theoretical understanding of refugee integration, integration policies and spatial planning and self-organisation. Then, it explores the complementarities between integration policies and self-organisation by a case-study analysis for Rotterdam. The case-study analysis consists of an analysis of integration policies, of a thematic analysis that analyses common patterns and characteristics of eleven existing self-organised initiatives in Randstad municipalities and of an in-depth case analysis that goes more deeply into the development processes of three initiatives in Rotterdam. Finally, the thesis proposes general principles to enhance the interrelations between integration policies and self-organisation, which are illustrated by a spatial planning strategy for Rotterdam.

The results show that integration of refugees takes place in multiple domains simultaneously that require tailor-made support and distinct approaches per domain. The design principles propose that planners define either a policy or a self-organisation approach per domain of integration, in which planners play a collaborating role in the first and a facilitating role in the latter. Accordingly, the principles propose that municipalities coordinate the provision of tailor-made organisational support to self-organisation actors on multiple levels and in multiple domains. Furthermore, the principles propose to provide a network of buildings for self-organisation, consisting of three keystone buildings where initiatives cluster and typical buildings for self-organisation in all neighbourhoods. By deciding on strategic locations where integration is challenging or where relevant actors are located, planners can encourage the emergence and development of self-organisation at desired locations.

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**Keywords:** *Self-organisation - integration policies - refugee integration - strategic spatial planning - spatial and organisational conditions - policy integration*

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**Asylum seeker**

*Migrant that applies for asylum in the receiving country  
(not by definition a refugee)*

**Control parameter**

*Influential parameter on the development process of self-organisation*

**Domains of integration**

*Domains in which the integration process takes place. See page 44. for an explanation of activities and actors per domain.*

**Horizontal direction**

*See Horizontal integration*

**Horizontal integration**

*Policy integration between of actors that operate in multiple domains of integration*

**Institutional conditions**

*See Organisational conditions*

**Integration**

*See Integration process*

**Integration policies**

*Policies that facilitate the integration process of status holders*

**Integration process**

*Integration between refugees and their receiving society that takes places in multiple domains simultaneously*

**Order parameter**

*Stable situation in which a self-organisation has*

# Glossary

*developed; consisting of spatial and organisational elements*

## **Organisational conditions**

*Organisational circumstances that support integration policies or self-organisation*

## **Planning**

*Profession of preparing plans and taking decisions for the future*

## **Policy integration**

*Complementarity between policies in multiple domains and on multiple levels*

## **Refugee**

*Asylum seeker of whom the asylum application is acknowledged by legitimate reasons*

## **Refugee crisis**

*Refugee stream of mainly Syrian refugees to Europe in 2015 and the political and societal responses in European countries.*

## **Self-organisation**

*Initiatives that are initiated by individual citizens and develop into organisations; in the context of urban development*

## **Spatial conditions**

*Spatial circumstances that support integration policies or self-organisation*

## **Spatial planning**

*Profession of planning, with reference to the spatial environment*

## **Status**

*A temporary residence permit for refugees. After five years, status holders can apply for a national identity.*

## **Status holder**

*Refugee that has received a 'status'*

## **Strategic spatial planning**

*Profession of spatial planning, with the help of strategic interventions*

## **Vertical direction**

*See Vertical integration*

## **Vertical integration**

*Policy integration between actors that operate on multiple levels*







# INTRODUCTION





# Introduction

# 1

Migration is a worldwide increasing phenomenon, which puts forward challenges about diversity and integration. Europe faced a refugee-peak in 2015, when 1.3 million people entered the EU, seeking for asylum (Eurostat, 2016). Along with the refugees, a 'migration crisis' came along and the arrival of refugees has been a hot topic for newspapers, television-shows and daily discussions. A large political debate about the arrival of refugees was manifested and still is in most European countries.

## 1.1 Problem definition

Integration policies in the Netherlands have a main focus on providing houses for status holders. The national government assigns status holders to municipalities that are supposed to arrange houses for specific number of status holders according to the size of the municipality. In this way, the government is in control of the geographical settlement of status holders. A second focus of Dutch integration policies is on a compulsory exam for status holders about Dutch culture and language, with the purpose to familiarize status holders with the new society (Rijksoverheid, 2016).

The housing policies directed from 'above' show a lack of consideration for local organisational and spatial circumstances. Municipalities for example find difficulties to accomplish the demands from the national governments and are sometimes unable to house status holders (NOS, 2016). On top of that, spreading status holders has implications for the availability of local facilities: the allocations of houses do not necessarily match with the geography of jobs and schools.

Opposed to the government, non-governmental actors also take initiative to facilitate integration. Along with the refugee wave of 2015, many local initiatives have come into existence, led by volunteers, professionals or by private organisations (see figure 1 on page 16) (Sociaal-Economische Raad, 2016). A wide range of creative solutions have been found to support status holders, often set up by the limited means available. Several initiatives have been praised for the successful contribution to integration, as they were able to understand the needs that arose (ASN Bank, 2016). Those initiatives are from now on referred to as 'self-organisation'.

The lack of spatial consideration in current integration policies gives opportunity to spatial planners to improve policies by taking into account locations and strategic spatial interventions. This research specifically gains more in-depth knowledge of the role of self-organisation. Precisely the aspect in which governmental policies lag behind - consideration of the spatial context -, is the aspect because of which self-organisation succeeds. Self-organisation therefore has the opportunity to become an effective instrument to address integration of status holders.

The power of citizens to contribute to society has not been left unnoticed for policy-makers. In his annual speech of 2013, King Willem Alexander of the Netherlands explained that the Netherlands is moving from a welfare state towards

a participation state: a trust is put in citizens' participation to contribute to society (Rijksoverheid, 2013). Rotterdam in particular is a city in which a lot of bottom-up initiatives take place. The municipality of Rotterdam invites citizens to develop initiatives and offers several possibilities for subsidies, networks, regulations and funds (Gemeente Rotterdam, 2017).

Although the attitude to the self-organising power of citizens is generally positive, self-organisation comes with limitations. With limited means, knowledge and networks, citizens are not always able to complete their initiatives successfully. Self-organisation is a spontaneous process, in which some initiatives succeed and some fail. The right support is needed in order to stimulate the emergence of initiatives of to make initiatives last (Rauws, de Roo & Zhang, 2016, p242).

Integration policies -'the planned'- and self-organisation -'the unplanned'-, are two opposite responses to the arrival of refugees, and both have advantages and disadvantages. Through enlarging the role of self-organisation, integration policies can be enriched with a better understanding of the spatial and local context. Simultaneously, self-organisation can be enhanced with the help of planning for its financial and organisational capacity. Strategic spatial planning has the potential to provide conditions and to support the complementarity between self-organisation and integration policies.

This research explores organisational and spatial conditions under which the role of self-organisation can be enlarged, and which will support the interrelations between integration policies and self-organisation. General principles will be designed to support the interrelations between integration policies and self-organisation and will be illustrated by a spatial planning strategy for Rotterdam. By deploying the capacities and opportunities of integration policies on the one hand and self-organisation on the other hand in a better way, it is expected that integration of status holders will be made easier.



Fig. 1 : Preliminary inventarisation of self-organised initiatives for refugee integration in the Netherlands (Sociaal-Economische Raad, 2016).

## 1.2 Research aims

This research aims to contribute to solving a societal issue from the perspective of strategic spatial planning, that takes into account both organisational and spatial sides of the issue. The research aims are:

- To facilitate the integration of status holders in Rotterdam in a better way
- To enlarge the role of self-organisation to stimulate integration
- To interrelate self-organisation with integration policies
- To support the interrelation between self-organisation and integration policies with spatial strategies

## 1.3 Societal relevance

This research shows advantages and disadvantages of both integration policies and self-organisation for refugee integration, and therewith analyses a topic that is currently much discussed in the public. Therefore, it contributes to a better understanding of facilitating refugee integration, addressing all people that are interested in or have an opinion about refugee integration.

Furthermore, this research focuses on a policy integrated approach to interrelate integration policies with self-organisation. Multiple levels of government, but also non-governmental and commercial organisation are addressed and pointed at a role that they could play for self-organisation and refugee integration.

In particular, this research focuses on the role of the government for self-organisation in refugee integration. The government of the Netherlands has an increasing trust in citizen participation, and the municipality of Rotterdam in particular has an interest in self-organisation for urban development. This research contributes to a deeper understanding of how exactly the role of self-organisation can be enlarged with the help of planning.

Additionally, enlarging the role of self-organisation has a relevance for self-organised initiatives themselves as well. This research puts forward conditions under which self-organisation exists and develops, and contributes to a better understanding for initiatives how they can develop themselves best.

Finally, this research aims to contribute to better integration of status holders, which is not just for the benefit of refugees, but for the benefit of the receiving society as a whole as well.

## 1.4 Academic relevance

Literature about the role of self-organisation for integration policies is hardly present yet. Literature about integration policies, policy integration and spatial planning shows that strategic spatial planning has a relevance for integration policies, because refugee integration is an integral issue and because spatial planning seeks for integral approaches that include horizontal and vertical integration. This research contributes to a better understanding of the role of spatial planners in integration policies, addressing scholars from the field of spatial planning, policy integration and integration policies (Penninx, 2005; Salet, 2009; Stead & Meijers, 2009) .

Besides, literature about self-organisation describes the potential of self-organisation because of its good understanding of the local context. However, literature about the role of self-organisation for urban development shows that the balance between planning and self-organisation is challenging. Literature about supportive conditions for self-organisation is not quite present yet. This research contributes to a deeper understanding of organisational and spatial conditions for self-organisation for refugee integration, and to a more sophisticated understanding of ways in which planners can interrelate with self-organisation, addressing scholars from the field of spatial planning and self-organisation (Uitermark, 2015; Rauws, de Roo & Zhang, 2016 ; Boonstra, Boelens, 2011).

## 1.5 Case-study research

The interrelations between integration policies and self-organisation have been studied by an exploratory case-study research. The choice for an exploratory research was made because little literature and few spatial projects had been done yet about this topic. The way in which existing self-organised initiatives relate to the fields of spatial planners was explored with a thematic analysis of domains, actors and spatial interrelations in self-organisation and with the design of a spatial planning strategy that supports the interrelation between policies and self-organisation. This exploratory approach involves an iterative research process, in which analytical explorations are alternated with reflections. However, this report is not a process description, but reveals the final results and conclusions of the explorations. The results should be considered as outcomes of an exploratory research, and subsequently as a construct of a problem field that invites further discussion and research.

### Case: Rotterdam

The explorations have been done for the case of Rotterdam. Rotterdam was chosen as a case because it is a large city with a highly diverse population, which makes the integration of status holders complex but challenging. Besides, Rotterdam in particular is a city in which a lot of bottom-up initiatives take place. The municipality of Rotterdam has expressed its interest in those initiatives and is seeking for ways to incorporate bottom-up initiatives in its policies.

## 1.6 Readers' guide

This report represents the final result of the research. The report consists of five parts: research design, theoretical framework, case study analysis, design and reflection.

The **introduction** introduces the problem definition and research questions, and explains the research structure and methodology. The **theoretical framework** will clarify the concepts refugee integration, integration policies and self-organisation by literature review. At the same time, the theoretical framework validates the problem definition by explaining the complementarity between integration policies and self-organisation. The theoretical framework concludes with propositions about the interrelation between integration policies and self-organisation, and how spatial planning can support this interrelation.

The **case study analysis** will analyse existing integration policies and self-organised initiatives in the case of Rotterdam. The case study analysis portrays the propositions about the interrelations between integration policies and self-organisation, stated in the theoretical framework, in a realistic situation. The analysis on integration policies is held relatively short, whereas the analysis on self-organisation embraces both the thematic and the in-depth case analysis.

The analyses on self-organisation aim to unravel common patterns and characteristics of existing self-organised initiatives for refugee integration, and influential parameters on the development process of those initiatives. Those results will form a first understanding of supportive conditions for self-organisation, that are further developed in the design chapter.

The **design** will propose general principles about organisational and spatial conditions that will support the interrelations between integration policies and self-organisation. A spatial planning strategy for Rotterdam will illustrate how the general principles can be applied in Rotterdam. The design part serves to start a discussion about ways to support self-organisation, about ways to interrelate policies with self-organisation and about ways to facilitate integration of refugee integration. The **reflection** reflects whether the designed spatial planning strategy contributes to increasing refugee integration, and how the role of the spatial environment contributes to refugee integration.

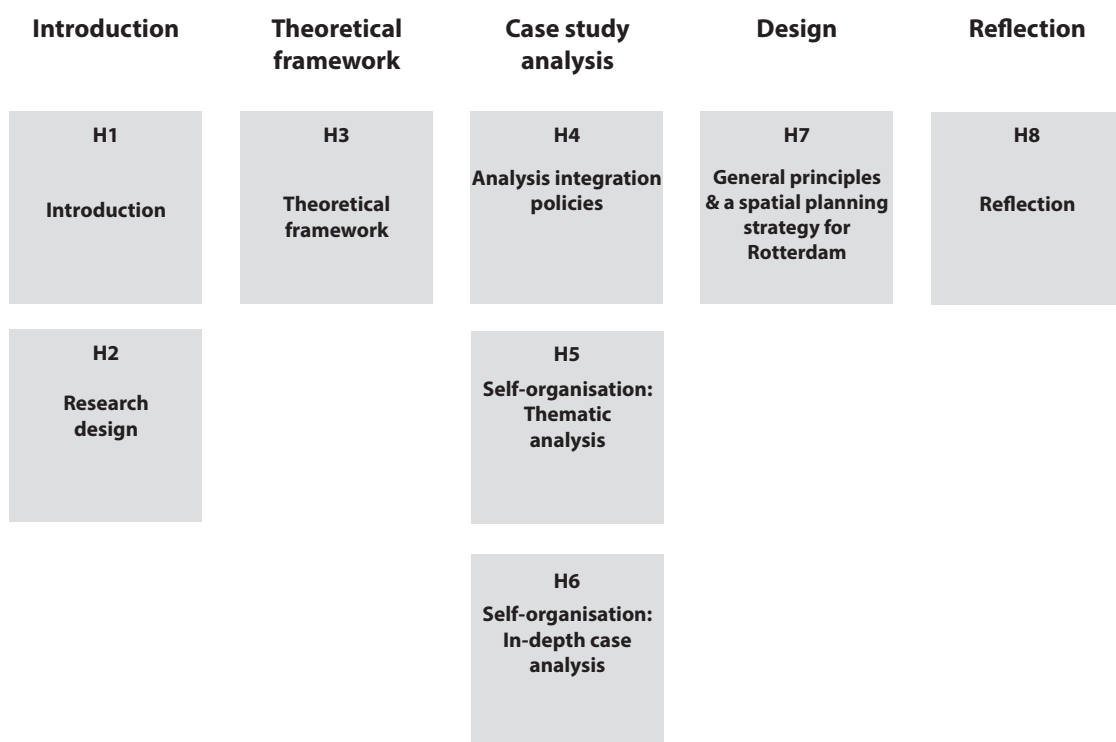


Fig. 2 : Chapter structure of this report

# 2

## Research design

The interrelation between integration policies and self-organisation will be researched by a case-study research for Rotterdam. This chapter reveals the research questions, explains how the research structure chosen will respond to the research questions and describes the methodology.

### 2.1 Research questions

The main research question corresponds with the main research aim, which is to interrelate self-organisation with integration policies. This interrelation is expected to be achieved with the support of spatial strategies. An answer to the main question will serve the eventual aim to promote the integration of status holders in Rotterdam.

**Main question:**

What are the interrelations between self-organisation and integration policies and how can these interrelations be supported by spatial strategies?

**Subquestions:**

**Q1.** What are integration policies and how do they impact the domains of integration? How do policies take account of particular spatial and organisational environments?

**Q2.** What are self-organised initiatives and how do they relate to (the domains of) integration?

**Q3.** What are the spatial and organisational conditions for self-organisation in refugee integration?

**Q4.** How can integration policies and self-organised initiatives enforce each other for the benefit of integration?

**Q5.** How can such enforcement be supported by spatial strategies?

### 2.2 Research approach

The project is an exploratory case study research, and has a research-based character. The research consists of three parts: theoretical framework, case study analysis (consisting of a thematic analysis and an in-depth case-analysis) and design. The case-study analysis and the design together form the case-study of Rotterdam. This section will explain the structure of the research (see figure 3 on page 23), followed by an explanation of the methods used. Specific methodologies for the thematic and in-depth case analysis will be explained in the chapters of the analysis (chapters five and six).



**Theoretical framework****Q1 + Q2**

The theoretical framework clarifies the concepts integration process, integration policies and self-organisation, and puts forward propositions about the interrelations between integration policies and self-organisation. The theoretical framework also puts forward the analytical framework of the integration process that will be guiding for the case study analysis and the design. The theoretical framework studies the first two research questions from a theoretical perspective, but those questions will be complemented by the case study analysis.

**Case study analysis – analysis integration policies****Q1**

The first research question has been partly studied by the analysis of integration policies that apply to Rotterdam. It has been analysed how integration policies relate to the domains of integration, what actors and objectives the integration policies have and how they relate to the spatial environment. The analysis includes the three themes domains, actors and spatial interrelations, that likewise applied in the thematic analysis.

**Case study analysis – thematic analysis****Q2 + Q3**

The thematic analysis is a case-study of eleven initiatives in Randstad municipalities, and focuses on the three themes domains, actors and spatial interrelations. The initiatives studied have emerged in the refugee crisis of 2015, are self-organised by non-governmental individuals and contribute to the facilitation of integration of status holders. Having an exploratory approach, it has been analysed what factors of self-organised initiatives relate to the themes, and what common characteristics and patterns self-organised initiatives have. The thematic analysis complements to the second research question, and explores answers to the third research question about spatial and organisational conditions for self-organisation. This research question is complemented by the in-depth case study analysis.

**Case study analysis - in-depth case analysis****Q3**

The in-depth case analysis gains more insight into three of the initiatives that were part of the thematic analysis, and focuses on the development process of the self-organised initiatives. As the cases are all located in Rotterdam, the in-depth case analysis narrows down the context and leads the analysis towards the design of a spatial planning strategy for Rotterdam. The in-depth case analysis explores organisational and spatial parameters that have been influential to the development process of self-organising initiatives, and therefore contributes to the third research question.

**Design – general principles****Q4**

Based on the results of the thematic and in-depth case analysis that describe the organisational and spatial conditions for self-organisation for refugee integration, conclusions will be drawn about general principles to interrelate self-organisation with integration policies. Since it will be shown how self-organisation and integration policies can enforce each in order to facilitate refugee integration more easily, this part responds to the fourth research question.

**Design – spatial planning strategy for Rotterdam****Q5**

The general principles form the basis for the design of the spatial planning strategy for Rotterdam. The spatial planning strategy illustrates how, where, by whom and when supportive conditions can be applied in Rotterdam, in order to enforce the interrelations between self-organisation and integration policies. The spatial planning strategy takes existing spatial and organisational structures of Rotterdam into account. The spatial planning strategy responds to the fifth and last research question.

## 2.3 Methods

The research has a number of methods. The theoretical framework was composed by literature research, the case study analysis by documentary analysis and semi-structured interviews, and the spatial planning strategy by design.

Literature research in the theoretical framework consisted of literature about the integration process and integration policies within the context of migration and diversity in European countries, of literature research about the policy integration within the context of spatial planning and of literature research about self-organisation within the context of urban development.

Analysis of integration policies was done by policy document analysis of Dutch and Rotterdam integration policies. The documents were summarized and analysed on the basis of the themes domains, actors and spatial interrelations.

The thematic analysis was executed by a documentary analysis of eleven self-organised initiatives in Randstad municipalities. Data was collected by internet research, and complemented by site-visits and analysis of annual reports in a few cases. Data was analysed on the basis of the themes domains, actors and spatial interrelations.

The in-depth case analysis was done by the analysis of three self-organised initiatives in Rotterdam, that were part of the thematic analysis before. Semi-structured interviews were held with the initiator of the initiatives and a municipal actor involved with the initiative. The interviews were reported and analysed on the basis of the theoretical notions about self-organisation.

The general principles were composed by drawing conclusions of the analyses. The spatial planning strategy for Rotterdam was done by design research. The conclusions of the case-study analysis, theoretical notions about the interrelations between self-organisation and integration policies and a brief analysis of the organisational and spatial context of Rotterdam together functioned as an argumentation to propose spatial interventions in Rotterdam.

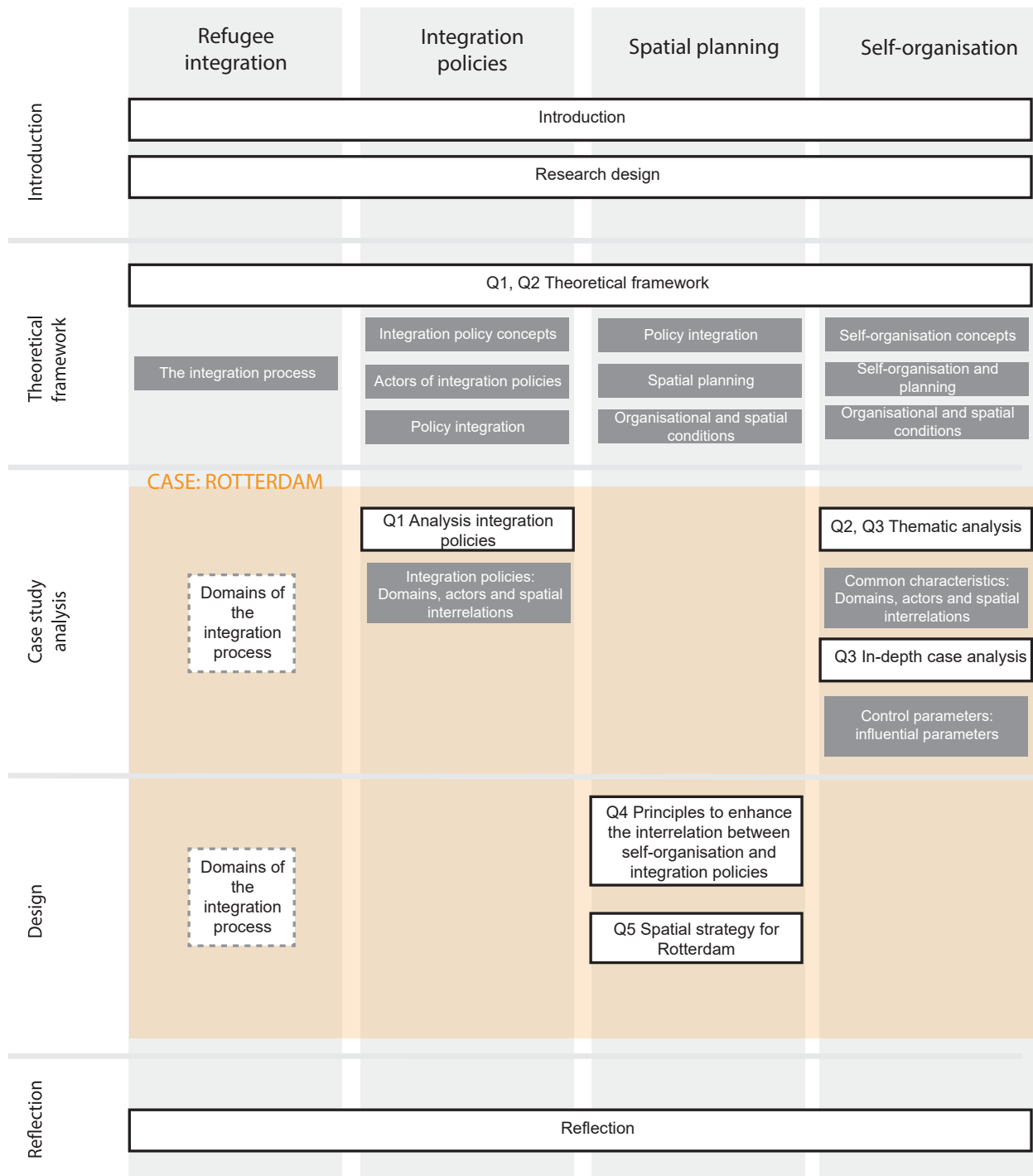


Fig. 3: Research structure



# THEORETICAL FRAMEWORK

### **The theoretical framework will...**

... clarify the concepts refugee integration, integration policies and self-organisation by literature research. With the help of theoretical notions, this chapter underlines the problems and challenges of integration policies on the one hand, and self-organisation on the other hand. At the same time, the theoretical framework validates the problem definition by explaining the complementarity between integration policies and self-organisation. The theoretical framework concludes with propositions about the interrelation between integration policies and self-organisation, and about the way that spatial planning can support this interrelation.

### **The theoretical framework consists of...**

... literature research of the integration process, of integration policies and of self-organisation and spatial planning. The literature research about the integration process refers to the domains of integration and to integration as a two-edged process. The literature review about integration policies refers to policy concepts, actors of integration policies, spatial consideration and the need for policy integration. The literature review of self-organisation and spatial planning refers to advantages of policy integration and spatial planning, to concepts of self-organisation and to the relevance of spatial planning for self-organisation by the facilitation of spatial and institutional conditions.





# A theoretical understanding of refugee integration

# 3

This chapter reviews theoretical interpretations in order to build an analytical framework that allows for an understanding of interrelations between integration policies and self-organised initiatives. In the first section general concepts on integration are introduced. The section introduces concepts on integration policies and concludes on a set of challenges that these policies meet, in particular a need for the integration of policies and a consideration of locational spatial and organisational factors. The second section introduces the concepts of spatial planning, policy integration, and self-organisation. It concludes with propositions on how these approaches can complement each other to enhance integration of refugees.

## 3.1 The integration process

Integration is a broad term that can be understood in many ways. The next section reviews literature about the integration process, that explains integration as a two-edged process that simultaneously occurs in multiple domains.

### Domains of integration

Researchers have identified ten components as the key components of integration, which all ten form a conceptual structure of the concept integration (Ager and Strang, 2008, p170). The four components employment, housing, education and health, are often used as indicators of successful integration. These indicators can be seen as the 'outcomes' of integration (Ager & Strang, 2008, p169). However, they serve as a means to achieve integration at the same

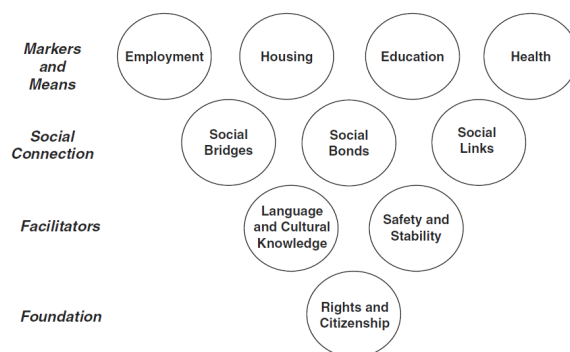


Fig. 4 : Components of integration (Agers & Strang, 2008, p170)

time. This explains why they are called 'markers and means' (see figure 4). The component rights and citizenship serves as a foundation of integration in the four markers and means. Integration in this component is based on concepts of rights and citizenship of governmental bodies, which comprehend national values and the expression of those values

in legislation. The application of the formal, foundational component into the employment, housing, education and health components is mediated by the social connection components: social bridges, social bonds and social links. Besides, language and safety are facilitators for the integration process that change into barriers, the moment they lose their supporting role (see figure 4) (Ager and Strang, 2008, p169).

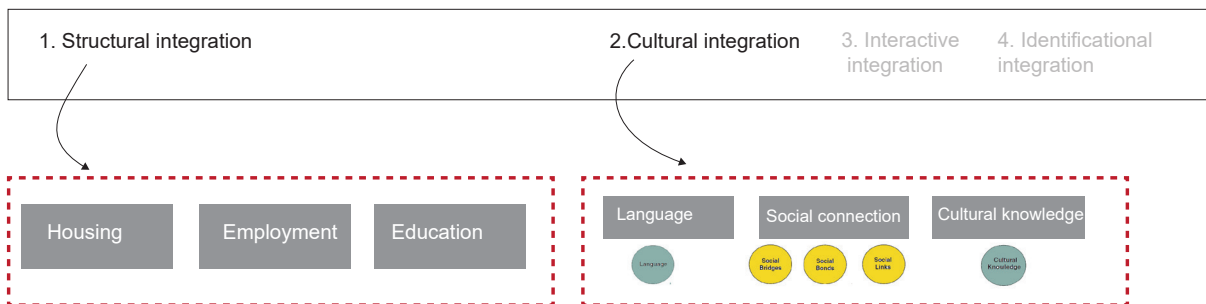
Other research describes integration by distinguishing four interrelated dimensions of integration: structural integration, cultural integration, interactive integration and identificational integration (Heckmann, 2006, p15). Structural integration is the extent to which immigrants are able to access positions in core societal institutions; the economy and labour market, education and qualification systems, the housing system, welfare state institutions including the health system, and citizenship as membership in the political community. Participation in these institutions relate to the socio-economic status of immigrants (Heckmann, 2006, p16) .

Components of integration according to Heckmann (2006, p15)

- Structural integration
- Cultural integration
- Interactive integration
- Identificational integration

Integration into the structural institutions in the socio-economic domain depends on certain social processes in the cultural dimension. Both from the immigrants' perspective and from the perspective of the receiving society , changes in behaviours and attitudes at the individual level must take place before positions in societal institutions can be achieved.

Components of integration by Heckmann (2008)



Components of integration by Ager & Strang (2008)

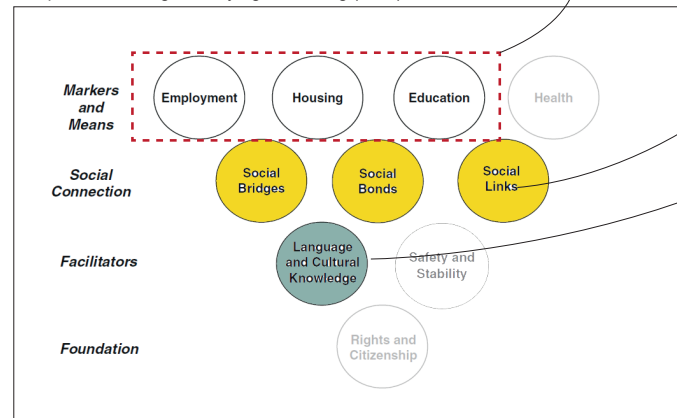


Fig 5. : Revision of components by Ager & Strang (2008, p169) and Heckmann (2006, p16) into an analytical framework of the integration process

Elements of cultural integration function as preconditions for the so-called interactive integration, in which immigrants become part of the social system of the receiving society, either by private relations or by group memberships. Contrary to adapting to cultural standards, identifying to the new society may only take place in the integration process later. This identificational integration gives a feeling of belonging and inclusion into the society. It takes time for immigrants to develop such feelings, which again explains why integration is a process rather than an static condition (Heckmann, 2006, p17).

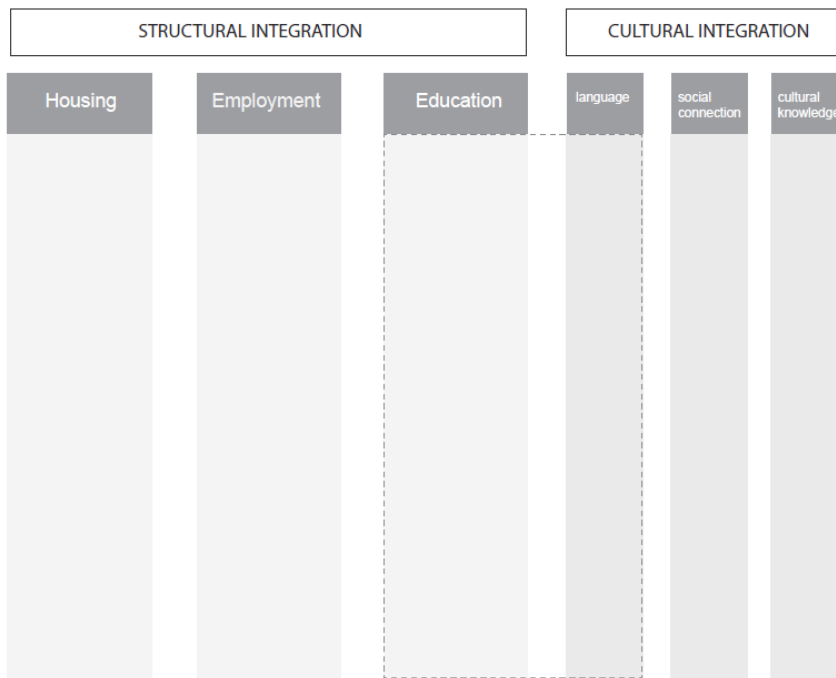


Fig. 6: Analytical framework: domains of integration

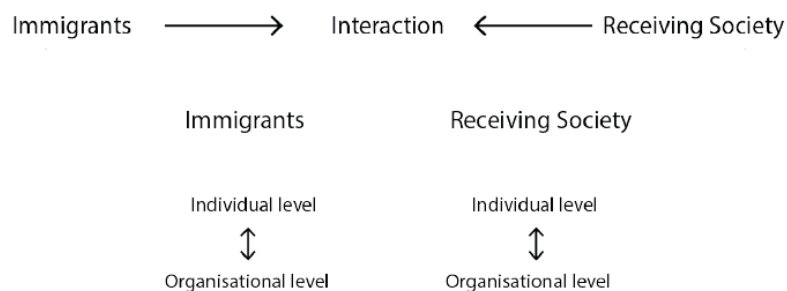


Fig. 7: Actors of the integration process

Summarizing, integration is a process that can be understood by the linkage of different components. Participation in the societal institutions of housing, health, employment and education contributes to the process of integration. Moreover, the extent to which this participation takes places is interpreted as the criterion of successful integration. Aspects that support integration are social networks, language opportunities, cultural facilitators and identification with the new society. National values and legislation are mentioned as the foundation to integration in the societal institutions. Rather than support, legislation is perceived as a hindrance to the integration process.

## Actors of the integration process

Integration is in essence a two-edged process between the arrival and the receiving society (King, 2016, p55; Gilardoni et.al, 2015, p32). Research also describes that interactions between both groups take place at different levels in society: at the individual, but also at the collective level (Penninx, 2005, p142). At the level of individual, social acceptance and interaction between immigrant and natives takes place. At the level of a collective, immigrants are represented by organisations that express ambitions or facilities and by organisations that express culture or religion. The organisational structure of the receiving society plays a large role to what extent these organisations are included in the society. For example, the extent to which immigrants can be represented by participation in the political system may depend on the organisation of the political system of the receiving country (Penninx, 2005, p142; King, 2016, p169).

## Conclusions integration process

- Integration is a two-edged process between immigrants and the receiving society.
- Integration relates to multiple domains.
- Structural (housing, employment, education) and cultural (social connection, cultural knowledge, language) integration are distinguished.

## 3.2 Integration policies

The following section reviews approaches on facilitation of integration by policy-makers. Several dimensions of integration policies can be distinguished.

### Dimensions of integration policies

The defined elements of integration illustrate the wide scope of domains in which integration and integration policies are embedded. This variety raises the question where and with whom exactly the responsibilities for refugee integration lie. Penninx (2005, p138) states that it is not facts, but the perception on immigration that is important for the place that immigrants will take in society and the political system. The development of these perceptions often relates to the history and characteristics of a country. In Germany for example, the idea prevails that citizenship depends on the blood ties (*ius sanguinis*) rather than the place of birth (*ius soli*). Although it has become easier for non-German-born children to receive German citizenship, this concept still affects the extent to which cultural assimilation is expected. In France, on the other hand, citizenship is essential to live in the country; an 'agreement' is made between the citizen and the state. This concept expects more assimilation from the side of the immigrant (Ager & Strang, 2008, p174). Much literature about integration discusses philosophies and movements that form integration policies (Fincher, 2014; Asselin et.al. 2006; Ager & Strang 2008; Heckmann, 2004; Penninx, 2006). Theories and practices of dealing with current immigrants as well as people with an immigration background have developed in the 20th century and still are.

The classical assimilation approach, developed by Park & Burgess in the 1920's, sees the integration process as a two-way-process, in which a sufficient extent of solidarity has to be achieved. For this, immigrants should take time to adapt to their new life, combined with their own identities. The part of this model that says that immigrants must adapt to the new society, however, became a crucial element in the straight-line-assimilation model of Warner and Srole in 1945. Focusing on the American society, all immigrant groups would eventually evolve towards the universal American

culture and become part of it (Asselin et.al. 2006, p134). In Europe, assimilation grew together with nationalistic movements of the first part of the 20th century , but the term became a taboo due to the horrors of the Second World War (Heckmann, 2006, p11). A countermovement developed during the '60s, which was the multicultural society. In the United Kingdom in particular, the idea prevailed that cultural groups should live together while holding on to their own cultural identities at the same time (Ager & Strang, 2004, p174). This was also the main concept in other European countries, such as the Netherlands and Sweden. However, multicultural cities all over the world are claimed to have 'failed' (Fincher, 2014, p2). The acknowledgement of cultural groups is supposed to have led to minority formation and ethnic stratification (Heckmann, 2006, p12; Asselin et.al. 2006, p136). New interpretations of the term assimilation are developed and supported, in order to undo the negative association and to reinvent assimilation as a way of integration (Heckmann, 2006, p12).

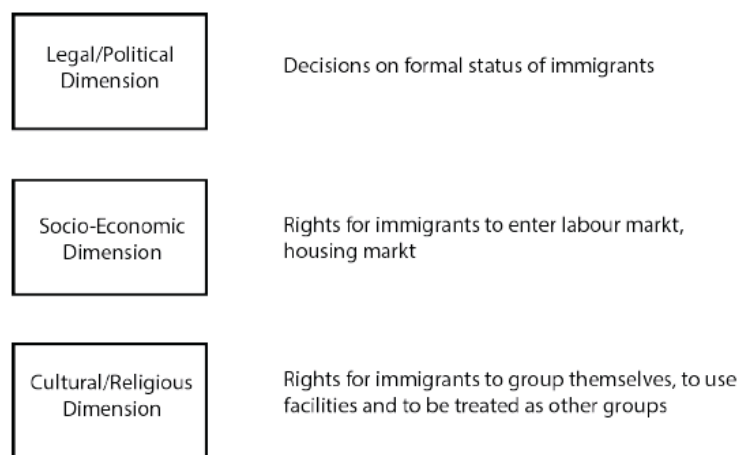


Fig. 8: Dimensions of integration policies (Penninx, 2005)

Those integration concepts often depend on political systems and thus differ between countries. According to Penninx (2005, p144), integration policies should be based on research about the integration process, but he admits that this is often not the case. He gives two reasons for this. The first reason is that policy decisions are taken in a political system in which the majority vote decides. Therefore policies will often represent the demands of the majority and the needs of refugees – a minority group – will thus be overruled in integration policies. The second reason is that policy-making is done in a time-frame between elections, which is often four or five years and that a satisfactory integration process requires long-duration-policies. Besides different political systems, integration policies depend on the economic and cultural contexts of the country as well. Conceptual policies differ from policies that provoke action, because 'active' policies always require a certain specification to the context (Penninx, 2005, p145).

Research shows a typology to understand present integration policies of European countries (Penninx, 2005, p139). Policies can be distinguished between three dimensions. In the legal/political dimension, policies refer to the formal status of immigrants in the new society, especially in relation to fully-fledged native citizens. Decisions on policies in this domain concern the main question whether immigrants may receive citizenship. The possibilities to receive citizenship and the pace of this process influence opportunities for immigrants to participate in the political system and in more informal, local systems as well. Policies in the socio-economic dimension concern rights related to facilities to enter the core institutions such as the labour market and the housing market. The opportunities for immigrants

to find healthcare, suitable education or a job can be steered by policies. Insurances, welfare facilities, labour market training and social assistance are examples of policies of this dimension. The right of cultural and religious expression is embedded in policies in the third dimension. Those policies concern equality to other cultural, ethnic and religious groups; the right to organize themselves as a group and the right to enjoy the same facilities and to be treated like other groups (Penninx, 2005, p139).

The dimensions of integration policies correspond with the domains of integration, as the conviction is that a good understanding of the integration process should lead to well-argued integration policies (Penninx, 2005, p139).

### Actors of integration policies

At the highest level, a framework of the European Union guides and supports Member States with the implementation of policies that are made on the national level. This framework mainly consists of legislation about visa and border control, immigration and labour migration (Gilardoni et. al. 2015, p8). Nations then fill up and design the immigration and integration policies, which are not done by the EU. At a lower level though, federal states, regions and cities fill up gaps that nations leave blank, or that occur by misunderstanding at the national level of what is needed locally and regionally. Gilardoni et.al. (2015, p53) argue that cities rarely implement policies directly that have been laid down by the national level, but that they invent ways to use them as a framework. In that way policies are further adjusted to local stakeholders (Gilardoni et.al. 2015 p53).

In the vertical direction, municipalities are becoming more involved in integration policies than before. Whereas policies for the asylum procedure become more 'Europeanised', integration policies are rather 'localised' (Scholten & Penninx, 2016, p91). This trend has mainly been observed in large cities in Europe with highly diverse populations, such as Rotterdam, London and Berlin. The consequences of migration, whether negative or positive, are mostly experienced at a local level and for this reason, cities have responded to the immigrating population they face. It is argued that it is



Fig. 9: Actors of integration policies. Nations and municipalities play main roles.

hardly possible for nations to deal with migration and diversity and that cities are much more capable of developing pragmatic and participative strategies that embrace diversity (Scholten & Penninx, 2016, p99). When municipalities start to develop their own policy concepts and policy frames, the role of the national level is questioned. There are possibilities that local policies are decoupled from national policies, or that local governments go so-called 'vertical venue shopping' (Guiraudon 1997, in Scholten & Penninx, 2016, p100) by reflecting their policies to the national level and lobbying for supportive measures. The multi-level governance of integration policies is even more complex, because the European Union, the highest level in the vertical direction brings non-binding frameworks and directions

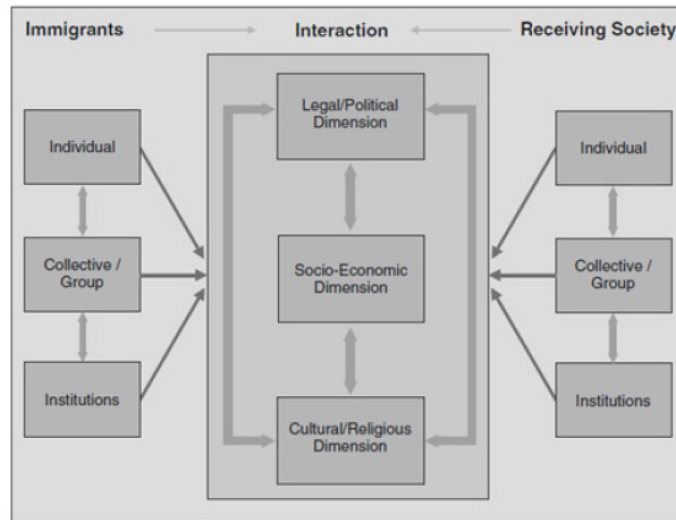


Fig. 10: Model of relevant parties in the integration process (Penninx & Mascarenas, 2016, p16)

for migrant integration. Ways to organise this multi-level governance are being observed in and compared between European cities (Scholten & Penninx, 2016, p99).

### Complications and challenges of integration policies

So far the variety of domains that concern integration has been reviewed, as well as the variety of actors involved. Theoretically, policy-making could be done best according to a good understanding of the integration process (Penninx, 2005, p139). However, the involvement of many actors complicate integration policies.

Research distinguishes policy frames, that define the policy issue and the assumed solutions, and policy measures, that define the ways that policies are implemented by local bureaucrats (Penninx & Mascarenas 2016, p21). Policies are framed and implemented in political contexts, that have consequences for the effectiveness of integration policies. The actors that frame policies operate in a political context and therefore often have other interests in addition to integration only. Local stakeholders that implement policy measures often also operate with different interests, due to limited resources for example. Thus, what precisely is done in practice, is often not formally expressed (Penninx & Mascarenas, 2016, p22).

It is argued in literature that for successful integration all sectors of society must contribute (O'Neill (2001) in Ager & Strang (2008, p175)). Public bodies, community and religious leaders, educational institutions, NGO's, trade unions and employers all share a part of the responsibility for successful integration. Refugees themselves also have a responsibility to build a relationship between individuals and the host society (Ager & Strang, 2008, p176). Interaction between those various levels in multiple dimensions complicates the construct of integration policies.

### Conclusions integration policies

- Nations develop integration policy concepts, deriving from historical events.
- Policies exist in three dimensions (legal/political, socio-economic and cultural/religious) .
- Integration policies involve multiple levels. Nations and municipalities play the biggest roles.
- The involvement of actors on multiple levels and objectives in multiple domains complicate the development of integration policies.

### 3.3 Strategic spatial planning and self-organisation

So far it has been explained that integration policies experience complications and face challenges, because of the involvement of multiple levels and multiple domains. In the following section, it will be argued why strategic spatial planning and self-organisation should be considered as approaches for integration policies.

#### Strategic spatial planning

In the field of policy making, more interest has developed in strategic approaches and particular local interventions in Europe during the last few years. The qualities of regional and urban places have become of higher interest to policy makers, and so spatial planning has become more relevant for policy-makers (Healey, 2006, p527). Including a spatial component implies a better way of policy-making, according to Albrechts (2003, p114): *"The focus on the spatial relations of territories holds the promise of a more effective way of integrating economic, environmental, cultural and social policy agendas as these affect localities"*

Strategic spatial planning is an integrated way of planning, as it incorporates the various interests of multiple actors and bears reference to the spatial environment (Salet, 2009; Healey, 2006; Albrechts, 2003). Salet (2009, p243) stresses the importance of strategic interconnectivity in urban developments. Interconnectivity is desirable between layers of decision-making, between cultural and economic domains – and so between the public and private sector- and between decision-makers and inhabitants. More than a plan-making role, the strategic spatial planner fulfils a coordinating and communicating role. In this approach, policies are development-oriented rather than implementation-oriented (Salet, 2009, p247)

#### Policy integration

An interest in policy integration is noticeable in social, economic and physical developments. Planning systems evolve into 'integrated area developments', in which policies are aimed to be horizontally and vertically integrated (Stead & Meijer, 2009, p317). Policy integration is considered as a 'better' way of policy making than non-integrated policies as it would improve the outcomes and thus the quality of life, which is often the policy objective. Arguments for more policy integration are listed below.

Three criteria are described as essential for policy integration, namely comprehensives, aggregation and consistency. Stead and Meijers (2009, p320): *"Underdal (1980) for example identifies three basic criteria for integrated policy making: comprehensiveness (recognising a broader scope of policy consequences in terms of time, space, actors and issues); aggregation (evaluating policy alternatives from an "overall" perspective); and consistency (penetrating all policy levels and government agencies in policy execution."* Strategic spatial planning goes beyond the horizontal and vertical policy integration, as it not only refers to a wider scope of policy-making actors, but also incorporates aspects of the social, cultural and economic domains in society (Healey, 2006, p.528).

Arguments for more policy integration (Stead & Meijers, 2009, p319):

- *"To promote synergies (win-win solutions between sectors)*
- *To reduce duplication in the policy-making process, both horizontally and vertically*
- *To promote consistency between policies in different sectors (horizontal) and at different levels of decision making (vertical)*



- *To improve the achievement of cross-cutting goals or objectives*
- *To give more focus to the achievement of a government's overall goals rather than the achievement of narrower sector-oriented goals*
- *To help promote innovation in policy development and implementation*
- *To encourage greater understanding of the effects of policies on the sectors"*

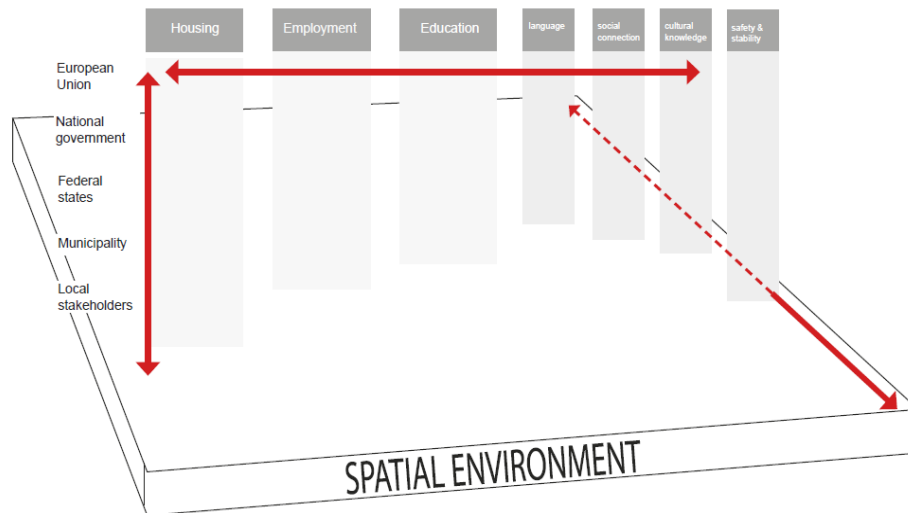


Fig. 11: Strategic spatial planning: vertical and horizontal policy integration, and consideration of the spatial environment

### Spatial strategies

Spatial strategies coordinate governmental interventions around the objectives of territorial developments, and so support the relation between the government, and economy and society. (Healey, 2006, p.528). Spatial planning can steer policies by providing a framework for political, institutional, economic, processual and cultural factors (Stead & Meijers, 2009, p329). Spatial planning also guides policies by developing long-term visions and so setting agendas for urban developments. The allocation of resources in different sectors is then an instrument to achieve integration and to pursue the objective (Healey, 2006, p.528; Stead & Meijers, 2009, p329). Salet (2009, p244) describes spatial strategies in a few steps. First, a future perspective is determined. Second, a set of related projects is selected. Those are interrelated and bear reference to their environment. Third, it is checked which specific conditions – that are circumstances or projects for which the governmental concern is needed - may facilitate the set objectives. The government can then decide to conduct on implementation-oriented activities.

### Institutional and spatial conditions

Spatial strategies can thus contribute to policies by setting the objectives in policy issues – previously described as ‘framing’ - and by setting out approaches for urban developments with spatial and institutional conditions. As strategic spatial planning includes actors in economy and society and takes into account the spatial environment, the framing of urban developments is reliant on dynamic spatial and institutional conditions. The spatial and institutional context are in relation to each other: changing urban patterns on the one hand often cause difficulties for governmental institutions to provide the proper needs, but the fixedness of formal institutional settings on the other hand withhold governmental institutions to respond to developments (Gualini & Salet, 2007, p20). Incorporating both spatial and institutional conditions can be described as a territorial approach. Albrechts (2003, p114): *“A territorial focus also*

*provides a promising basis for encouraging levels of government to work together and in partnership with actors in diverse positions in the economy and civil society”.*

So creating appropriate institutional conditions, and corresponding the institutional conditions to spatial development, is essential for strategic spatial planning. Institutional conditions consist of administrative, statutory, financial or organisational conditions. Determining the right scale of governmental capacity and financial autonomy may require the development of new ‘governmental cultures’ (Gualini & Salet, 2007, p21).

### **Conclusions spatial planning**

- Spatial strategies can contribute to policies by setting the objectives in policy issues and by setting out approaches for territorial developments.
- Spatial planning incorporates various interests of multiple actors and bears reference to the spatial environment.
- Spatial planning seeks for an integral approach for horizontal and vertical integration.
- Strategic spatial planning consists of developing visions, selecting relevant projects relating to the spatial environment and facilitating spatial and institutional conditions.

### **Concepts of self-organisation**

Participation of citizens in decision-making processes has gained interest at places over the entire world and has also become widely adhered tendency within spatial planning. Based on a conviction that citizen participation would lead to more social coherence, quality improvement of the living conditions, economic stability and a better political understanding of citizens, governments rely on the efficacy of citizen participation. Self-organisation is a variant of citizen participation that embraces theories on complexity and therefore provides a new perspective on relations between the government and citizens. The individual ambitions characterize self-organisation and should not be confused with self-governance, which is citizen participation by actions of collective groups detached from the government (Rauws, 2016, p248).

A so-called “*post-structuralist view on space, geography and planning*” underlies self-organisation (Boonstra & Boelens 2011, p108). According to this perspective, spaces and places are seen as open and relational rather than closed and contained. As a consequence, they are considered always to be in relation to other spaces and places elsewhere. An additional consequence is that spaces and places are not just where actions happen (such as housing, traffic, work), they are substances of those actions as well. This way of thinking means that the geographical space is not seen as something that can be controlled or overruled, but that it is part of a so-called “actor-network” (Boonstra & Boelens, 2011, p108). Places, people and institutions are elements that together form a complex society, consisting out of actor-networks.

Complexity theory gives a better understanding of the role of self-organisation by seeing societal process as almost uncontrollable processes that consist of many diverse components and interactions. In addition, the concepts non-linearity, coevolution and self-organisation explain the way in which those interactions between components develop. Non-linearity assumes that processes always change. Coevolution describes the way different systems influence each other. Self-organisation implies that not all processes are controlled by actors and that actors cannot always steer the way they organise. In this way these concepts underline the complexity theory which says that new structures between

or within systems develop due to emergence (Boonstra & Boelens, p109).

The complex processes of self-organisation can be illustrated by the example of a laser (see figure 12). A normal lamp sends diffuse light waves with different amplitudes. In a laser, the glass tube and mirrors cause a great many reflections of the light waves. The atoms of the light waves 'extract' energy from the atoms of other light waves (so there is chaos). After a crucial number of interactions, there is a 'winning' light wave with a certain amplitude. The change of a single, unspecific parameter causes a systematic phase transition. This unspecific parameter is the **control parameter**; this is a random & spontaneous instigator. All lightwaves adapt themselves to that leading amplitude, which is the **order parameter** - a new situation has emerged. The order parameter dominates the order and forces the rhythm. The prevailing rhythm and external elements relate according to a slaving principle. When new atoms are 'shot' into the tube, they first deliver energy to the order parameter and then adapt to the rhythm of the order parameter. So on the on

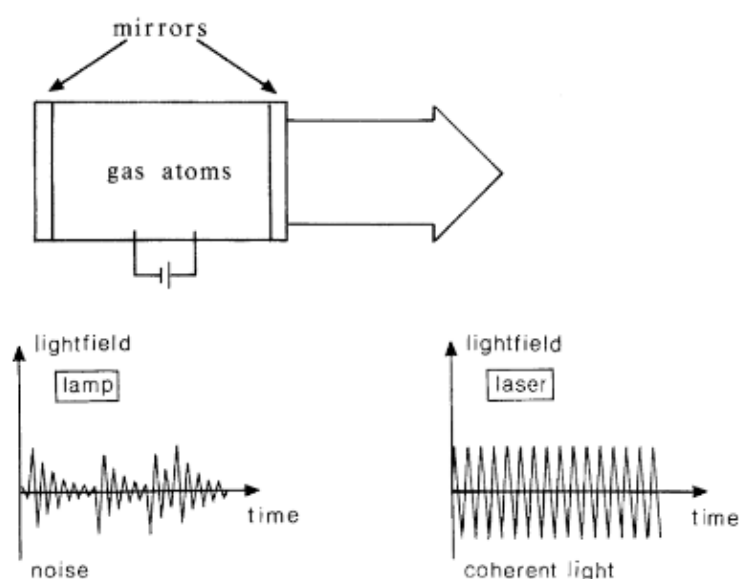


Fig. 12: The emergence of the order parameter in the laser (Portugali, 2012, p54)

hand the order parameter is supported by and exists because of the energies of the individual elements, on the other hand, those elements are subject to the order parameter. This relation is called circular causality. Slowly, the individual elements influence and change the order parameter (Portugali, 2012, p54).

In the context of citizen initiatives, the order parameter is 'stable self-organisation' that interrelated and interactive elements have developed into. In the context of spatial planning, the interactive elements are considered to be spatial and institutional elements. The order parameter thus exists once the initiative has developed from a 'chaotic' situation, in which there was only an idea, into a 'stable' situation, in which there was a self-organisation of institutional and spatial elements.

The example of the laser also explained how the order parameter developed under the influence of control parameters. In the context of spatial planning and citizen initiatives, the control parameters are spatial and institutional elements that have been crucial for the shaping process of the self-organisations (see figure 14 on page 38).

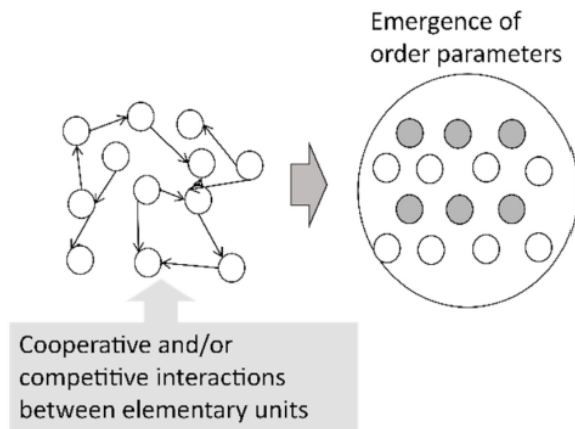


Fig. 13: Explanatory image of the emergence of the order parameter (Tsuda, 2016, p4)

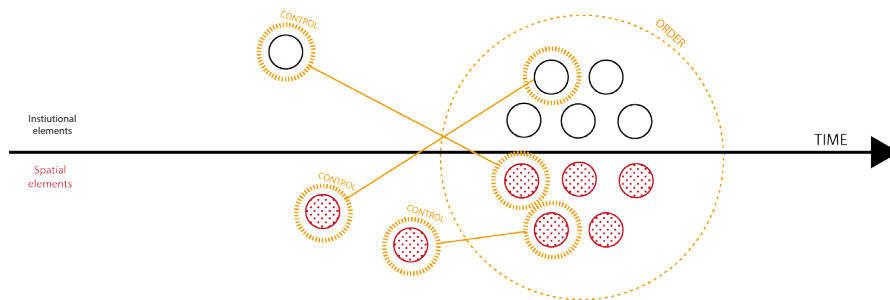


Fig. 14: Control parameters and order parameter in the context of spatial planning and citizen initiatives

### Complementarities between self-organisation and planning

Whereas complexity theory uses self-organisation as a concept to explain processes of emergence in biology, economy and other disciplines, this research focusses on the spontaneous emergence of civic initiatives in urban development. These initiatives emerge without any intention for collective action and the effects of the initiatives cannot be predicted (Rauws, de Roo & Zhang, 2016, p242). The initiatives are driven by the ambitions of individuals who have innovative ideas and try to break with the standards. The effects of their actions are unpredictable; the initiatives are processes of trial and error of which some succeed with high effects on urban development and develop into social or spatial patterns, but some strand and disappear (Uitermark, 2015, p 2306; Rauws, de Roo & Zhang, p242). Individual actions as instigators for urban development make self-organisation a phenomenon that is deeply rooted in the context and place of emergence (Hasanov & Beaumont, 2016, p2016).

Citizens thus contribute to urban development by initiatives that spontaneously come from themselves, which contradicts to the profession of planners. Self-organisation initiatives emerge in civil society and the state is in fact an outsider of this system (Uitermark, 2015, p2303). However, governments are interested in giving self-organised initiatives a bigger role in urban development. The convenience of self-organisation as a serious shareholder in planning comes from the simple fact that full control is impossible; uncertainties have always existed in reality (Rauws, de Roo & Zhang, 2016, p245). In order to include uncertainties of self-organisation, planners must find a way to incite or to steer the actions of citizens (Rauws, de Roo & Zhang, 2016, p245).

Complexity theory relies on concept of networks rather than dialectical relations. The traditional concept that

governance and planners on the one hand are opposed to citizens on the other hand is substituted by the idea that there are multiple planning systems that consist of different actors. In this way initiatives of self-organisation do not in fact counteract governmental planning, but can operate in addition to the governance. There can be different planning systems at the same time, that again relate to each other. The relation between all those systems increases the complexity. A characteristic of self-organisation by citizens is that they are in control of the actions they take, but not of the consequences that those actions have. Thus, there is an unforeseen output of self-organisation that influences other planning and societal systems as well (Boonstra & Boelens, p108).

Boonstra & Boelens (2011, p113) state there are two roles that planners and governments should take within self-organisation of citizens: they can either facilitate the process of self-organisation, or be a heterogeneous actor related to the concerning system. A similar proposal for the role of the state in self-organisation is given by Rauws, de Roo & Zhang (2016, 246), who state that the state can either guide self-organised processes, or they can actively intervene. The relation between planning and self-organisation is challenging for the reason that self-organisation on the one hand often emerges in situations in which the state is short in policies, but on the other hand often depends on the support of the state (Uitermark, p2310). In other words, there should be a balance between governmental control and room for spontaneous initiatives (Uitermark, 2015, p2311).

### **Spatial and institutional conditions for self-organisation**

Research on initiatives in urban development has shown that strong underlying networks, which facilitate the right institutions or spatial conditions, are of high importance to the eventual 'spontaneous' emergence of an initiative (Uitermark, 2015, p2306; Rauws, 2016, p351). Those networks explain why certain initiatives occur at the one place, but not at the other. Such examples suggest that spatial and institutional conditions influence the process of self-organisation, and so the development of order parameters. Spatial and institutional conditions could function as a control parameter; instigators for the appearance of a self-organisation. With an improved understanding of the conditions that support self-organisation, it will be easier to provide the conditions and so steer self-organisation to a certain extent. However, literature about those conditions is not well-developed yet. This research explores the spatial and institutional (in the case-study called: organisational) conditions under which self-organisation exists and emerges, and which will be applied in the design of a spatial planning strategy.

### **Conclusions self-organisation**

- In self-organisation, an order parameter emerges from a chaotic situation of interacting elements.
- Self-organisation has a good understanding of the local context.
- Planners can either facilitate self-organisation, or be a heterogenous actor related to the concerning system.
- Spatial and institutional conditions can influence self-organisation, but how exactly is not clear yet.

### 3.4 Propositions on the interrelations between integration policies and self-organisation

The previous sections have constructed a theoretical understanding of refugee integration, integration policies, spatial planning and self-organisation. The theoretical framework concludes in propositions as far as the interrelations between integration policies and self-organisation are concerned.

#### Complementarities between self-organisation and integration policies

Literature about the integration process has shown that integration is an integral process, which simultaneously occurs in multiple domains in society. Literature about integration policies has explained that integration policies face complications when they are implemented, because of the involvement of actors in multiple domains and levels. Literature about policy integration and spatial planning together indicate that spatial strategies have a relevance for integration policies, because refugee integration is an integral issue and because spatial planning seeks for ways for integral approaches that include horizontal and vertical integration. Besides, it takes the spatial environment into account.

Literature about spatial planning and self-organisation has explained that self-organisation has a relevance to spatial planning because of its proper understanding of the local spatial context. Self-organisation can therefore complement to integration policies, which have a lack of spatial consideration. Interrelating self-organisation with integration policies will develop more integral approaches to facilitate refugee integration. These approaches correspond to the theoretical definition of the integration process in a better way and consider the spatial environment.

#### Supportive conditions for the interrelation between integration policies and self-organisation

Literature about the concepts of self-organisation has clarified how self-organisation develops because of the interactions between interrelated elements, under the influence of a few crucial instigators; 'control parameters'. In the context of citizen initiatives and spatial planning, self-organisation is described as a process that starts with an idea

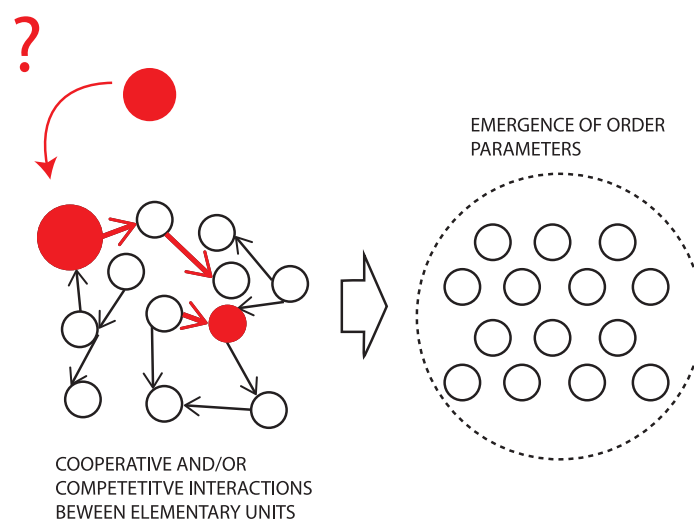


Fig. 15: This research explores the spatial and organisational conditions that are influential for the development of the order parameter.

and develops into a stable situation of spatial and institutional elements. Literature about strategic spatial planning describes how spatial and institutional conditions can support the objectives of spatial planning. Whereas self-organisation is a complex and spontaneous process, spatial planners can play a role in self-organisation by facilitating institutional or spatial conditions. If it is known what spatial and institutional conditions are crucial for the development of self-organisation, planners can facilitate those conditions in order to enlarge the role of self-organisation.

This research contributes to the understanding of the spatial and institutional conditions\* that support self-organisation, by analysing spatial and institutional conditions for initiatives in refugee integration in particular. It will be taken into account that refugee integration is an integral process that takes place in multiple domains. As a consequence, the complementarity of self-organisation for integration policies will be considered per domain.

*\* 'Institutional' and 'organisational' conditions are synonyms. From now on, this research indicates 'institutional conditions' as 'organisational conditions'.*







# CASE STUDY ANALYSIS



### **The case study analysis will...**

...analyse existing integration policies and self-organised initiatives in the case of Rotterdam. The case study analysis portrays the theoretical propositions about the interrelations between integration policies and self-organisation, stated in the theoretical framework, in the context of Rotterdam in order to draw lessons from practice.

The analysis on integration policies is held relatively short, whereas the analysis on self-organisation embraces both the thematic and the in-depth case analysis. The analyses on self-organisation aim to unravel common patterns & characteristics of existing self-organised initiatives for refugee integration, and influential parameters on the development process of those initiatives. Those results will form a first understanding of supportive conditions for self-organisation, that are further developed in the design chapter.

### **The case study consists of...**

... the methodologies and results of the three case analyses; the analysis of integration policies, thematic analysis and in-depth case study analysis.

# Introduction case-study analysis

## Funnel structure

The case-study analysis for Rotterdam has been done in a context that narrows down as the analysis progresses and deepens into the analysis of influential conditions for self-organisation. This funnel structure will allow to relate detailed findings of supportive conditions for self-organisation with the wider context of integration policies.



### The Netherlands - Rotterdam

Current integration policies that apply to Rotterdam have been analysed by policy document analysis. Analysis has been done on the basis of the themes domains, actors and spatial interrelations.

### Randstad municipalities

Eleven initiatives in Randstad municipalities have been analysed by an explorative approach. Within the themes domains, actors and spatial interrelations, it has been analysed what common characteristics and patterns are among the initiatives.

### Rotterdam

Three of the initiatives of the thematic analysis that are located in Rotterdam have been analysed in-depth concerning the development process. On the basis of semi-structured interviews with both the initiator and an involved municipal actor, it has been analysed what spatial and organisational elements had been influential for the development of the initiatives.

## Domains of integration

The analysis refers to the domains of integration, which have been defined in the theoretical framework before. Whereas the theoretical definitions of the domains were quite conceptual, the brief descriptions below explain in what way the domains of integration give meaning in the case-study analysis of Rotterdam.

### Housing (HO)

The housing domain concerns housing of status holders: where they are housed, in what kind of buildings, with whom. Actors in the housing domains are housing corporations, the 'Centraal Opvang Asielzoekers' (COA), municipalities and the national government.

### Language (LA)

The language domain concerns the proficiency of status holders of the Dutch language. Actors in the language domain vary between the national government, municipalities and commercial language schools.

### Employment (EM)

The employment domain refers to employment opportunities for status holders in the widest scope of the term: jobs, internships, volunteering work, development of employment skills. Actors that operate in this domain can be companies of all sizes: entrepreneurs or other professional workers.

### Social connection (SOC)

The social connection domain concerns the social relations between status holders (the 'newcomers') and Dutch inhabitants ('the receiving society'): conversations, meetings, friendships. Actors in this domain are mainly status holders and inhabitants themselves.

### Education (ED)

The education domain embraces formal education for status holders on all levels: primary school, high school, higher education (Higher Vocational Education) and MBO schools (Intermediate Vocational Education). Special programmes for status holders within these education systems are included.

### Cultural knowledge (CUK)

The cultural knowledge domain specifies on the knowledge of status holders about the Dutch culture, and the exchange of culture between status holders and Dutch inhabitants. Actors in this domain are mainly status holders and inhabitants. Governmental actors are included as well.



# Integration policies facilitating refugee integration in Rotterdam

# 4

The case-study analysis starts with an analysis of integration policies in Rotterdam. Since Rotterdam is located in the Netherlands, the city relies on policies that are conducted by the Dutch national government. Additionally, the municipality of Rotterdam conducts integration policies as well. For the analysis of integration policies, documents of both the Dutch government and the municipality of Rotterdam have been collected and analysed. The analysis embraces the themes domains, actors and spatial interrelations, and will conclude on implications and challenges of integration policies in Rotterdam.

This first section analyses what policy concepts and actors originate in Dutch integration policies, in order to understand the context of integration policies for Rotterdam. The second section analyses what actors are part of Rotterdam integration policies and to what domains of integration they relate, so that it can be concluded how integration policies correspond to the integration process of status holders. Finally, it has been analysed how Dutch and Rotterdam integration interrelate with the spatial environment. The interrelations between policies and geographical locations of employment opportunities, educational opportunities and cultural characteristics give an insight in the extent in which integration policies in the Netherlands bear reference to the spatial environment.

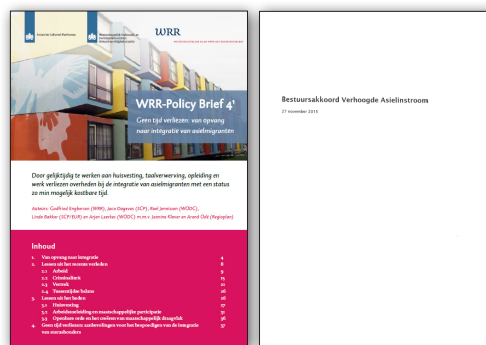


Fig. 16: Policy documents on integration of the Dutch national government



Fig. 17: Policy documents on integration of the municipality of Rotterdam

## 4.1 Policy concepts and actors in Dutch integration policies

When refugees arrive in the Netherlands, they are governed by Dutch regulations. In order to apply for Dutch citizenship, refugees go through a procedure in which they start as 'asylum seekers' and become 'status holders'. After having received the status, it takes at least five years before status holders can become Dutch citizens. In order to support status holders with starting their lives in the Netherlands in this time period, the Dutch national government conducts integration policies.

### Asylum procedure: from asylum seeker to status holder

Once asylum seekers arrive in the Netherlands, they can apply for asylum at the Immigration- and Naturalization Office (IND) in Ter Apel. Six days after registration, the asylum procedure will start with hearings of the applicant. Based on those hearings, the IND decides if the asylum seeker may receive an asylum permit. The prerequisite is that the asylum seeker has legitimate reasons to fear becoming a victim of armed conflicts, for being prosecuted based on religion, political convictions, sexual preferences or being part of a certain ethnical or social group, or for being subjected to inhuman treatments such as torture or the death penalty (Rijksoverheid, 2016).

The research executed by the IND has two possible outcomes: either the IND concludes that protection is not needed and the asylum seeker will be sent home, or the IND concludes that protection is needed and the asylum seekers receives the asylum permit; a residence permit for the Netherlands for five years. This residence permit may be withdrawn if the situation in the country of origin improves during these five years. The acknowledgement of legitimate reasons for the asylum application defines the asylum seeker as a 'refugee'. At the same time, the handover of an asylum permit officially 'turns the asylum seeker into a status holder (Rijksoverheid, 2016).

During the period of asylum application, the asylum seekers are sheltered in central reception centres of the Central Body Asylum Seekers (COA), which is an independent body under the responsibility of the Ministry of Security and Justice (Ministerie van V&J). Once the residence permit has been received, the status holders are linked to a municipality

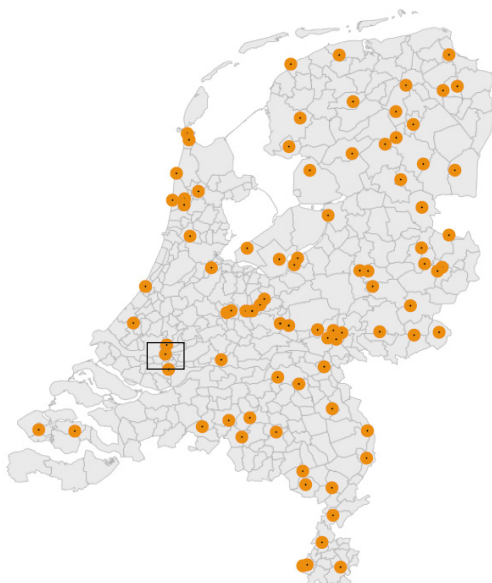


Fig. 18: Reception centres in the Netherlands and the reception centre in IJsselmonde, Rotterdam

by the COA. This will have to be done within fourteen days. Then the designated municipality has another twelve weeks to arrange housing for the status holders. Besides the allocation of a house, the residence permit enables status holders to work in the Netherlands and status holders will be obliged to follow the naturalization procedure of the Ministry of Education, Culture and Science (Ministerie van OCW). Passing the naturalization exam ('inburgeringsexamen') is required to obtain a residence permit for an indefinite period (Rijksoverheid, 2016).

### Dutch integration policies: housing and naturalization

The current policies of the national government pay specific attention to status holders' naturalization in their new home country. This approach is closer to the 'assimilation policy concept' than the 'multicultural policy concept'. Status holders follow courses on Dutch culture, learn the Dutch language and take a naturalization exam. The exam is the most formal instrument of the government for naturalization; passing the exam is a prerequisite to obtain the permanent residence permit. Status holders are responsible for the preparation of the exam themselves, but they are allowed to finance these courses via a DUO loan (Rijksoverheid, 2016; Ministerie van Binnenlandse Zaken en Koningsrelaties, Ministerie van Sociale Zaken en Werkgelegenheid, Ministerie van Wonen en Rijksdienst et.al., 2015).

In addition, the national government conducts extensive integration policies on housing. Once refugees have entered the Netherlands, they are received in reception centres and stay there during their asylum application procedure. After the asylum procedure, the government coordinates the housing of status holders. The governmental organisation 'Centraal Orgaan Asielopvang' assigns status holders to municipalities. The 'matching' of status holders and municipalities is done proportionally; the percentages of status holders correspond with the number of inhabitants of the municipalities (see figure 19). This so-called 'taakstelling' gives municipalities the assignment to provide housing for status holders and so municipalities become responsible for housing. If municipalities experience difficulties with this, the policy instrument

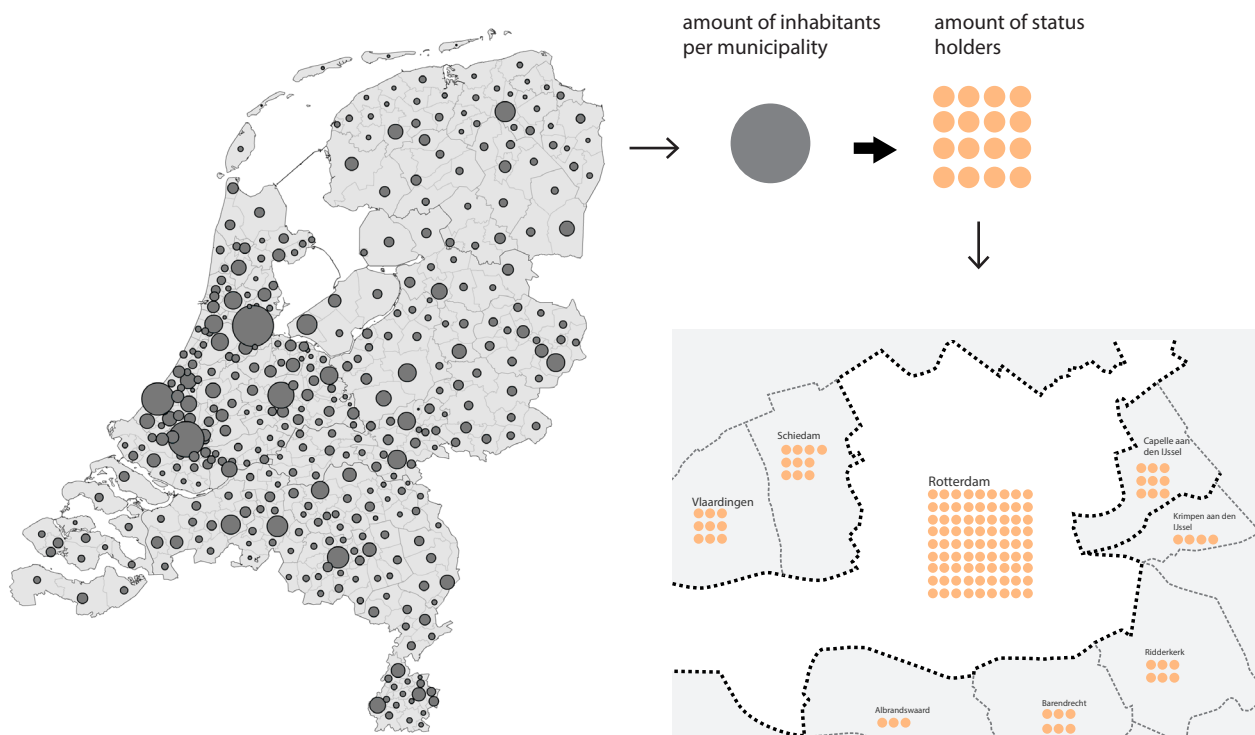


Fig. 19: 'Taakstelling': number of status holders corresponds to the number of inhabitants per municipality



'Gemeentelijk Versnelling Arrangement' allows municipalities to (max. 2 years) house status holders temporarily in non-residential buildings. Some municipalities have made use of this regulation; others have not (Rijksoverheid, 2016; Ministerie van Binnenlandse Zaken en Koningsrelaties et.al., 2015).

Integration policies in the domains employment and education, such as job-finding-processes and education, exist less frequently. Generally, status holders are subject to the regular market and educational system in the Netherlands.

## 4.2 Domains and actors in Rotterdam integration policies

Being located in the Netherlands, the municipality of Rotterdam falls under the Dutch integration policies, and therefore implements the 'Taakstelling' that is directed by the national government. The municipality however conducts integration policies itself too. The complementary approach of the municipality of Rotterdam is to house status holders in houses on the regular social housing market. Housing corporations in Rotterdam are commissioned to find suitable houses for status holders. The municipality of Rotterdam carries out an additional policy for housing; status holders should be distributed all over the neighbourhoods of Rotterdam, except the 'Rotterdamwetwijken' (see figure 20). Preferably, they should preferably be placed in economically thriving neighbourhoods (Gemeente Rotterdam, 2016).

Although the municipality of Rotterdam has constructed the 'Rotterdamse Aanpak Statushouders 2016- 2020', the municipality is quite explicit on this issue; it does not conduct extensive policies on the integration of status holders. Rotterdam conducts 'mainstream' policies and will not make exceptions for status holders. Nevertheless, the municipality of Rotterdam does put effort into integration and conducts integration policies, in which status holders are included (Integratie010). These integration policies focus on everyone that is vulnerable because of a migrating background, language proficiency, sexuality, sexual preference or other reasons. The integration policies consists of supporting programmes for language, informative programmes on discrimination and emancipation, and programmes on the quality of education. The municipality of Rotterdam thus prefers general policies that include everyone (Gemeente Rotterdam, 2015; Gemeente Rotterdam, 2016).

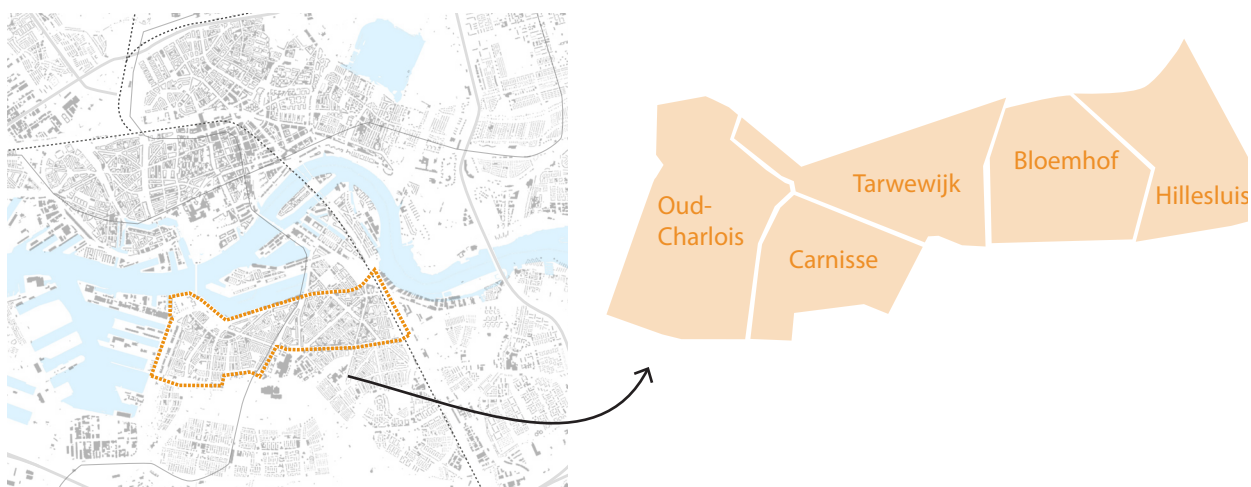


Fig. 20 : 'Rotterdamwetwijken': areas in which status holders may not be housed in Rotterdam according to the housing policy of Rotterdam.

However, these inclusive policies have consequences for this specific group of status holders. For example, status holders are often dependent on a benefit ('uitkering'), especially in the first period after arriving in the Netherlands. One of the rules that apply to the status holders above the age of 30 is that, in order to be entitled to a benefit, all jobs that are offered must be accepted. For these status holders, it is hard to follow education with this duty of employment. As a result, a lot of municipalities make an exception on this rule for status holders, and so offer them the opportunity to accomplish a Dutch degree by allowing status holders above the age of 30 to follow education (UAF, 2016). The municipality of Rotterdam explicitly chooses not to make this exception for status holders.

So in Rotterdam, integration policies apply that have been constructed by the national government, and are complemented by policies of the municipality of Rotterdam. Together with housing, integration policies of the national government apply that have objectives for cultural knowledge and Dutch language proficiency. In addition to those national policies, the municipality of Rotterdam, conducts policies on language as well. Although not specifically focussing on status holders, Rotterdam supports people that have difficulties with Dutch language. Language is thus an objective that is addressed on both a national as a city scale.

In figure 21, it is shown that the current integration policies in Rotterdam do not cover all the domains of the integration process. Although the importance of employment and education is mentioned in policy documents, few policy measures are taken to support integration in the domains of employment and education, neither by the national government nor the municipality of Rotterdam.

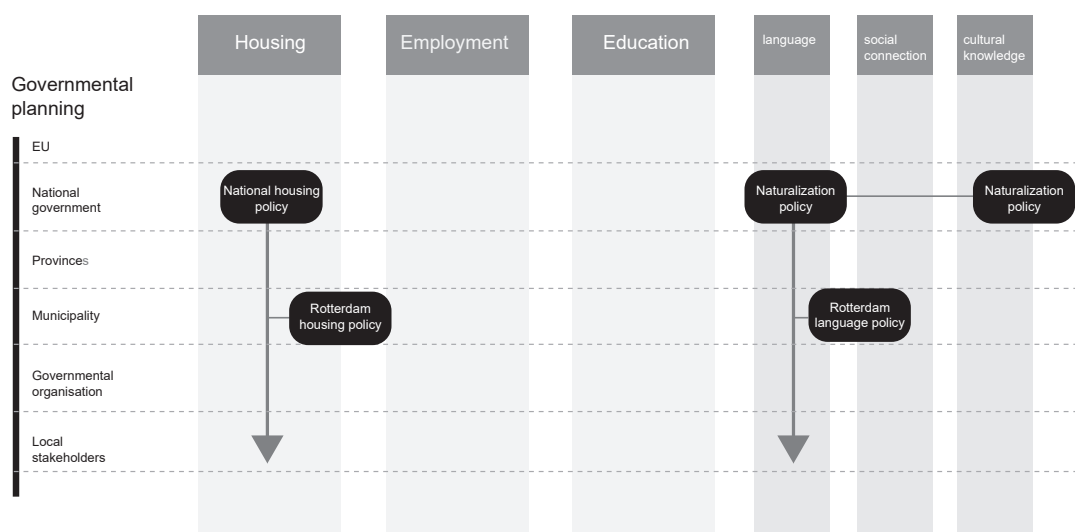


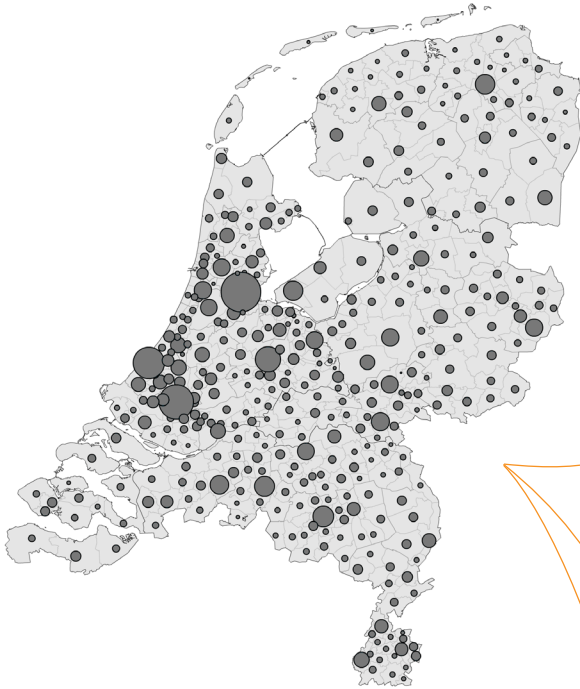
Fig. 21: Current integration policies for Rotterdam, placed in the domains of integration

### 4.3 Spatial interrelations and implications of Rotterdam integration policies

The integration policies of the Dutch national government and the municipality of Rotterdam described above are conducted from governmental perspectives. The decision of the national government to allocate status holders proportionally according to the size of municipalities, is understandable for the reason that housing markets can become overstrained when significant numbers of status holders concentrate in one city. Besides, the decision is understandable for the reason that large changes in the socio-economic structure of areas are to be avoided, which takes away a fear of socio-economic problems. However, the implementation of this 'spreading'-policy brings along some complications. First, status holder's choice to live wherever they want is denied. Beyond the fact that a fundamental right of freedom is

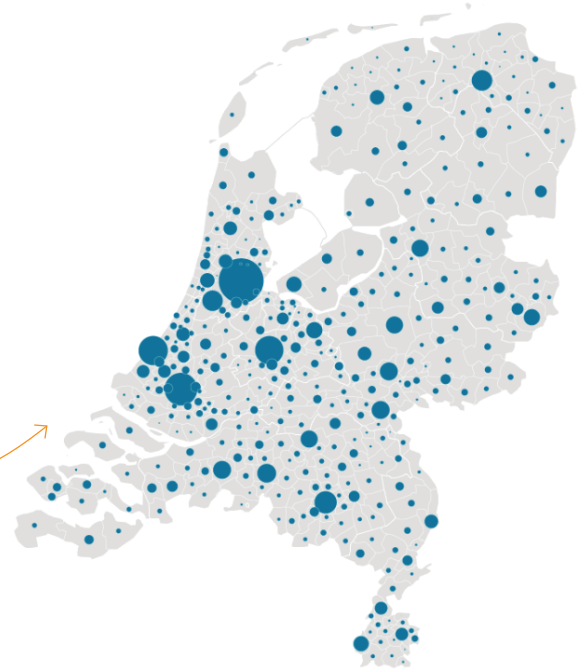
### Housing

Status holders per municipality.



### Employment

Jobs per municipality.



### Education

Universities in the Netherlands



### Cultural knowledge

Non-western population in the Netherlands

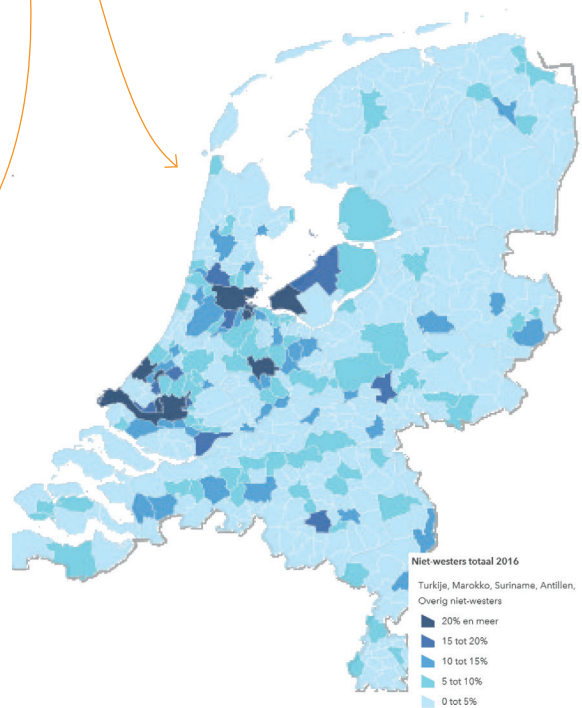


Fig. 22: Spatial manifestation of domains of integration in the Netherlands. Source: cbs.nl, clo.nl

abolished, this policy has consequences for status holders' integration in other domains. Although integration of status holders in the housing domain has been solved, integration in the other domains is still challenging. In fact, the policy may even counteract the integration process of status holders. The analysis on interrelations between policies and the spatial environment will explain these contradictions further.

Housing status holders is a spatial activity; status holders are assigned to a place. These places have spatial contexts that relate to spatial elements of all domains of integration. Those elements are for example employment opportunities (jobs), educational opportunities (schools, universities) or demographics (socio-spatial data). According to the national housing policies, status holders are distributed among municipalities. However, there is no matching between status holder and municipality based on personal screening. The allocation might not match with the job opportunities for the status holder, or with the educational opportunities that are present at those locations. The lack of matching between status holder and municipality based on personal screening might have consequences for cultural integration, for example for the social connections that status holder will build at that location. The demographic composition of neighbourhoods can influence integration in the domains social connection and cultural knowledge. Those interrelations with the spatial environment have consequences for integration of status holders in the concerning domains (see figure 22).

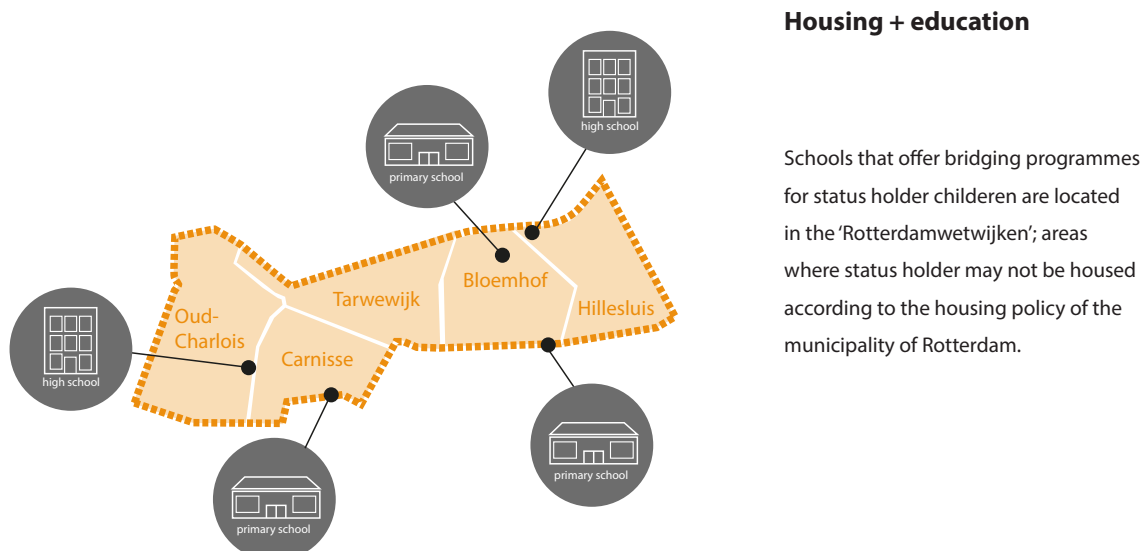


Fig. 23: Implication of housing policies in the education domain. Source data: rotterdam.nl/netnederlandschool

An example of an interrelation between the housing policy and educational opportunities is found in Rotterdam (see figure 23). The municipality of Rotterdam has a complementing policy to the national housing policy, which is not to house status holders in the so-called 'Rotterdamwetwijken'. However, the primary schools that offer bridging programmes for status holder children are located in 'Rotterdamwetwijken'. This example shows that housing policies do not always consider the spatial environment of other domains than the housing domain.

## Conclusions analysis integration policies

The lack of correspondence between the spatial impacts of integration policies in one domain with the desirable spatial conditions in the other domain, is a complication of integration policies in Rotterdam. Although this project does not research the exact consequences of the policy for integration in other domains, it highlights the interrelations between policies in one domain with the spatial environment in other domains. In the Netherlands, the predominance of housing policies adversely affects integration for status holders in other domains, that are not much considered. As previously described, integration is an integral process that happens in multiple domains. The simultaneous processes in multiple domains emphasize the importance of spatial consideration in policy-making, and so the relevance of spatial planning.

The continuation of the case-study analysis focusses on the role of self-organisation in integration policies. Spatial planning and self-organisation will be researched as approaches for integration policies in Rotterdam, in order to correspond with the integration process of status holders in a better way. The next chapter will analyse existing self-organised initiatives that facilitate integration, and will conclude on factors that are relevant for spatial planners when interrelating self-organisation with integration policies.

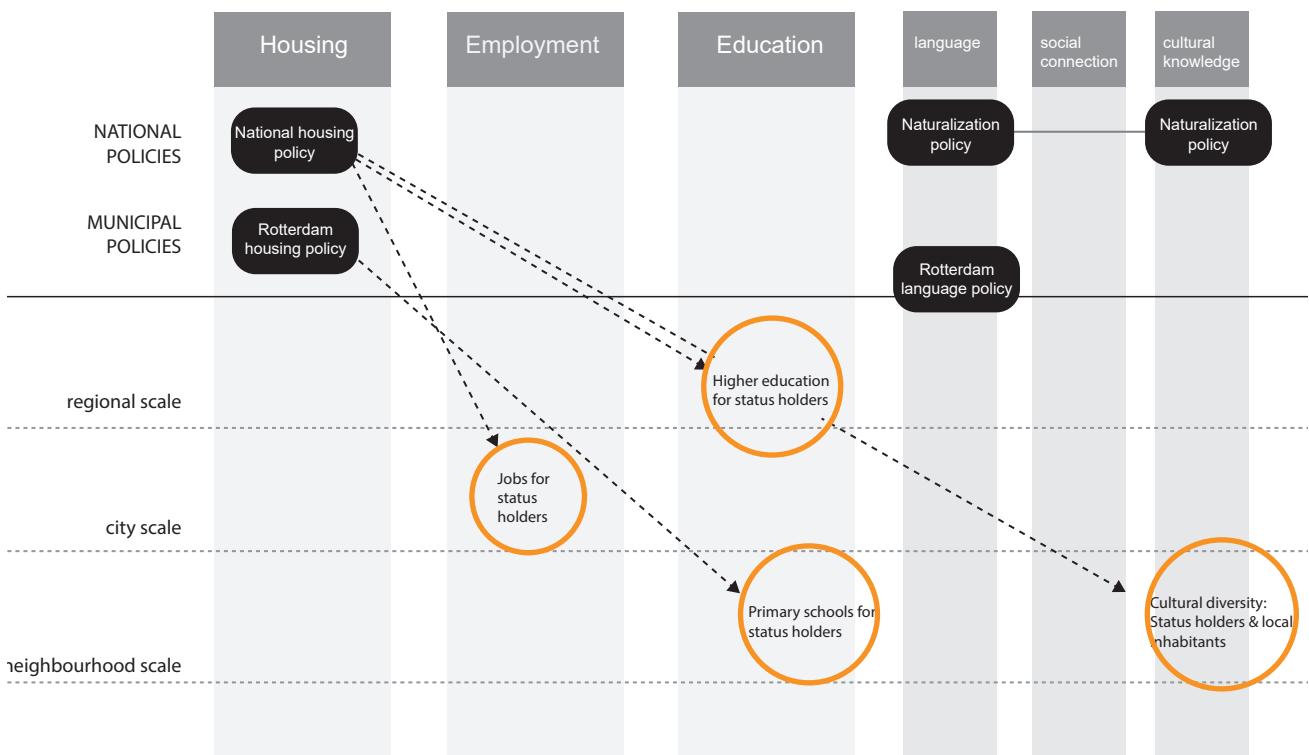


Fig. 24: Spatial implications of current integration policies in other domains

# Self-organisation facilitating refugee integration in Randstad municipalities - thematic analysis

# 5

The analysis of integration policies in Rotterdam has shown that the effectiveness for the integration of status holders is under discussion, because the policies do not always take the spatial environment into account and sometimes have implications in the spatial environments of other domains. The research therefore considers spatial planning and self-organisation as approaches in integration policies. At the moment of the refugee crisis in 2015, many citizens undertook action to welcome refugees in the Netherlands, apart from the existing integration policies of the government. Self-organisation of citizens has shown to contribute to the facilitation of refugees in the Netherlands successfully, and is considered a promising approach for integration policies.

Since not much research has been done yet about the interrelation between self-organisation and integration policies, the case-study analysis will learn from practice by an exploratory analysis of existing self-organised initiatives in Randstad municipalities. The spatial and organisational conditions under which the self-organised initiatives exist will be explored. Those conditions will be used by spatial planners for the design of a spatial planning strategy to interrelate self-organisation with integration policies.

## 5.1 Themes: domains, actors and spatial interrelations

The thematic analysis focuses on the three themes domains, actors and spatial interrelations. Analysis of the domains will show how self-organisation corresponds to the integration process of status holders. Analysis of actors and spatial interrelations will describe under which spatial and organisational conditions the self-organised initiatives exist.

In the theoretical framework, strategic spatial planning was introduced as a convenient approach for integration policies, because it considers both organisational and spatial sides of policy issues. By facilitating organisational and spatial conditions, strategic spatial planning is assumed to achieve future visions. By exploring the themes actors and spatial interrelations, the thematic analysis explores the organisational and spatial conditions of self-organisation, so that those can be applied in a spatial planning strategy later to interrelate self-organisation with integration policies.

## 5.2 Methodology thematic analysis

Eleven initiatives in Randstad municipalities were analysed by an exploratory approach. Guided by the three themes, the initiatives were observed with an open perspective. All observations that related to the themes, were noted and described, after which common patterns and characteristics among the eleven initiatives were analysed. The analysis was an iterative process, so that the observations were alternately reflected and redone. Finally, the analysis led to a list of factors that are spatial and organisational conditions of existing self-organised initiatives.

### Selection of initiatives

The selection of initiatives for the thematic analysis was made based on four criteria. The first criterion is that the initiatives aim to contribute to the integration of status holders, as the eventual aim of this project is improve integration of status holders. The second criterion is that there must be 'self-organisation'. Here self-organisation is interpreted as initiatives by non-governmental parties. The initiatives are neither initiated by long-existing professional organisations, as this project focuses on self-organisation by citizens. The third criterion is that the initiatives emerged in the period around the refugee crisis in 2015, so that the initiatives have developed in a similar context as the context of this report. The fourth criterion is that the initiatives are located in the Randstad.

### Number of initiatives

The thematic analysis concentrates on qualitative research, in which supportive conditions for self-organisation are explored rather than quantitatively proven. An number of eleven initiatives leaves enough room for a thorough analysis of each initiative and still embraces a diverse group of initiatives.

Although the total number of initiatives analysed is eleven, not all factors are applicable to all initiatives. For example, the number of initiatives for the analysis of actors was reduced to seven only, because not all initiatives had sufficient data about actors available. The non-residential building descriptions have only done for the initiatives that make use of a non-residential building. Per factor, which initiatives were taken into account has been indicated.

### Method data collection

Data was collected by internet research of the webpages of the initiatives and complemented by annual reports and site visits. For the selection of the initiatives, the following websites which provide an overview of self-organised initiatives for refugee integration in the Netherlands were used: [www.werkwijzervluchtelingen.nl](http://www.werkwijzervluchtelingen.nl) (Sociaal-Economische Raad, 2016) [www.kis.nl](http://www.kis.nl) (Kennisplatform Integratie & Samenleving, 2016). Both of these websites advice policy-makers in the Netherlands and thus are reliable resources.

### Method data analysis

Data was analysed by noting the observations in tables per factor. The characteristics that have been observed with the initiatives, have been ticked in the tables. The characteristics are counted and the total number is shown in the final row or column. By this way of noting, the common characteristics among the eleven – or even fewer – initiatives become visible. The results has been written underneath each table (see figure 25).

1.1 Main domain of interests

	1	2	3	4	5	6	7	8	9	10	11	Total
Housing		■		■								2
Employment					■			■				3
Education						■				■		2
Language	■											1
Social connection			■				■				■	4
Cultural knowledge												0

**Result:** Initiatives have main interests in all domains, except the domain cultural knowledge.

Fig. 25: Example of table used in the thematic analysis

The results of the thematic analysis are described by text and images. The text refers to the tables that were used for the analysis, which are assembled in the end of the chapter (see page 72-77).



## 5.3 Self-organised initiatives: activities and locations

Before the results of the analysis are presented, this section introduces the eleven initiatives. Per initiative, the main activities will be described, how status holders are involved, by whom it was initiated and at what place the initiative operates. This overview functions as an introduction to the analysis that follows later.

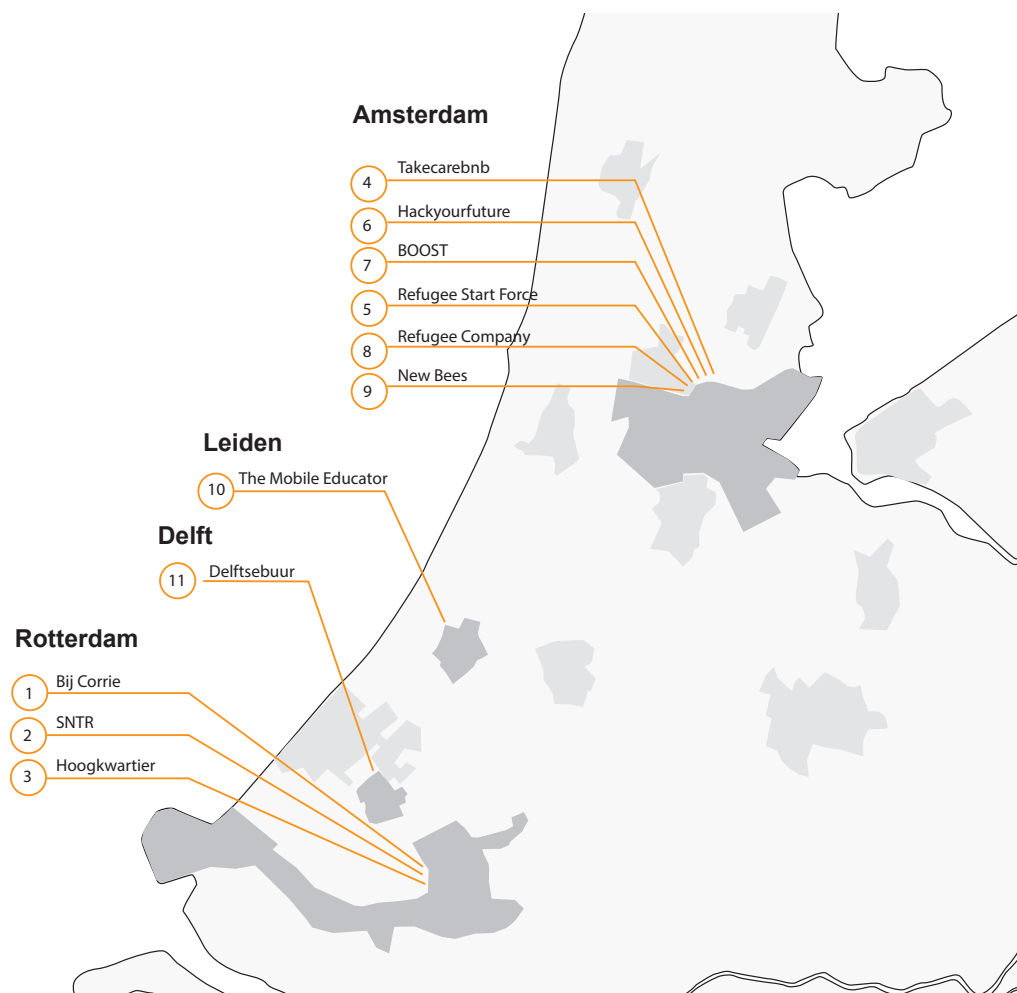
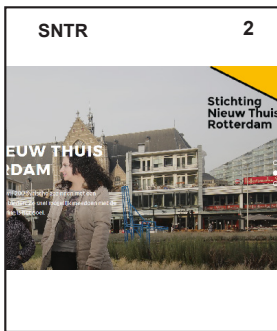


Fig. 26: Locations of initiatives of the thematic analysis

### 1. Bij Corrie - Rotterdam

Bij Corrie is an initiative that offers language lessons for people learning Dutch, among which the status holders mentioned earlier. The lessons are given by Tornante, a commercial organisation, that generates capital for Bij Corrie. At the same time, Bij Corrie functions as a 'living room' for inhabitants of the neighbourhood, where everybody is welcome to walk-in. It also has a workshop, where people sew, fix bikes and work on other productions. In this way, Bij Corrie activates unemployed people and contributes to the social cohesion of the neighbourhood. The initiator is a woman whose mother was socially involved in Hillesluis, and so the initiative started with a location in Hillesluis. At the moment, Bij Corrie is situated on three locations in the area of Rotterdam; in Hillesluis, in Oude Noorden and in Vlaardingingen (Bij Corrie, 2017).



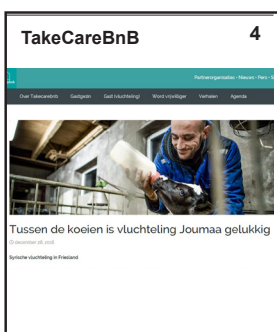


## 2. SNTR - Rotterdam

Stichting Nieuw Thuis Rotterdam (SNTR) is an initiative that organises the housing of 200 Syrian families by buying houses for them in Rotterdam, complementary to governmental housing procedures. Besides, SNTR helps those families learning Dutch with the support of 'language buddies'. SNTR also helps with the integration into the Dutch bureaucracy, school system and labour market by organising informative sessions and with the help of personal coaches. SNTR is an initiative of Stichting de Verre Bergen, which is a philanthropic foundation supported with the capital from a billionaire family in Rotterdam. The houses of SNTR are scattered over the entire city of Rotterdam, but the building of SNTR is centrally located in the city centre. All activities of SNTR and the effects on integration are being researched by researchers at the Erasmus University (SNTR, 2017).

## 3. Hoogkwartier - Rotterdam

Hoogkwartier is an initiative that aims to upgrade the physical environment of a particular neighbourhood in the city centre of Rotterdam, and to give that neighbourhood more identity. The name 'Hoogkwartier' was given to the neighbourhood and activities are organised to stimulate social cohesion among the inhabitants of the neighbourhood. Additionally, a website about the inhabitants functions as an important communicator. When 30 status holders were housed in the neighbourhood, they were immediately included in the activities of Hoogkwartier. Hoogkwartier was initiated by an individual and the initiative is now organised by a small group of inhabitants (Hoogkwartier, 2017).



## 4. Takecarebnb - Amsterdam

Takecarebnb is an initiative that accommodates status holders in houses of host families, in the period that status holders have not received a house from the regular system yet. During a temporary three months' stay it is expected that status holders obtain experiences about Dutch culture and receive support with the Dutch language. Host families are given the opportunity to contribute to integration of refugees in a concrete way. Takecarebnb operates from an office in the Inclusion Cluster in Amsterdam, but organises stays in host families all over the Netherlands (Takecarebnb, 2017).

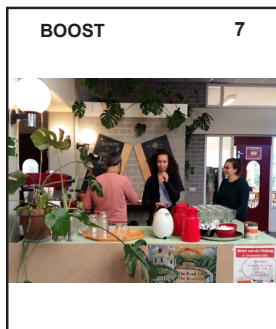
## 5. Refugee Start Force - Amsterdam - Amsterdam

Refugee Start Force is an initiative that creates network-groups in which job openings, volunteering openings, internships, enterprising advices, trainings, experiences and other opportunities are offered and exchanged. In addition, Refugee Start Force has language and coffee groups in order to create networks between status holders and Dutch inhabitants, with the aim to help status holders with the Dutch language and to stimulate social interaction. Refugee Start Force was initiated by an individual and operates from an office in the Inclusion Cluster in Amsterdam, but includes status holders, companies and other partners with a regional scope. Refugee Start Force won the ASN Bank Wereldprijs in 2016 and received a lot of media attention (Refugee Start Force, 2017).



### 6. Hackyourfuture - Amsterdam

Hack Your Future is an initiative that offers a six-month training-program that teaches status holders computer programming. After finishing the program, Hack Your Future helps status holders to find a job. The lessons are given in a building in Amsterdam once a week, and status holders are expected to study on their own for the rest of the week. For that reason, status holders that are not housed in Amsterdam are also able to participate in Hack Your Future. Hack Your Future was initiated by a few individuals, but now works with a team of 35 voluntary teachers, who are professional developers (Hackyourfuture, 2017).

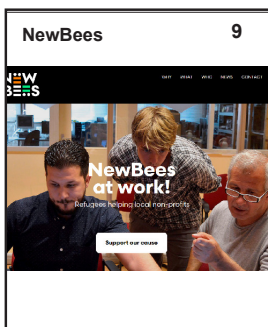
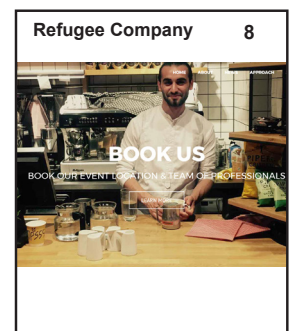


### 7. BOOST - Amsterdam

BOOST is an initiative that organises social meetings between status holders and local inhabitants, and provides language lessons for status holders, given by volunteers. BOOST also organises social activities and courses, for example in cooking, cycling or working with computers. In addition, BOOST organises voluntary guides to support status holders with finding a job. Most activities take place in the building of BOOST, which is a transformed school building in Amsterdam. This building has classrooms, a coffeebar, a kitchen and a large social area. BOOST was initiated by an inhabitant in the neighbourhood (BOOST, 2016).

### 8. Refugee Company - Amsterdam

Refugee Company is an initiative that creates and manages job opportunities for status holders, mainly in the creative sector. In the 'Design Agency' of Refugee Company, artists and designers do jobs for clients, for example graphic design or fashion design. Besides, Refugee Company offers jobs for the design and catering of events and other one-time jobs in the working field of status holders. The Refugee Company is located in the creative 'broedplaats Lola Lik' – a hotspot for creatives – inside the former and vacant prison building 'Bijlmer Bajes' (Refugee Company, 2017).



### 9. New Bees - Amsterdam

New Bees is an initiative that facilitates working experiences at Dutch organisations and occasionally launches its own projects. New Bees matches status holders to organisations and companies that offer volunteer positions, internships and job. Status holders gain some working experience for a determined period, after which the experience will be evaluated. The status holders either continues, or stops and looks for new job opportunities. New Bees was founded by an individual in Zaanstad, and New Bees currently also operates from an office in the Inclusion Cluster in Amsterdam (New Bees, 2017).

## 10. The Mobile Educator - Leiden

The Mobile Educator is an initiative that trains status holders who are professional teachers. The Mobile Educator provides trainings in which status holders are familiarized with the Dutch educational system and the methods that are used in the Netherlands. The Mobile Educator was initiated by two professionals in the educational field and is connected to the University of Leiden. The trainings take place in Leiden and the teachers are provided by the University of Leiden (The Mobile Educator, 2017).



## 11. DelftseBuur - Delft

DelftseBuur is an initiative that stimulates the social interaction between status holders and local inhabitants by social activities. DelftseBuur organises coffee hours twice a week and monthly singing-sessions that are open to the public. During those hours, status holders practise the Dutch language. DelftseBuur also matches buddies – i.e. local inhabitants – with status holders, in order to help status holders find their way in the city, getting familiar with the city and Dutch people, and with other daily activities. All activities are held voluntarily. DelftseBuur was initiated by a few women in Delft, and has two buildings in Delft in which activities are held (DelftseBuur, 2017).

## 5.4 Common patterns and characteristics of exiting self-organised initiatives for refugee integration: domains, actors and spatial interrelations

This section reveals the results of the thematic analysis. The starting point from the thematic analysis was to explore common patterns and characteristics of self-organised initiatives with an open mind. The results consist of a list of factors that relate to self-organised initiatives, conforming the themes domains, actors and spatial interrelations. The list is the final outcome of an iterative process of analysing the self-organised initiatives, and provides an image of conditions under which self-organised initiatives currently operate.

The factors and patterns that were revealed are arranged according to the themes domains, actors and spatial interrelations. Per theme, it is explained what the relevance is and what the focus areas of the theme are. Per factor, it is explained what the factor means, how self-organised initiatives relate to the factor concerned and what the common patterns and characteristics of self-organised initiatives are. The factors have been summarized on page 72.

### DOMAINS

The first theme is domains and focuses on the contents of the initiatives and on the activities that they organise. The domains of the initiatives have been analysed in order to understand the meaning of self-organisation for the integration process and to prove the relevance for the integration of status holders. Besides, the analysis of domains of initiatives corresponds with the analysis of objectives of integration policies, so that later on self-organisation can be related to integration policies. In the analysis of the domains, all eleven initiatives were included.

### Objectives

This factor refers to the literature research of the integration process, in which integration is defined as a process that takes place in multiple domains. In the analysis, the initiatives were appointed to one of the domains that they focus most on, which is the main domain of interest. During the analysis, however, it was observed that many initiatives simultaneously have activities and objectives in other domains too. For example: although SNTR is an initiative that was initially set up to provide housing for status holders, but it organizes language lessons and cultural courses as well. Another example: Refugee Start Force is an initiative that was initiated to support status holders on finding employment opportunities, but it also organizes informal coffee meetings. For that reason, the initiatives were appointed to other domains in which they have objectives too. As a result, it has become clear that the main interests of the initiatives are spread over all domains, and that initiatives always have objectives in multiple domains (see figure 27 on page 62) .

#### Results:

- Initiatives have main interests in all domains, except the domain cultural knowledge.
- Initiatives always have objectives in multiple domains.

### Activities

During the analysis, it has been noticed that the initiatives had a wide variety of activities, ranging from organizing Dutch language lessons, to setting up buddy projects and facilitating job opportunities. This factor was analysed in order to have an overview of the activities that the initiatives organize. In table 3 on page 73, it is shown that the initiatives often organize multiple activities.

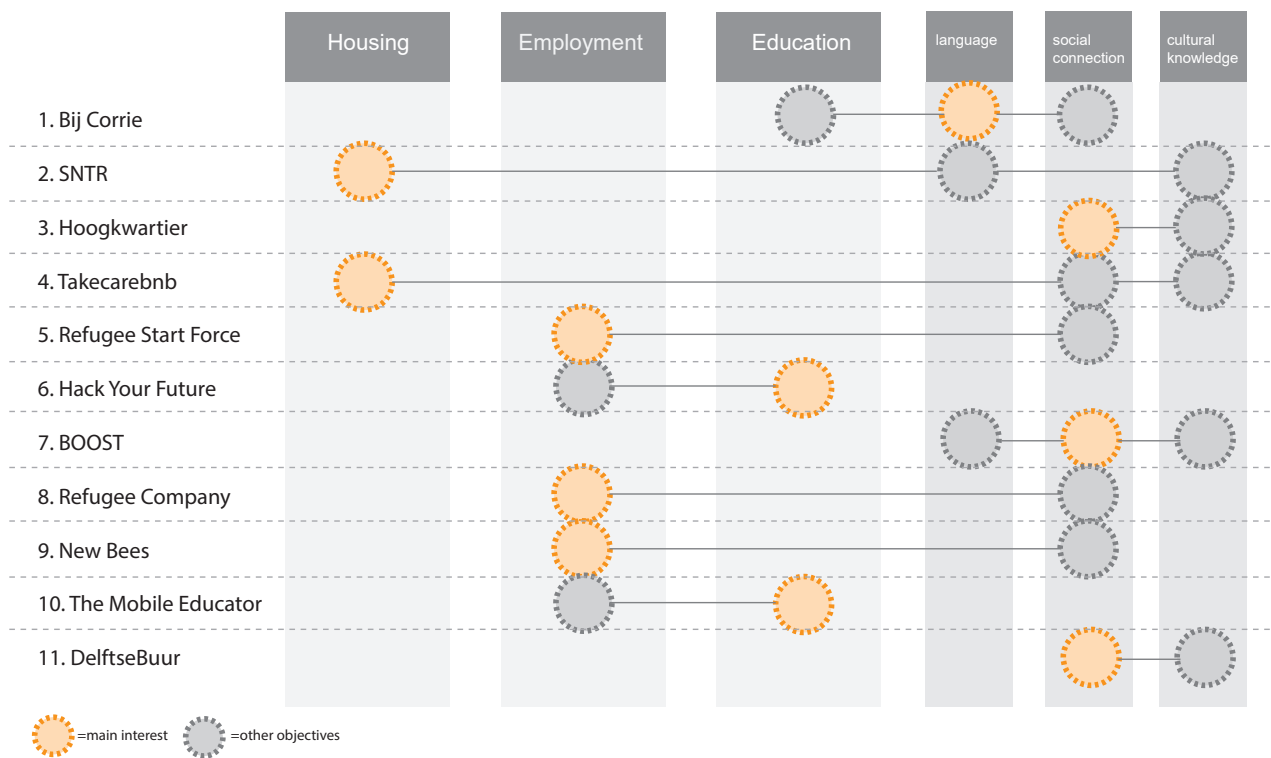


Fig 27. : Main interests and objectives of self-organised initiatives

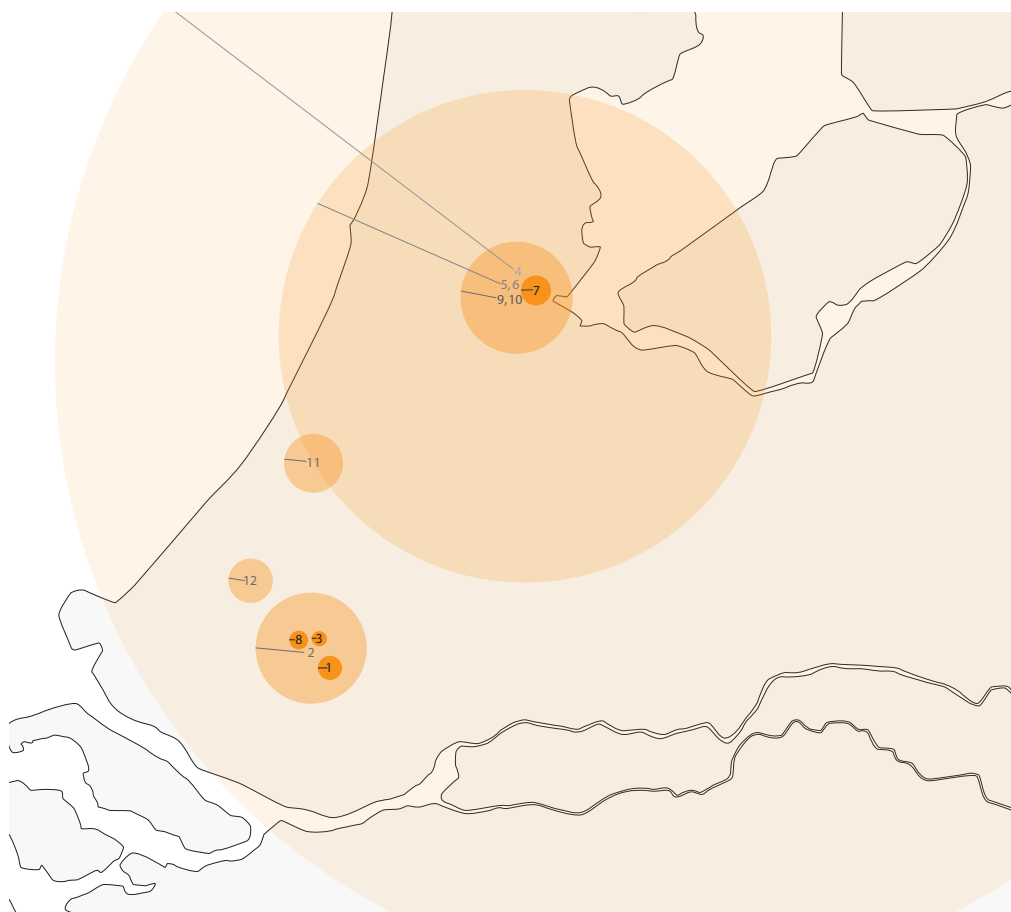


Fig.28 : Spatial scopes of self-organised initiatives

**Result:**

- Initiatives often have multiple activities.

**Spatial scope**

It was observed that initiatives can focus their objectives on large regions, even if the initiatives are locally established. This factor analyses the spatial scope of the initiatives, which is the spatial scale on which the initiatives focus their aims. The spatial scopes make a distinction between the national/regional scale, the city scale and the neighbourhood scale. During the analysis, it was presumed that the spatial scope of initiatives depended on the domain in which the initiative has its main interests. For that reason, the spatial scopes are linked to the domains of integration, so that it becomes visible what type of initiatives focuses on what scales (see table 3.1 – 3.3 on page 73).

**Results:**

- Initiatives with a scope on national/regional scale are in the housing, employment and education domains.
- Initiatives with a scope on city scale are in the housing, employment, education and social connection domains.
- Initiatives with a scope on the neighbourhood scale are in the employment, language and social connection domains.



## **ACTORS**

The second theme is actors and focuses on the organisational side of the initiatives. This theme has been analysed in order to understand the organisational conditions under which initiatives for refugee integration exist. The theme refers to the literature research about the actors of integration policies and policy integration, which explained how integration of actors in both the vertical and the horizontal directions is desirable for integration policies. Therefore the analysis of actor focused on analysing the actors that are involved with the self-organised initiatives and the roles of those actors, with the help of the schemes in figure 29. As data about the actors involved in the self-organised initiatives could not be collected for all initiatives, this theme includes the initiatives 1 -7.

### **Support**

This factor analyses the type of support that is provided for initiatives and that the initiatives make use of. Four types of support are distinguished: financial support (money), expert support (expertise specifically needed for that initiative), organisational support (administration or formal procedures) and communicative support (media attention, exchange of experiences). Although nearly all initiatives make use of financial and expert support, organisational and communicative support was given to a few initiatives (see table 4.1 on page 74 and figure 29). Who the actors are that provide this support, has been further analysed in the factors 'horizontal collaborations' and 'vertical collaborations'.

#### **Results:**

- All initiatives receive support, and nearly all of them receive financial support. A majority of the initiatives make use of expert support. Besides, partners also provide organisational and communicative support.

### **Vertical collaborations**

The factor 'vertical collaborations' refers to the literature research of integration policies. Integration policies involve actors on multiple levels, that range from the European Union, to national governments, municipalities and local actors. Opposed to integration policies, the self-organised initiatives analysed were always initiated by citizens, besides the government. However, it was observed that actors on multiple levels are involved with the initiatives, and that the actors on the municipal level were often involved with the self-organised initiatives. For that reason, it has been analysed whether the governmental actors were involved with an initiative (see tables 5.1 and 5.2 on page 74). Additionally, it has been analysed what kind of support is provided by either governmental or non-governmental actors. Besides, the main domains of interest of these initiatives were described. By linking the domains to the type of support that was offered, the results give an indication of the suitable support for different types of initiatives. (see tables 5.3 – 5.7 on page 74).

#### **Results:**

- All initiatives have governmental partners.
- Governmental collaborations take place with different governmental actors
- Organisational support from governmental actors is only given to initiatives in the housing domain. No organisational support is given by non-governmental actors.
- Financial support from governmental actors is given to initiatives in the employment, language and social connection domain. Financial support is also given from non-governmental partners to initiatives in multiple domains.
- Communicative support from governmental actors is given to one initiative in the housing domain. Communicative support in several domains is given by non-governmental actors.

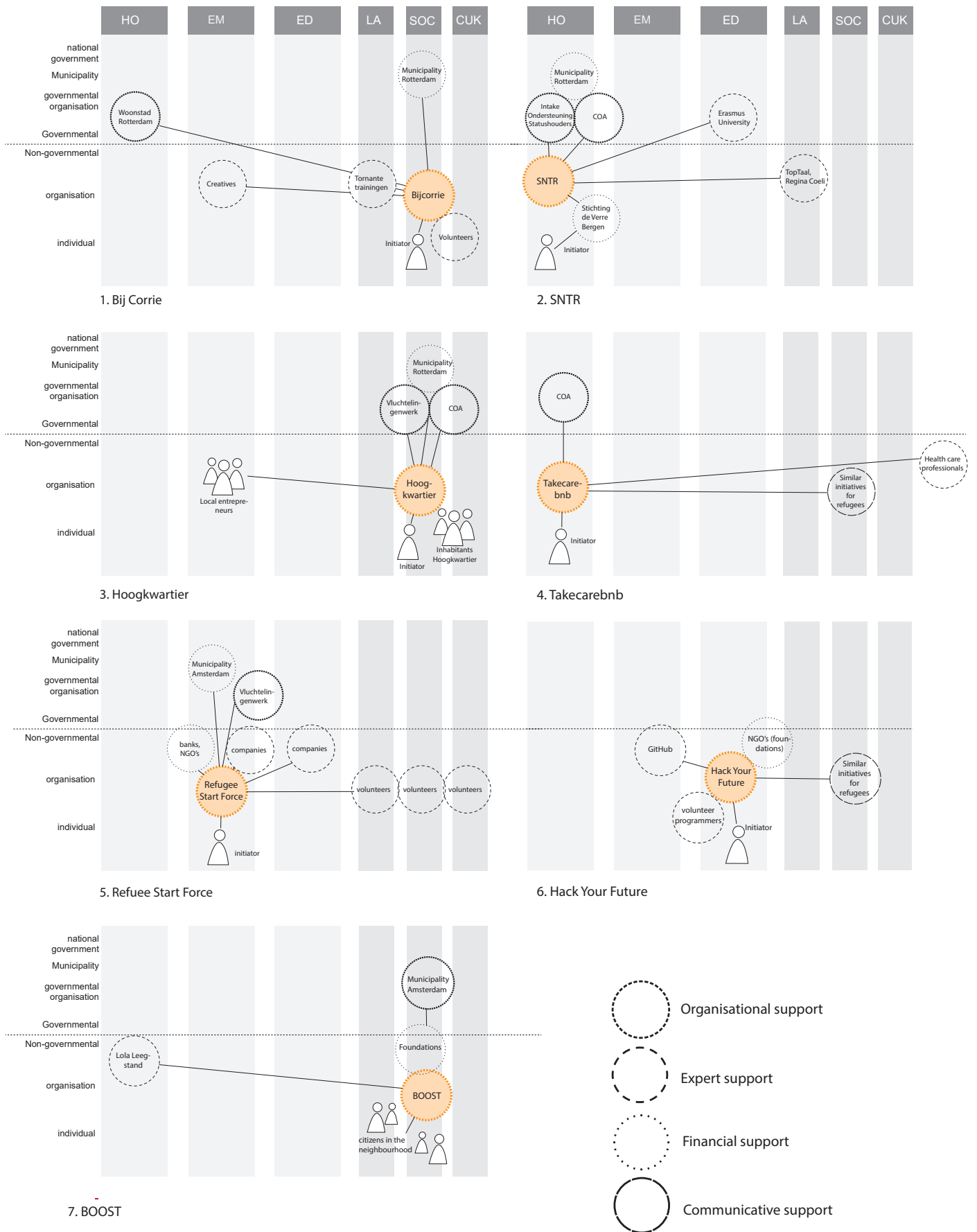


Fig. 29: Actors of self-organised initiatives

- No expert support from governmental actors is given to initiatives. Initiatives in multiple domains have expert support from non-governmental actors.

### **Horizontal collaborations**

The factor horizontal collaborations refers to the literature research about policy integration and spatial planning. In order to achieve policy goals better, the assumption prevails that integral consideration of multiple domains is needed. In the analysis of the objectives, it was already shown that nearly all initiatives have objectives in multiple domains, which means that initiatives for self-organisation already operate integrally. Here, it has been analysed in which domains the partners of the initiatives generally operate and whether these domains are different or similar to the domains of objectives (see tables 6.1 and 6.2 on page 75). As it was presumed that the involved governmental partners operate in the similar domain of the initiative and that non-governmental partners would more often operate in other domains than the initiatives, the analysis was done separately for governmental and non-governmental actors.

#### **Results:**

- Most initiatives collaborate with partners that are in similar domains as the objectives of that initiative. However, as all initiatives have objectives in multiple domains, the initiatives have integral collaborations accordingly.
- Initiatives in the housing and language domains have governmental partners that specifically operate in the domains of the objectives of the initiatives.

## SPATIAL INTERRELATIONS

The third theme is spatial interrelations and focuses on the interrelations of the initiatives with the spatial environment. This theme has been analysed in order to explore the spatial conditions under which initiatives exist. The theme does not refer to the literature research, but aims to provide an overall picture of all the ways in which the initiatives relate to the spatial environment. Starting off without knowing what the interrelations between the initiatives and the spatial environment would be, the factors described below are outcomes of an explorative analysis. Not all factors are relevant for all initiatives, so has been outlined per factor which initiatives are included in the analysis.

### **Manifestation of the initiatives in the spatial environment**

The analysis of the spatial interrelations started with an analysis whether and how initiatives are manifested in the spatial environment. For this analysis, all initiatives were included. What struck first was that all initiatives are manifested in the spatial environment (see tables 7.1-7.6 on page 75). The manifestation is distinguished in three main spaces: residential buildings, non-residential buildings and public space. The spaces are where the initiatives are located and where they often organize their activities. It was analysed that some initiatives make use of residential buildings or public space, but that the main common characteristic is that all initiatives make use of non-residential buildings. As non-residential buildings were found as the most common manifestation in the spatial environment, the continuation of the analysis focused on the description of those buildings.

#### **Results:**

- Specific initiatives make use of residential buildings or public space. Nearly all initiatives make use of non-residential buildings.
- In one particular case, residential buildings sold as houses for status holders (see SNTR) and in another particular case, residential buildings are used for host families.
- Two initiatives make use of public space, both inside and outside. In one particular case, internet functions as a public space to achieve the objectives of the initiative.
- Nearly all initiatives are established in a non-residential building. Some initiatives are, in addition to the non-residential building, also established in a private residential building.
- Most buildings are used for activities. Two out of three buildings that are used for administration, are private houses.
- Some initiatives make use of multiple buildings. Two of them have separate buildings for activities and administration.

### **Characteristics of non-residential buildings**

Ten out of the eleven initiatives make use of non-residential buildings. As this is the majority of the initiatives analysed, it was explored whether those buildings have common characteristics. The buildings in which the initiatives are established, are shown on the next page. What the typical characteristics are of these buildings, has been written down in tables 8.1-8.5 on page 76, and illustrated in figure 31 on page 69. Except for Hoogkwartier, all initiatives have been analysed.

#### **Results:**

- Initiatives settle in buildings that are public buildings, school buildings, office spaces, commercial service spaces or other non-residential spaces (in this case a former prison). The most common space among the





Takecarebnb, Refugee Start Force, New Bees



Hackyourfuture



BOOST



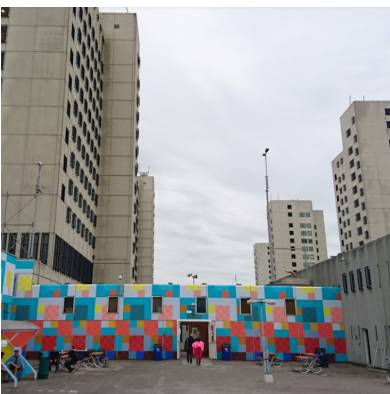
Bij Corrie



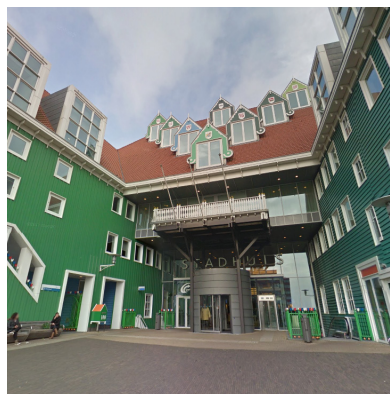
Bij Corrie



SNTR



Refugee Company



New Bees



DelftseBuur



DelftseBuur



The Mobile Educator

Fig. 30 : Non-residential buildings in which self-organised initiatives are located. Source: Google Maps

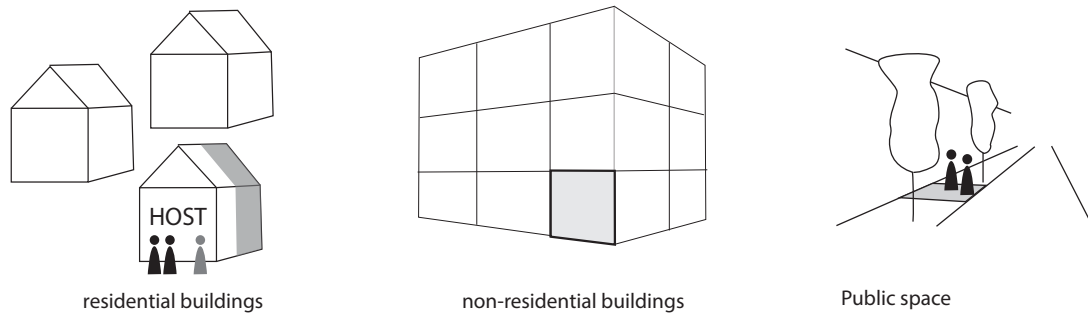


Fig. 31.a: Spatial manifestation of self-organised initiatives: Residential buildings, non-residential buildings and public space

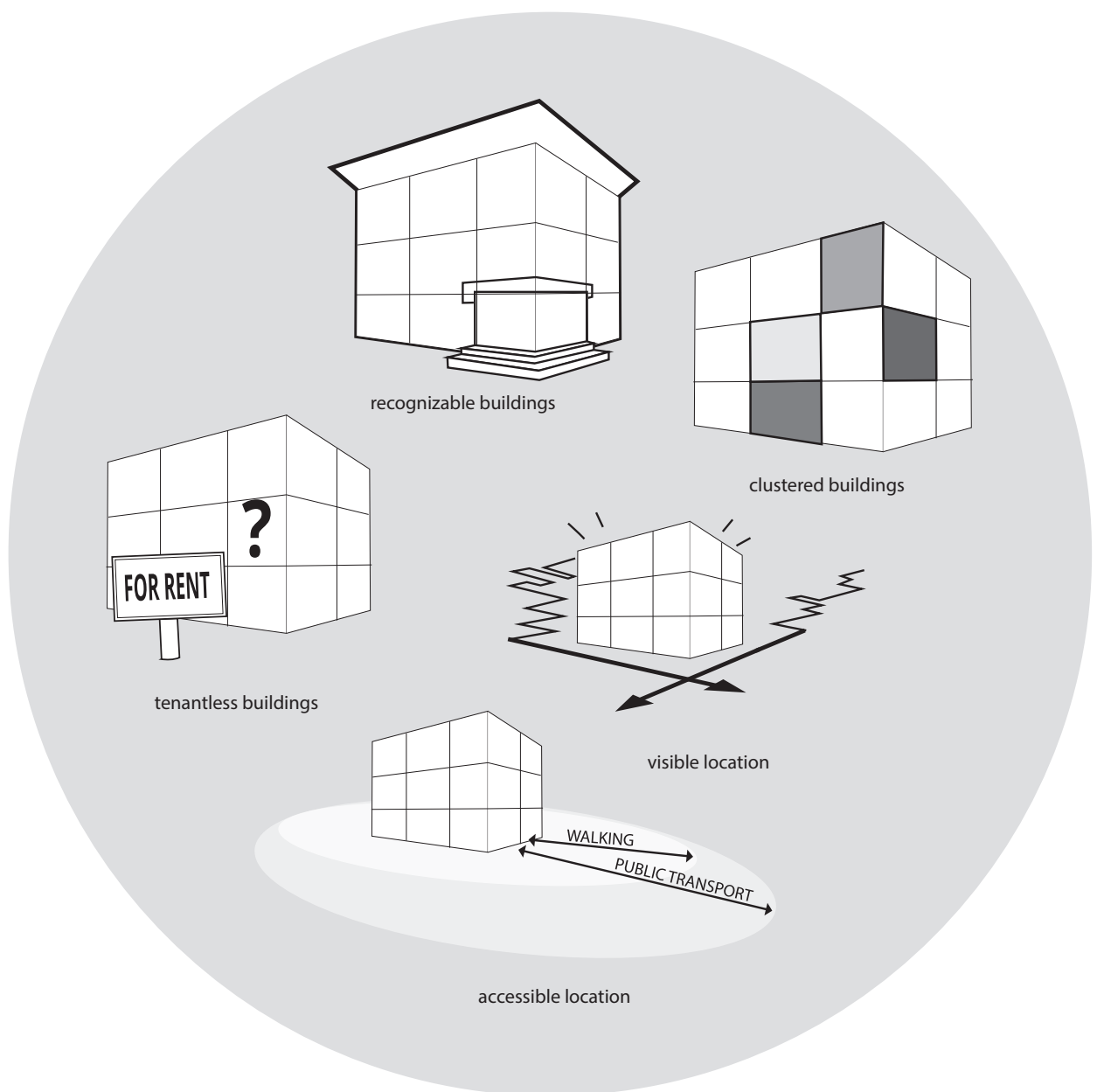


Fig. 31.b: Typology of non-residential buildings for self-organised initiatives for refugee integration

initiatives analysed is office spaces.

- The majority of the initiatives settles in tenantless buildings. In other cases, the initiatives settle in buildings that are already occupied by (a partner of) the initiatives.
- The majority of the initiatives settles in recognizable buildings.
- Some initiatives spatially cluster with similar initiatives for status holders.
- Some initiatives are spatially clustered with other public or commercial functions.

### **Locational characteristics of buildings**

Besides the building characteristics, the locations of the buildings can also be analysed. During the analysis, the spatial characteristics of the locations that the initiatives relate to are the accessibility and visibility of the locations. However, the concepts accessibility and visibility have different meanings if the initiatives have different spatial scopes. For that reason, this analysis has been done for three groups of initiatives; initiatives with a national/regional scope, with a city scope and with a neighbourhood scope (see figures 32-35 and tables 9.1-9.6 on page 76). The initiatives with a national/regional scope are initiative 4, 5 and 6. Initiatives with a city scope are 2, 9 and 10 and the ones with a neighbourhood scope are 1 and 7.

#### **Results:**

- Initiatives with a scope on the national or regional scale are well-accessible by public transport
- Initiatives with a scope on the city scale are well accessible by public transport, car and bike.
- Initiatives with a neighbourhood scope are well accessible by tram and on foot.

### **Place attachment**

Since the analysis has made clear that all initiatives are manifested in the spatial environment, the next question is to what extent the initiatives are attached to the place in which they operate. This factor analyses the place attachment of the initiatives, which implies more than spatial manifestation: initiatives can be attached to a place because of particular characteristics of a place or because of other spatial elements that are close by. If an initiative is without place attachments, this implies in fact that the initiative could be found in another place. This analysis includes all initiatives.

#### **Results:**

- All initiatives are attached to a place in which they operate.
- In most cases, Initiatives are attached to a place because of a building. Besides, half of the initiatives are attached a place because of the presence of participants or because of the socio-economic context. In a few cases, initiatives are place attached because of the presence of partners.



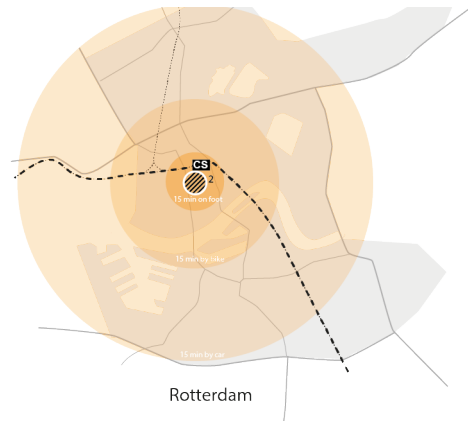


Fig. 32: Accessibility on city scale; train, car, bicycle and on foot

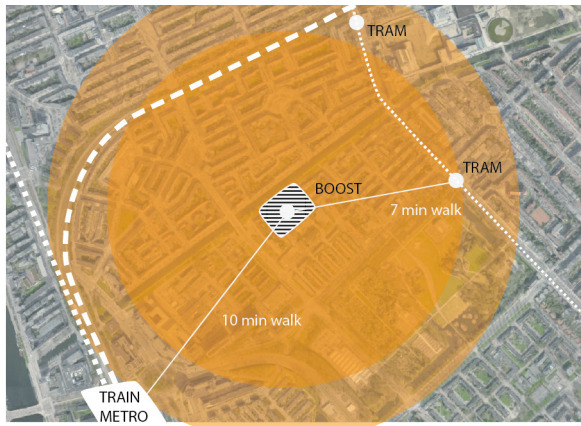


Fig. 33: Accessibility on neighbourhood scale; train, tram and on foot

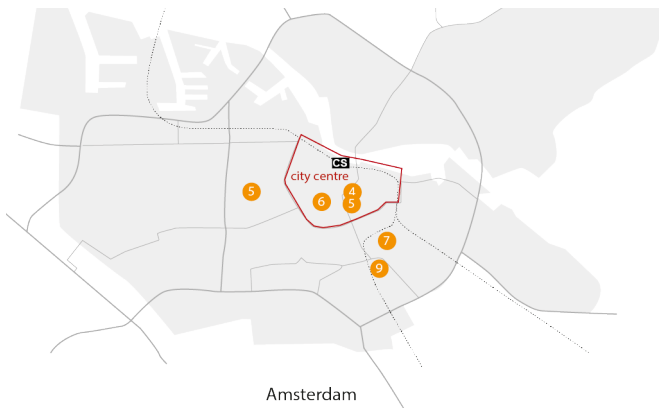


Fig. 34: Visibility on city scale; inside or nearby the city centre

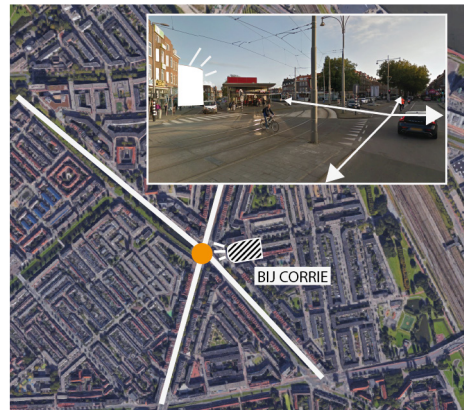
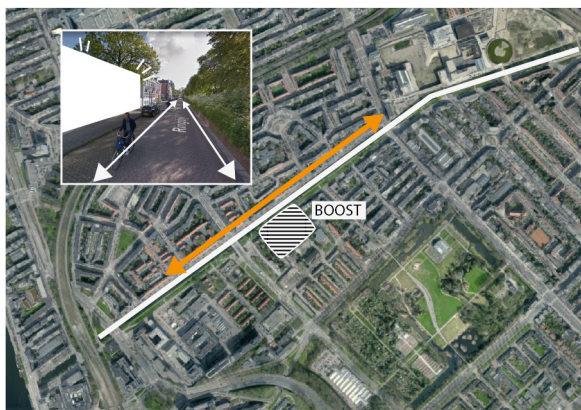


Fig. 35: Visibility on neighbourhood scale; on main roads and crossingpoints

## Results thematic analysis

The thematic analysis has developed a list of factors to which self-organised initiatives relate within the themes domains, actors and spatial interrelations. The section has described the results by text and images, but here the results will be noted quantitatively in tables.

### Factors to which self-organised initiatives relate

**Objectives:** The domains refer to the literature review about the integration process, in which integration was defined as a process that takes places in several domains; housing (HO), employment (EM), education (ED), language (LA), social connection (SO) and cultural knowledge (CUK).

**Activities:** The activities organised by the initiatives.

**Spatial scope:** The spatial scope is the spatial scale on which the initiatives focus their aims. The scale of the spatial scope should not be confused with the scale on which an initiative is manifested in the spatial environment. Even if an initiative is located in a single building only, it is still possible that it has a spatial scope on an entire region.

**Support:** The support provided by partners is divided into four types: financial support (money), expert support (expertise specifically needed for that initiative), organisational support (administration or formal procedures) and communicative support (media attention, exchange of experiences).

**Vertical collaborations:** Vertical collaborations refer to the multiple levels, discussed in the literature review about the actors of integration policies. The multiple levels that concern the initiatives in the thematic analysis are accordingly: municipalities, governmental organisations, non-governmental or commercial organisations, groups of people and individuals. More specific, the thematic analysis focuses on the distinction between governmental partners and non-governmental partners.

**Horizontal collaborations:** Horizontal collaborations refer to collaborations between the multiple domains of integration, discussed in the literature review about spatial planning and policy integration (for domains: see factor 1). Collaboration between actors in a single domain are considered as 'sectoral' and collaborations between actors that are in multiple domains are considered as 'integral'.

**Manifestation of initiatives in the spatial environment:** Manifestation of initiatives in the spatial environment is the way that initiatives appear in the spatial environment.

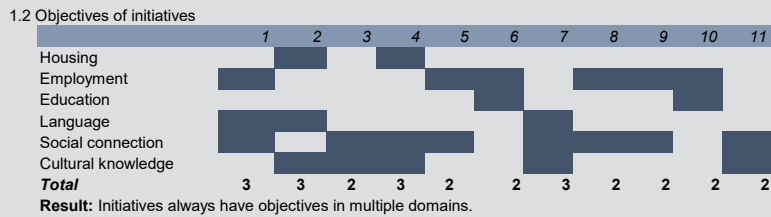
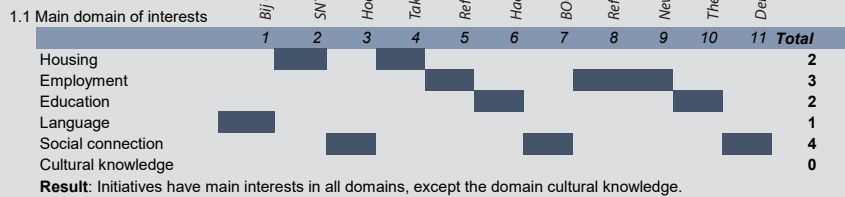
**Characteristics of non-residential buildings:** It has been analysed in what type of non-residential building the initiatives are established. It has been checked whether the following characteristics are present: tenantless building, recognizable building, clustered building.

**Locational characteristics of buildings:** The locations of the buildings have been analysed according to the following characteristics: accessibility and visibility. Those characteristics have been analysed in the perspective of the spatial scope of the initiatives, because the meaning of accessibility and visibility differs among different spatial scopes.

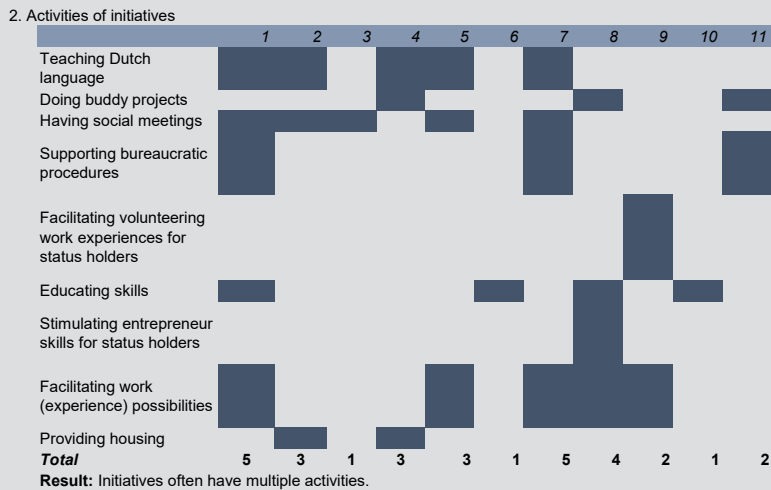
**Place attachment:** Place attachment is whether the initiatives are attached to the place in which they operate. If an initiative is without place attachment, this implies that the initiative can be imaginarily copied and be exactly the same at another place.

# Analysis domains

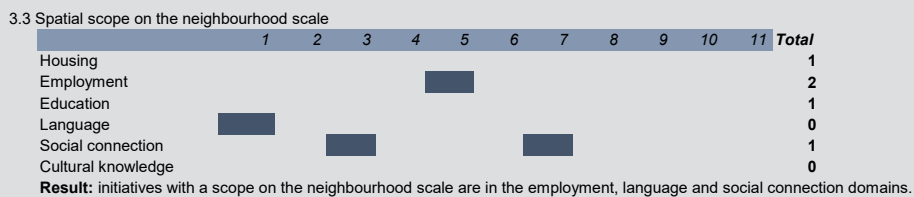
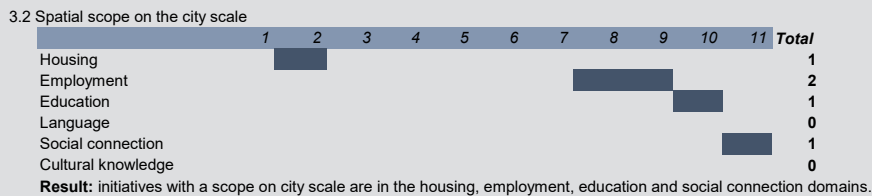
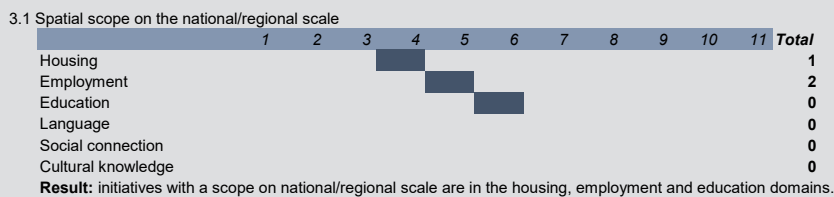
## Objectives



## Activities



## Spatial scope



# Analysis actors

## Support

	Bijl. Corrie	SNTR	Hoogkwarier	Takecarebnb	Refugee Start Force	Hackyourfuture	BOOST	Total
4. Partners providing								
Initiatives ->	1	2	3	4	5	6	7	
Financial support	1	1	1	1	1	1	1	6
Organisational support	1	1	1	1	1	1	1	2
Expertized support	1	1	1	1	1	1	1	5
Communication support	1	1	1	1	1	1	1	3

**Result:** All initiatives receive support, and nearly all of them receive financial support. A majority of the initiatives make use of expertized support. Besides, partners also provide in organisational and communication support.

## Vertical collaborations

5.1 Governmental partners	1	2	3	4	5	6	7	Total
Yes	1	1	1	1	1	1	1	7
No								0

**Result:** All initiatives have governmental partners.

5.2 Collaborations with:	1	2	3	4	5	6	7	Total
Central Municipality	1	1	1	1	1	1	1	5
Local governmental departments	1	1	1	1	1	1	1	2
Governmental organisations	1	1	1	1	1	1	1	4

**Result:** Governmental collaborations take place with different governmental actors

5.3 Organisational support from governmental actors				Organisational support from non-governmental actors														
	1	2	3	4	5	6	7	Total		1	2	3	4	5	6	7	Total	
Housing	1	1	1	1	1	1	1	2	Housing									0
Employment								0	Employment									0
Education								0	Education									0
Language								0	Language									0
Social connection								0	Social connection									0
Cultural knowledge								0	Cultural knowledge									0

**Result:** Organisational support from governmental actors is only given to initiatives in the housing domain. No organisational support is given by non-governmental actors

5.4 Financial support from governmental actors				Financial support from non-governmental actors														
	1	2	3	4	5	6	7	Total		1	2	3	4	5	6	7	Total	
Housing								0	Housing				1					1
Employment					1			1	Employment				1					1
Education								0	Education									1
Language	1							1	Language									0
Social connection								2	Social connection									1
Cultural knowledge								0	Cultural knowledge									0

**Result:** Financial support from governmental actors is given to initiatives in the employment, language and social connection domain. Financial support is also given from non-governmental partners to initiatives in multiple domains.

5.5 Communicative support from governmental actors				Communicative support from non-governmental actors														
	1	2	3	4	5	6	7	Total		1	2	3	4	5	6	7	Total	
Housing				1				1	Housing				1					1
Employment								0	Employment				1					1
Education								0	Education									1
Language								0	Language									0
Social connection								0	Social connection									0
Cultural knowledge								0	Cultural knowledge									0

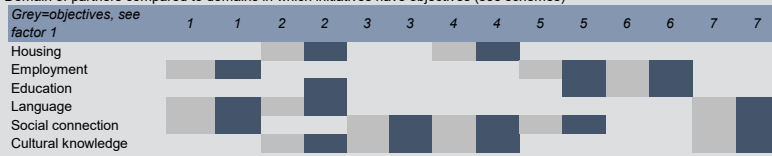
**Result:** communicative support from governmental actors is given to one initiative, that is in the housing domain. Communicative support in several domains is given by non-governmental actors.

5.6 Expertized support from governmental actors				Expertized support from non-governmental actors														
	1	2	3	4	5	6	7	Total		1	2	3	4	5	6	7	Total	
Housing								0	Housing									0
Employment								0	Employment				1					0
Education								0	Education									0
Language								0	Language									0
Social connection								0	Social connection									0
Cultural knowledge								0	Cultural knowledge									0

**Result:** no expertized support from governmental actors is given to initiatives. Initiatives in multiple domains have expertized support from non-governmental actors.

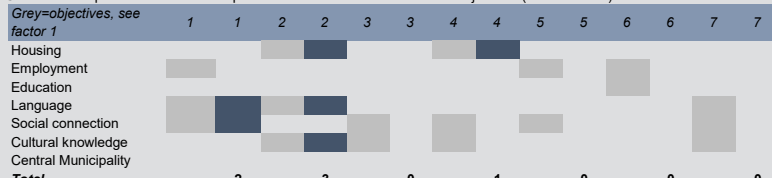
## Horizontal collaborations

6.1 Domain of partners compared to domains in which initiatives have objectives (see schemes)



**Result:** Most initiatives collaborate with partners that are in similar domains as the objectives of that initiative. However, as all initiatives have objectives in multiple domains, the initiatives accordingly have integral collaborations .

6.2 Governmental partners that are in a specific domains than the domains of objectives (see schemes):

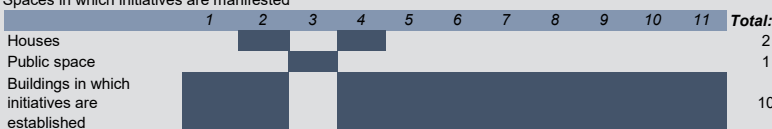


**Result:** Initiatives in the housing and language domains have governmental partners that specifically operate in the domains of the objectives of the initiative

## Analysis spatial interrelations

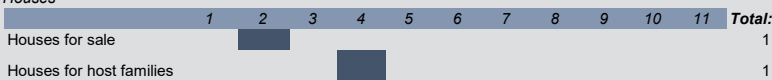
### Manifestations in the spatial environment

7.1 Spaces in which initiatives are manifested



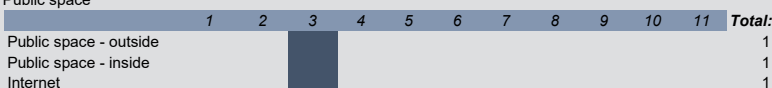
**Result:** Specific initiatives make use of houses or public space. Nearly all initiatives make use buildings.

7.2 Houses



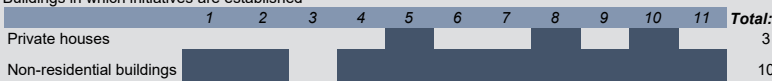
**Result:** In one particular case, houses are used for sale (see SNTR) and in another particular case, houses are used for host families.

7.3 Public space



**Result:** Two initiatives make use of public space, both inside and outside. In one particular case, internet functions as a public space to achieve the objectives of t

7.4 Buildings in which initiatives are established



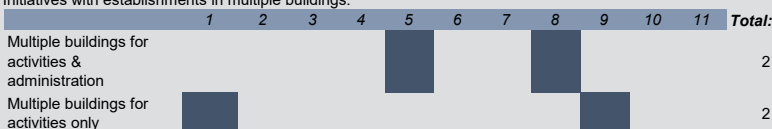
**Result:** Nearly all initiatives are established in a non-residential building. Some initiatives are, in addition to the non-residential building, also established in a privat

7.5 Purpose of buildings in which initiatives are established:



**Result:** Most buildings are used for activities. Two out of the three buildings that are used for administration, are private houses.

7.6 Initiatives with establishments in multiple buildings:



**Result:** Some initiatives make use of multiple buildings. Two of them have separate buildings for activities and administration.

## Characteristics of non-residential buildings

### 8.1 Non-residential building

	1	2	3	4	5	6	7	8	9	10	11	Total:
Public building									1			1
School building										1		1
Office space				1	1	1	1	1	1			5
Commercial services spaces	1	1	1								1	3
Other							1					1

**Result:** Initiatives settle in buildings that are public buildings, school buildings, office spaces, commercial service spaces or other non-residential spaces (in this case). The most common space among the initiatives analyzed is office spaces.

### 8.2 Buildings in a tenantless building

	1	2	3	4	5	6	7	8	9	10	11	Total:
Yes		1	1	1	1	1	1	1	1	1	1	8
No						1					1	2

**Result:** the majority of the initiatives settles in tenantless buildings. In other cases, the initiatives settle in buildings that are already occupied by (partner of) the initiator.

### 8.3 Buildings in a recognizable building (that people can easily find, because of location, appearance or program)

	1	2	3	4	5	6	7	8	9	10	11	Total:
Yes		1	1	1	1	1	1	1	1	1	1	8
No			1			1						2

**Result:** the majority of the initiatives settles in recognizable buildings.

### 8.4 Buildings in a clustered building in which other initiatives for status holders are housed

	1	2	3	4	5	6	7	8	9	10	11	Total:
Yes				1	1	1	1	1	1	1	1	3
No	1	1	1			1	1	1	1	1	1	7

**Result:** some initiatives spatially cluster with similar initiatives for status holders.

### 8.5 Buildings in a clustered building in which other public or commercial functions are housed

	1	2	3	4	5	6	7	8	9	10	11	Total:
Yes		1	1			1				1		4
No				1	1	1	1	1	1	1	1	6

**Result:** some initiatives are spatially clustered with other public or commercial functions.

## Locational characteristics of non-residential buildings

### Initiatives with a national/regional scope

#### 9.1 Well-accessible by public transport:

	1	2	3	4	5	6	7	8	9	10	11	Total:
Yes				1	1	1						3
No												0

**Result:** all initiatives with a scope on the national or regional scale are well-accessible by public transport.

#### 9.2 Visibility – Well-visible by:

	1	2	3	4	5	6	7	8	9	10	11	Total:
Yes				1	1	1						3
No												0

**Result:** all initiatives with a scope on the national or regional scale are well-visible.

### Initiatives with a city scope

#### 9.3 Accessibility - Well-accessible by public transport, car and bicycle:

	1	2	3	4	5	6	7	8	9	10	11	Total:
Yes		1						1	1			3
No												0

**Result:** Initiatives with a scope on the city scale are well accessible by public transport, car and bike.

#### 9.4 Visibility – Well-visible by:

	1	2	3	4	5	6	7	8	9	10	11	Total:
Yes								1	1			2
No		1										1

**Result:** two of the three initiatives that have a city scope are well visible.

### Initiatives with a neighbourhood scope

#### 9.5 Accessibility - Well-accessible by public transport and on foot:

	1	2	3	4	5	6	7	8	9	10	11	Total:
Yes		1					1					2
No												0

**Result:** the initiatives that have a neighbourhood scope are well accessible by tram and on foot.

#### 9.6 Visibility – Well-visible by:

	1	2	3	4	5	6	7	8	9	10	11	Total:
Yes		1					1					2
No												0

**Result:** the initiatives that have a neighbourhood scope are well visible.

## Place attachment

### 10.1 Place attached

	1	2	3	4	5	6	7	8	9	10	11	Total
Yes												11
No												0

**Result:** All initiatives are attached to a place in which they operate.

### 10.2 Place attachment by::

	1	2	3	4	5	6	7	8	9	10	11	Total
A building												10
Participants of initiatives												5
Partners of initiatives												3
Socio-economic context												5

**Result:** Initiatives are in most cases attached to a place because of a building.

Besides, half of the initiatives are attached a place because of the presence of participants or because of the socio-economic context.

In a few cases, initiatives are place attached because of the presence of partners.

## Conclusions thematic analysis

Having observed eleven existing initiatives for refugee integration in Randstad municipalities, it can be concluded that the initiatives have common characteristics and patterns within the themes domains, actors and spatial interrelations. The common characteristics and patterns are considered as conditions for existing self-organised initiatives for refugee integration. The conditions are:

### Domains

- **Objectives:** Self-organised initiatives often simultaneously have objectives and activities in different domains of integration. The integral approach is a benefit of self-organisation in relation to integration policies.
- **Spatial scope:** Self-organised initiatives have spatial scales on the neighbourhood, city and regional scale. Initiatives in the housing, employment and education domains tend to focus on larger scales than domains of language, social connection and cultural knowledge.

### Actors

- **Support:** Self-organised initiatives make use of organisational, expert, financial and communicative support. Initiatives in the housing domain require more organisational support. Initiatives in the domains employment, education and language require expert support.
- **Vertical collaboration:** Organisational support is provided by governmental actors; expert support is provided by non-governmental actors; financial and communicative support is provided by governmental as non-governmental actors.
- **Horizontal collaboration:** Most partners of self-organised initiatives are in the same domains as the objectives of the initiatives. As self-organised initiatives often have objectives in multiple domains, the initiative collaborates with partners from different domains too.

### Spatial interrelations

- **Spatial manifestation:** In particular cases, self-organised initiatives are manifested in residential buildings or public space. A common characteristic of nearly all initiatives is that they are manifested in non-residential buildings.



- **Typology non-residential buildings:** Self-organised initiatives are established in non-residential buildings that are tenantless and recognizable. Some initiatives cluster in buildings with similar initiatives or with organisation that have public or commercial functions.
- **Locational typology non-residential buildings:** The non-residential buildings are located at places that are well-accessible and well-visible, corresponding to their spatial scopes.
- **Place attachment:** Self-organised initiatives are all place-attached because of a building. Besides, initiatives can be place-attached because of the presence of participants, the presence of partners or because of the socio-economic context of a place.

# Self-organisation facilitating refugee integration: three cases in Rotterdam

## In-depth case-analysis

# 6

In the previous chapter, the conditions have been analysed under which initiatives for refugee integration currently exist. The results of the analysis describe the current organisational and spatial situations of initiatives that have all evolved in - either small or large - organisations. However, all of them started with just an idea. That means that the initiatives have all been through a process in which they have developed from an idea into a true organisation. If more had been known about the conditions under which initiatives develop, these conditions could also have been provided in order to facilitate self-organisation for refugee integration better.

The in-depth case analysis deepens into the actors and spatial interrelations and analyses how organisational and spatial elements have been influential during the development process of the initiatives. The development process of the initiatives is dynamic and the conditions under which initiatives develop might therefore be less visible at first sight. Therefore the analysis makes use of theoretical notions about self-organisation.

### 6.1 Self-organisation of refugee integration in Rotterdam: the process

The development processes of the cases have been analysed on the basis of the order and control parameters of self-organisation, which were explained in the theoretical framework. The order parameter is the 'stable organisation' that interrelated and interactive elements develop into. Here, the analysis defines the order parameter as the organisational and spatial elements that shape the core of the organisation. Those are the elements that the initiative needs to execute successfully, once it is a 'stable' self-organisation. The order parameter thus exists once the initiative has developed from a 'chaotic' situation, where there was only an idea, into a 'stable' situation, in which a self-organisation of organisational and spatial elements has come into existence.

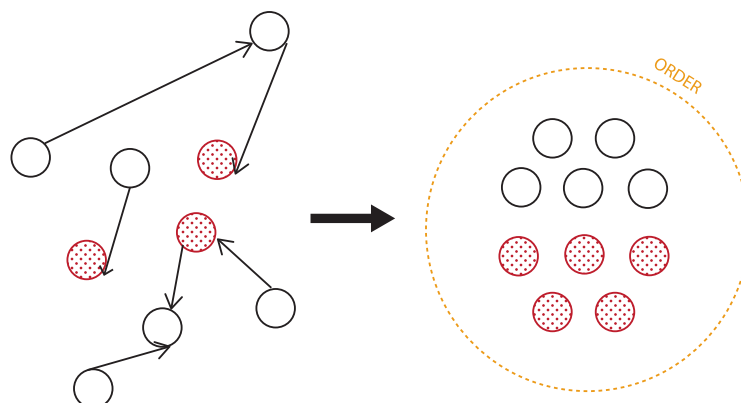


Fig. 36: order parameter: the organisation that emerged out of an initiative and consists of organisational and spatial elements.

In order to understand what important spatial and organisational conditions are during the development process, it is interesting to look into the elements that have influenced the emergence of the order parameter. In the in-depth case analysis, it has been analysed what crucial moments for the shaping process of the self-organisation were, and what elements were involved in these crucial moments. Organisational and spatial elements that have played an crucial role for the shaping of the self-organisation, are called the control parameter(s).

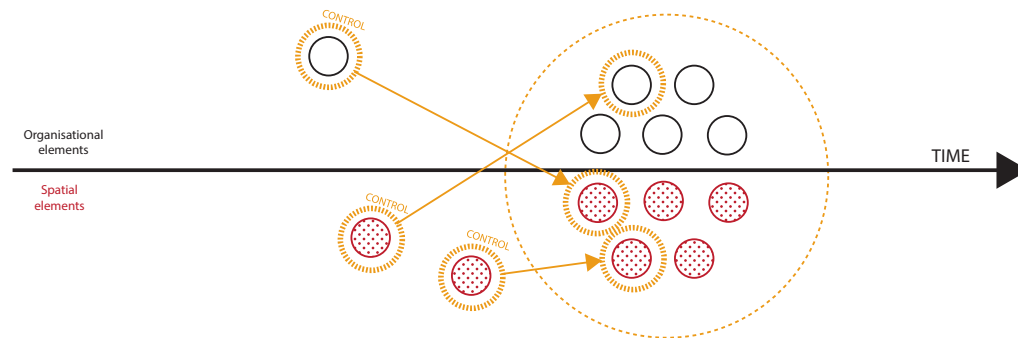


Fig. 37: Control parameters: elements that influence the development process of initiatives.

## 6.2 Methodology in-depth case analysis

For the in-depth case analysis, data was first collected by conducting interviews with both the initiator and a municipal actor of the initiative about the development processes. The development processes were analysed on the basis of the order and control parameters. The outcomes of the interviews and the analysis have been described per case in the next sections. In the final section, the analyses of the three cases were compared in order to conclude about influential parameters for the development process of self-organisation.

### Case selection

Bij Corrie, SNTR and Hoogkwartier were selected from the eleven self-organised initiatives as cases for the in-depth case analysis. In this way, the in-depth case analysis is not a separated analysis, but complements to the thematic analysis. The additional criterion for the selection of in-depth cases is that all initiatives must be located in Rotterdam, so that the organisational and spatial contexts will lead towards the design of a spatial planning strategy of Rotterdam. Since the in-depth case analysis is also an explorative analysis, a high diversity of initiatives was chosen; Hoogkwartier is a small self-organisation, Bij Corrie a middle-sized one and SNTR a large one. Hoogkwartier has a main interest in the social connection domain, Bij Corrie in the language domain and SNTR in the housing domain.

### Data collection: semi-structured interviews

Per case, semi-structured interviews were held with both the initiator of the initiative and an involved governmental actor. In cases that the initiator was not available, an interview was held with a person with the same perspective of the initiator. Most interviews were held on the location of the actors, but two interviews were done by phone. The interviews had durations of 30-60 minutes. The interviews with the initiators were held first, the interviews with the

governmental actors second.

Both actors were asked about the organisation of the initiative, the spatial elements of the initiative and the value of the initiative for integration. The interviews with the initiators focused more on the development process of the initiative; how the initiatives had developed in time and what had been crucial moments. The interviews with the municipal actors functioned to picture the development process as well, although those interviews focused more on the role of the municipality for the initiative. What kind of support did the municipality offer, and with what intentions? Overall, the interviews picture the development of the initiatives with perspectives from two sides; the perspective from planners versus the perspective from the self-organisation.

Additionally, the municipal actors were all working for the municipality of Rotterdam. Therefore, knowledge about the municipal structure and processes of Rotterdam was gained, which has been useful for the design of the spatial planning strategy for Rotterdam in chapter seven.

### **Data analysis of the process**

For each case, the development processes of the initiatives have been illustrated in a timeline of organisational and spatial elements that the initiatives exist of. The timeline visualizes the development process of the initiatives. The timeline consists of organisational elements and of spatial elements. The timeline is divided into three rough periods; a period of starting, realising and sustaining.

Secondly, the development processes were analysed based on the order parameter and the control parameter. It was analysed of what elements the order parameters consist, and what influential parameters were during the development process.

Finally, the three cases were centralized and the results of the factors were compared, in order to conclude on influential organisational and influential spatial elements for the development process of self-organisation.

Bij Corrie is an initiative with a main interest in the language domain, and which metaphorically functions as a 'living room' for the neighbourhood in Hillesluis and the Oude Noorden. Bij Corrie is committed to local inhabitants who face difficulties with integrating in society, among whom there are also status holders. Therefore it has a focus group which is larger group than status holders only. Bij Corrie is an organisation of a reasonable size, with central buildings on multiple locations in Rotterdam. With the help of the interviews, it has been analysed how the initiative has developed and what important spatial and organisational conditions have been during the development process.

The interview with the 'initiator perspective' was held the initiator of Bij Corrie itself. The interview with the actor with the 'municipal perspective' was held with a municipal networker of Bloemhof, which is the adjacent neighbourhood of Hillesluis. Due to this role, she is well-known in the neighbourhoods of Bloemhof and Hillesluis and thus involved in the initiative Bij Corrie.



### TIMELINE, ORGANISATIONAL AND SPATIAL ELEMENTS

#### Starting

The initiator explains how the idea for Bij Corrie emerged. The initiative started in Hillesluis, where the initiator saw that immigrants were in need of more language support, but also that more than that was needed for immigrants. The initiator founded Tornante, a semi-commercial language institution, in 2009. A few years later, the initiator spotted a building in Hillesluis, but this building required a social 'community centre' function. Because of this prerequisite, the idea for the non-profit organisation Bij Corrie started. The initiative was named after the initiator's mother (Corrie), who was part of the former 'wijkorgaan' in Hillesluis, and a well-known person in the neighbourhood. The meaning that she had for the neighbourhood, is what Bij Corrie aims for as well; to be a central place to drink a coffee, to get administrative support or support on anything else.

The municipal actor explains how the municipality became involved with Bij Corrie. In fact, she admits that the municipality has not done much in the development process. Although Bij Corrie applied for it, not many subsidies were provided because the initiative did not fit the existing language policies of the municipality of Rotterdam.

## Realising

The initiator explains that many of the activities of Bij Corrie are run voluntarily, but that the language lessons are given by professional teachers. These activities are realized by a complicated construction in which the money that the commercial language institution Tornante earns, is saved for the non-profit organisation of Bij Corrie. The activities of Bij Corrie take place in the classrooms of Bij Corrie. Just like the municipal actor said, the initiator also explains that little money is provided by the municipality. The 'Gebiedscommissie' sometimes provides money for projects at Bij Corrie. However, these are small amounts compared to the budget of Bij Corrie. Other subsidy applications were not approved of, because they did not meet the requirements. The initiator thinks that the municipality does not provide much support, for the reason the municipality knows that Bij Corrie is successful and that Bij Corrie will continue anyway. However, as the municipality has visited Bij Corrie with international delegations and presented it as a success of the city, the initiator would like to see more support from the municipal side.

According to the municipal actor, the current language policies of the municipality of Rotterdam are far too demanding and too inflexible. Self-organised initiatives need more space for trials. In the end, the initiatives help the municipality. Although Bij Corrie has done everything itself, it could have developed further if the municipality had given more support. The municipal actor: *"Initiatives look for niches and so are dynamic. The maximum structural support to offer, is to understand what they are doing and to fill up their shortcomings. Without flexibility, the municipality breaks down every initiative"*.

## Sustaining

Bij Corrie expanded by opening another location in Rotterdam-North. The initiator explains that the decision to start in the north of Rotterdam came from the situation that the municipality had arranged people that were going to give language lessons, but those people came from all over the city. As nobody was going to cover travelling expenses, the idea arose to start another location in North. The idea to start a workshop place comes from a holidays in Malaga,

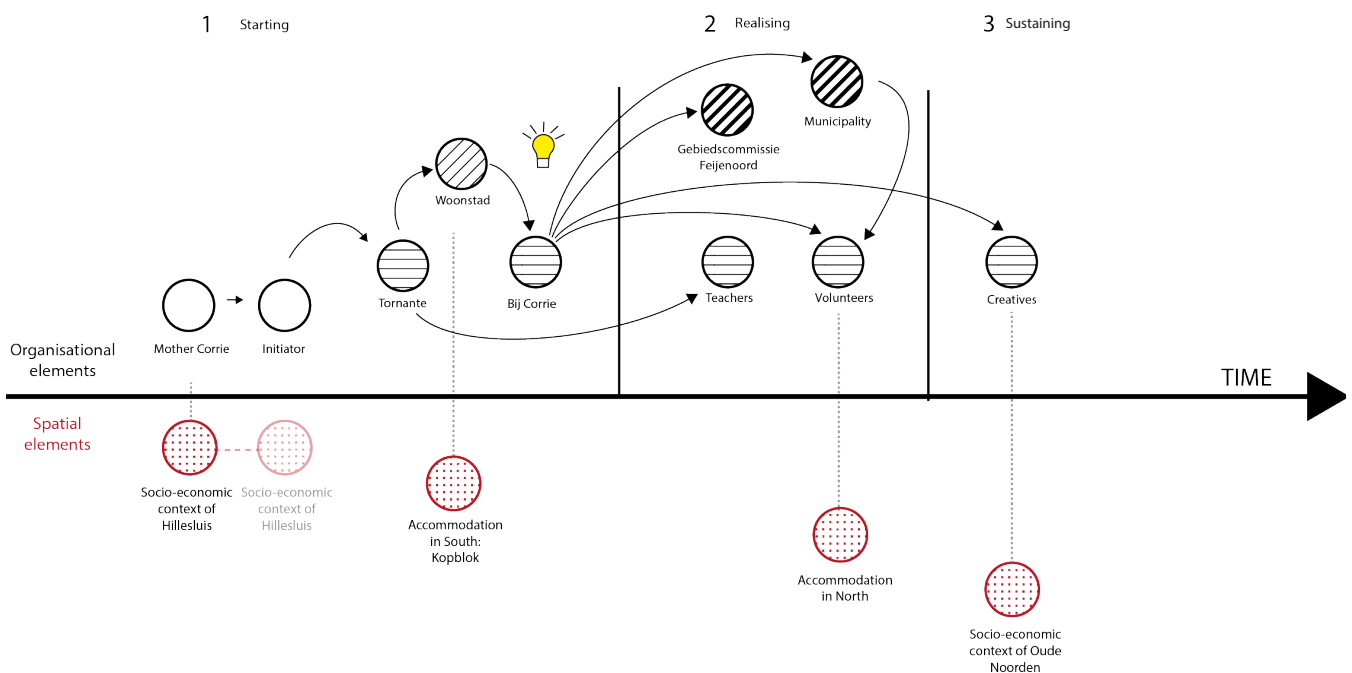
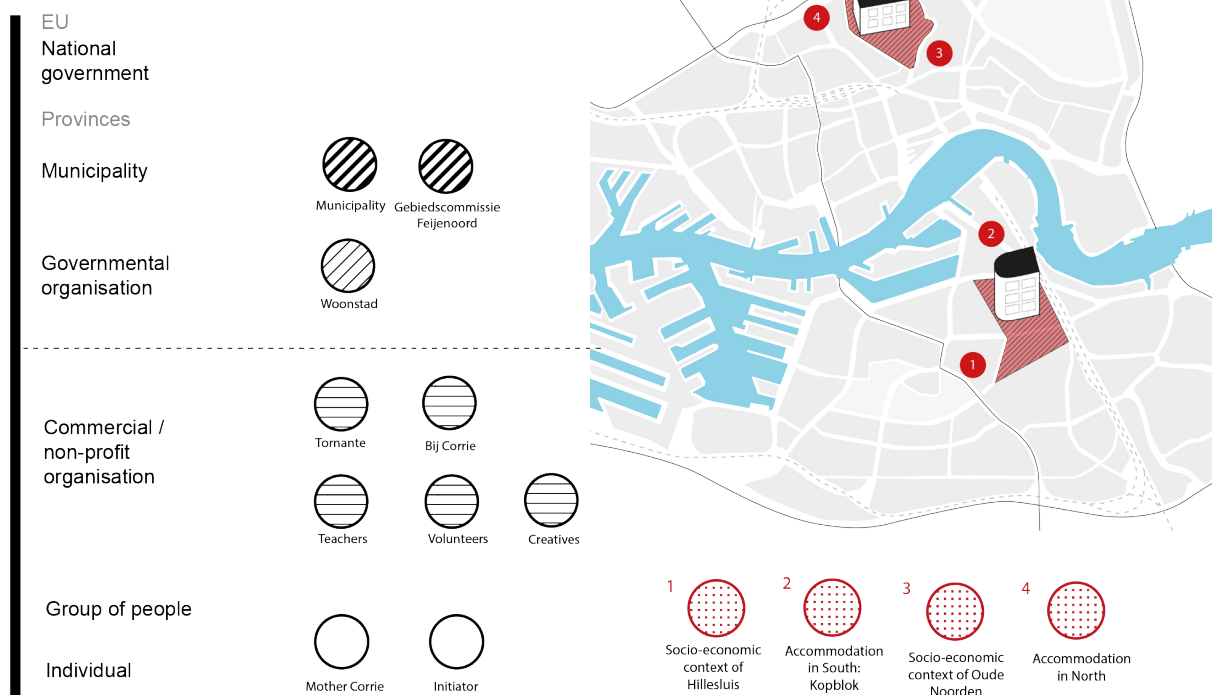


Fig: 38: Timeline - development process Bij Corrie

## Governmental planning



## Self-organisation

Fig. 39: Organisational and spatial elements of Bij Corrie

where the initiator saw how people found creative ways to earn money, although the country was in a deep crisis. The initiator expected that these innovative ideas also exist among Dutch people on the dole, but this doesn't fit the Dutch market system (working from 9 to 5). Like the Spanish example, Bij Corrie wants to offer a place where such things can happen.

In North, Bij Corrie facilitates meetings between the 'new' and the 'old' inhabitants, for example by inviting creative 'new' inhabitants to get the production done by the people in the workshop of Bij Corrie. People that have a lower income and that are unemployed, walk in and start working on something. Bij Corrie offers a teaching programme to learn how to sew. People must clarify their intentions and goals for those programmes, but the final goal is to get people to start their own businesses.

The municipal actor is convinced of the importance of accessible buildings for citizens' initiatives. Although Bij Corrie pays the rent itself, the municipality of Rotterdam provides 'Huizen van de Wijk', which are meant for initiatives of citizens. The disadvantage of Huizen van de Wijk is that the municipality procedures the tenants once in a few years. Therefore current tenants have an uncertainty and are less willing to invest in local initiatives. Private parties such as Bij Corrie are more flexible because they are commercially oriented.

As an area networker, the municipal actor sees that there is a high demand for smaller 'Huizen van de Wijk', like 'living rooms'. The municipality can facilitate those space, and can provide for example providing tea and coffee, sewing machines or computers. The municipal actor thinks that it is important that those spaces are situated in smaller neighbourhoods, instead of in bigger areas. The ideal is to have a living room every 20-25 streets, close to people to whom they concern.



## ORDER PARAMETER

From the interviews, it can be concluded what the order parameter of Bij Corrie is. The core organisation of Bij Corrie can be called the order parameter, and consists of organisational and spatial elements. The order parameter is a situation that has stabilized the initiative, and so new elements will have to adapt to the existing order parameter. Once the order parameter has emerged, it is not expected that the initiative will change shape drastically again.

As explained in the interviews, Bij Corrie is an organisation that does not receive a lot of governmental support and does many things itself. Bij Corrie and Tornante are the core organisations that operate in a balanced construction, in which Tornante pays for the activities of Bij Corrie. Moreover, the activities in Bij Corrie and Tornante are led by professional teachers and volunteers. As they play a big role for Bij Corrie, they are part of the order parameter as well. The building in Hillesluis, the Kopblok, functions as a central place for the activities, and is therefore also part of the order parameter.

The case of Bij Corrie is a clear example of how the order parameter is a 'stable' situation, and shows that further changes do not completely change the existing organisation anymore. New elements, such as the building in Rotterdam-North and the creatives in Rotterdam-North, are joined in Bij Corrie. The activities in the new building were different than the ones in Rotterdam-South, but fit the existing organisation of Bij Corrie. So when Bij Corrie decided to expand to Rotterdam-North, the expansion was included in the order parameter, due to which the order parameter slightly changed shape.

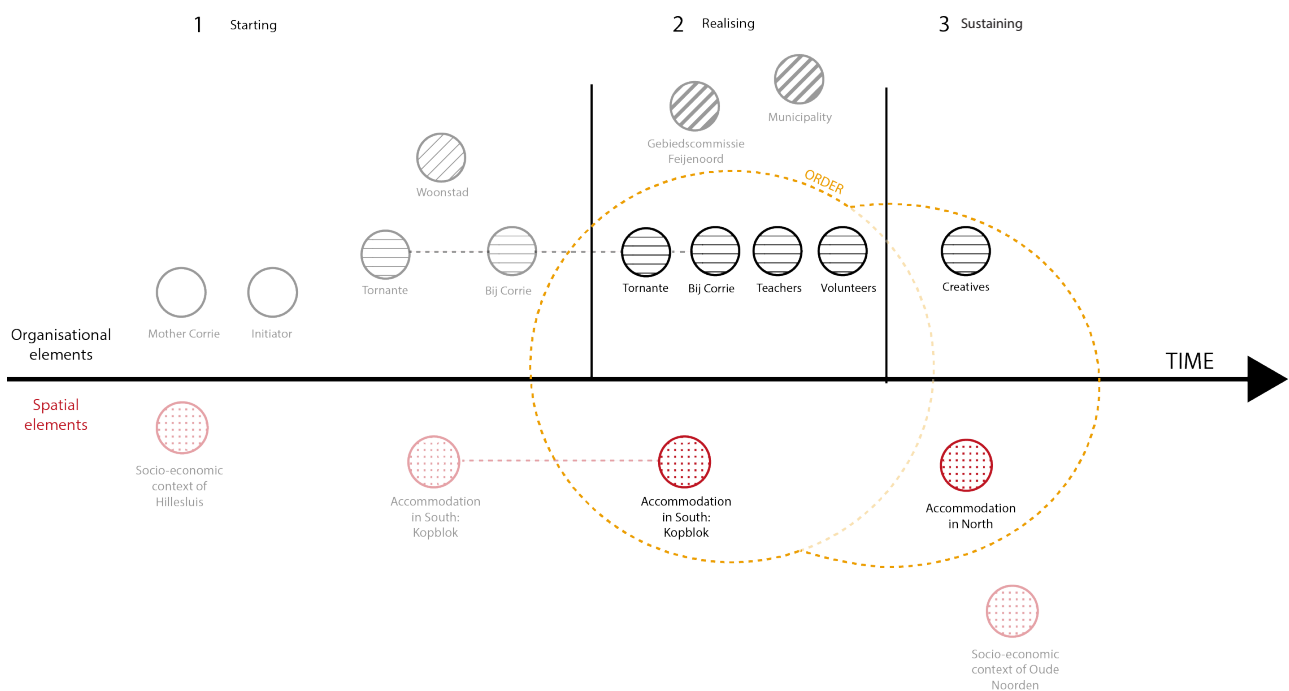


Fig. 40: the order parameter in the timeline of Bij Corrie

## CONTROL PARAMETERS: influential elements for the development process

From the interviews, the organisational or spatial elements that have functioned as control parameters can be distinguished. Because of focus on the development process of Bij Corrie, the interviewees explained how Bij Corrie developed from an idea to provide language lessons into an organisation as described by the order parameter. During the interviews, it became clear what crucial moments have been for the development of the initiative and what elements influenced those moments; the control parameters.

### Control parameter: socio-economic context of Hillesluis

The first control parameter is the socio-economic context in Hillesluis, where the population has a high percentage of unemployment and low proficiency of Dutch. It was because of the difficulties of local inhabitants to integrate in society, that the initiators started the idea to help them. The socio-economic context is a spatial element, and so has had a large influence on the organisation Bij Corrie.

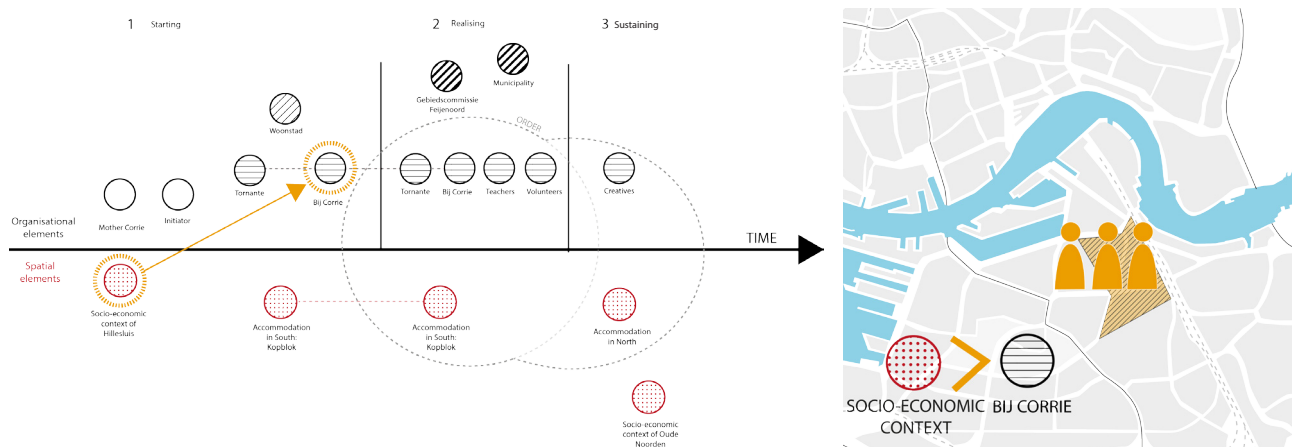


Fig. 41: The socio-economic context in Hillesluis has influenced the organisation Bij Corrie.

#### Initiator Bij Corrie about the socio-economic context of Hillesluis:

*"It was quite a blow for the neighbourhood when the Kopblok closed in 2011. And I am talking about the poorest people of the city - this is Hillesluis. To take away the community centre exactly here, I thought was impossible"*

**Control parameter: availability of a building**

The second control parameter is also a spatial element. When the initiators had just founded Tornante, they spotted a building in Hillesluis, which would be an appropriate space to give the language lessons. The building, however, was owned by the housing corporation Woonstad, and required a social function for the inhabitants of the neighbourhood. Because of this prerequisite, the initiators decided to found Bij Corrie, parallel to Tornante. So because there was a building available, and because it was owned by Woonstad, Bij Corrie was founded and the initiative developed into one with a social function. The spatial element has thus influenced the shape the organisation Bij Corrie.

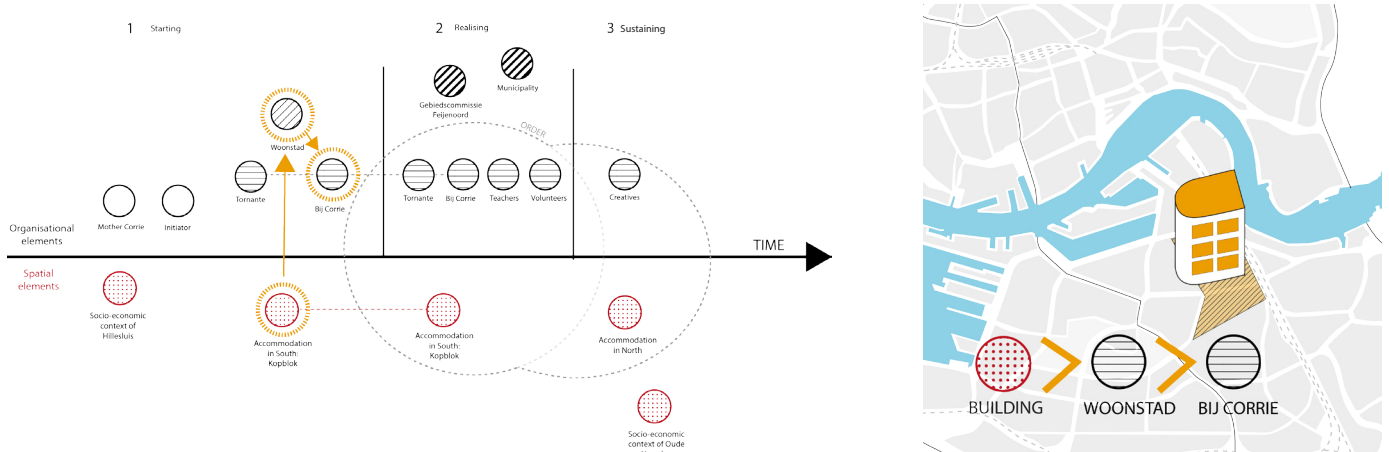


Fig. 42: A building available that was owned by Woonstad, influenced the organisation Bij Corrie.



Fig. 43: The 'Kopblok' building in Hillesluis. Source: Google Maps

## Control parameter: support of the municipality of Rotterdam

The third control parameter is the municipality of Rotterdam. Although it was said earlier that the municipality has given little support, it has had an influence on the development process of Bij Corrie. The municipality arranged people that would volunteer for Bij Corrie. However, there was a practical problem, because those people lived far away from Hillesluis and no actor was going to pay for the travelling expenses. As a creative solution, Bij Corrie started the idea to move North too. So unintentionally, the municipality has had an influence on the organisation Bij Corrie.

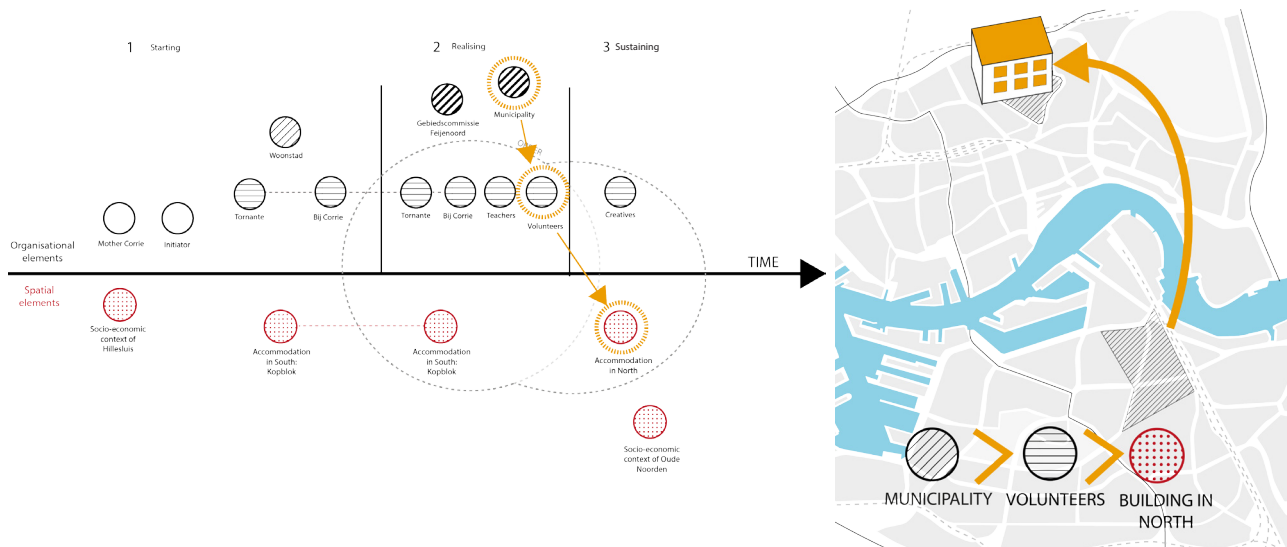


Fig. 44: The Municipality has had an influence on the development of Bij Corrie

**Initiator Bij Corrie about the decision to go North:**

*"It was the requirement of the municipality to have something in North - what exactly did not matter much"*

**Municipal actor about the role of the municipality:**

*"I think the municipality has done very little in this case. If I had been in their shoes... well..."*

*Initially, people were enthusiastic, but I think they had a hard time receiving subsidies."*

## Control parameter: socio-economic context of Oude Noorden

The fourth control parameter that has had an influence on the development of Bij Corrie, is the socio-economic context in which the new building was located. The Oude Noorden is a different area than Hillesluis, and so the activities also differ from the ones in Hillesluis. In the Oude Noorden, activities are more focused on developing handcraft skills and on supporting people with finding employment. Besides, the initiator explained, a group of 'creatives' lives in the Oude Noorden, who have also been involved in the initiative. So again, the socio-economic context has had an influence on the organisation Bij Corrie and has had as a consequence that a new actor has been involved in the initiative.

### Initiator Bij Corrie about the socio-economic contexts of the two locations:

"North is becoming a 'bakfietswijk'; young families with a higher income are moving here and want to make it a hipper place.

" In Hillesluis, everyone is poor, and if not, people move.

" In South, we are doing much with children. But, there are a lot of teen mums. When we got a building in North, we had an opportunity to realise our idea to start a workshop."

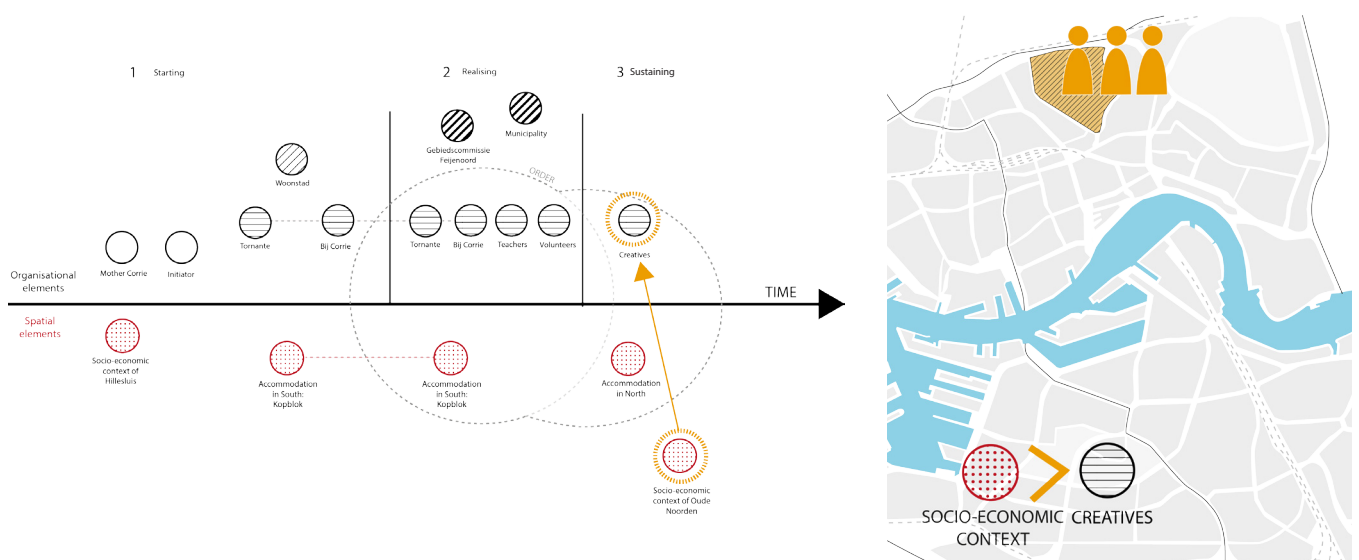


Fig. 45: The socio-economic context of Oude Noorden had led to the involvement of a new actor

Stichting Nieuw Thuis Rotterdam (SNTR) is a well-known organisation in Rotterdam and has received a lot of media attention. With its main interest in the housing domain, the main activity of SNTR is an exceptional one: SNTR bought 200 houses in which status holders can be housed. The enormous effort and use of financial resources from the citizen-side is remarkable, because of which this self-organisation has become interesting for analysis. With the help of the interviews, it has been analysed how this initiative has developed and what have been important spatial and organisational conditions during the development process.

The interview with the 'initiator perspective' was held with the person responsible for communication and press. She represents the group of people of 'Stichting de Verre Bergen', who have initiated the idea for SNTR. The interview with the actor with the 'municipal perspective' was the program director Asylum & Refugees of the municipality of Rotterdam. On account of this role, she is closely involved with the initiative SNTR.



#### TIMELINE, ORGANISATIONAL AND SPATIAL ELEMENTS

##### Starting

The initiator explains how the idea of SNTR originated. The initial idea emerged from the foundation 'Stichting de Verre Bergen', during the refugee crisis of 2015. Stichting De Verre Bergen is a foundation that supports initiatives that contribute to the development of Rotterdam and which sometimes take initiative itself. In 2015, the board of Stichting De Verre Bergen gathered and discussed the possibilities for the foundation to play a role for status holders. Quickly, the initiative arose to buy 200 houses of around €100,000,- in Rotterdam for the housing of status holder families. The idea to buy houses in which Syrian families could be housed, was presented to alderman Schneider, who enthusiastically responded to the initiative and presented it in the city council. The initiative was soon accepted and supported by the municipality.

From the municipality of Rotterdam's perspective, the municipal actor explains how the municipality of Rotterdam became involved in the initiative. The idea to buy houses for Syrian families was offered to the municipality of Rotterdam in December 2015. For the municipality, this offer was perceived as a gift, as it would help the municipality with its task to house the high amount of status holders. Besides, the initiative would simultaneously contribute to another aim of the municipality, which was to reduce the number of corporation houses. Thirdly, the municipality understood that the organisational help of the municipality and the COA was needed to be sure that at least 200 Syrian families would be assigned to the city of Rotterdam.



For Stichting De Verre Bergen, it is important that all initiatives are combined with research. For the purpose of valid research, it was decided that only Syrian status holders were going to be housed in the houses, and that the initiate number of 100 Syrian families was doubled up to 200 families. The research is being done at the Erasmus University of Rotterdam. This decision was taken from the perspective of the initiator, but also benefitted the municipality of Rotterdam. The municipal actor explains that the scientific research is valuable for the municipality too, because later it will later be understood what the positive or negative push factors are for integration. The municipality supplements the data that has been gathered by SNTR with data of the municipality, in order to contribute to the research.

In Rotterdam, no people that rely on monthly municipal payments can be housed in the 'Rotterdamwetwijken'; five areas in Rotterdam-South. SNTR dealt with this requirement and has spread the status holders over as many other areas in Rotterdam as possible. For the municipality, the municipal actor explains, this requirement is assumed to have a positive effect on the integration of status holders.

### Realising

The initiator explains that collaboration was needed with the governmental organisation Centraal Orgaan Asielzoekers (COA) and the Rotterdam-Municipal organisation Intake Ondersteuning Statushouders (IOS). Those organisations arrange the assignment of status holders to houses and municipalities. The municipal actor explains that the municipality of Rotterdam has the intention to support SNTR as well as possible because they regard the initiative as a gift. Therefore, a covenant between SNTR and the municipality of Rotterdam was disclosed in which it was agreed on frequent meetings at both management and executive levels.

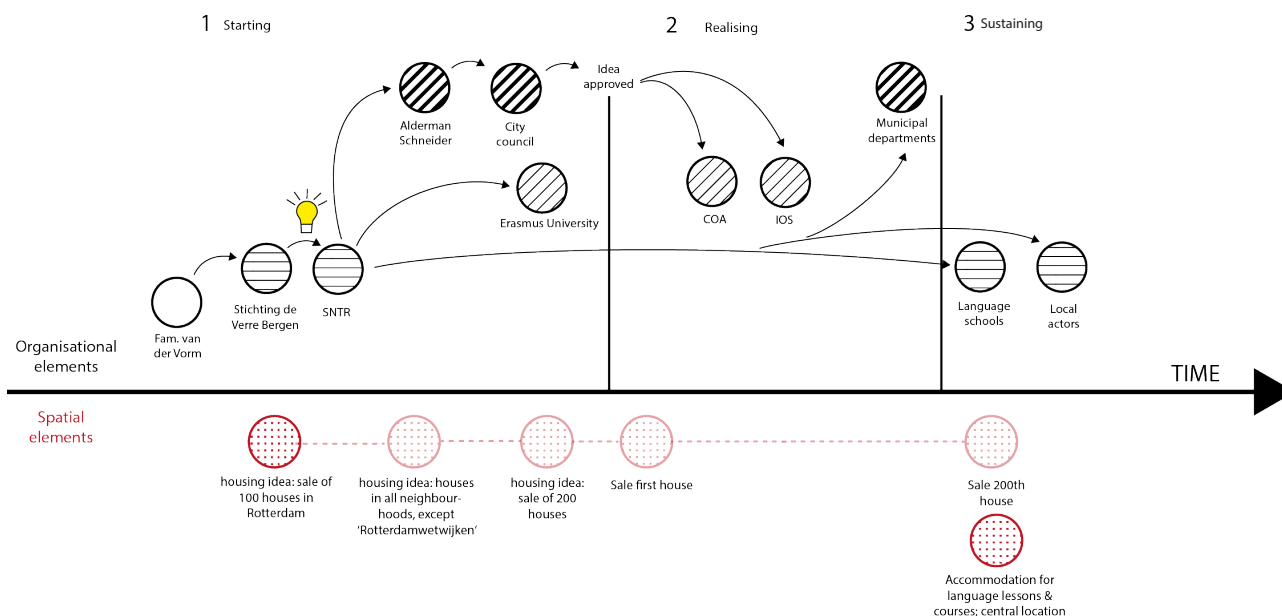


Fig. 46: Timeline - development process SNTR

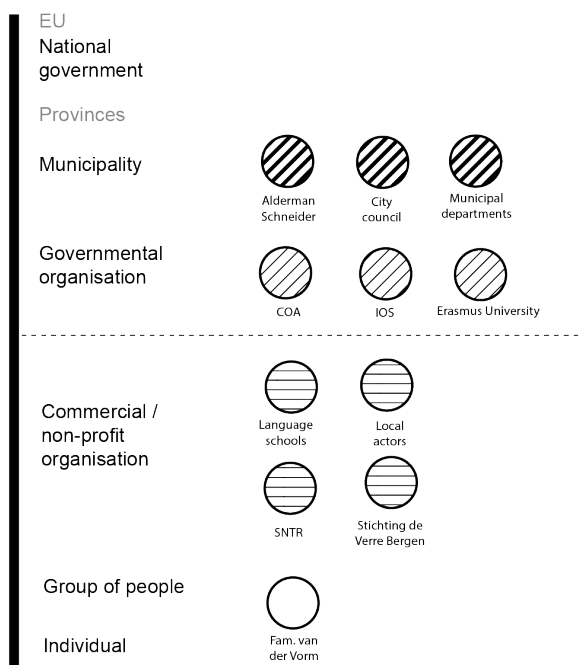


## Sustaining

Besides housing, SNTR also tackles integration in other domains. It provides language lessons and helps with cultural difficulties for status holders in Rotterdam. In order to provide language lessons, SNTR collaborates with professional language schools. Programmes for social connection and employment guidance are led by personal coaches. The initiator explains that this personal contact shows what gaps the municipality leaves for integration. The municipal actor acknowledges that bureaucratic processes that do not run smoothly are feedbacked to the municipality by SNTR.

Although language lessons were previously held scattered over several locations in Rotterdam, SNTR now operates from a central location in the city centre. This building is not a public property, and the municipality considers SNTR as capable enough to take care of its own building.

### Governmental planning



### Self-organisation

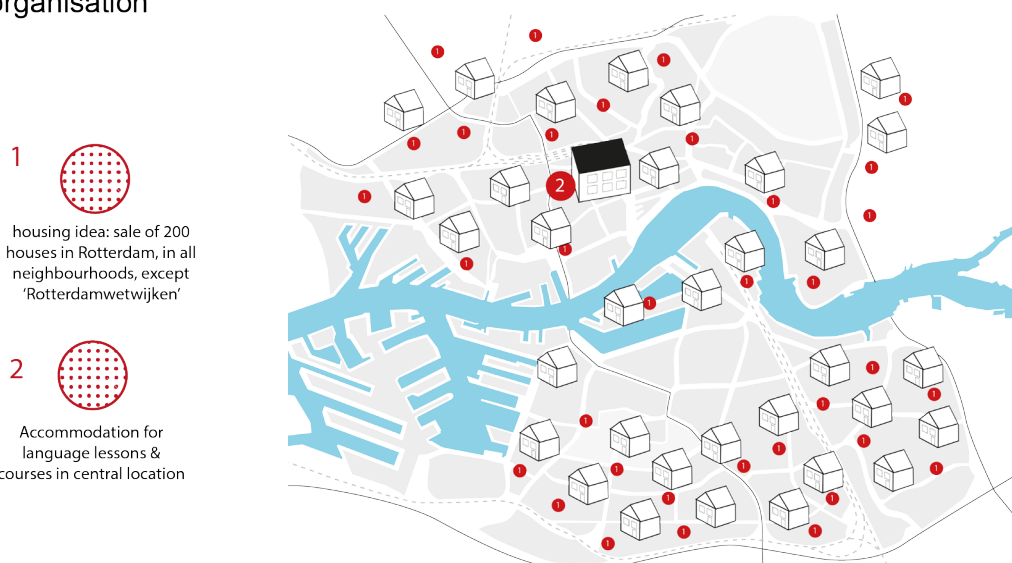


Fig. 47: Organisational and spatial elements of SNTR

## ORDER PARAMETER

From the interviews, it can be concluded what the order parameter of SNTR is. The order parameter is a situation that has stabilized the initiative, and so new elements will have to adapt to the existing order parameter. Once the order parameter has emerged, it is not expected that the initiative will change shape drastically again.

For several reasons, spatial and organisational elements are included in the order parameter of SNTR. The covenant in which was disclosed that weekly meetings between the municipality and SNTR would be held, implies that the municipality is closely interwoven with the initiative and is therefore included in the order parameter. The organisational support that was needed by the COA, and was given, was also officially noted in a declaration. The organisational collaboration makes COA part of the order parameter as well.

Furthermore, the executive work of SNTR is done by language schools and local actors, for example the coaches. Those actors are part of the order parameter too. Because of its central role in the program of SNTR, the Erasmus University is part of the order parameter as well. The spatial elements that SNTR makes use of, are the houses in which the status holders are housed and the central building in which courses and language lessons are provided. The houses and the building play a central role in the activities of SNTR, so they are part of the order parameter as well. The order parameter is visualized in the figure below.

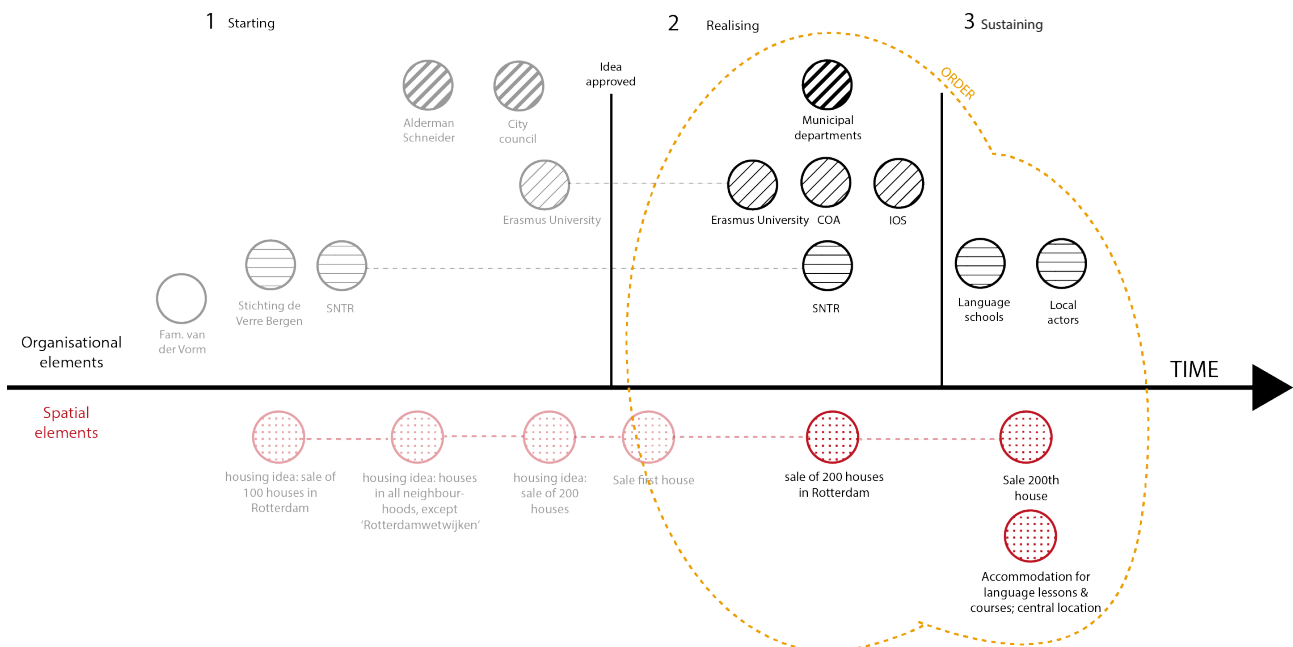


Fig.48: the order parameter in the timeline of SNTR

## CONTROL PARAMETERS: influential elements for the development process

From the interviews, the organisational or spatial elements that have functioned as control parameters can be distinguished. Because of the focus on the development process of SNTR, the interviewees explained how SNTR developed from an idea of Stichting de Verre Bergen into an organisation as described by the order parameter. During the interviews, it became clear what crucial moments have been for the development of the initiative and what elements influenced those moments; the control parameters.

### Control parameter: organisational support of the municipality of Rotterdam

The first control parameter is the involvement of the municipality of Rotterdam, that started with the involvement of the city council and reached the governmental organisation Intakeloket Ondersteuning Statushouders (IOS), which assigns status holders to houses that are available in Rotterdam. The involvement of the IOS had as a consequence that SNTR goes along with the policies of the IOS, which means that status holders are not housed in the 'Rotterdamwijken', and that they are spread over the other areas as much as possible. Similarly, SNTR houses status holders in such a way. So because of the collaboration of SNTR with the municipality and the IOS in an early phase of the development process, organisational elements have had an influence on the spatial shape of the initiative.

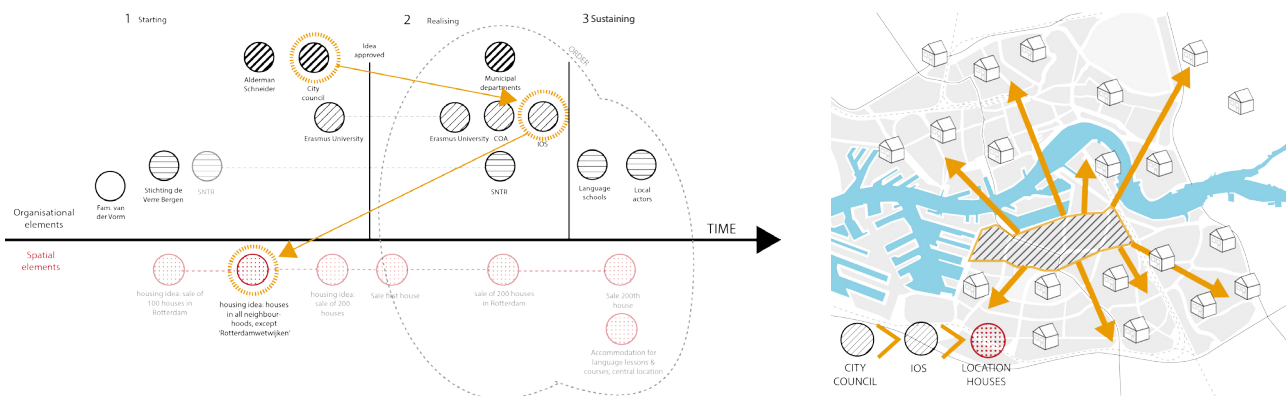


Fig. 49: Involvement of the municipality of Rotterdam influenced the locations of the houses of SNTR

### Municipal actor about the role of the municipality:

"As a municipality, we perceive it as a great gift, so you try to do whatever is in your capability to let it succeed. Our task however is also to make sure that all inhabitants are treated equally."

### Control parameter: involvement of the Erasmus University

The second control parameter is the involvement of the Erasmus University. The Erasmus University does research concerning the effect of the actions of SNTR on integration of status holders, and therefore required a research group of 200 Syrian families. Consequently, the number of houses was doubled, compared to the initial idea of SNTR ( that was a target group of 100 families to be housed). So the Erasmus University has also contributed to the development process of the initiative.

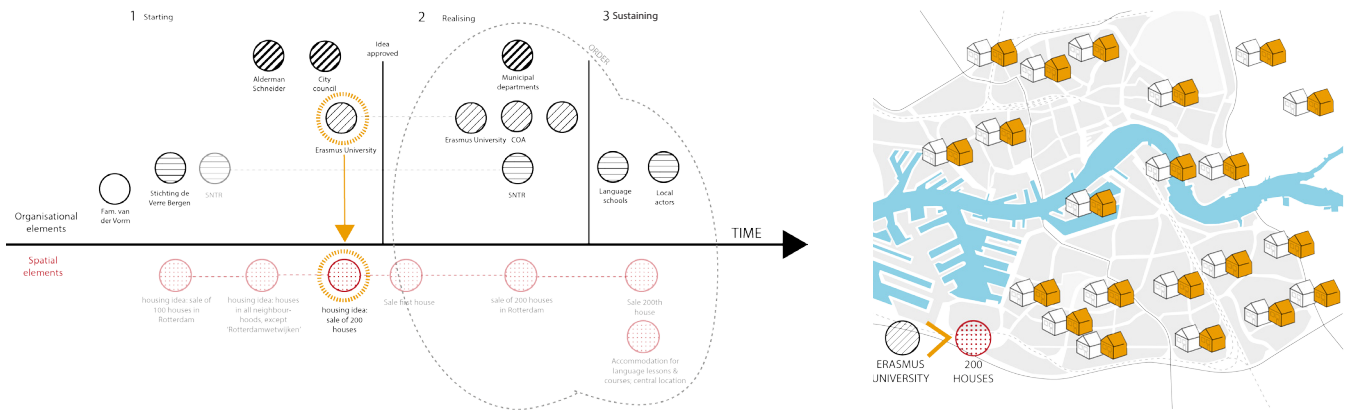


Fig. 50: Involvement of the Erasmus University influenced the amount of the houses of SNTR

### Municipal actor about the involvement of the Erasmus University:

"What is making the initiative even nicer, is that De Verre Bergen is doing research parallel to the initiative, which will answer the question what pushfactors have been for integration, and which ones have not worked, in five years' time. This is extremely interesting for the municipality of Rotterdam, and even wider than this."

**Control parameter: locations of houses for status holders**

The third control parameter are the houses of the SNTR. As SNTR has, in addition to a housing program, a language program as well, a building is needed as a spatial condition to provide the language lessons. The location of this accommodation is partly defined by the housing program, as the participants of the housing program are the same ones as those of the language program of SNTR. In that way, it can be said that the spatial element 'central building' is influenced by the spatial element 'houses'.

Part of the interview report of the person with the 'initiator perspective':

"Soon, SNTR will move its office and visiting accommodation to one central location, which will facilitate all activities."

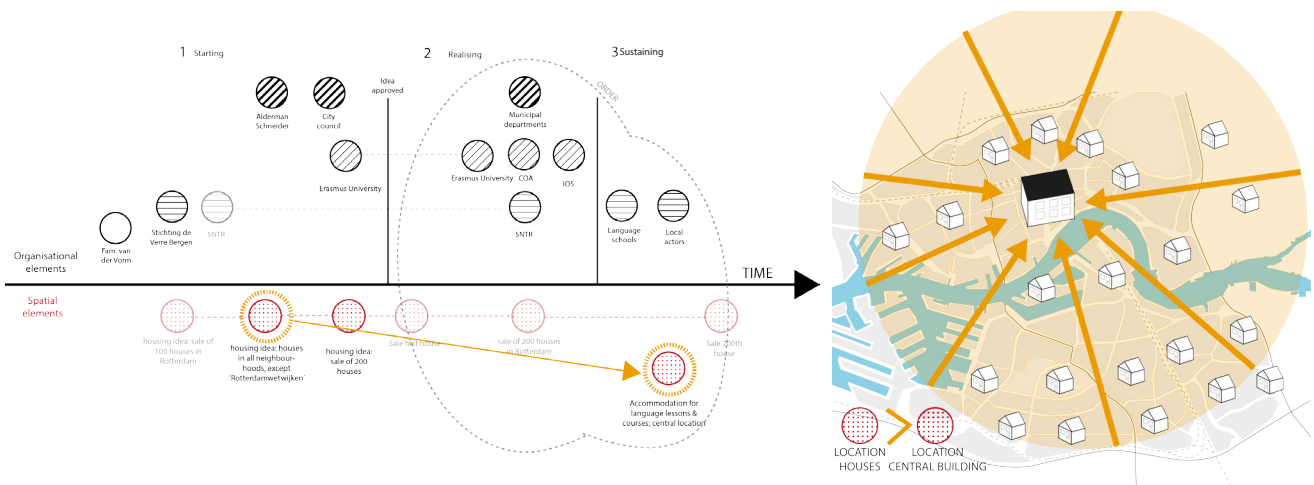


Fig. 51: The location for the accommodation for language lessons is partly defined by the earlier decision about the locations of the houses

Hoogkwartier is a case that initially did not have as its main aim to facilitate integration of status holders or of other inhabitants. The main aim of the initiative was in fact to upgrade the physical environment of the area in which the initiator lives, and to give the neighbourhood more identity. In order to work on the identity of the neighbourhood of the area, the initiative involves local inhabitants and tries to 'give them a face' in the neighbourhood. When a group of status holders were placed in a building in the Hoogkwartier, they were immediately included in the initiative, because of which the integration was influenced positively.

The interview with the 'initiator perspective' was held with the initiator of Hoogkwartier itself. The interview with the actor with the 'municipal perspective' was held with the manager of the Inner City program of Rotterdam. In view of this role, she has held close contacts with the initiator of Hoogkwartier, and is well-known with the development process of Hoogkwartier.



## TIMELINE, ORGANISATIONAL AND SPATIAL ELEMENTS

### Starting

The initiator explains that the initiative was started six years ago by an entrepreneur who had an office in the neighbourhood. From his own interest, he explored what kind of energy existed in the neighbourhood. He started with a study of the Hoogkwartier; what people were living there, how many trees there were, etc. He presented this initiative to the people by delivering brochures in mailboxes, and he presented it to the municipality. He found out that there was little knowledge among the inhabitants about their neighbourhood. From that point, the idea started to tell stories, to give the neighbourhood a name and to give it more identity.

The municipal actors explain that the municipality of Rotterdam was approached by the initiator. She organised meetings with the initiator and other municipal staff, in order to discuss what things could be realised. As the meetings were experienced pleasantly and the municipality saw the same potential as the initiator, the collaboration continued, in order to develop an attractive residential neighbourhood.

## Realising

The initiator explains that especially the last three years, a few inhabitants have grouped up and organise small-scale, low-budget events in the neighbourhood. After six years, the initiative is running well, also owing to investors that have renovated some buildings. The initiator also explains that the municipality of Rotterdam has played a facilitating role, and that it was hard to receive support. For some projects, the municipality has provided financial support, but this is very limited compared to other neighbourhoods, and mostly provided for public space. The support is incidental and not structural. The initiator explains that this is because the municipality focuses on more problematic areas in Rotterdam - the Hoogkwartier is in fact doing well enough.

The municipal actor also describes the role of the municipality as facilitating and which catches up with the energy flow of the neighbourhood. For the municipality, the Hoogkwartier developed as an area in which can be experimented with small urban developments, such as the bicycle fleets that now exist all over the city. She values the good relationship with the initiator. He functions as the 'ears and the eyes' of the neighbourhood, which is very useful for the municipality.

Officially, the spatial borders of the area Hoogkwartier do not exist for the municipality. The area that the municipal actor is responsible for is the Laurenskwartier, which is much bigger than the Hoogkwartier. Although there shouldn't be too many separated 'islands' for the municipality, smaller areas are needed to create identities for neighbourhoods that everybody acknowledges.

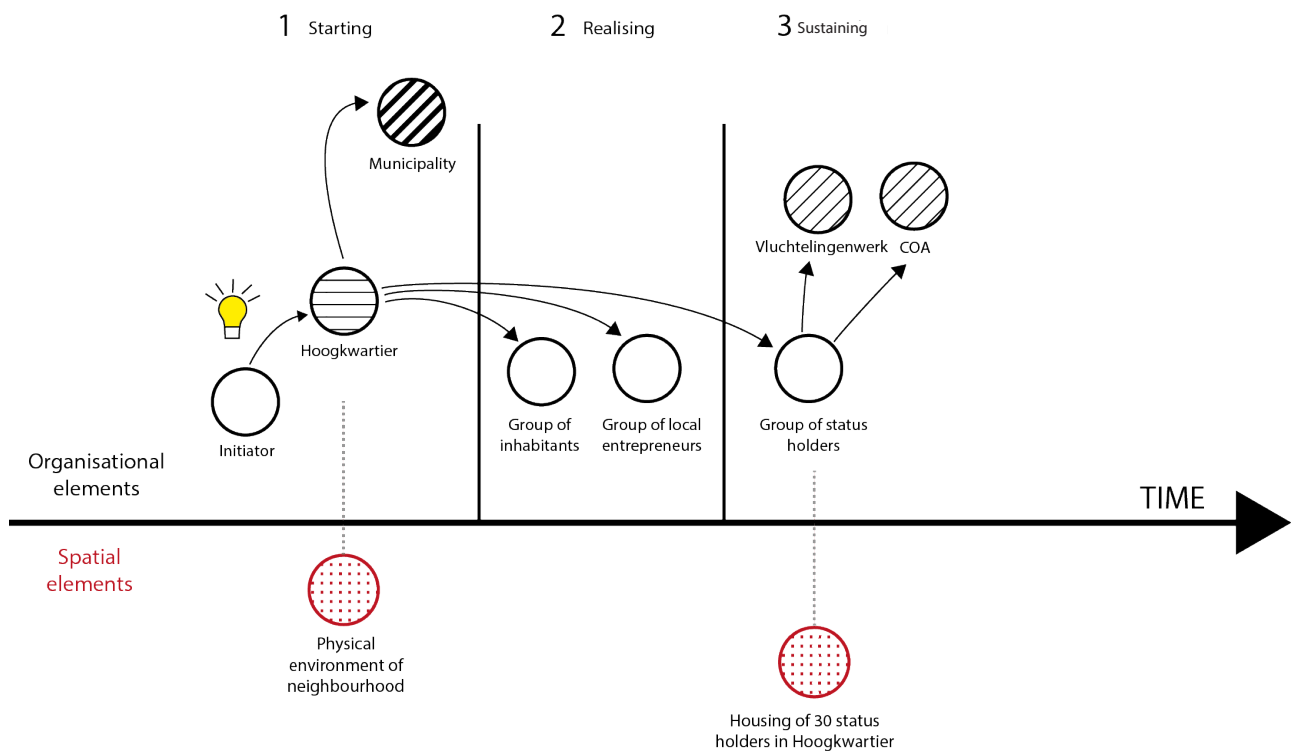


Fig. 52: timeline - development process of Hoogkwartier



## Governmental planning

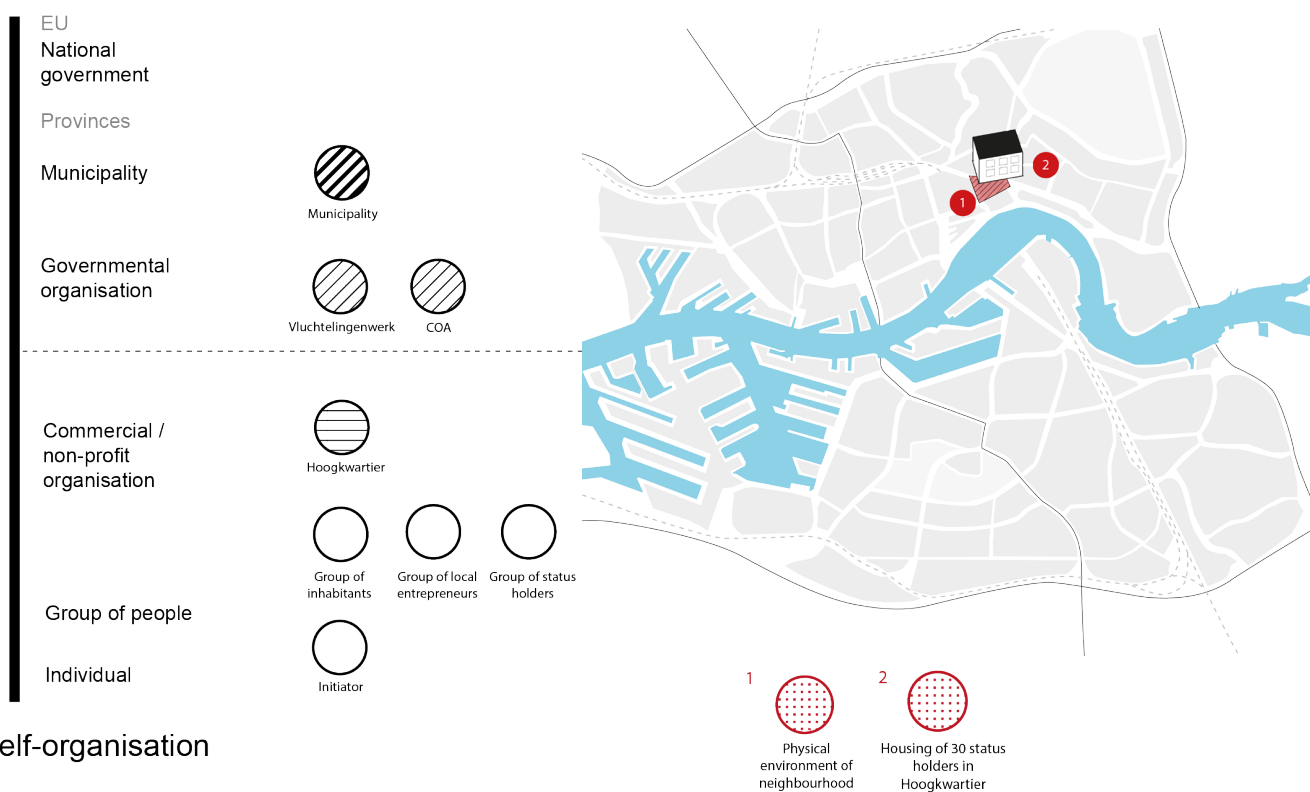


Fig. 53: organisational and spatial elements of Hoogkwartier

## Sustaining

The initiator explains how status holder became involved in the initiative. Last year, it was announced that a group of status holders was going to be housed in the neighbourhood. The shelter of status holders in the Hoogkwartier is particularly interesting because it is in the inner city, in which people are expected to be more familiar with a diverse ethnical population. The website was already operational. Seeing that the arrival of refugees brought a long a lot of unrest, the idea arose to include status holders in the website, just as had been done for other inhabitants and entrepreneurs. On the website, the stories of their lives are presented.

The initiator explains that the integration of status holders proceeded quite smoothly, although initially some older inhabitants were anxious for the arrival of the status holders. After the arrival of status holders, two-monthly discussions were organised for Hoogkwartier between all parties involved; the COA, inhabitants, municipality, Vluchtelingenwerk, entrepreneurs, which introduced all parties to each other. However, the initiator was of the opinion that there was too much talking rather than actions.

The municipal actor agrees that the placing of status holders in the Hoogkwartier proceeded very smoothly compared to other areas in Rotterdam. In the Hoogkwartier, very few conflicts took place, whereas many conflicts arose in areas where even fewer status holders were housed, for example in Hoogvliet. According to the municipal actor, the inhabitants of Hoogkwartier have the resilience to welcome the new inhabitants. Areas should have a certain extent of social cohesion among the inhabitants in order to include status holders peacefully.

## ORDER PARAMETER

From the interviews, it can be concluded of what organisational and spatial elements the order parameter of Hoogkwartier consists. The order parameter is a situation that has stabilized the initiative, and so new elements will have to adapt to the existing order parameter. Once the order parameter has emerged, it is not expected that the initiative will change shape drastically again.

Hoogkwartier is a small self-organisation with a spatial scope on the neighbourhood scale. Therefore, the order parameter consists of the initiator, the group of inhabitants and a group of local entrepreneurs. No municipal actors are involved in the order parameter. The order parameter was expanded with the arrival of status holders. The new actors were included in the existing order parameter and adapted to the existing organisation, that has slightly changed shape.

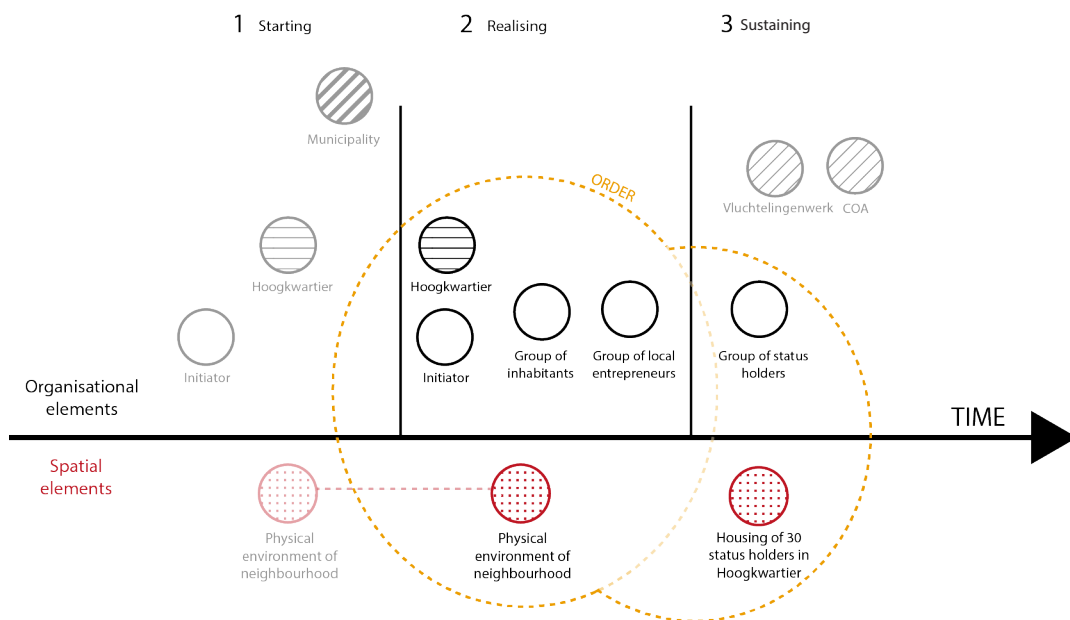


Fig. 54: Order parameter of Hoogkwartier

**CONTROL PARAMETERS: influential elements on the development process**

From the interviews, the organisational or spatial elements that have functioned as control parameters can be distinguished. Because of the focus on the development process of Hoogkwartier, the interviewees explained how Hoogkwartier developed from an idea of the initiator into an organisation as described by the order parameter. During the interviews, it became clear what crucial moments have been for the development of the initiative and what elements influenced those moments; the control parameters.

**Control parameter: physical environment of the neighbourhood**

The physical borders and the physical environment led to the start of the initiative. It was especially because of the poor way that the neighbourhood looked like that the initiator decided to work on the identity. Three big roads that border the neighbourhood, strictly defined the spatial borders of the initiative, which was named Hoogkwartier.

**Municipal actor about the physical borders of Hoogkwartier:**

"I like the fact that 'Hoogkwartier' is a real word now; it is actually used and known.

..

You don't want to have too many 'islands', but you should feel a certain identity. Nobody would say: "Let's go to the Laurenskwartier".

..

In the Hoogkwartier we can experiment. It is difficult to experiment at the Coolsingel, for example, because it is always in the spotlights."

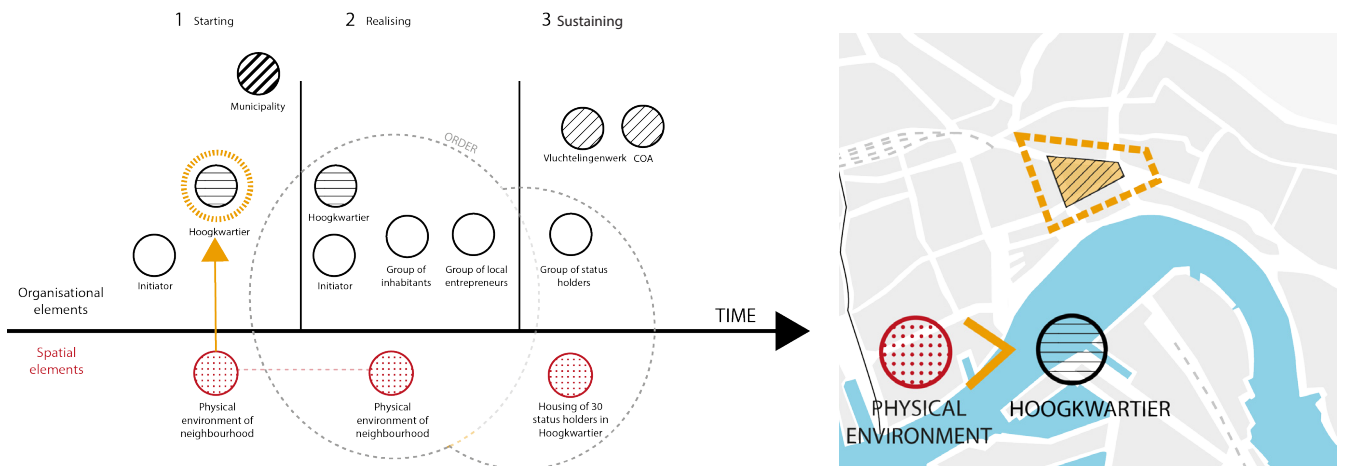


Fig. 55: The physical environment of Hoogkwartier has influenced the start of the initiative Hoogkwartier

### Control parameter: placement of status holders in the neighbourhood

The settlement of status holders in the neighbourhood had an influence on the actors that were involved. After status holders were placed in Hoogkwartier, two-weekly meetings were organised with the COA and Vluchtelingenwerk, in order to include them in the initiative. So new actors became part of the initiative Hoogkwartier after the arrival of a spatial element.

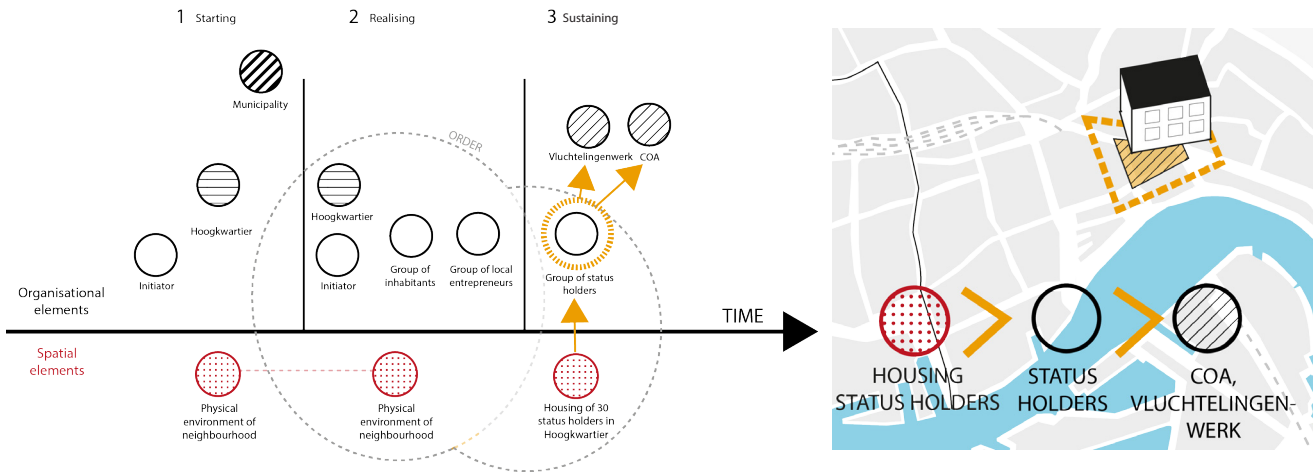


Fig. 56: The housing of status holders has involved the actors Vluchtelingenwerk and COA with the initiative

#### Initiator of Hoogkwartier about the placement of the status holders:

"I received a phone call from the municipality, asking: "Marco, why don't we hear anything? We expected more hassle concerning the status holders" "



Fig.57 Building in Hoogkwartier in which status holders were housed. Source: Google Maps

## 6.6 Influential parameters of self-organising initiatives for refugee integration

The three cases have been analysed in depth by describing the development process and by analyzing the order and control parameters. In order to conclude about organisational and spatial conditions, the three cases will be compared in this paragraph. As the three cases have different activities, objectives and magnitudes, the similarities and differences do not lead to solid-proof existing patterns, but to discussions about the conditions for self-organisation. In this section, the results of the comparisons have been listed. In the final section of this chapter (see section 6.7), the results have been synthesised with the results of the thematic analysis and analysis of integration policies and there will conclusions about the conditions for self-organisation for refugee integration.

### Order parameter

This factor analysed the order parameter of the initiatives: the situation in which the initiative has developed into a stable organisation. It was analysed of what elements the order parameter consists, and whether the governmental actors are part of this order parameter. All three cases analysed have developed order parameters with both organisational and spatial elements.

Not all three cases have developed into organisations with close connections to governmental actors. Only the case SNTR has an order parameter in which governmental actors are included (see table 11.1 on page 104).

**Result:** Self-organised initiatives develop into order parameters that consist of both organisational and spatial elements. The municipality can be part of the order parameter, which seems to be the case when the initiatives are in domains that have extensive policies in the Netherlands and that have systems that are highly regulated by the state.

### Control parameters: influential parameters on the development process

This factor analysed the influences that were crucial for the development process of the initiatives. Those influences are organisational or spatial elements that are named as the control parameters. The number of control parameter ranges from two (Hoogkwartier) to four (Bij Corrie) (see table 12.1). Here, it has been analysed whether the cases have spatial or organisational control parameters, what those control parameters are and whether they have been influential for either spatial or organisational elements of the initiative.

The majority of the control parameters of Bij Corrie and Hoogkwartier were spatial; in contrast to SNTR, which has more organisational control parameters than spatial ones. This relates to the result that SNTR is the only case where governmental actors are part of the order parameter. When governmental actors are part of the order parameter, there will be more influence of organisational elements compared to self-organised initiatives that have an order parameter without governmental actors.

Organisational elements have functioned as a control parameter and have had an influence on the development of the order parameters of the initiatives. The municipality has been an influential parameter for both SNTR and Bij Corrie (see table 12.2), and the Erasmus University has been influential for SNTR. Those organisational control parameters have

## Results in-depth case analysis

The in-depth case analysis has resulted into an understanding of the parameters that have an influence on the development process of self-organising initiatives for refugee integration. Those parameters were described in the analysis as either organisational or spatial control parameters, that influenced the development of the order parameter. Although the results are described by text in this section, the results are here noted quantitatively.

Order parameter				Total	
	Bijlmer	SNTR	Hoogkwartier		
11.1 Order parameter with governmental actor	> Cases	1	2	3	Total
Yes			1		1
No	1		1		2

### Control parameter

12.1 Control parameters that are:

	> Cases	1	2	3	Total
Organisational		1	2	0	3
Spatial		3	1	2	6
Total		4	3	2	

12.2 Organisational control parameters being:

	> Cases	1	2	3	Total
Municipality of Rotterdam		1	1		2
Erasmus University			1		1

12.3 Organisational control parameters influencing:

	> Cases	1	2	3	Total
Organisational elements					2
Spatial elements		1	2		3

12.4 Spatial control parameters being:

	> Cases	1	2	3	Total
Building		1			1
Socio-economic context		2			2
Location houses status holders			1	1	2
Morphological context				1	1

12.5 Spatial control parameters influencing:

	> Cases	1	2	3	Total
Organisational elements		3		2	2
Spatial elements			1	2	3

### Moments of control parameters

12.6 Organisational control parameters occurred in the:

	> Cases	1	2	3	Total
Starting phase			2		2
Realising phase		1			1
Expanding phase		1	1	1	3

12.7 Spatial control parameters occurred in the:

	> Cases	1	2	3	Total
Starting phase		1		1	2
Realising phase					0
Expanding phase		1	1	1	3

all influenced spatial elements during the development process; the municipality for example influenced Bij Corrie to the extent that it expanded to another location and the Erasmus University influenced SNTR in buying twice as many houses as planned.

Spatial elements have functioned as a control parameter and have had an influence on the development of the order parameters of each initiative. A building available in Rotterdam-South and the socio-economic context of Hillesluis have had a crucial influence on the development of Bij Corrie (see table 12.4). The locations of houses that were bought for status holders influenced the location of a central building for SNTR, and the placement of status holders in Hoogkwartier has had an influence on the activities of Hoogkwartier. The enclosure of Hoogkwartier by three main roads – described as the physical boundaries- has had an influence on the partners of Hoogkwartier. Most of the spatial elements have influenced organisational elements (see table 12.5); the choice for a building in Rotterdam-South led to the emergence of the non-profit organisation Bij Corrie and the placement of status holders in Hoogkwartier led to the involvement of COA and Vluchtelingenwerk.

Since a timeline was used during the analysis of the order and control parameter, the results show that influential organisational elements often took place in the starting phase, or in the realising phase. The analysis also shows that influential spatial elements take place either in the starting, or in the sustaining phase (see tables 12.6 and 12.7.)

**Result: influential organisational parameters**

- For initiatives that have an order parameter with governmental actors, the initiatives are more influenced by organisational control parameters than spatial control parameters.
- Influential organisational parameters can be: university, municipality, housing corporations.
- Influential organisational parameters occur in the starting or realising phase.

**Result: influential spatial parameters**

- For initiatives that have an order parameter without governmental actors, the initiatives are more influenced by spatial control parameters than organisational control parameters.
- Influential spatial parameters can be: socio-economic context, building, morphological context.
- Influential spatial parameters occur in the starting or sustaining phase.

Together with the thematic analysis, the in-depth case analysis has described the conditions under which self-organised initiatives for refugee integration exist, and under which conditions they develop. Having described self-organised initiatives in Randstad municipalities and integration policies for Rotterdam, the next step is to conclude on ways that self-organisation interrelates with integration policies, and on ways that planners can interfere in self-organisation. Conclusions about these aspects will be drawn in the next section.



## 6.7 Conclusions case-study analysis: distinct approaches to support self-organisation for refugee integration

Together, the thematic analysis and in-depth case analysis have resulted in conditions under which self-organised initiatives for refugee integration exist and under which conditions they develop. Earlier, integration policies for Rotterdam were analysed. The three parts of the case-study analysis have been synthesised in order to draw conclusions about the interrelations between self-organisation. Based on those conclusions, the next chapter will define general principles for municipalities, national government and other relevant actors to enhance this interrelations.

### **Synthesis analysis integration policies and self-organisation: how to govern self-organisation?**

The analysis on integration policies has shown that Rotterdam integration policies for status holders mainly exist in the domains housing, language and cultural knowledge. Housing policies specifically are conducted with a narrowed perspective on housing, for which it has implications for the availability of facilities in the spatial environment in other domains of integration, such as jobs or schools for status holders. Literature research about integration policies (Penninx & Mascarenas, 2016) had already shown that the multiple domains and multiple levels of actors complicate the implementation of integration policies, that is proven to be the case in Rotterdam.

The thematic analysis has shown that self-organisation addresses all domains of integration. The theoretical framework already described participation of citizens as promising for urban developments, because citizens have a deeper understanding of the context and the place of emergence. The eleven initiatives in Randstad municipalities had objectives in different domains and together covered all domains of integration. Besides, the analysis showed that self-organised initiatives often had simultaneously had objectives in multiple domains, of which social connection was the most common domain. Since the integration process was defined in the theoretical framework as a process that simultaneously occurs in multiple domains (Ager and Strang, 2008; Heckmann, 2006), self-organisation correspond to the integration process better than integration policies do.

**Conclusion: Over integration policies, self-organisation has an advantage that it often simultaneously has objectives in multiple domains, and that it addresses all domains of integration.**

Although the role of self-organisation for refugee integration is promising, the theoretical framework has pointed out the disadvantage too; the fact that self-organisation occurs randomly and has a large uncertainty (Uitermark, 2015; Rauws, de Roo & Zhang). Literature research already mentioned the importance of finding a way to incite or to steer actions of citizens, in order to include uncertainties of self-organisation in planning (Rauws, de Roo & Zhang, 2016). The propositions of the theoretical framework suggested that supportive spatial and organisational conditions could play a role in enlarging the role of self-organisation, and in increasing the occurrences of self-organisation or in making self-organised initiatives last longer.

Whereas the supportive conditions for self-organisation for refugee integration were not known yet in the theoretical framework, the thematic case analysis and the in-depth case analysis have clarified organisational and spatial conditions for self-organisation. Since the conditions were explored within the themes domains, actors and spatial interrelations, the conditions fall under the competence of strategic spatial planning and can interrelate with the domains, actors and spatial interrelations of integration policies. The provision of supportive conditions can be a way to govern the spontaneous process of self-organisation, and to let self-organisation play a role in integration policies.

**Conclusion: Strategic spatial planning has the competence to enlarge the role of self-organisation by providing organisational and spatial conditions.**

The governance of self-organisation is a refined exercise, which seeks for a balance between governmental control and enough room for spontaneous initiatives. In the theoretical framework (Boonstra & Boelens, 2011), it was said that planners can be either a heterogeneous actor and actively intervene within the self-organisation process, or they can play a facilitative role and guide self-organising processes.

The analysis of self-organisation for refugee integration distinguished the domains of integration, that resulted in a distinction between domains that require more support and domains that require less support from governmental actors. The thematic analysis showed that the housing domain was the only domain in which organisational support was provided by governmental actors. Other domains were addressed for financial support of the government: employment, language and social connection.

By deeper research on the development process in the in-depth case analysis, it was shown that the municipality of Rotterdam have played a completely different role for the initiative in the housing domain (SNTR) than for the initiatives in the social connection (Hoogkwartier) and language (Bij Corrie) domains. The municipality offered organisational support to SNTR in the starting phase, for which it has had an influence on the development of the initiative and for a close collaboration developed between SNTR and the municipality. The involvement of the municipality of Rotterdam with Bij Corrie and Hoogkwartier occurred later in the development process, and existed of (few) financial support only. As a result, those initiatives operated much more independently from the government.

The thematic and in-depth case analyses have shown that the housing domain, in which SNTR operates, was the only domain in which initiatives received organisational support from governmental actors. When having in mind that the most extensive integration policies in the Netherlands are conducted in this domain – a ‘state-regulated domain’, this research shows that the collaborative role of planners occurs in domains that are much regulated by the state.

The case of SNTR has also shown that by governing self-organisation with an active and collaborative role, planners do not just support the development processes of self-organisation, but influence them too. By providing organisational support early in the development process, self-organisation can be steered by planners, in order to complement self-organisations to integration policies better. On the other hand, planners could also play a facilitative role and offer financial support only at the moments when self-organisation needs it – in the realising or sustaining phases of self-organisation. Principle 1 will elaborate on the two approaches of governance per domain of integration.

**Conclusion: By offering organisational support to initiatives in the starting phase, planners can steer the development processes of self-organisation. On the other hand, planners can play a facilitating role by offering flexible support on demand.**

**Synthesis thematic analysis and in-depth case analysis: supportive conditions for self-organisation**

So now that we have learned that spatial planning has the competence to enlarge the role of self-organisation by providing organisational and spatial conditions, and that planners can actually direct the development of self-organisation by providing the right conditions at the right time, the question remains what exactly those conditions are. During the thematic and in-depth case analysis, the domains of integration were taken into account. A tailor-made approach for the provision of conditions is essential, especially because the theoretical framework defined integration

as a process that simultaneously occurs in multiple domains (Ager and Strang, 2008; Heckmann, 2006). Therefore, the facilitation of integration should correspond with the specific characteristics of the domains of integration as much as possible.

### Supportive organisational conditions

The support of governmental actors that the self-organised initiatives in the thematic analysis were provided with consisted of organisational, financial and communicative support. Municipalities supported self-organisation with juristic documents, budgets, and promotion of the initiatives. All initiatives more or less collaborated with governmental actors, that proves the need for policy integration in the vertical direction when addressing refugee integration, as was already proposed in the theoretical framework. (Gilardoni et. al. 2015; Scholten & Penninx, 2016). This research shows that the involvement of actors on higher levels with self-organisation differs per domain; organisational support for example is needed for initiatives in state-regulated domains only.

In the horizontal direction, the thematic analysis has shown that self-organisation often collaborates with partners who are in the similar domain as the initiative and who can provide in expert support. Especially initiatives in the domains housing, employment, education and language – the ‘structural domains’ -, require expert support from professional actors within the domain. The domains social connection and cultural knowledge –‘social domains’ - require less organisational and expert support than the state-regulated and structural domains. However, initiatives in those domains still benefit from governmental support, in the form of financial and communicative support.

Based on the conclusions of the case-study analysis, principle 2 of the design will argue what kind of support be provided for self-organised initiatives, and explain when and by whom.



Fig.58 Distinction between domains concerning the required support

### Supportive spatial conditions

The theoretical framework put forward the incorporation of the spatial environment as a better way of policy-making (Healey, 2006; Salet 2009). This research shows a few ways how the spatial environment plays a role for self-organisation. First of all, buildings are essential for the existence of self-organisation in all domains, because the initiatives need a place for their activities and for their administration. Typical buildings for self-organisation are recognizable, tenantless, accessible and visible.

The location of buildings differs between the domains when it comes to accessibility and visibility: whereas initiatives with a regional scope have locations close to train stations, for initiatives with a neighbourhood scope it is more important to be close to a bus or tram station. The spatial scopes of the initiatives were distinguished between the domains; initiatives in the housing domain have larger scopes up to the national scale; initiatives in the education and employment domain have spatial scopes up to the regional scale. Initiatives in the language, social connection and cultural knowledge domains don't have larger scopes than the city scale (see figure 59).

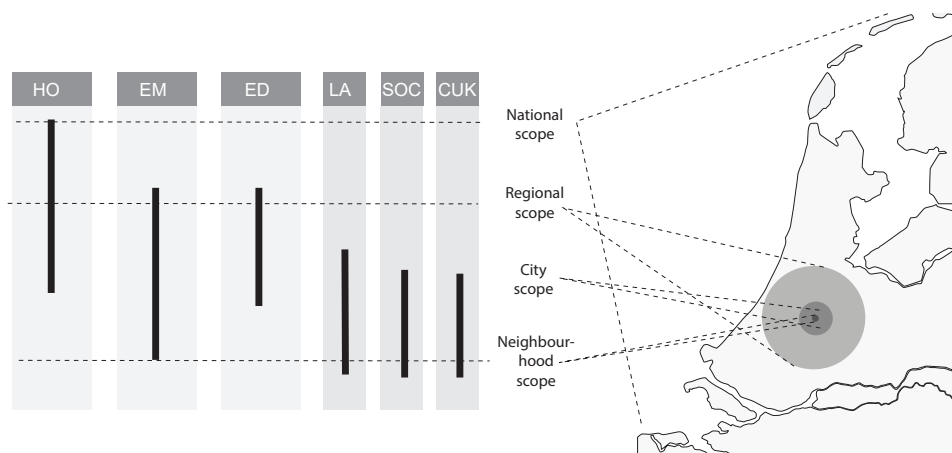


Fig.59 Spatial scopes of self-organised initiatives per domain

Besides the elementary condition of a building, self-organisation also interrelates with the spatial environment because of the socio-economic context. During the deeper analysis on the development process in the in-depth case analysis, it became clear that the context of a location can have a major influence on the development of the initiative. When Bij Corrie for example opened a second location in Oude Noorden, the activities at the new location had a different focus than at the former location in Hillesluis. Activities in Hillesluis – an area with a high percentage of low income, and a high percentage of teen mums – have a focus on countering social isolation and activities for children, whereas activities in Oude Noorden – an area with a mixed population, with an amount of creative inhabitants-, were more focused on developing handcraft skills. Because the socio-economic context and the presence of actors can be influential for the development of self-organisation, spatial planners could take those contextual characteristics into account in order to 'steer' self-organisation.

Finally, the thematic analysis has shown that similar initiatives have a tendency to cluster; no distinction between the domains was analysed. When initiatives are physically close to other actors, this benefits the communicative support, which was earlier described as an organisational condition. Besides, clustering increases visibility as well; so makes self-organised initiatives more known. Clustering is thus a conditions that spatial planners could provide in order to enlarge the role self-organisation (see further elaboration principle 3).

**Conclusion: The supportive conditions construct distinct approaches to the different domains of integration, for a more tailor-made approach to the facilitation of refugee integration.**

The conclusions of the case-study analysis have discussed what organisational and spatial conditions should be provided in order to enlarge the role of self-organisation, and in order to interrelate self-organisation with integration policies. Based on those conclusions, the next chapter will define general principles to enhance this interrelation. A spatial planning strategy will illustrate how, when, where and by whom supportive conditions could be provided for the city of Rotterdam.



leeda Haarverzorging

SMART

# DESIGN





## The design will...

... propose to support the interrelation between self-organisation and integration policies by facilitating organisational and spatial conditions. Self-organisation is a spontaneous process and occurs randomly as a result of interactions between interconnected elements. For that reason, planners that want to support self-organisation should not aim to 'create' new initiatives. The maximum support that planners can give, is to embrace all initiatives taken, to have less initiatives 'stranded' and to give initiatives better opportunities to develop themselves. Self-organisation remains a process that is initiated by citizens and that is organised by citizens. The support on self-organisation therefore consists of conditions that facilitate the emerge or the existence of self-organisation.

The purpose of the design is to illustrate how supportive conditions for self-organisation can be applied in an existing organisational and spatial context. The design part serves to open a discussion about ways to support self-organisation, about ways to interrelate policies with self-organisation and about ways to facilitate integration of refugee integration.

### **The design consists of...**

... general principles that enhance the interrelation between integration policies and self-organisation, and of a spatial planning strategy that illustrates how the principles can be applied in Rotterdam. The general principles corresponds to organisational and spatial conditions for self-organisation, that were revealed in the thematic and in-depth case analyses. The spatial planning strategy facilitates those organisational and spatial conditions.

The spatial planning strategy is not developed for direct implementation, but for opening a discussion. The spatial planning strategy for Rotterdam is a conceptual conclusion on the results of this research, and would require further analysis when implementation is considered.



# Principles to enhance the interrelation between integration policies and self-organisation



The case study analysis has shown the organisational and spatial sides of integration policies and self-organisation. The thematic analysis in chapter six has shown that self-organised initiatives relate to a list of factors within the themes domains, actors and spatial interrelations. The list showed what common patterns and characteristics of self-organised initiatives for refugee integration are, and so summarized the conditions under which existing initiatives for refugee integration currently exists. The in-depth case-analysis in chapter seven went deeper into the process of the self-organising initiatives, and has shown what parameters have been influential for the development process of self-organised initiatives.

On the basis on the conclusions about the case-study analysis, this chapter will propose general principles to enhance the interrelation between integration policies and self-organisation. It will be proposed to national governments and municipalities to complement integration policies with self-organisation and to facilitate organisational and spatial conditions, which are assumed to be desirable for self-organisation for refugee integration. Besides the government, governmental organisations, non-governmental organisations and self-organised initiatives are addressed as well. The general principles will be illustrated by a spatial planning strategy for Rotterdam, that proposes interventions in the organisational and spatial environment of Rotterdam.



Fig. 60: Images of Rotterdam neighbourhoods. Source: Google Maps

## 7.1 General principles for the governance of self-organisation

The principles embrace a vision about the interrelations between integration policies and self-organisation, and suggest actions that direct the facilitation of organisational and spatial conditions needed for the desired interrelations.

### **Tailor-made approaches accommodating the self-organisation process**

The case-study analysis has concluded that self-organisation has an advantage over integration policies for the facilitation of the integration process, and that strategic spatial planning has the competence to enlarge the role of self-organisation. The case-study analysis has also concluded that self-organisation can be governed by planners in two ways: either by a collaborative or by a facilitating role. Supporting self-organised initiatives requires the provision of the right conditions at the right moment in the development processes of self-organisation. Having said this, the question remains how exactly governments should act, and what exactly they should do.

During the interviews that were held for the in-depth case analysis, municipal actors expressed the opinion that involving self-organisation in policies is a complicated task, and that the municipality of Rotterdam is searching for ways how to do this. Municipal actor Hoogkwartier: *"In that way we are seeking for best approaches to involve citizens. I don't believe there will ever be a blueprint; what applies here might not apply in South, it will always be custom-made work"*.

The contradictive natures of planning on the one hand and self-organisation on the other hand, however, urge most subtle interventions from the governmental side and an awareness of the municipality of its destructive power. Municipal actor Bij Corrie: *"Without flexibility, the municipality breaks down every initiative. ... Some initiatives are so allergic, that they are gone at the very first moment that they feel being steered by the municipality"*.

So the interrelation between policies and self-organisation is a sensitive one, which requires precise considerations of interventions. Above all, planners should be aware that self-organisation is a spontaneous process and that all interventions should accommodate the process of self-organisation. Providing the right support for the right type of initiative, at the right place and at the right time is the essential trick when planning with self-organisation. Because this might sound easier said than done, principles are constructed that provide a guideline for planners that contains concrete actions that can be taken, in order to involve self-organisation in planning for integration.

### **Guideline for municipalities, national government and other relevant actors**

In the first place, the principles (see table page ..) address planners that have an interest in enlarging the role of self-organisation in integration policies. With 'planners', we tend to look at governments; the national government and municipalities. Although those actors are of great importance, the principles here address a broader group of actors relevant for the interrelations between integration policies and self-organisation.

The thematic and in-depth case analysis have shown that a wide variety of actors in a vertical and in horizontal direction are involved with self-organised initiatives. Therefore, interrelating integration policies with self-organisation should not be perceived as a dialectical matter between planners on the one hand and citizens on the other hand, but rather as a way of governance that is based on a network between various actors, open for input from new parties.

In that way, the spontaneous processes of self-organisation have more opportunities to find ways to support and to receive – perhaps unexpectedly - contributions to their initiatives.

The general principles have primarily been aimed at the Dutch national government and municipalities of large cities in the Netherlands, but include advices to spatial planners, property owners, housing corporations, schools, universities, companies, local entrepreneurs and language schools too. Not to mention, self-organised initiatives are addressed as well.

**Principle 1** *Complementarity between integration policies and self-organisation: two approaches*

- 1.a** *Distinguish policy domains and self-organisation domains*
- 1.b** *Govern with a collaborative role for policy domains and a facilitating role for self-organisation domains*

**Principle 2** *Organisational conditions: distinct support per domain*

- 2.a** *Facilitate tailor-made support for self-organisation, according to the domains*
- 2.b** *Interrelate the type of support for self-organisation with horizontal and vertical actors*
- 2.c** *Coordinate the involve actors on multiple organisational levels and in multiple domains with self-organisation from the central role of the municipality,*
- 2.d** *Interrelate territories of governmental levels with their responsibilities for self-organisation*

**Principle 3** *Spatial conditions: buildings & strategic locations*

- 3.a** *Provide typical buildings that are accessible and visible*
- 3.b** *Provide clustered buildings and develop a network between buildings for self-organisation*
- 3.c** *Choose strategic locations for buildings based on the location of sectoral partners*
- 3.d** *Choose strategic locations for buildings based on the socio-economic context*

Fig. 61 General principles

## 7.1 General principles illustrated by a spatial planning strategy for Rotterdam

Starting at the following page, this section elaborates on the principles step-by-step. Each principle makes a distinction between a general principle for the governance of large cities in the Netherlands, and a strategy for Rotterdam specifically that illustrates how the general principle can be applied in the context of a large city. The final part of this section will give an overview of planning interventions concerning the municipality of Rotterdam in a timeline, and will illustrate the proposed interventions in the neighbourhood of Het Lage Land in Prins Alexander.

## Principle 1

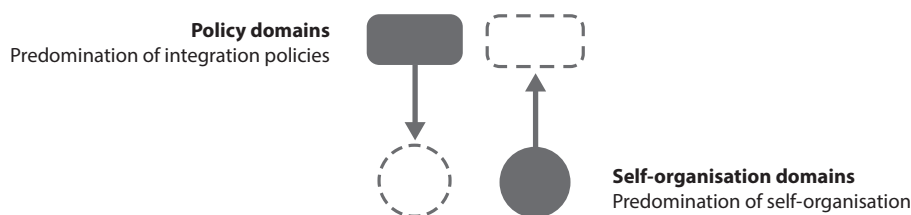
# Complementarity between integration policies and self-organisation: two approaches

The case-study analysis has concluded that the complementarity between integration policies and self-organisation can be accomplished by two approaches of planners; either a collaborative role or a facilitating role. Since the case-study analysis distinguished between the domains of integration, it will be proposed to define approaches of governance per domain.

## 1a Distinguish policy domains and self-organisation domains

### General principle

National governments and municipalities should uncover gaps in integration policies, related to the domains of integration, and complement integration policies with self-organisation. Municipalities should research existing self-organised initiatives and document in which domains those initiatives take place. When it is known per domain what the problems of policies and opportunities of self-organisation are, it should be decided whether the domain is more suitable for an approach with predomination of integration policies, or for an approach of self-organisation.



#### Advice to: national government, municipalities

- Uncover gaps of integration policies, related to the domains of integration.
- Research existing self-organised initiatives and map them.
- Use self-organisation to complement integration policies.
- Develop approaches to facilitate refugee integration for all domains of integration.

### Strategy for Rotterdam

The analysis of integration policies has shown that integration policies in the Netherlands have a strong focus on the housing domain. Besides, they are conducted in the domains of language and cultural knowledge. The municipality of Rotterdam complements to those policies, and does not conduct specific policies for status holders in other domains. For Rotterdam, approaches have been developed to complement integration policies with self-organisation for each domain (see figure 62). It has been taken into account in what domains integration policies are conducted, and it is assumed that self-organisation can occur in all domains. Per domain, it has been defined whether integration policies should predominate and be complemented with self-organisation, or whether self-organisation should predominate and be supported by facilitating self-organisation policies. The proposed interventions are discussed per domain on the next pages (118-119).

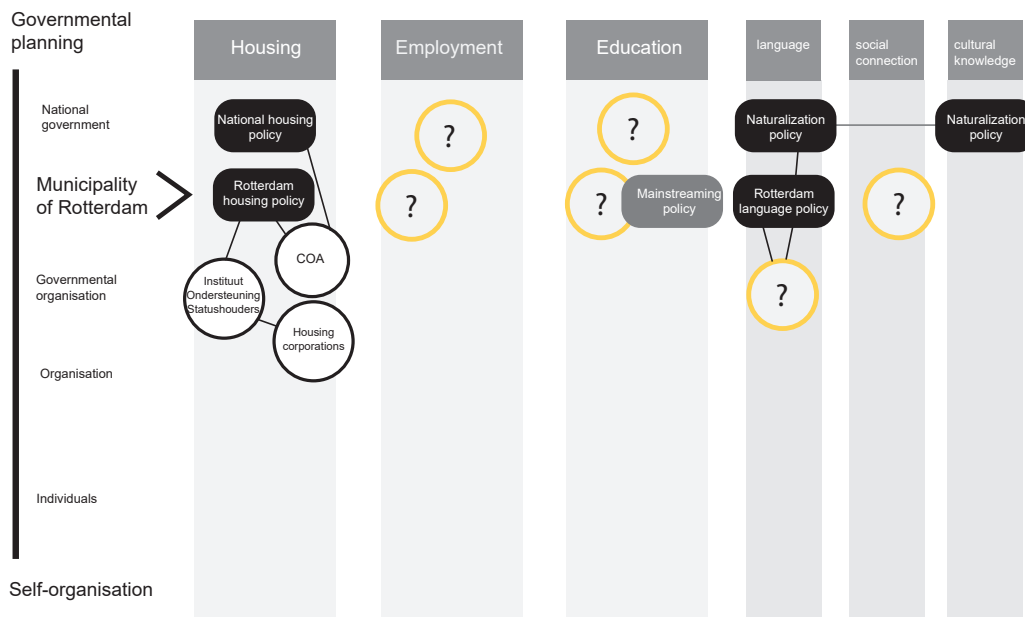


Fig. 62: Gaps of current integration policies in Rotterdam.

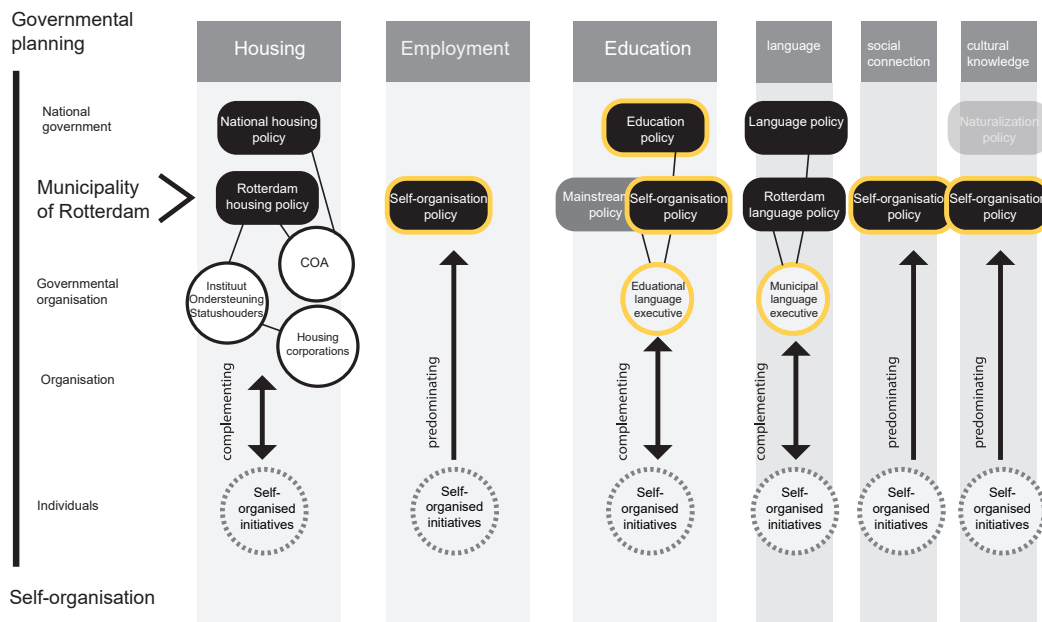
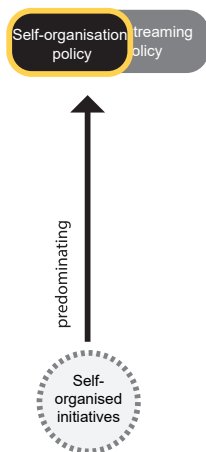
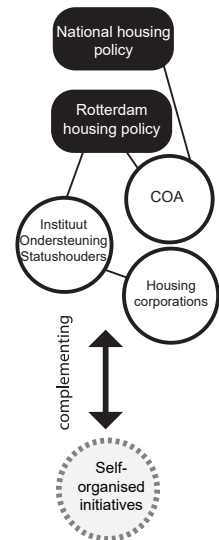


Fig. 63: Proposal complementarities between integration policies and self-organisation. See next page for explanations per domain.

**Housing:** Policy domain

The housing of status holders in Rotterdam is directed by national policies and executed by the COA, the 'Instituut Ondersteuning Statushouders' and housing corporations in Rotterdam. Because this system guarantees the housing of all status holders, it is proposed that this systems continues. Self-organisation can complement to the housing integration policies by speeding up the procedure, or offering other support where the involved actors encounter complications.

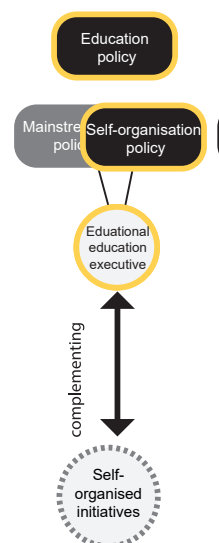


**Employment:** Self-organisation domain

Currently, the employment opportunities of status holders are not supported by policies of the national government or the municipality of Rotterdam. Self-organisation, however, does support status holders with the job-finding process. Therefore, it is proposed that self-organisation predominates in the employment domain, and that self-organisation is supported by the municipality of Rotterdam. Policies on self-organisation can facilitate the emergence and development of self-organisation, in order to enlarge its role.

**Education:** Policy domain

At the same time, educational opportunities for status holders are not supported by 'mainstreaming' policies of the municipality of Rotterdam, because those policies do not allow exceptions for the specific educational needs of status holders. Although there are some self-organised initiatives in the education domain, the Netherlands has a state-regulated education system. Therefore, it is proposed that the national government reconsiders educational policies for status holders, and that these policies are executed by a municipal education executive authority. Self-organisation can complement to integration policies in the education domain by offering support on the regular education system.



**Language:** Policy domain

The national government conducts language policies to support language development of status holders. Moreover, the municipality of Rotterdam has language policies too and self-organised initiatives also organise activities to help status holders with language. However, those efforts are not integrated with each other. That is why it is proposed that the municipality of Rotterdam sets up a municipal language executive authority, which executes the policies of the national government and complements those policies with self-organisation.

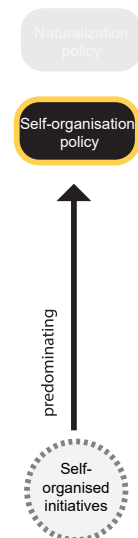


**Social connection:** Self-organisation domain

For social connection, few policies are conducted by the Dutch government and the municipality of Rotterdam. Self-organisation, however, can offer many activities to support the social connection between status holders and Dutch inhabitants. For that reason it is proposed to predominate self-organisation in the social connection domain, and to support self-organisation by facilitating policies on self-organisation by the municipality of Rotterdam.

**Cultural knowledge:** Self-organisation domain

The Dutch government conducts policies to integrate status holders in the domain cultural knowledge by an compulsory test about Dutch culture. However, those policies are not supported by any executive actors at the municipal level. By contrast, self-organisation has many activities that facilitate cultural integration. Therefore, it is proposed to predominate self-organisation in this domain, and to support self-organisation by municipal policies that facilitate self-organisation, and to abolish national policies on cultural knowledge.





### General principle

The distinction between policy domains and self-organisation domains requires different approaches to governance to support the interrelations between policies and self-organisation.

For policy domains, it is advised to municipalities to govern self-organisation through a collaborative role. In those domains, self-organisation should complement to integration policies and should fit within the framework of the policies. By actively providing organisational, expert, communicative and financial support, municipalities can steer the development of self-organisation into the direction of the policies. The support should be offered early in the development process of initiatives, so that the municipality can become part of the 'order parameter'; the stable situation of a developed self-organisation.

For self-organisation domains, it is advised to municipalities to govern self-organisation by a facilitating role. In those domains, integration policies should follow and facilitate the development processes of the self-organisations. By passively providing tailor-made support for self-organisation, initiatives find their own ways with a helping hand from the government. The support should be offered at the moments that the initiatives ask for it; in the starting, realising or sustaining phase.

#### Advice to municipalities

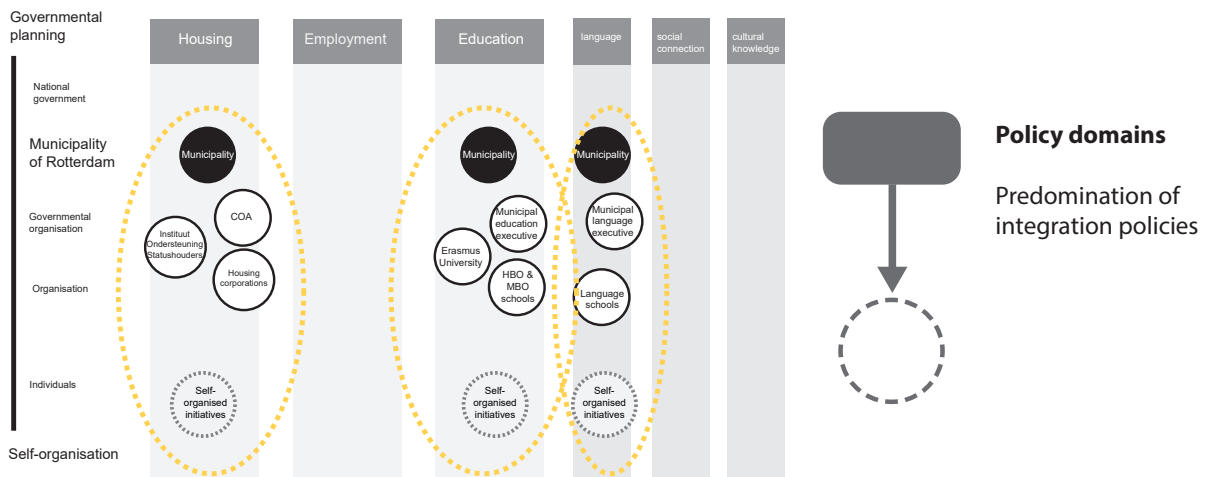
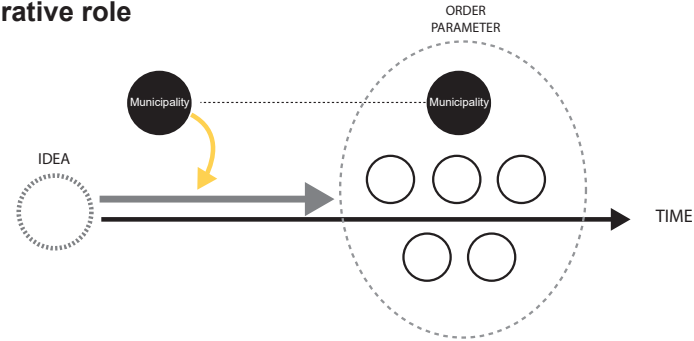
- Pay attention that self-organisation occurs spontaneously, so act at the moment that self-organisation arises
- Play a collaborative role for initiatives in policy domains
- Actively offer organisational, expert and financial support from the beginning of the development process of self-organised initiatives for policy domains
- Play a facilitating role for initiatives in self-organisation domains
- Passively offer expert and financial support, at those moments that initiatives need it for initiatives in self-organisation domains

### Strategy for Rotterdam

In Rotterdam, the collaborative role in policy domains means that the municipality of Rotterdam has to collaborate with the COA, housing corporations, the Erasmus University, HBO (Higher Vocational Education) and MBO schools (Intermediate Vocational Education) and language schools. For each of these domains, the municipal executives can play a collaborative role by organising regular meetings with those actors and providing structural budgets. In order to complement integration policies with self-organisation, the municipality can define cadres for integration policies in which self-organisation will be supported.

For the facilitating role in self-organisation domains, the municipality of Rotterdam should be accessible and familiar for self-organisation, and should have the flexibility to provide support at moments that self-organisation asks for it. Budgets should be provided on demand, and meetings should be organised when initiatives ask for it.

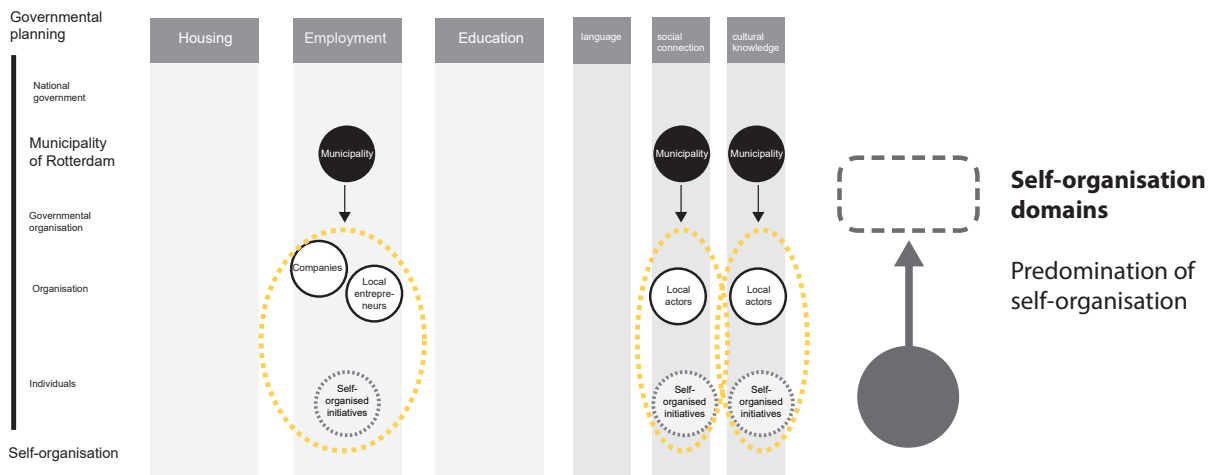
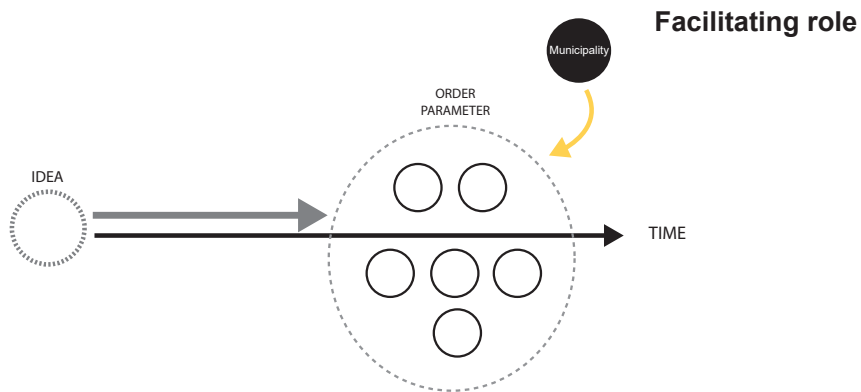
## Collaborative role



Actively offer organisational, expert, communicative and financial support

- Define cadres for integration policies in which self-organisation will be supported
- Organise frequent meetings between municipal executives and self-organisation
- Provide structural budgets to self-organisation

Fig. 64. Collaborative role of the municipality for policy domains



Passively offer expert, communicative and financial support

- Provide flexibel support for self-organisation, depending per initiative
- Organise meetings between involved actors when the initiatives ask for it
- Provide budgets on demand to self-organisation

Fig. 65. Facilitating role of the municipality for self-organisation domains

## Principle 2

# Organisational conditions: distinct approaches per domain of integration

The complementarity between integration policies and self-organisation can be enforced with the help of organisational conditions. The case-study analysis has shown that self-organisation exists and develops with the help of organisational support that is different between the several domains of integration. Per domain, it will be proposed what kind of support should be provided, and by whom.

## 2a Facilitate tailor-made support for self-organisation, according to the domains

### General principle

The national government and municipalities should facilitate the right type of support per domain of integration to initiatives in order to enlarge the role self-organisation. Self-organisation in state-regulated domains (housing, education and language) requires organisational support (help with regulations, bureaucracy and procedures); self-organisation in structural domains (housing, education, employment and language) requires expert support (specific support by professionals). Self-organisation in all domains benefits from financial and communicative support. Still, it should always be surveyed per case specifically what kind of support a self-organised initiative needs.

#### Advice to: national governments, municipalities

- Facilitate organisational support to initiatives that are in state-regulated domains: housing, education and language.
- Facilitate expert support to initiatives in structural domains: housing, education, employment and language.
- Facilitate financial support to initiatives in all domains.
- Facilitate communicative support to self-organised initiatives in all domains.
- Survey the desired support per self-organised initiative and facilitate tailor-made support.

### Strategy for Rotterdam

In Rotterdam, self-organisations require specific types of support per domain. For housing, organisational support is needed for self-organisation to assign status holders to houses, and expert support in order to require knowledge about housing regulations. For education, organisational support is needed for self-organisation to inquire about admissions to existing educational systems, and expert support in order to acquire knowledge about education. For employment, work-related expertise is needed for self-organisation depending on the activities. For language, expertise on language education is needed for language activities, and organisational support is needed to inquire qualifications on language education for initiatives. For all domains, budgets for activities, organisational and spatial conditions of the self-organised initiatives are needed. For all domains, self-organisations benefit from promotions of the initiatives and from exchanges of experiences.

It has been illustrated in the three in-depth cases in Rotterdam what kind of support was provided, and what kind of support could have been provided so that the initiatives would have grown more (see figures 67 and 68 on page 124).

	Housing	Employment	Education	language	social connection	cultural knowledge
Organisational support	Assigning houses to status holders		Acquiring admissions to existing education systems	Acquiring qualifications for language education		
Expertized support	Expertize on housing regulations	Work-related expertize	Expertize on education	Expertize on language education		
Communicational support	Promotion & exchange of experiences	Promotion & exchange of experiences	Promotion & exchange of experiences	Promotion & exchange of experiences	Promotion & exchange of experiences	Promotion & exchange of experiences
Financial support	Budgets for activities and conditions	Budgets for activities and conditions	Budgets for activities and conditions	Budgets for activities and conditions	Budgets for activities and conditions	Budgets for activities and conditions

Fig. 66: Support required for self-organisation per domain

### SNTR



- Organisational support
- Expertized support
- Communicational support
- Financial support

SNTR, a case in the housing domain, received organisational support from the municipality of Rotterdam and expert support from housing institutions. It had financial resources available itself. The municipality provided communicative support in the starting phase, by connecting the initiative with relevant municipal and housing organisations, with as a result that the initiative has grown very fast.

### Bij Corrie



- Organisational support
- Expertized support
- Communicational support
- Financial support

Bij Corrie, a case in the language domain, could have grown more if financial support had been provided in the realising phase. The initiative could have been related with language policies if organisational support on language education qualifications had been provided in the starting phase. Communicative support could have been provided in the starting phase by connecting Bij Corrie with municipal actors and other language institutions and social initiatives.

### Hoogkwartier



- Communicational support
- Financial support

Hoogkwartier, a case in the social connection domain, could have grown more if financial support had been given in the realising phase, and if communicative support had been realised in the starting phase in order to relate the initiative with investors, entrepreneurs and other enthusiastic local inhabitants.

Fig. 67: Support that could have been provided for the cases (see timelines next page)

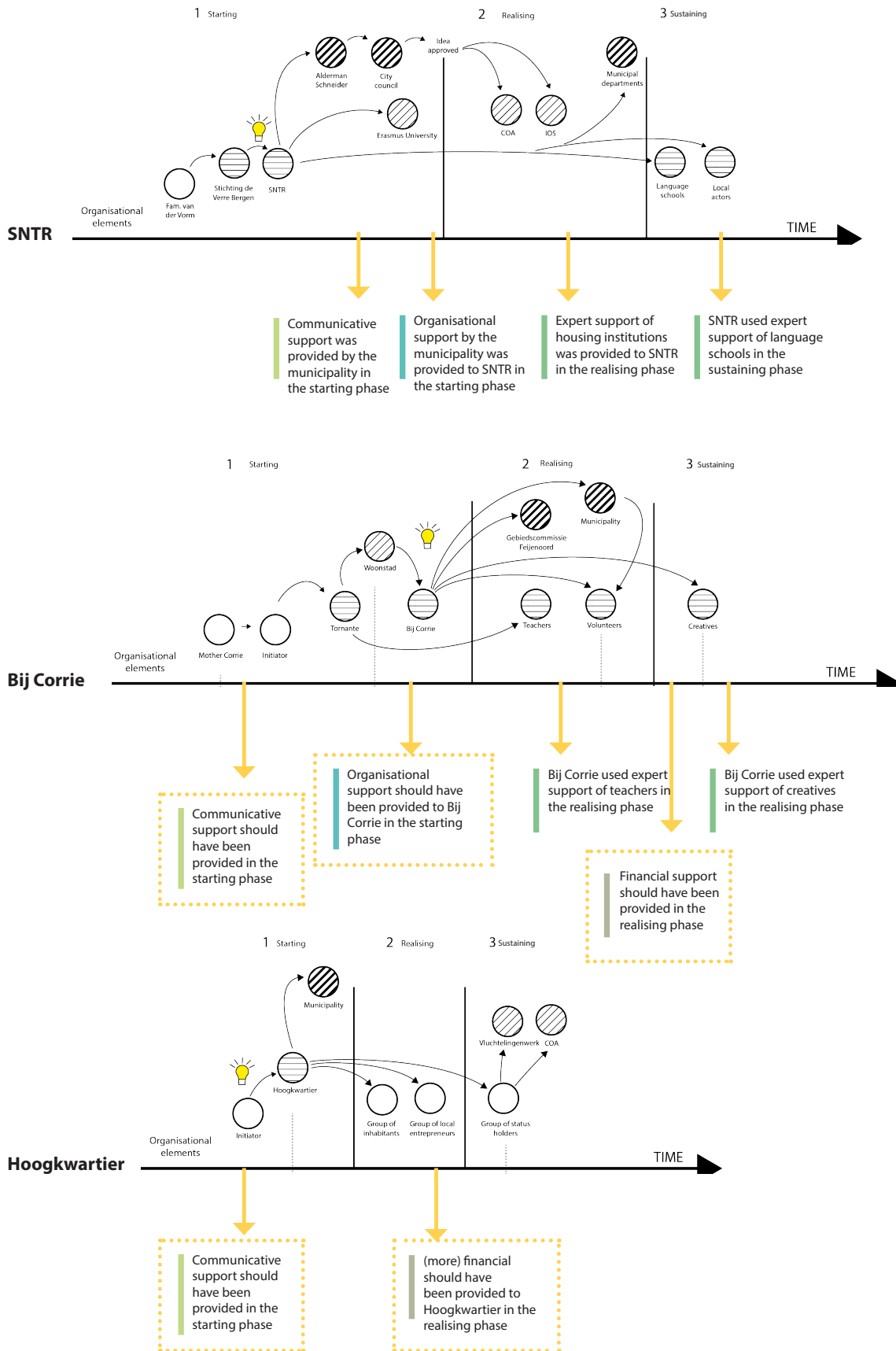


Fig. 68: Illustration of lacking support for the in-depth cases in Rotterdam

## 2b

# Interrelate the type of support for self-organisation with levels of actors

## General principle

The thematic analysis has shown that the four types of support were provided by either governmental or non-governmental actors, which gives rise to interrelate the type of support with levels of actors. Governmental organisations should be addressed to facilitate organisational support, because they are authorized to deal with formal procedures. Both governmental and non-governmental organisations should be addressed to facilitate expert support; for example housing corporations, universities or companies. National governments and municipalities can provide financial support best, as they have budgets available for social objectives. Municipalities themselves can provide communicative support best, as they are a central actor between multiple levels and actors (see principle 2c).

### Advice to: national governments

- Consider providing municipalities with budgets for self-organisation

### Advice to: municipalities

- Define budgets for self-organisation
- Provide communicative support by coordinating between multiple actors.

### Advice to: governmental organisations

- Provide organisational support to self-organisation

### Advice to: housing corporations, schools, universities, companies, local entrepreneurs, language schools and other local actors

- Consider complementing professional activities with self-organisation.
- Provide self-organisation with expert support

## Strategy for Rotterdam

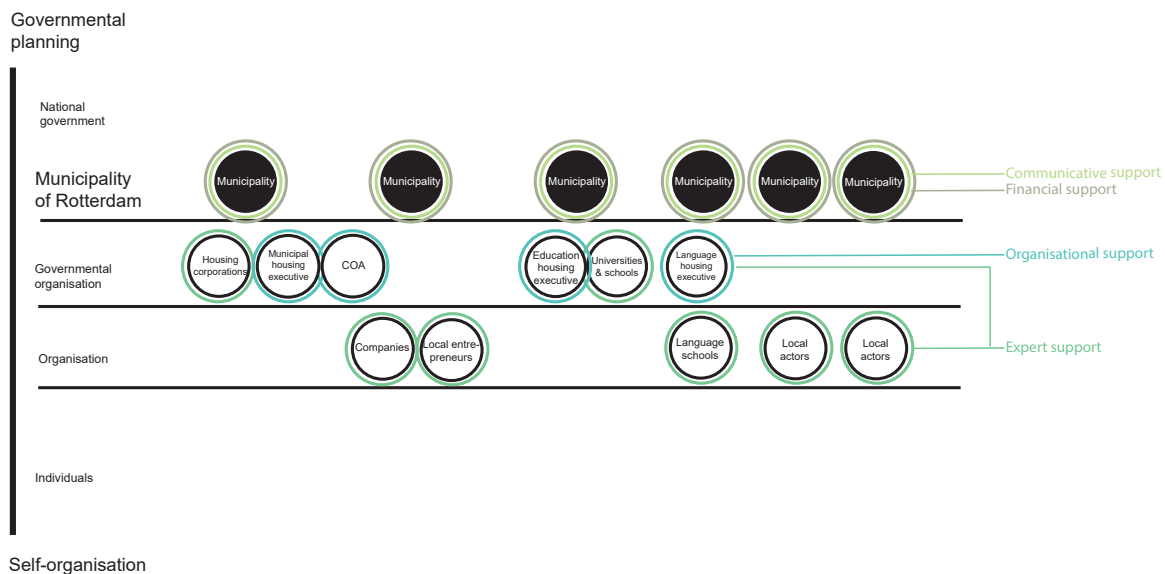


Fig. 69: Actors that can best provide in support, per type of support.



### General principle

Since the support for self-organisation involves multiple levels of policy-makers, those levels should be coordinated for the benefit of vertical policy integration. Analysis of the spatial scopes of self-organisation gives reason to fulfil a coordinating role between the relevant levels for integration policies and self-organisation (see figure 70) at the municipal level. Self-organised initiatives in all domains have spatial scopes for the city level, which relates to actors at the city level (municipalities, governmental organisations, companies, language schools, housing corporations, schools).

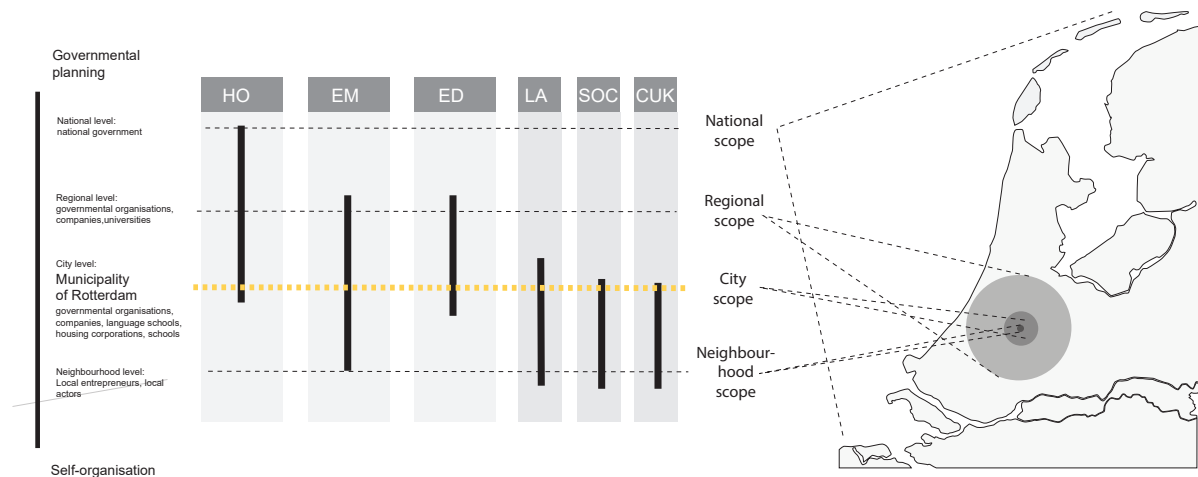


Fig. 70: The level of the municipality as central level for the interrelation between integration policies and self-organisation

Besides, support for self-organisation involves actors that are in multiple domains. For the benefit of horizontal policy integration, municipalities should coordinate actors in the horizontal direction too. So because of its central position, municipalities should act as networkers and coordinate actors on multiple levels and in multiple domains.

The coordinating role implies that municipalities inform governmental actors and organisations about self-organisation and organise meetings between governments, governmental organisations, organisations and self-organisation. Vice versa, self-organisations should make themselves known at the municipality, and use municipalities to get in touch with sectoral partners or actors at other governmental levels.

#### Advice to: municipalities

- Act as a networker between local actors, companies, schools and governmental actors.
- Inform organisations and governmental actors about self-organised initiatives.
- Coordinate facilitation of organisational and expert support by governmental levels, housing corporations, schools, universities, companies, local entrepreneurs, language schools and other local actors.
- Organise meetings between government, governmental organisations, organisations and self-organisation

#### Advice to: self-organisation

- Make yourself known at the municipality.
- Use support of governmental organisations, housing corporations, schools, universities, companies, local entrepreneurs, language schools and other local actors.
- Offer municipalities benefits for integration of status holders.
- Offer non-governmental organisations benefits for professional work.

## Strategy for Rotterdam

In figure 71, it has been illustrated what actors are involved with integration policies in Rotterdam currently, and what actors should be involved if multiple domains and multiple levels area addressed according to the principle proposed. The municipality of Rotterdam should play a central role between the COA, the Erasmus University, companies in Rotterdam, HBO and MBO schools, the IOS, the municipal language and education executives, language schools, housing corporations, local entrepreneurs and other local actors to interrelate self-organisation with actors at multiple levels and in multiple domains.

A coordinating role means that the municipality of Rotterdam takes the first step to organise meetings, informs actors about self-organisation and is the central contact person that holds the overview of all parties involved (see figure 72). Moreover, it coordinates organisational support from governmental organisation to self-organisation in policy domains: housing, education and language. In order to carry out this large exercise, it is advised to the national government to provide municipalities with budgets for complementing integration policies with self-organisation.

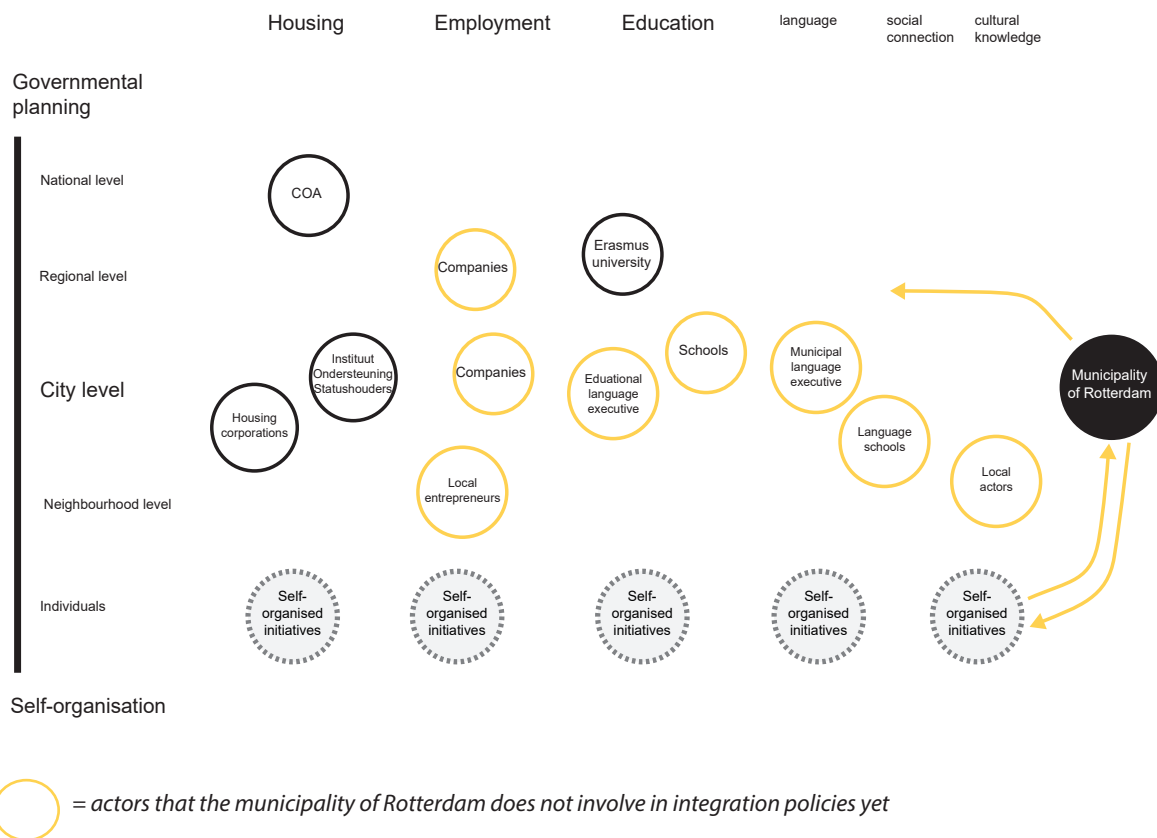


Fig. 71: The municipality of Rotterdam as a central player between actors that are in different domains and on different levels

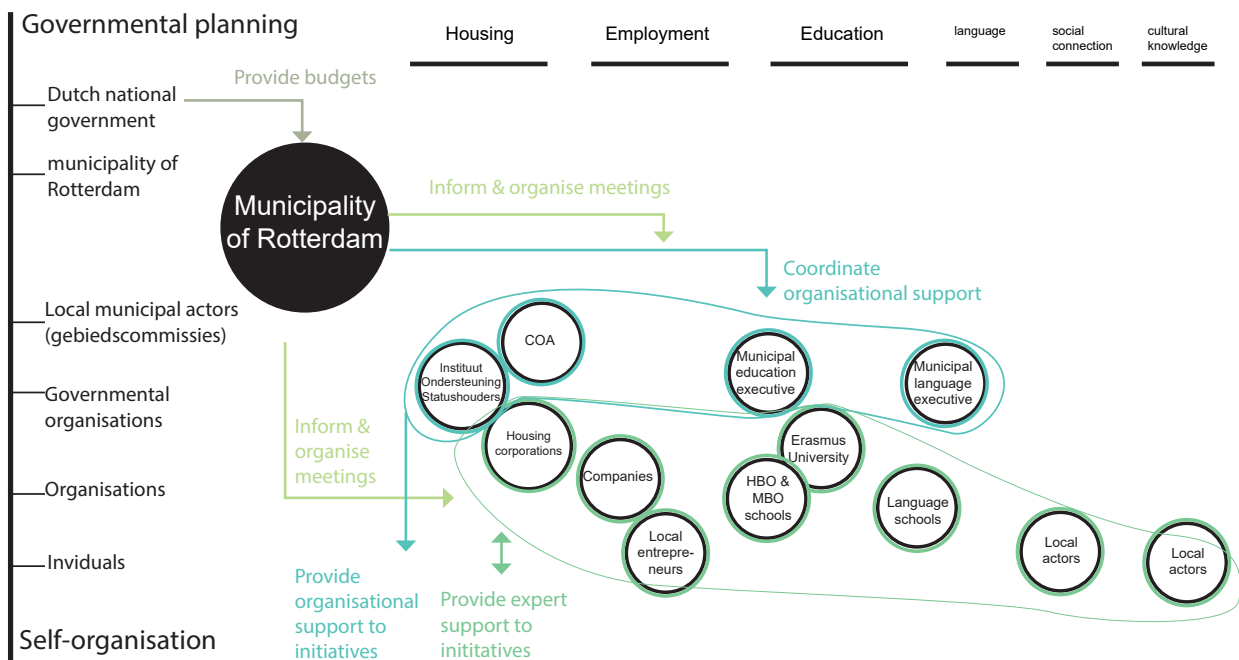


Fig. 72. The municipality of Rotterdam coordinating support for self-organisation

In figure 73 on the next page (130), it has been illustrated how the coordinating role proposed could have its effect on the organisational structure of the municipality of Rotterdam. The organisational structure of the municipality consists of a central top management, made up of a Board of Directors and deputies, the municipal secretary and the management, and is divided into six specified clusters. The clusters Societal Development (Maatschappelijke ontwikkeling), Urban Development (Stadsontwikkeling) and Work and Income (Werk en inkomen) are considered as relevant for the integration of status holders, because they correspond with the domains of integration. Those clusters are the proper actors to inform sectoral partners about self-organisation and to stimulate the provision of expert support. Those clusters should also coordinate organisational support by governmental organisations for the housing and education domains. Finally, the clusters should provide communicative support by informing sectoral partners about self-organisation.

The management of the municipality of Rotterdam has the ability to coordinate expert support by national governmental organisations, and to provide communicative support by informing governmental actors at the national level about self-organisation.

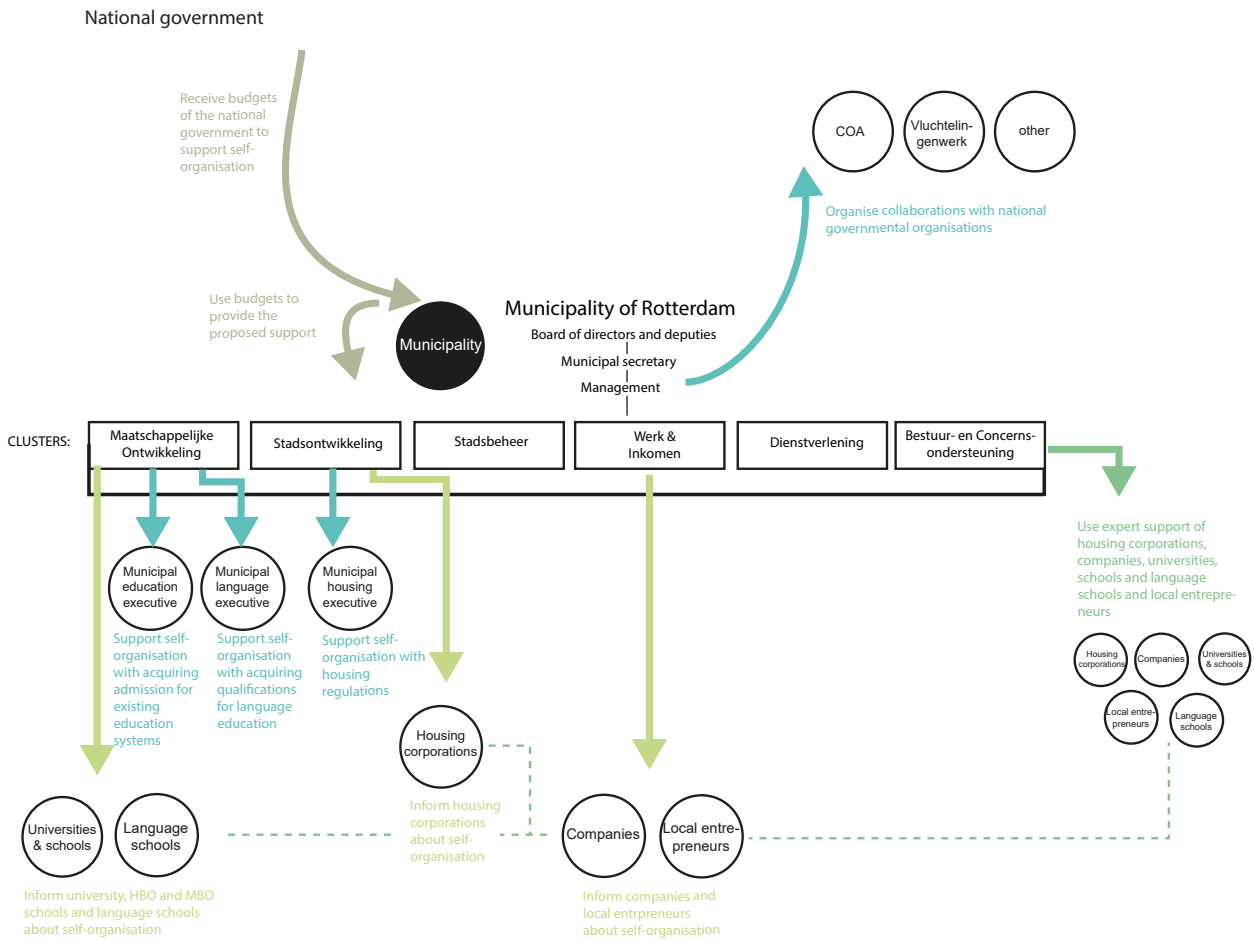


Fig. 73: Illustration of coordination of facilitation of support by the municipality of Rotterdam according to the organisational structure of the municipality.

## General principle

So far, the principles have stated that support for self-organisation can be provided best by actors at multiple levels and in multiple domains, and that municipalities should play a central role between those actors. The responsibilities of those actors can be interrelated with specific spatial areas.

The case-study analysis has shown that self-organised initiatives have spatial scopes on multiple scales. For the initiatives that have a neighbourhood scope, local governmental actors are in the best position to be responsible for the facilitating support for self-organisation. For initiatives with a city or regional scale, however, municipalities themselves are most suitable for facilitation of support for self-organisation.

### **Advice to: national government**

- *Consider spreading responsibilities for support on self-organisation over local governmental bodies*

### **Advice to: municipalities, local governments**

- *Interrelate self-organisation that has a national, regional and city spatial scope with the territory of central municipalities*
- *Facilitate support for self-organisation that has a national, regional and city spatial scope with budgets from the central municipalities.*
- *Interrelate self-organisation that has a neighbourhood scope with local municipal territories.*
- *Facilitate support for self-organisation that has a neighbourhood scope with budgets from local municipal actors.*

## Strategy for Rotterdam

During the interviews with municipal actors in the in-depth case analysis, it was explained that at the moment self-organisation in Rotterdam is only supported by the 'gebiedscommissies' (local governmental actors that represent inhabitants of an area in Rotterdam), that have budgets available for self-organisation;. No policies for self-organisation are conducted by the central municipality. The focus on 'gebiedscommissies' does not correspond with the fact that the city level is the central level for self-organisation for refugee integration, and with the fact that self-organisation occurs with spatial scopes on a larger scale than the neighbourhood. That is the reason why it is proposed that the clusters of the municipality of Rotterdam will also have budgets for self-organisation available, in order to support initiatives that have a spatial scope on the city, regional or national level. The national government can consider to provide municipalities with budgets for self-organisation (see figure 74 on the next page).

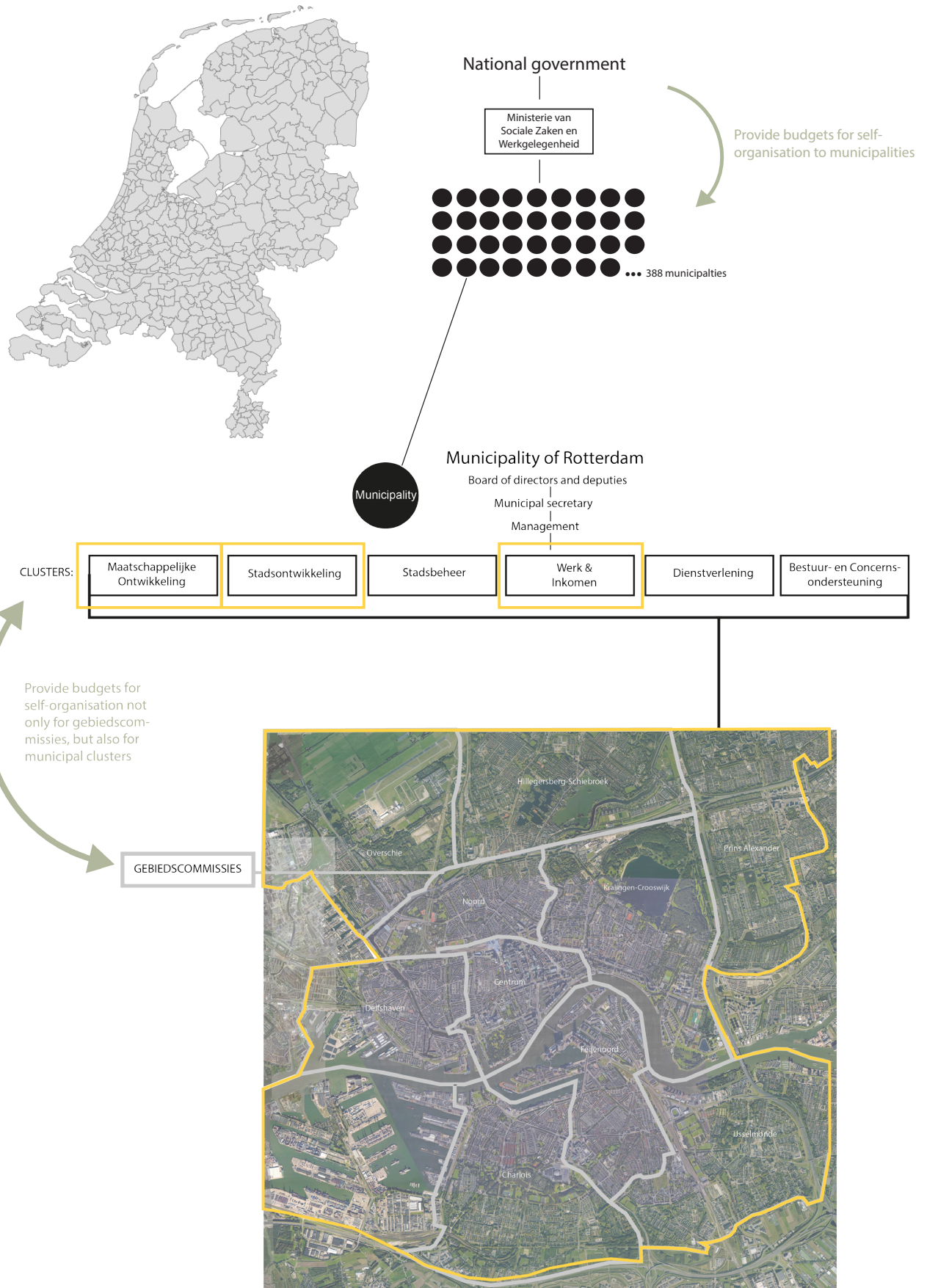


Fig. 74: Territories of governmental levels and their responsibilities for self-organisation

The role of self-organisation can be enlarged by providing spatial conditions under which self-organisation emerges and develops. The case-study analysis has shown that buildings are essential for initiatives and that the development processes of initiatives are influenced by certain characteristics of a place. This offers possibilities for planners to provide buildings and to choose strategic locations, and in this way to steer self-organisation.

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**3a Provide typical buildings that are recognizable, accessible and visible**

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**General principle**

The thematic analysis has found that nearly all initiatives make use of buildings - therefore the provision of buildings is a crucial spatial condition for self-organisation. Typical buildings for self-organisation are recognizable, non-residential buildings that can be, for example, former schools, shops, office spaces, cafes or public buildings. The buildings are typically positioned at a location that is well-accessible for participants of the initiative. Besides, in general the buildings are well-visible for the public, relative to the spatial scope of the initiatives; initiatives with a neighbourhood scope are located at central crossing points within a neighbourhood whereas initiatives with a city scope are located in the city centre. It is advised to municipalities to document the availability of tenantless suitable buildings and match them with self-organisation. If this sort of building is not available enough, municipalities should consider regulations for buildings to be used for self-organised initiatives.

**Advice to: municipalities & spatial planners**

- *Map non-residential buildings that are recognizable, well-accessible and well-visible*
- *Develop rental regulations with property owners for buildings for self-organisation.*
- *Provide buildings that are well-accessible by tram and on foot for initiatives that have a neighbourhood scope.*
- *Provide buildings that are centrally located and well-accessible by subway for initiatives that have a city scope.*
- *Provide buildings that are well-accessible by train for initiatives that have a regional scope.*

**Advice to: self-organisation**

- *Consider establishing on central locations, close to train or metro stops when having objectives for refugee integration on a city or regional scale.*

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**Strategy for Rotterdam**

It is advised to the municipality of Rotterdam to map non-residential buildings that are suitable buildings for self-organisation according to the typology described for each neighbourhood. Combined with the previously proposed monitoring of self-organised initiatives in Rotterdam, the municipality will possess an overview of initiatives and buildings available. In that way, the municipality can match self-organised initiatives to suitable buildings. As the suitable buildings will most probably not be available, the overview should be considered as a database of buildings that should be paid attention to when they become available. A regulation can be applied that buildings of the database are offered to self-organisation, when they have been tenantless for more than three months (see figure 77 on page 134).



**Suitable buildings: recognizable, tenantless, visible and accessible**

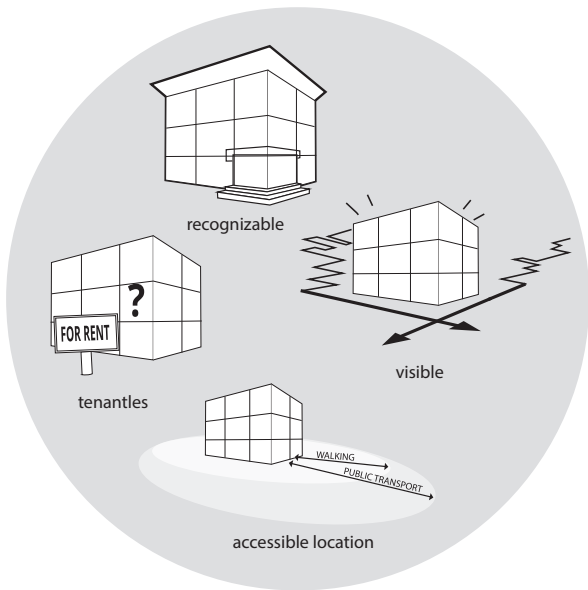


Fig. 75: Typology of non-residential buildings for self-organised initiatives for refugee integration

Fig. 76: Example of non-residential building that is recognizable, well-accessible and well-visible

**Proposal for rental regulations of suitable buildings**

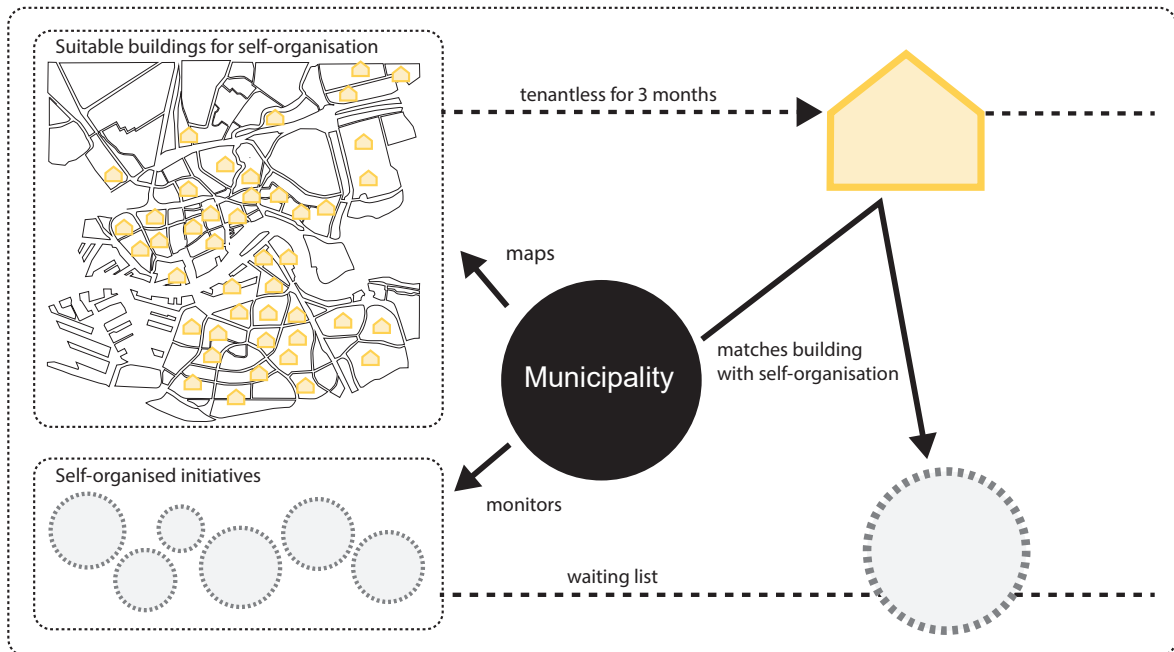


Fig. 77: Rental regulation of buildings for self-organisation



Fig. 78: 'Huizen van de Wijk' in Rotterdam

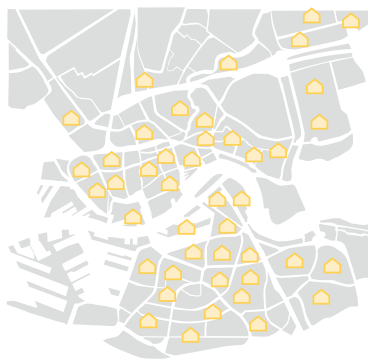


Fig. 79: Locations of non-residential buildings on neighbourhood scale: in all neighbourhoods



Fig. 80: Locations of non-residential buildings on city scale: in the city centre, and in the centre of Rotterdam-South



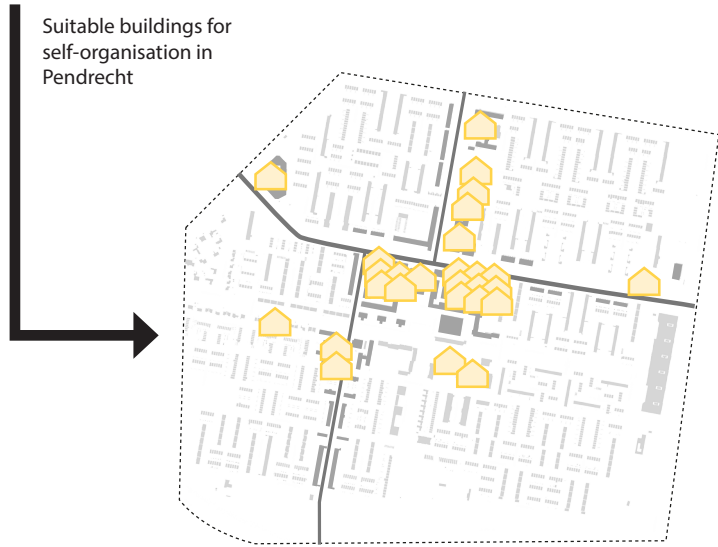
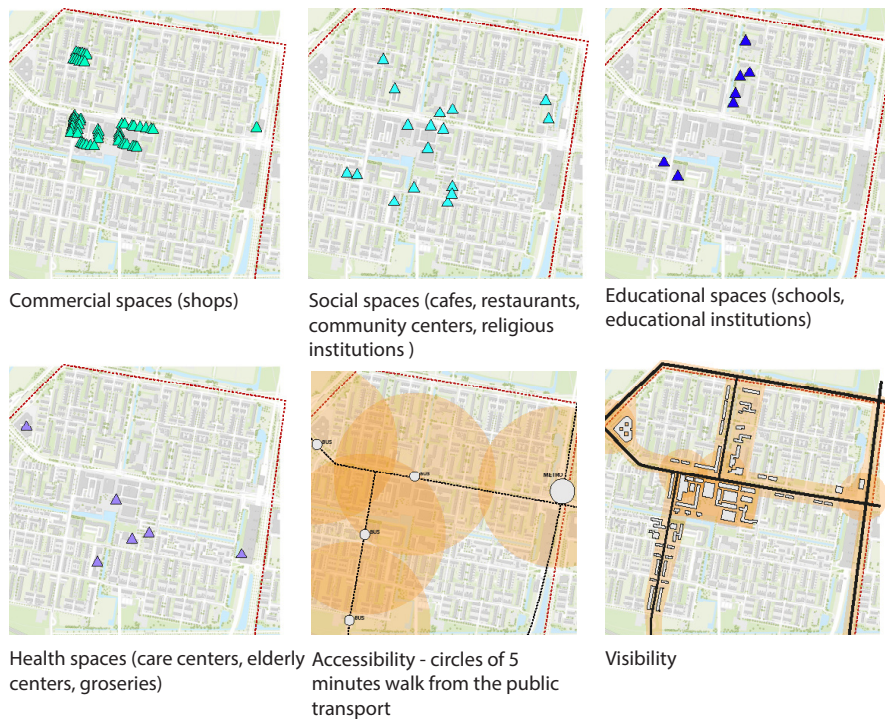
Fig. 81: Locations of non-residential buildings on a regional scale: close to train stations

The municipality of Rotterdam currently provides buildings for initiatives of citizens, which are called 'Huizen van de Wijk' (Houses of the Neighbourhood). Spread over all neighbourhoods of Rotterdam, 48 houses are available. This policy, however, only corresponds with self-organisation that has a spatial scope on the neighbourhood level. The buildings focus on local initiatives within each neighbourhood. It is therefore advised that the provision of suitable buildings is complemented with buildings on strategic locations for initiatives that have a spatial scope on the city level, and on strategic locations for initiatives with a spatial scope on the regional level. Those strategic locations – close to train and subway stations, at central locations – have been illustrated in the maps above.





### Example of mapping suitable buildings: Pendrecht



Example of a suitable building in Pendrecht. Source: Google Maps

Fig. 83: Study of suitable buildings for self-organisation in Pendrecht

The study about the suitable buildings for self-organisation in the Oude Noorden and Pendrecht shows that the availability of suitable buildings is quite different. Whereas the Oude Noorden has suitable spaces available over a wide range of the neighbourhood, the suitable buildings in Pendrecht are clustered in the centre of the neighbourhood. This fits the typology of the neighbourhood; the proportion of residential and non-residential is much more separated in Pendrecht than in the Oude Noorden. Although the neighbourhoods chosen can represent other neighbourhoods in Rotterdam, the diversity between multiple neighbourhoods is still high. Therefore, the availability of houses should be studied for each neighbourhood separately.

## General principle

It is advised that when providing buildings for self-organisation, possibilities for self-organisation to cluster with similar initiatives are created. Especially in the starting phase, initiatives benefit from collaboration and communication with similar initiatives. Being visible and well-known is important for self-organisation in order to develop networks, from which important or even crucial collaborations may develop. It is advised that a few recognizable 'keystone' buildings are provided in cities. The function of keystone buildings is to facilitate support during the starting phase of initiatives and to be a central connection between a network of local buildings for self-organisation. In those buildings, spaces are available especially for starting initiatives to organise meetings with sectoral partners or governmental actors, and in which there are opportunities to exchange experiences with similar initiatives.

Clustering, however, corresponds with the spatial scope of initiatives too. Being well-visible has a different meaning for initiatives with spatial scopes on the neighbourhood scale, than for initiatives with a spatial scope on the regional or city scale. Consequently, it is advised that conditions are provided to self-organisation to cluster at a few places in the city, which are strategically located for initiatives with a regional and city spatial scope. Additionally, the locations of clustering can be strategically considered according to the socio-economic contexts, in order to facilitate refugee integration better in the city concerned (see principles 3c and 3d).

### Advice to: municipalities & spatial planners

- *Create possibilities for self-organised initiatives with a regional or city scope to cluster at locations with similar initiatives.*
- *Provide possibilities to cluster at strategic locations according to the socio-economic context and the presence of sectoral partners (see conditions 3c and 3d)*
- *Stimulate clustering at the beginning of the development process of self-organisation.*

## Strategy for Rotterdam

In Rotterdam, it has been proposed to assign keystone buildings for self-organisation at three locations in the city. The function of those keystone buildings is to facilitate support during the starting phase of initiatives. The keystone buildings are places where initiatives may be offered a space for their activities, but also where connections are made with sectoral partners. The keystone buildings are places where initiatives can cluster, while being located in a recognizable building. Having a central, recognizable location that is known by all actors involved with self-organisation will make it easier for actors to meet and to develop collaborations.

When self-organisation develops and becomes more of an independent organisation, the function of the keystone buildings becomes less important and initiatives may find their own place in neighbourhoods that they focus on (see figure 85). Still, keystone buildings can function as fall back options if initiatives were to need any support during the realising or sustaining phase. Strategic locations for the keystone buildings will be explained in principles 3c and 3d.

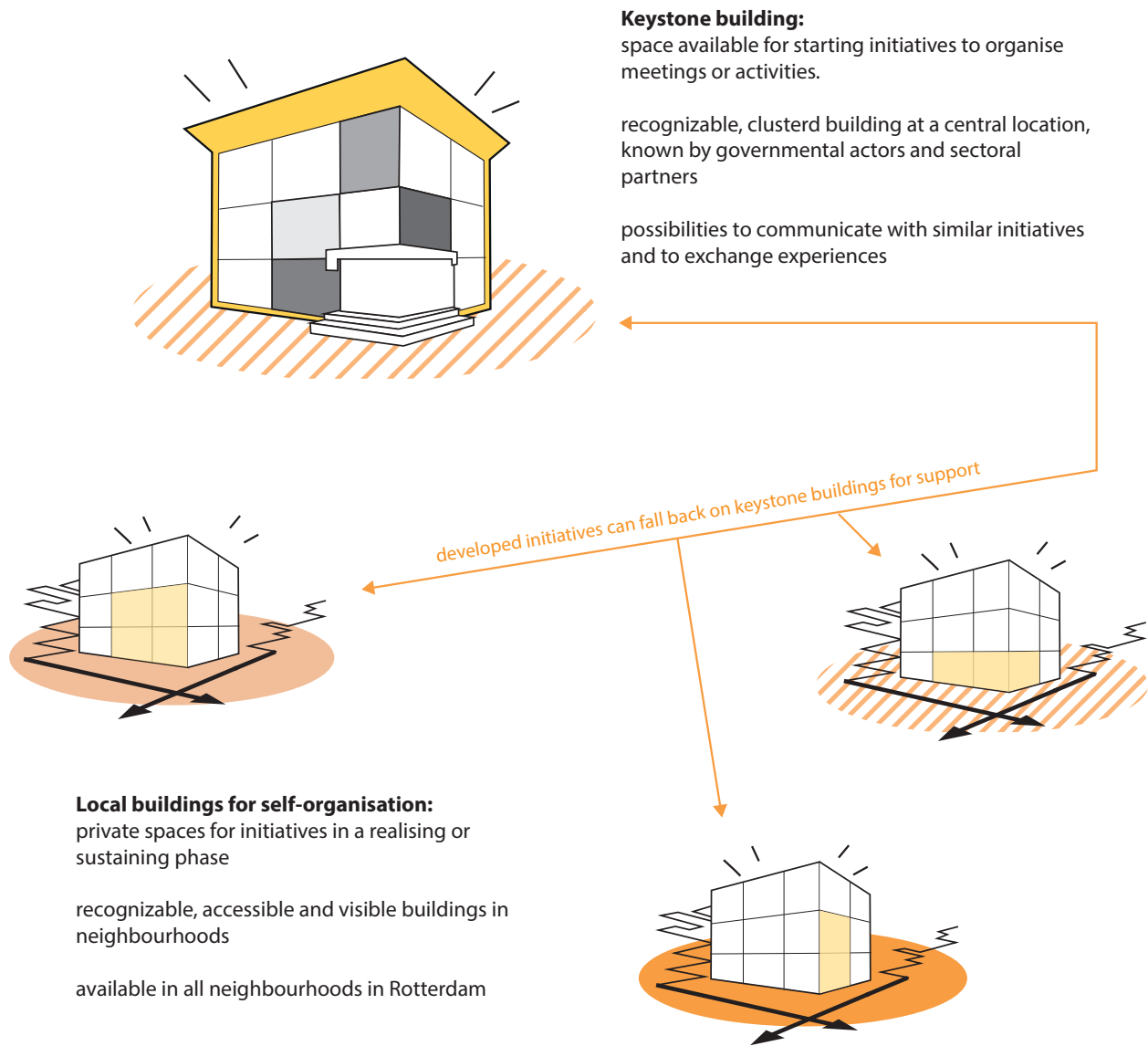


Fig. 84: Network of keystone buildings and local buildings for self-organisation

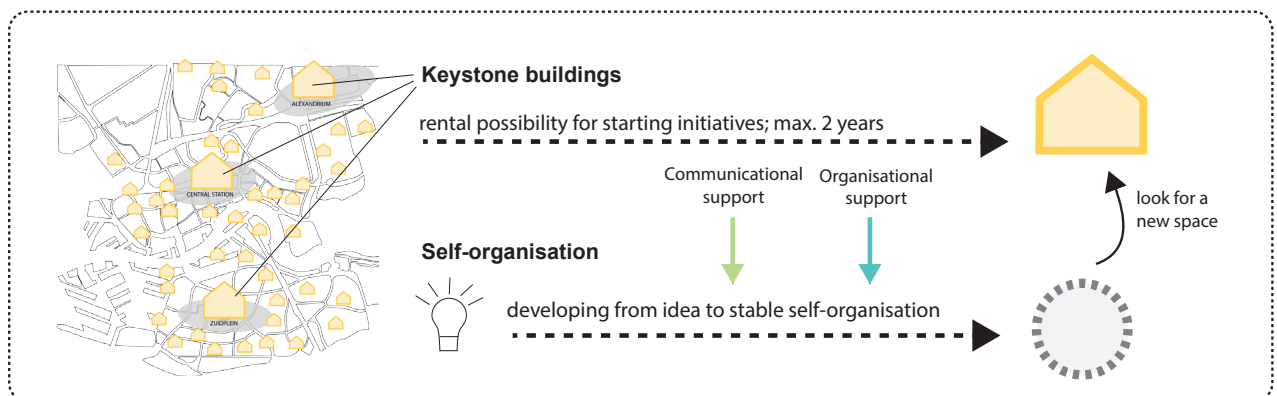


Fig. 85: Network system of keystone buildings

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### 3c Choose strategic locations for buildings based on the location of sectoral partners

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#### General principle

When deciding to cluster self-organised initiatives, it is advised to choose strategic locations for the benefit of self-organisation. Previously, it was advised to stimulate the collaboration between self-organisation with sectoral partners; actors that operate in the similar domain as the initiative has its main interest. The spatial proximity of actors that could provide support to self-organisation will give more possibilities for self-organisation to develop collaborations with sectoral partners. It is advised to municipalities to map sectoral partners in their cities and so to understand what areas have opportunities for what domain of self-organisation.

Thereafter, those maps can be linked to maps of accessibility by public transport. If many sectoral partners are located in an certain area and if this area is well-accessible by public transport, it may be a strategic location for a keystone building. According to the type of sectoral partner that is present in an area, a focus on a domain of integration integration can be assigned in this area. For example, if many language schools are located in only one part of the city, you would expect a keystone in this area to focus on self-organisation in the language domain.

#### Advice to: municipalities / spatial planners

- *Map sectoral partners that may be relevant for self-organisation for refugee integration.*
- *Overlay maps of sectoral partners with maps of accessibility*
- *Strategically decide on locations for the keystone buildings*
- *Assign focus areas for integration, depending on the locations of sectoral partners*

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#### Strategy for Rotterdam

For the employment domain, Rotterdam has a couple of business districts where companies are clustered (see figure 86); the central district, business park Rotterdam Noord-West', Kop van Zuid, Waalhaven, Prins Alexander, and others. Besides, Rotterdam has some areas where local creative entrepreneurs are active; Middelland, the Hoogkwartier, Oude Noorden, Mathenesseweg, Katendrecht, Afrikaanderwijk. For the language domain, Rotterdam has many language schools in both Rotterdam and Rotterdam North. For the education domain, Rotterdam has the Erasmus University and multiple HBO and MBO schools. All those actors should be considered as potential sectoral partners for self-organisation.

Combined with the accessibility in Rotterdam by train and by public transport (see figure 87), multiple areas in Rotterdam can be allocated that can be strategic locations to enlarge the role of self-organisation with the help of a keystone building. See principle 3d for further elaboration of the strategic locations for the keystone buildings.





Fig. 86: Sectoral partners in Rotterdam. Sources: Google Maps, [www.inburgeren-scholen.com](http://www.inburgeren-scholen.com)

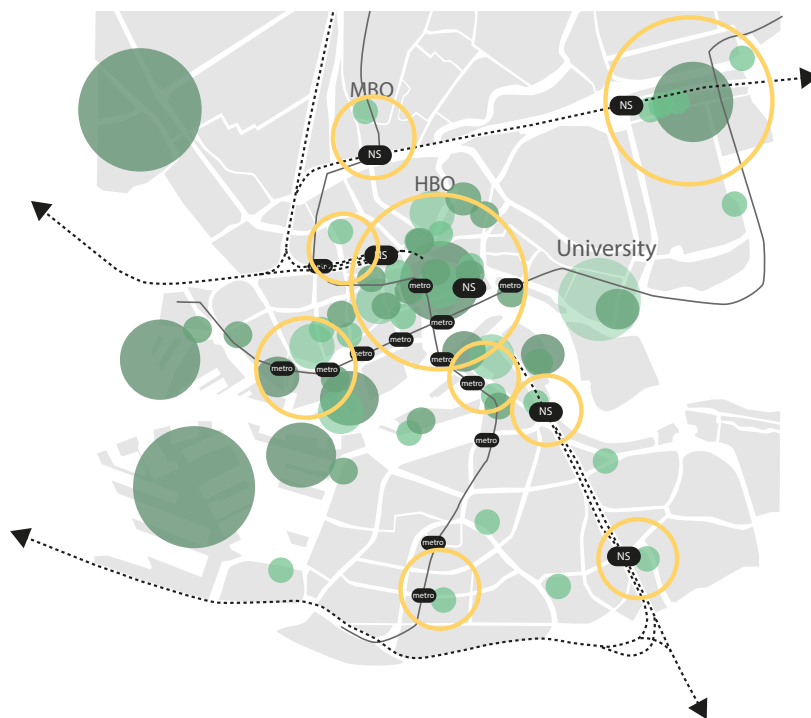


Fig. 87. Location of sectoral partners overlaid with accessibility: strategic locations for keystone buildings

### 3d Choose strategic locations for buildings based on the socio-economic context

#### General principle

Opposed to deciding on strategic locations that contain opportunities for self-organisation, municipalities can also decide to focus on areas in which integration of status holders is extra challenging. Since it has been shown that self-organisation responds to the socio-economic context of a neighbourhood, the role of self-organisation can be enlarged in this area by allocating keystone buildings over there. Then, the keystone buildings have the capability to focus on support for self-organisation in the domain in which integration is challenging in that area. It is advised to municipalities and spatial planners to take the socio-economic context into account when assigning keystone buildings for self-organisation. Last but not least, it should also be taken into account where status holders live. Areas where many status holders live should be considered as strategic locations for keystone buildings.

#### Advice to: municipalities & spatial planners

- Map locations of status holders
- Map challenging areas concerning integration in employment, education, language, social connection and cultural knowledge
- Strategically decide on locations for the keystone buildings, according to the socio-economic context

#### Strategy for Rotterdam

In both Rotterdam-North and Rotterdam-South, there are large areas with high numbers of unemployed inhabitants (see figure 90). These are a.o. IJsselmonde, Charlois, Feijenoord, Delfshaven, Centre and Oude Noorden. Besides, a large area in Rotterdam-South has a high number of inhabitants with low educational qualifications. In Rotterdam-North, there are a few of such areas in Delfshaven, Oude Noorden and the Centre. Integration in the domains employment and education can be extra challenging for status holders.

Another challenge for Rotterdam is the high segregation between areas with high percentages of foreigners (all people with a foreign origin - not just status holders) and areas high percentages of Dutch native inhabitants. The northern areas of Rotterdam have a majority (>57,5%) of native citizens, whereas other areas (Delfshaven, City Centre, Oude Noorden, northern part of Rotterdam-South, Pendrecht) are mainly populated by foreigners. The allocation of status holders is an estimation based on the availability of corporation houses in Rotterdam and the course distinction of five areas in which most status holders are housed (see figures 88 and 89).

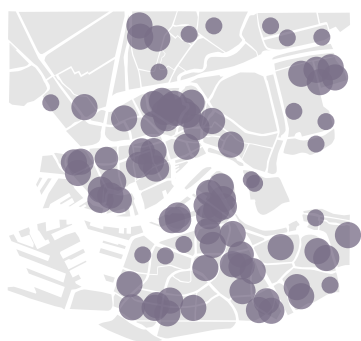


Fig. 88: Areas with concentrations of housing corporation houses. Source: ArcGis



- 1) IJsselmonde (AZC),
- 2) Prins Alexander,
- 3) Charlois,
- 4) Delfshaven,
- 5) Feijenoord

Fig. 89: Top 5 areas where most status holders live. Source: interview with municipal actor SNTR

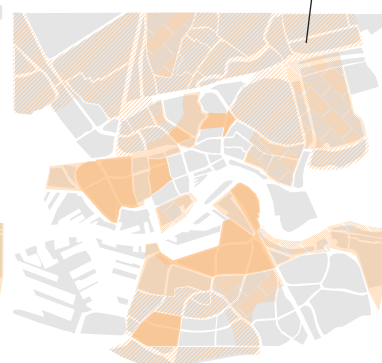
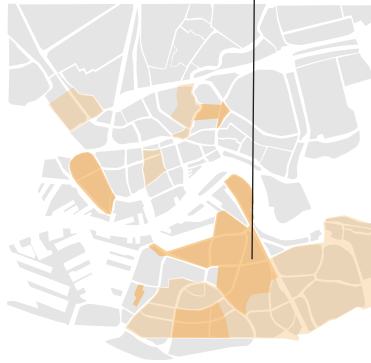
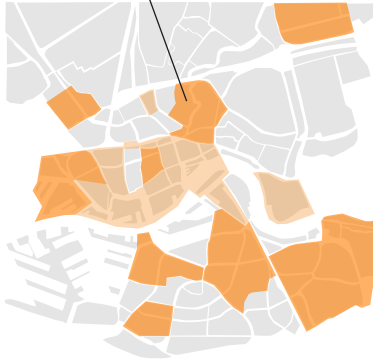
Oude Noorden



Hillesluis



Prins Alexander



Areas with high percentages of unemployed inhabitants

Areas with high percentages of inhabitants with low educational qualifications

Segregated areas: areas with many natives and areas with many foreigners.

- $\geq 9,0\%$  unemployment (19-64 yrs)
- $7,5 < 9,0\%$  unemployment (19-64 yrs)

- $\geq 49\%$  without educational qualification
- $42 < 49\%$  without educational qualification

- $\geq 66,5\%$  natives (autochtoon)
- $57,0 < 66,5\%$  natives (autochtoon)
- $\geq 66,5\%$  foreigners (allochtoon)
- $57,5 < 66,5\%$  foreigners (allochtoon)

Fig. 90: Challenging socio-economic contexts in Rotterdam. Source: cbs.nl, Google Maps

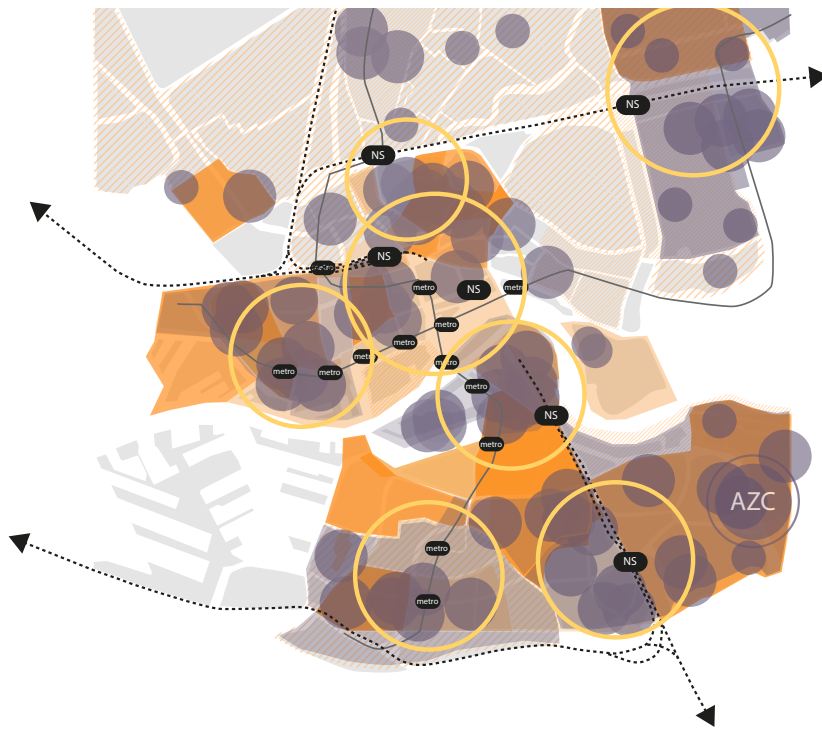
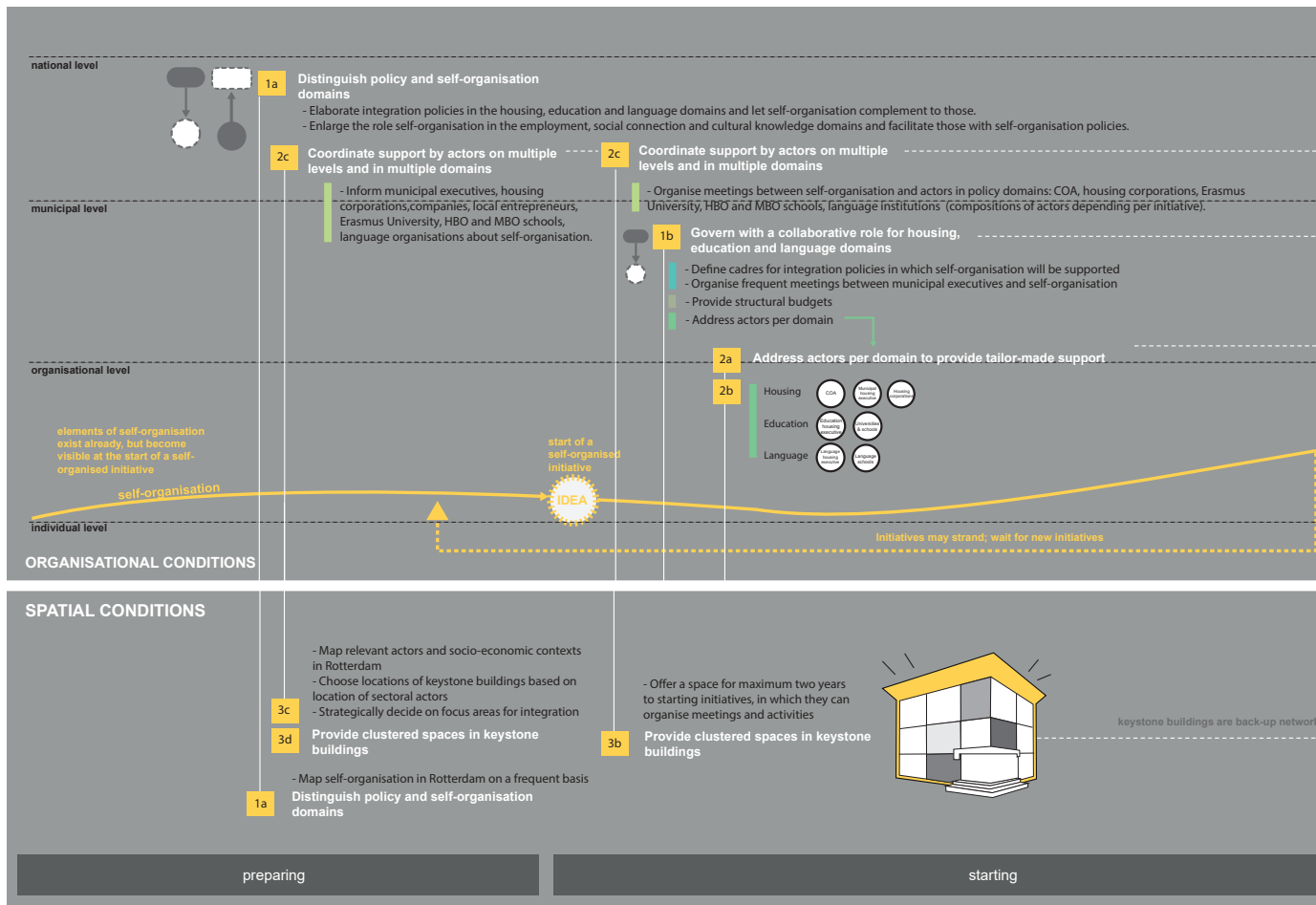


Fig. 91 Challenging socio-economic contexts overlaid with accessibility: strategic locations for keystone buildings

## Proposed interventions concerning the municipality of Rotterdam



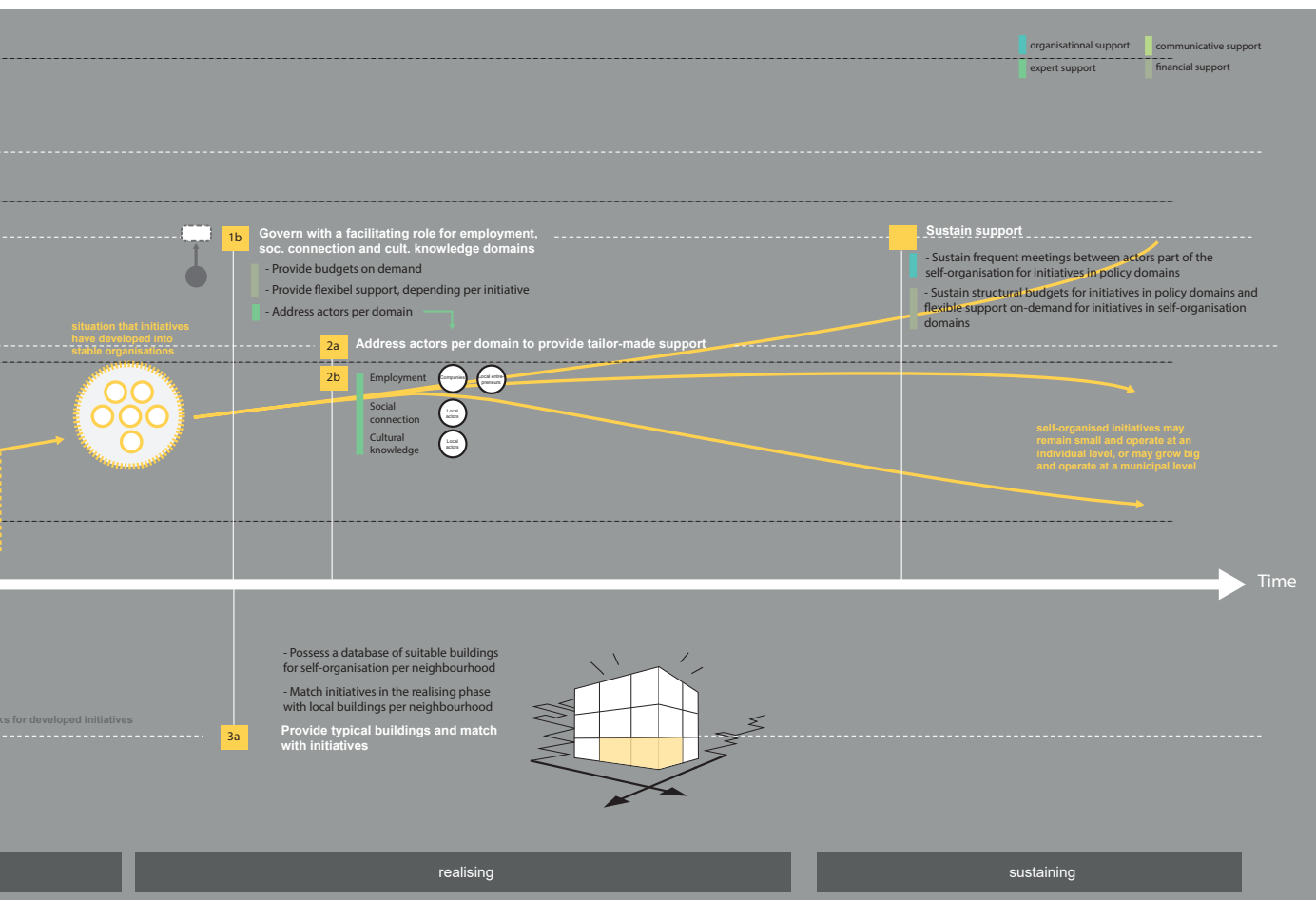
### Preparing phase

When preparing on the provision of the right support for self-organisation, the municipality of Rotterdam distinguishes policy domains and self-organisation domains, and possesses lists and maps of self-organisation. Because self-organisation is dynamic, the documentation of initiatives is done frequently. The municipality of Rotterdam informs municipal executives, housing corporations, companies, local entrepreneurs, Erasmus University, HBO and MBO schools and language schools about self-organisation. Besides, spatial planners map relevant actors for self-organisation and socio-economic contexts in Rotterdam that are challenging for integration, and accordingly decide on strategic locations for keystone buildings.

### Starting phase

When a self-organised initiative appears, the municipality of Rotterdam acts as a coordinating actor from the start. The municipality of Rotterdam offers to organise meetings between the initiative and actors that operate in the similar domain of the initiative. If the initiative has a main interest in a policy domain – housing, education or language –, the municipality plays an active and collaborative role; it frequently organises meetings between the municipal executive and the self-organisation and it defines frames for integration policies in which the initiative will be supported. If the initiative has a main interest in a self-organisation domain -employment, social connection or cultural knowledge -, the municipality passively waits until the initiative asks for support, probably in the realising phase. All starting initiatives are offered space in the keystone buildings in which meetings or activities can be organised.

## Overview spatial planning strategy in a timeline



### Realising phase

When a self-organised initiative develops into a stable organisation, it most probably needs expert, organisational or financial support for specific activities and objectives. If the initiative has a main interest in a self-organisation domain and if it offers benefits for the municipality of Rotterdam, the municipality surveys the tailor-made desired support per initiative, and addresses sectoral partners to provide this support. Sectoral partners consider providing support if the initiative offers benefits for professional activities. The municipality of Rotterdam maps typical buildings for self-organisation per neighbourhood and possesses a database of suitable buildings. Initiatives that have previously made use of keystone buildings, are now matched with local buildings in order to have a private space.

### Sustaining phase

When a self-organised initiative has developed into a successful organisation for refugee integration, the municipality of Rotterdam maintains providing support in order to sustain the initiative. The output of self-organisations can be very diverse; organisations may remain small and operate at an individual level, or may grow big and operate at a municipal level. For initiatives in policy domains, the municipality provides structural budgets and remains organising frequent meetings. Initiatives in the self-organisation domains have developed into organisations that operate independently from the government, and the municipality occasionally provides support on-demand.

## Illustration of the spatial planning strategy

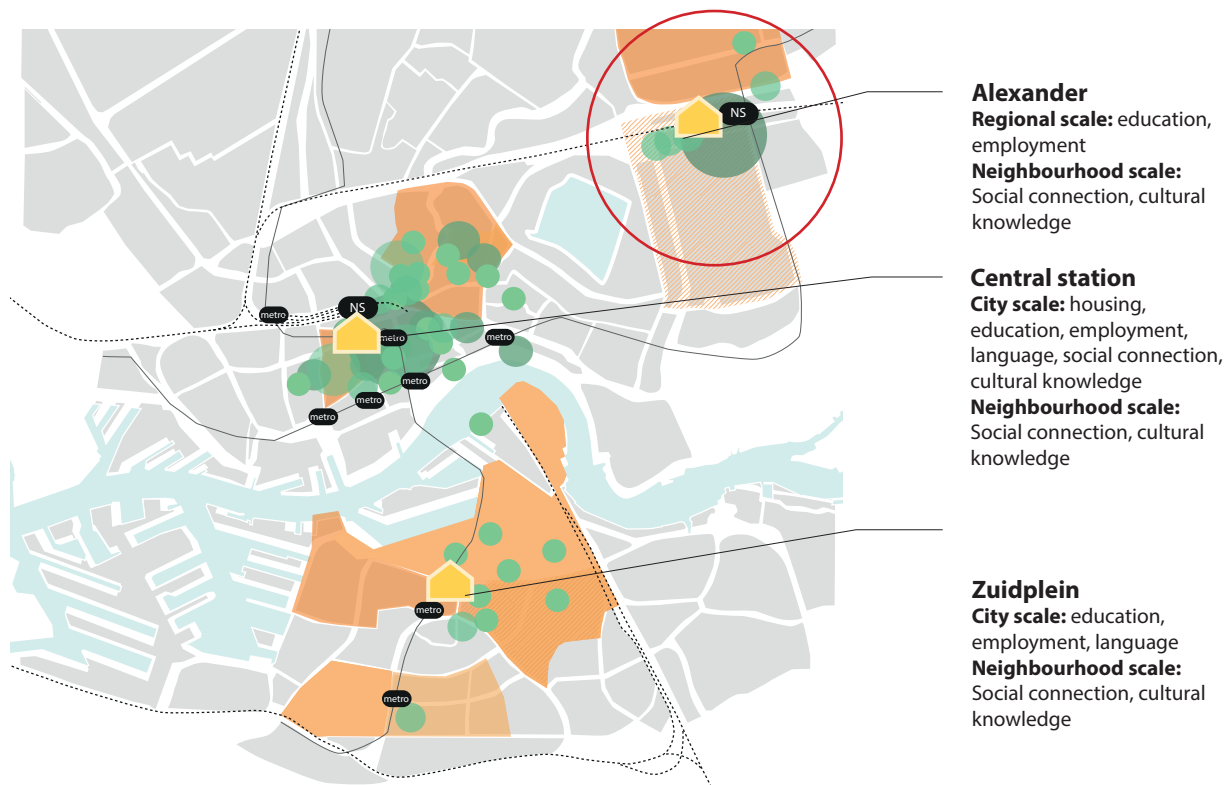


Fig. 94: Illustration of possible locations for keystone buildings

### Focus areas for integration in Rotterdam: three keystone buildings for self-organisation

The keystone buildings are recognizable places for all actors that are involved with an initiative and places where starting initiatives can organise meetings and activities. Moreover, the keystone buildings form a connection between local buildings for self-organisation which developed initiatives can fall back on. In Rotterdam, three locations have been chosen that on the one hand have opportunities to enlarge the role of self-organisation because of the presence of sectoral partners and accessibility by public transport, and that on the other hand are challenging for integration because of the socio-economic contexts. Whereas each buildings has a focus on certain spatial scopes and on certain domains of integration, together they all cover self-organisation in all domains and on all scales.

The location of the keystone buildings at the central station has been chosen because it is well accessible on the city scale, and because many companies, HBO and MBO schools, language schools and local entrepreneurs are located here. Besides, this area has a high number of unemployment and low educational qualification, for which self-organisation in the domains employment and education on the city scale is extra supported. This keystone building focuses on integration in all domains on the city scale and on social connection and cultural knowledge on the neighbourhood scale.

The location of the keystone building at Zuidplein has been chosen because it is well accessible on the city scale too, and because it is located in an area that has high percentages of unemployment and low educational level. Several language schools and MBO schools are located here. Therefore, this keystone building focuses on integration in the employment, education and language domains on a city scope; particularly for Rotterdam-Zuid.



The location of the keystone building in Alexander has been chosen because of the nearby intercity train station and the presence of companies and MBO schools, because of which the location is attractive for initiatives in the employment and education domains with a regional scope. Besides, many status holders were placed in Alexander, whereas the local population has low number of foreigners. For this reason integration in the social connection and cultural knowledge domains is challenging for status holders. So besides the fact that the keystone building focuses on initiatives in the employment and education domains on a regional scale, the keystone building is connected with local buildings in surrounding neighbourhoods in order to focus on integration in the social connection and cultural knowledge domains on a neighbourhood scale.

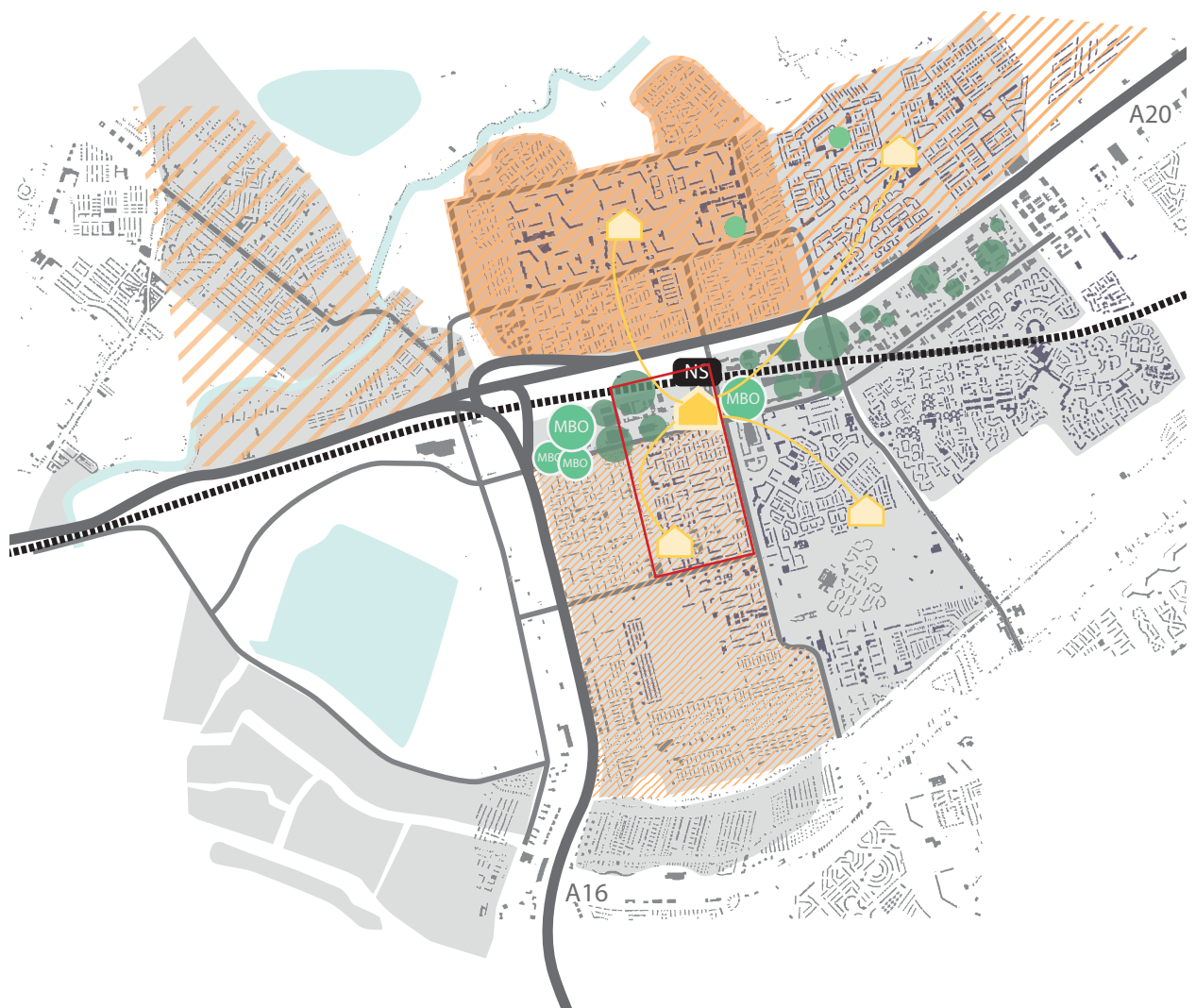


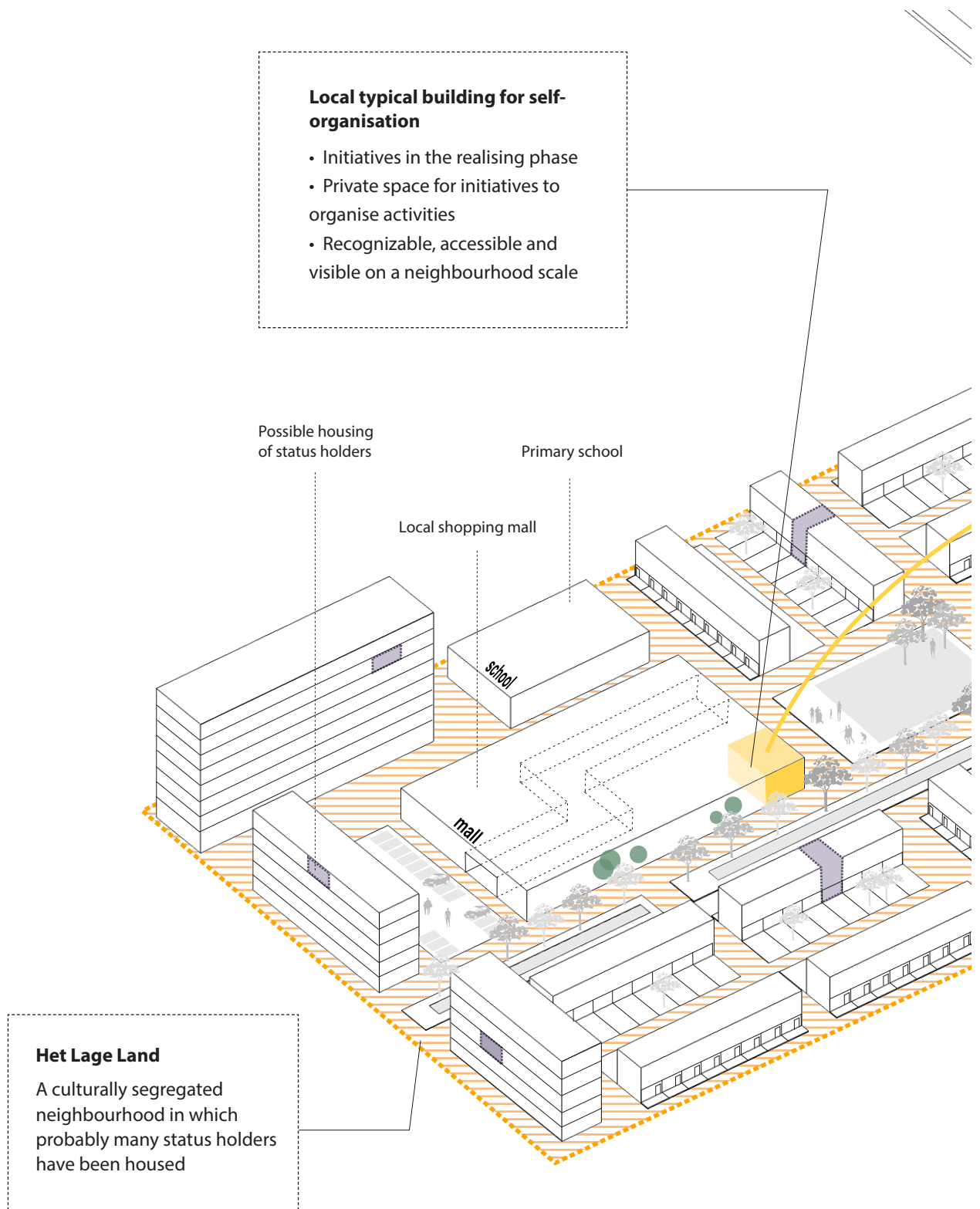
Fig. 95: Prins-Alexander: regional focus on education and employment; local focus on social connection

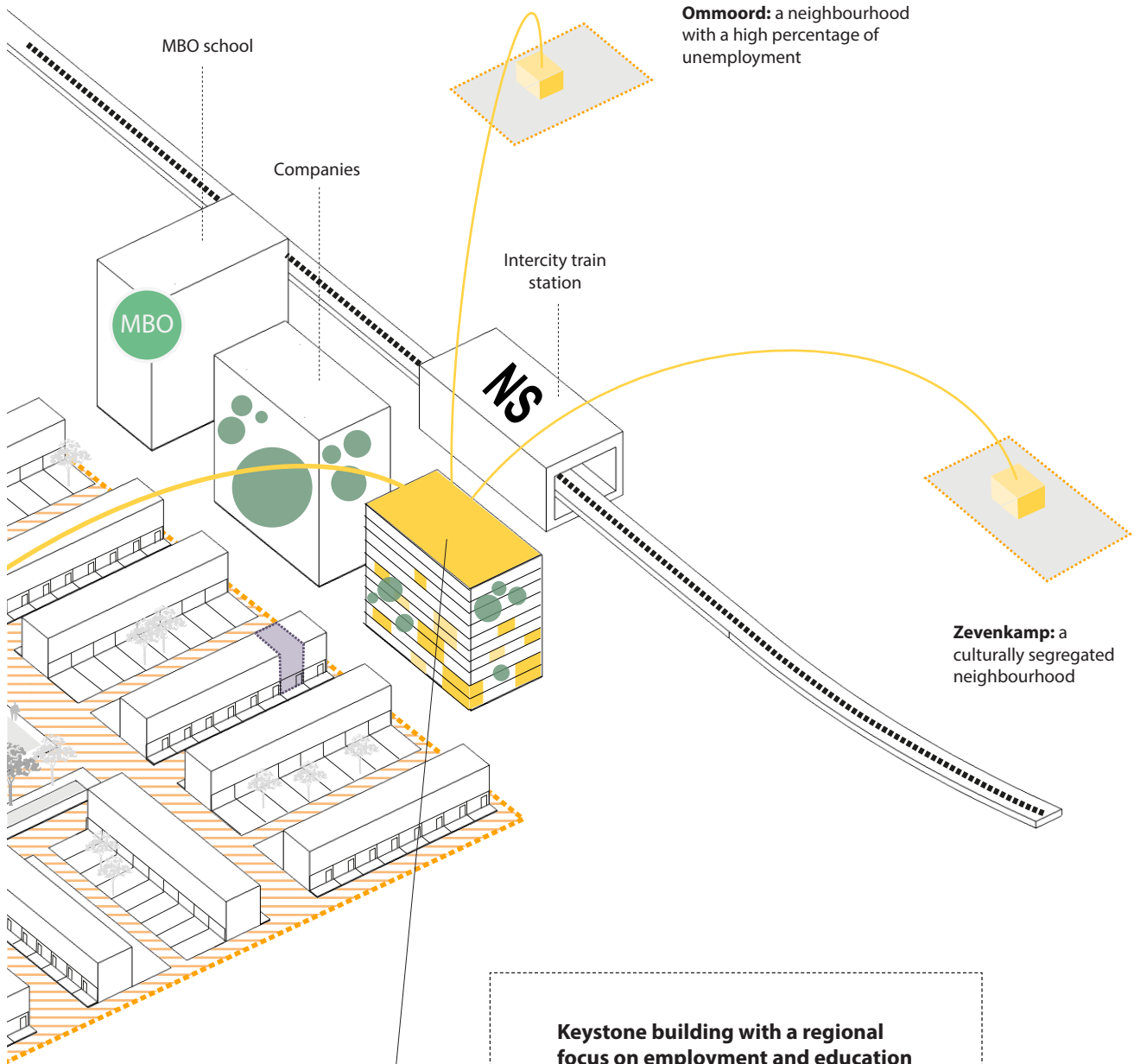
Legend

- |                       |                           |                           |         |
|-----------------------|---------------------------|---------------------------|---------|
| high unemployment     | keystone building         | companies / entrepreneurs | water   |
| low educational level | local building            | language institution      | railway |
| culturally segregated | housing of status holders | educational institution   | subway  |
|                       | MBO school                |                           | road    |



## Illustration of the spatial planning strategy





**Ommoord:** a neighbourhood with a high percentage of unemployment

**Zevenkamp:** a culturally segregated neighbourhood

**Keystone building with a regional focus on employment and education**

- Initiatives in the starting phase
- Meetings between municipality of Rotterdam, governmental organisations, sectoral partners and self-organisations
- Accessible and visible on a regional scale







A low-angle photograph of a modern glass skyscraper next to a classical stone building. The glass building's facade is highly reflective, mirroring the sky and surrounding environment. The word "REFLECTION" is overlaid in large, white, bold, sans-serif capital letters in the center of the image. The overall tone is muted and greyish, emphasizing the architectural contrast and the concept of reflection.

# REFLECTION



# Reflection on the facilitation of refugee integration and the research process

# 8

In the first part of this section, I will reflect on the design and question whether the design contributes to the main research aim of the project: better facilitation of refugee integration. In the second part, I will reflect on the process of the research project and will discuss decisions that were made throughout the graduation year.

## **Does the design facilitate integration of status holders in a better way?**

The research has resulted in a design product that expects better integration of status holders for two reasons. The first reason is that the design enlarges the role of self-organisation, by providing tailor-made supportive conditions for self-organised initiatives. The enlargement of the role of self-organisation has multiple benefits for refugee integration. For example, self-organisation acts more quickly than integration policies, for which it is possible to respond more quickly to the needs for refugee integration. Besides, self-organisations often organise activities that have objectives in multiple domains, for which a larger part of the integration process is facilitated. Finally, enthusiasm and efforts shown by citizens are simply ignored less and deployed better.

However, we should be realistic and show some reservation about the expected increase of self-organised initiatives, because many other factors that might be influential to self-organisation have not been researched. The case-study analysis focused on conditions that are part of spatial planning only. Other psychological or societal conditions that were not researched might constrain or accelerate the self-organisation process. For example, availability of time, societal awareness or the level of happiness could be essential for citizens to start initiatives. Other disciplines are invited to invest in further research concerning conditions for self-organisation.

The second reason to expect better integration of status holders is that the design does not only enlarge the role of self-organisation, but interrelates it with integration policies. Based on the different organisational and spatial needs of self-organisation, the design defines in what domains it is more convenient for integration policies to predominate, and what domains are more suitable for predominance of self-organisation. This enforces the capabilities of both sides in order to facilitate refugee integration, for which better integration is expected.

However, the perspective from the side of self-organisation has been larger than the perspective from the side of integration policies. The design interventions are based on analysis of supportive conditions for self-organisation mainly and so we should consider the proposed interrelations as ideal for self-organisation. Integration policies might have approaches to support refugee integration better too. Further research on the interrelations between integration policies and self-organisation could elaborate more on policy analysis and define ideal interrelations from the perspectives of integration policies.

## **Does the incorporation of the spatial environment facilitate refugee integration in a better way?**

This research specifically prefers a strategic spatial planning to a planning approach. The role of the spatial environment has been relevant for integration policies and self-organisation in a few ways.

First of all, the analysis on integration policies has shown that incorporation of spatial environment is desirable because it avoids complications of policies in the spatial environment. However, this aspect has not been discussed much in the design. The research has concentrated on the spatial conditions for self-organisation and the design does not reconsider policy interventions on the basis of their effects in the spatial environment. Further research on national integration policies could do more research on spatial complications of housing policies specifically and reconsider policy measures.

Secondly, the design concentrates on the provision of buildings for self-organisation. Those places have shown to be important for self-organisation, because they provide spaces where self-organisation can meet with sectoral and municipal actors, and where they can exchange experiences with similar initiatives. Besides, the buildings contribute to the promotion of self-organisation because the initiatives are more visible to the public. That is why the provision of buildings supports the role of self-organisation and so indirectly supports the facilitation of refugee integration.

Thirdly, the design suggests strategic locations in Rotterdam where to provide buildings for self-organisation. By supporting self-organisation at locations where there are potential partners of self-organisation and that are well-accessible and well-visible, self-organisation is expected to emerge more often and to develop more successfully. Moreover, the socio-economic contexts of Rotterdam are taken into account in order to enlarge the role of self-organisation at locations that are already challenging for integration of status holders. By providing buildings at strategic locations, planners seem to have the ability to gently direct the development of self-organisation. However, we will have to learn in practice whether whether self-organisation can actually be led by those strategic interventions.

### **Development of the problem definition**

Starting off with the broad topic 'refugee integration', it has taken me quite some time to develop a well-defined problem definition. Especially since the topic is much discussed in society and receives a lot of media attention, I wanted to be sure to hit the nail on the head and to develop a relevant research proposal. I decided to include research on integration policies because of the large influence and impact that policies have. Moreover, I decided to have a research-focused project that would contribute to subtle design decisions rather than a design-focussed project that puts more emphasis on design-solutions, because I believe that well-thought decisions are essential for interference in such a controversial topic.

Having decided on these aspects, the problem field initially concerned integration of status holders in northwest European cities, which lent itself for a comparison study between cities. According to me, however, the first analyses in this problem field put forward an indispensable aspect within the facilitation of refugee integration: the involvement of citizen initiatives. Combined with the decision to focus my project on the role of self-organisation, I decided to narrow down the scope of the project to the city of Rotterdam only. Choosing a context which I was already familiar has helped to pursue the topic of integration into greater depth. The topic would have remained more abstract if had decided for a comparison study of multiple cities.



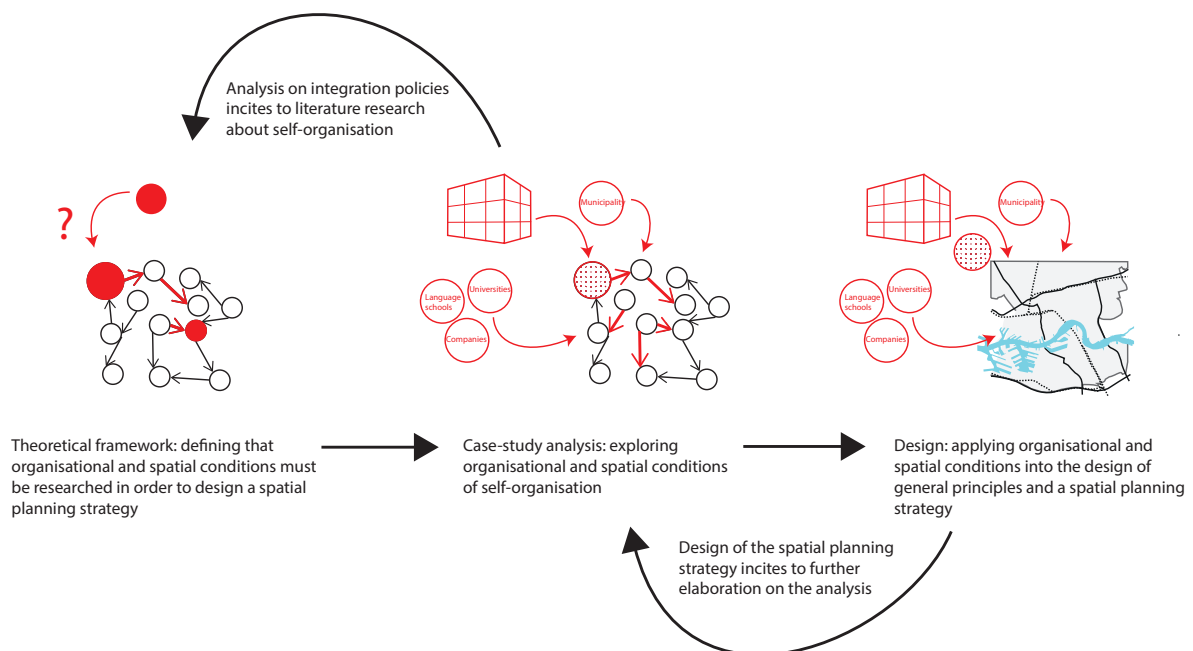
## Relation between research and design

The problem definition developed into 'the role of self-organisation in integration policies', but what exactly would be researched was still unclear. Literature research about the self-organisation and spatial planning has eventually defined that the spatial and organisational conditions for self-organisation should be explored in order to interrelate self-organisation with integration policies and to design a spatial planning strategy for Rotterdam.

Therefore, the case-study analysis has researched organisational and spatial conditions for self-organisation, based on which the design was made. Although the research and design have a consecutive order, the process of both researching and designing was rather iterative: the three parts of research – theoretical framework, case-study analysis and design- have helped each other with decisions during the process. By starting analysis on self-organisation for example, I discovered that literature research about theory of self-organisation was needed in order to define what I was going to analyse precisely. Likewise, starting the design of a spatial planning strategy made me realise that the analysis of self-organisation required more results about the development process of self-organisation in time.

Although those iterative processes have cost time, they have contributed to strengthening the links between the three parts. Within the three research parts, iterative processes took place again. The thematic case analysis – part of the case-study analysis- for example repeatedly observed the initiatives, analysed common patterns, reflected on the results and started observations again.

Overall, the meaning of the design has been questionable and unsure during a long period of the process, which has caused a bit of a delay in the development of the design. Finding a way to propose spatial interventions with the aim to



improve integration of refugees has been challenging for me, and I have spent quite some time in brainstorming about possible design directions. Although I believe that the final results of the spatial planning strategy are convenient, they still leave space for further improvements and elaboration – deeper analysis of spatial and organisational structures in Rotterdam will be needed for this.

### **Relation between theme and methods of the studio Complex Cities**

Refugee integration has been my research interest from the very first moment, so choosing the graduation studio 'Complex Cities' has been the right decision. The studio Complex Cities deals with complex matters that often deal with social topics and impacts. Refugee integration is a highly social topic because it concerns personal development and relations between people. Integration policies and self-organisation is also a highly complicated topic, because it involves multiple domains and actors at multiple levels.

The approach of the project to develop a spatial planning strategy suits well with the studio for three reasons. First of all, Complex Cities is part of the chair Spatial Planning & Strategies and incorporates organisational structures in spatial planning and design. Since my research topic concerns integration policies, I have put a lot of emphasis on the organisational aspects, which has sometimes resulted in an underdevelopment of spatial analysis and design. Secondly, the decision for the studio is in accordance with the exploratory approach and a research-focused because in Complex Cities, it is possible to put more emphasis on research than on spatial interventions. Finally, the fact that both organisational and spatial aspects, on multiple levels and multiple domains were included makes the project a complex project, matching the objectives of Complex Cities.

The interviews for the in-depth case analysis have been a lucrative method to gain a deeper understanding of self-organisation and of interactions between governmental actors and citizens. The interviews have focused on the balance between self-organisation and policies, and less on the meaning of self-organisation for refugee integration. Initially, I had planned interviews with participants of the initiatives as well, in order to get a deeper understanding of the challenges for status holders in the Dutch society. After having had the first interview with the initiator of SNTR, it became clear to me that interviews with status holders should be held as less frequent as possible, because status holders are bothered by a lot of attention from the media already. Besides, I had found out that a lot of stories about the perception of refugees on integration were told in magazines, on websites and on tv-shows. For that reason, I had eliminated the interviews with participants from my research approach.

### **Impact to the wider societal context**

In the beginning of the process, I started the research with a focus on the context of northwest Europe. However, the final design of the general principles and the spatial planning strategy has considered organisational and spatial contexts in the Netherlands only, of which the principles cannot be copied to contexts in other countries. Still, this research can function as an example of a methodology to develop a spatial planning strategy to support the integration of refugees, and as an example of how integration policies can be interrelated with self-organisation.

The design proposes general principles to the national government, municipalities, self-organisation and other relevant actors for self-organisation in the Netherlands and has a final aim for status holders in the Netherlands. However, the target group of my report is still wider than this. Since the topic refugee integration is well-discussed in society currently, I

hope to reach everyone that has an opinion about integration of refugees, integration policies of the Dutch government or about self-organisation for refugee integration. I wish to show them an overall picture of the complicated matter of refugee integration and the advantages and disadvantages of both governmental and non-governmental parties that make an effort to support integration of refugees.

Most of all, I hope to deliver the message that enthusiasm of citizens should be embraced and that with a tailored, complementary and integrated approach, refugee integration in the Netherlands can be facilitated in a better way.

Céline Janssen



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## Figures

*All figures belong to the author, unless a source has been mentioned in the title of the figure.*



# APPENDIX

# Appendix I

Report interview initiator Bij Corrie

Interview with: initiator

Date: 11 April 2017 10.30

## **Emergence**

Bij Corrie initially started as a semi-commercial language institution named 'Tornante' in 2009. The initiator had come to the conclusion that more effort on language was needed for immigrants, and more specifically that more than language alone was necessary for successful integration. The initiator spotted a suitable building for the language institution in Rotterdam-South, although this building required the function as a community centre. In that way, the idea arose in 2012 to found the non-profit organisation Bij Corrie and to link it to Tornante. The activities of Bij Corrie take place in the classrooms of Tornante, and money that Tornante earns is saved for the activities of Bij Corrie.

The initiative emerged in Hillesluis and was named after the mother of the initiator, who was part of the former 'wijkorgaan' (local public body) in Hillesluis and a well-known person in the neighbourhood. The meaning that she had for the neighbourhood is what Bij Corrie aims for as well; being a central place to drink a coffee, to get administrative support or any other support. The 'wijkorgaan' was a revolutionary body in the '70's, and consisted of a group of inhabitants that represented the neighbourhood and that was able to discuss with the city hall. The 'wijkorgaan' developed into the 'deelgemeente' and later on into the 'gebiedscommissie', in which again a local council for Hillesluis is established.

## **Organisation**

The local council is located in the same building as Bij Corrie. The 'gebiedscommissie' sometimes provides money to Bij Corrie for projects, as it is also looking for ways to improve the integration and social cohesion in the neighbourhood. However, these are little amounts compared to the budget of Bij Corrie.

The municipality of Rotterdam is enthusiastic about Bij Corrie and proudly presents the initiative to its visitors, but provides little financial support. Although the initiative meets the requirements for certain integration policies, the support still does not apply for Bij Corrie. For example, the municipality has regulations to support parties that help getting people out of the 'bijstand' (the social system for unemployed), but those are not acknowledged for Bij Corrie. The municipality has a trust that the initiative runs itself and that activities will be anyway organised.

Bij Corrie collaborates with the municipal cluster 'Maatschappelijke Ontwikkeling' (Societal Development) for language education. This cluster supports certain projects of Bij Corrie, although the support changes every year. The reason is that the policy only supports innovative initiatives, even though the initiative is successful as it is.

The municipality of Rotterdam facilitates publicity, that is useful for Bij Corrie.

Bij Corrie collaborates with creative inhabitants in Rotterdam-North. Essential for Bij Corrie is the effort of more than 100 volunteers, that all together operate as one big family.

## **Aim**

The aim of Bij Corrie is to improve social cohesion, to improve understanding of people for each other and to fight

contradictions (foreign/Dutch, black/white, poor/rich). A lot of people come to Bij Corrie for the purpose of language, since language courses are offered. Many people also just come for a cup of coffee, or for social contact. For language lessons, people come from all over the city, but most people come from the neighbourhood. The focus of Bij Corrie is really on the neighbourhood (although everyone is welcome).

The final goal is to develop a large cooperation of all people that create stuff and that have their own businesses, in which Bij Corrie is the umbrella organisation on which the little businesses can lean. This can be located in a large factory hall in which all those businesses are located.

### **Spatial conditions**

Although the aim of Bij Corrie is similar for both locations in North and South, the locations have slightly different approaches. In North, new inhabitants are arriving to the neighbourhood. Families with more money are changing the neighbourhood into a 'hipper' place, whereas the locals don't always like that. The population in Hillesluis is different; all people have a low income and once the income increases, people leave. In South, Bij Corrie organises a lot of programmes for children, because the area has relatively many single teen moms for whom raising their children is extra challenging.

The building 'het Kopblok' is crucial for the location of Bij Corrie in South. The building was a former community centre and came to stand empty in 2011. It was a perfect location for the language lessons, but unfortunately much too expensive. It was vacant for several months and Woonstad approved to rent it to Bij Corrie for a much lower price, if they would give back the function of a community centre. The assurance of a central place that is always open and welcoming, is important for the inhabitants in the neighbourhood. The accessibility for public transport is also very important for the visitors of Bij Corrie.

In Rotterdam-North, the building has a workshop place. Bij Corrie facilitates the meetings between the new and the old inhabitants, for example by inviting creative new inhabitants to produce their creations in the workshop place. People that have a lower income and that are unemployed can just walk in and start working on something. Bij Corrie offers a teaching programme for learning how to sew. People must clarify their intentions and goals for those programmes, but the final goal is to get people to start their own businesses.

The decision to start another location in Rotterdam-North derives from a situation that the municipality had arranged people who would give language lessons, but that those people lived too far away from the building of Bij Corrie. As nobody was going to cover travelling costs, the solution was to open another location in North. The idea for the workshop place has arisen during a holiday in Malaga. Over there, the initiator saw how people creatively found ways to earn money, although the country was in a deep crisis. The initiator was sure that those innovative ideas also exist among Dutch people with a low income, but that they don't happen because they don't fit in the strict Dutch market system. Because of that, Bij Corrie now does offer a place where such little initiatives can happen.

### **Future**

Currently, a webshop is being made in order to sell the products from the workshop place. It is still a long way to reach the final aim of a large cooperation network. Besides, Bij Corrie has a desire to extend to other neighbourhoods in Rotterdam, for example Delfshaven (although it has many initiatives already) or Alexanderpolder (because almost nothing is happening there).

# Appendix II

Report interview municipal actor Bij Corrie

Interview with: Area-networker of Bloemhof

Date: 17 May 2017 09.30

## **Involvement of municipality**

At the moment that the 'Kopblok'- the building in which Bij Corrie is located in Rotterdam-South - had to be closed, Bij Corrie took the initiative to take over the building, with the help of volunteers. Although Bij Corrie pays the rent itself, it applied for subsidies for the language and social programs that they run.

## **Integration**

The previous function of the Kopblok had an important social function for the neighbourhood; a community organisation was located in the Kopblok, a local newspaper was made, exhibitions were held and citizens could rent rooms. Bij Corrie took over this function, although more focussed on the 'empowerment' of people. Encounter is a main value of Bij Corrie for the inhabitants of Hillesluis and environment.

Initiatives of inhabitants bring together different people, whereby people can help each other and people become more self-sufficient. Besides, it often has the result that several ethnicities come together.

## **Organisation**

The Municipality of Rotterdam has offered few support to Bij Corrie. Although the first reactions from the municipal side were enthusiastic, the initiator has probably had a difficult time when applying for subsidies for activities. The Municipality has a language policy with strict cadres, that leaves little space for applicants. The rules are so strict that it is hard to get requests approved. Language as a goal alone is not a purpose of the Municipality anymore; policies tell that there should always be a combination between language and health, integration or employment. Besides, there should always be collaboration with local partners, which requires a very active role of Bij Corrie in the neighbourhood. The local municipal actor thinks that these policies are far too demanding for private parties that aim to help the Municipality. Bij Corrie has done almost everything by itself, but it could have developed further if there had been support from the Municipality.

Proper support for Bij Corrie would have been to consider the initiative as a serious partner, and to leave space to develop itself, without judging every little step that it took. Initiatives need much more space for trials and should even be considered as partners to include in policy-decisions.

The function of the municipal actor is 'area-networker' in Bloemhof, that makes connections in the neighbourhood. Most people in the neighbourhood know how to find her, and she links the inhabitants with the Municipality. Next to her, an 'area-manager' formally makes the contact with the clusters of the Municipality to tackle issues in the neighbourhood. Municipal clusters and programmes are mostly too centrally organized.

## **Spatial conditions**

The building of the Kopblok is valuable, because it is easy to find for people and is known as a place to visit for language courses.

For other local initiatives, the municipal actor looks for spaces where people can establish. She checks whether those

initiatives have a purpose for the public, and whether they contribute to the development of the inhabitants or social binding/bridging

'Huizen van de Wijk' provide opportunities to give space for activities of inhabitants. Some of them are more successful than others. The disadvantage of 'huizen van de wijk' is that the Municipality procedures the tenants once in a few years. Current tenants therefore have an uncertainty and are less willing to invest in long term local purposes. Private parties such as Bij Corrie are more flexible because they are commercially oriented and therefore willing to invest for the future. They look for activities that they know there is a demand for. For predetermined programmes in 'huizen van de wijk', it is more difficult to adapt to the local needs. Besides, in the short duration of only two years, parties cannot completely understand the network of the neighbourhood.

Huizen van de Wijk are property of the Municipality, although there are a few exceptions of smaller places that exist and develop into a social function for the neighbourhood, and can be better called 'living rooms'. In general, the demand for spaces is higher than the offer. The highest demand is for smaller spaces, like the 'living rooms'. The Municipality has the ability to facilitate those spaces, but also to facilitate for example tea and coffee, sewing machines or computers. It is important that those spaces are available in smaller neighbourhoods, than in larger areas only. The ideal is to have a living room every 20-25 streets, to be close to people. There is no need in providing this when there is no energy of local inhabitants, but they should at least be given the opportunity. Besides, the role of the government is to prevent domination of certain groups, and to preserve the open character of the living rooms.

### **Policies for self-organisation**

The 'gebiedscommissie' is chosen by inhabitants of the area, and does not consist of civil servants. The gebiedscommissie receives a budget from the Municipality for initiatives of inhabitants. The gebiedscommissie is advised by municipal actors like the area-networker, but decides itself. The money must be given to a legal person and not to an individual person. The rules of money supply for initiatives may differ per area. Initiatives must have a purpose for the neighbourhood, and not for a specific group alone. Religious initiatives are distinguished and are not considered as initiatives for the neighbourhood.

In addition to the facilitation of financial and spatial conditions, such as the living rooms, the Municipality should also play a role in the organisation of inhabitants. Bridges should be built at the right places, so that local parties and groups meet and know each other. For private parties and companies, this is a little bit more difficult because companies have to focus on their own businesses. It is especially difficult in Bloemhof, because of the fact that it has few capital employed people.

### **Future**

The support for self-organisation of the Municipality currently has a focus on the short term, whereas it should have a perspective on the long term. At the same time, social networks are always changing, so structural help may not make things static. Initiatives look for niches and are dynamic. The maximum structural support to offer, is to understand what initiatives are doing and to fill up their shortcomings. Without flexibility, the Municipality breaks down every initiative. Some inhabitants drop their energy at the very first moment that they have the feeling that they are steered by the Municipality. The condition for the Municipality to support self-organisation should be that initiatives have societal purposes, such as empowerment, language, personal development. The purposes can differ per area or per neighbourhood though.



# Appendix III

Report interview initiator SNTR

Interview with: Responsible person for media & PR (telephone call)

Date: 30 March 2017 9.15

## **Emergence**

The idea for SNTR emerged in the refugee crisis of 2015. Responding to the crisis, the Dutch government had constructed an approach to deal with refugees. Soon, it became clear that this approach implied difficulties for municipalities to house status holders, especially for the ones of large cities. Stichting De Verre Bergen is a foundation that supports initiatives that contribute to the development of Rotterdam and sometimes takes initiative itself. In 2015, the board of Stichting De Verre Bergen gathered and discussed the possibilities for the foundation to play a role for status holders. Quickly, the initiative arose to buy 200 houses of around €100.000,- in Rotterdam for the housing of status holder families.

Stichting De Verre Bergen had already done a little research about integration, and the initiative to buy houses for status holders is part of a research project as well. All initiatives of Stichting De Verre Bergen are combined with research. For the purpose of valid research, it was decided that only Syrian status holders were going to be housed in the houses, and that the initiate amount of 100 Syrian families was doubled up to 200 families. The research is done at the Erasmus University of Rotterdam.

The idea to buy houses in which Syrian families could be housed, was presented to alderman Schneider, that enthusiastically responded to the initiative and presented it in the city council. The initiative was soon accepted and supported by the municipality.

## **Organisation**

The COA assigns status holders to municipalities. The relationship of SNTR with the COA and the municipality of Rotterdam is mainly based on information exchange.

The closest collaboration of SNTR with a municipal organisation is held with the 'Intakeloket Ondersteuning Statushouders' (IOS), that coordinates the assignment of status holders in Rotterdam and hands over status holders to SNTR.

Once in the two weeks, SNTR gathers with the municipality of Rotterdam. SNTR deals with procedures of several layers of the municipality while supporting status holders with administrative processes, such as applying for 'Kinderbijslag' and sending their children to school. Based on experiences of a large group of the status holders, SNTR reflects on the functioning of municipal procedures and policies. It turns out, for example, that several officials interpret rules differently in processes such as delivering receipts, that is obligated to receive an 'uitkering'. The fact that SNTR deals with a large group of status holders (200 families), is a reason for the municipality to take the advises of SNTR serious.

SNTR collaborates with language schools, that provide language lessons at multiple levels. In addition, SNTR cooperates with many local societal organisations, such as ISK-schools (schools that offer switching programmes for foreign children), for practical issues.

## **Integration**

In addition to housing, SNTR provides programmes for language, support for children, employment guidance and social networks. Those programmes are led by paid social workers, that function through a 'coach' system. Each family is appointed to a coach, that supports families with applying for an 'uitkering' and other societal things. Status holders themselves don't always know what they are missing, as the procedures and the city are new for them. The local perspective of the coach helps to point out how things work in Rotterdam. Because of this close contact between the status holder and the coach, it becomes clear what gaps for integration exist in Rotterdam. The experiences of the coaches are reflected to SNTR, that then organises meetings and training sessions.

## **Spatial conditions**

The houses are spread over all neighbourhoods in Rotterdam, although the relative distribution depends on the availability of houses in those areas. Language lessons are now held in a central accommodation in the centre of the city. Soon, SNTR will move its office and visiting accommodation to one central location, which will facilitate all activities.

## **Future**

The programme SNTR has developed will last for four to six years, when the research results will be published. SNTR wants to further develop programmes on education, integration and employment guidance.

# Appendix IV

Report interview municipal actor SNTR

Interview with: Program director Asylum & Refugees

Date: 11 July 2017 14:30

## **Involvement of municipality**

In 2015, the municipality of Rotterdam was challenged with a task to house an amount of status holders that was three to five times as high as the amounts in other years. In December 2015, the municipality received an offer of SNTR to buy houses for 200 status holders, in particular Syrian families, and to start a research about the effectiveness for integration of this project.

The municipality decided to collaborate with the initiative because it would help the municipality with its task to house the high amount of status holders. Besides, the initiative would simultaneously contribute to another aim of the municipality, that was to reduce the number of corporation houses in Rotterdam. Thirdly, the municipality understood that the organisational help of the municipality and the COA was needed to be sure that there would be at least 200 Syrian families assigned to the city of Rotterdam. As the COA is not in touch with private parties, the municipality has the role to match the right status holders with the right houses.

## **Integration**

The value of SNTR is that - because of the controlled structure of the initiative - processes about health and personal development for status holders are optimized and that the integration of status holders is therefore expected to be quicker and more successful. In addition, the scientific research is valuable for the municipality of Rotterdam, and for perhaps others too, because it will later be understood what positive or negative push factors are within the facilitation of integration.

## **Organisation**

The initiative was an autonomous decision of SNTR, but it required the help municipality of Rotterdam, that was willing to collaborate. Besides Syrian status holders, the municipality has to take into account all status holders. The municipality always has the perspective on treating all people equally. With the help of research by SNTR on the integration of Syrian status holders, the municipality can focus on monitoring the integration of other groups and is in that way able to develop comparisons.

The role of the municipality is partly facilitating, by fulfilling its responsibilities for proper administration and facilities, like it does for all people in Rotterdam. As the municipality sees the initiative as a gift, it has the intention to support SNTR as much as possible. The municipality helps people from SNTR with finding the way in the bureaucracy or with small conflicts that arise among participants. If bureaucratic processes in practice somehow do not proceed smoothly, this is feedbacked to the municipality of Rotterdam.

At both the management and the executive level, frequent meetings are organised with SNTR. A covenant between the municipality and Stichting de Verre Bergen was concluded, in which was agreed that the municipality would give as much support as possible and that frequent meetings would be held. The COA made a declaration of intent to define its role.

The municipality provides the researchers at the Erasmus University with data of other status holders, which is needed as a reference group. The municipality also provides a delegate in the guiding committee of the research, and has organised a steering committee for the initiative SNTR.

### **Spatial conditions**

The building in which SNTR is established is bought by SNTR and is not a social property of the municipality of Rotterdam. A spatial issue that SNTR had to deal with, was that the housing of status holders could not be done in the Rotterdamwetwijken. This measure is laid down in the law, so the housing of SNTR was done in other areas. Eventually, all houses are bought. It is expected that skipping the Rotterdamwetwijken has a positive effect on the integration of status holders, as there is the assumption that it is easier for people to develop themselves in less-problematic areas than problematic areas.

The houses that are provided by SNTR and the municipality of Rotterdam are not always favoured by the status holders, but the freedom of choice is limited. Status holders are spread over the entire city, but the top five of areas where status holders are primarily housed, is: 1) Prins Alexander, 2) IJsselmonde (where the asylum centre is located), 3) Charlois, 4) Delfshaven, and 5) Feijenoord. When status holders decide themselves to move elsewhere, this is not documented.

### **Policies for self-organisation**

The municipality of Rotterdam has no specific policy for self-organisation in refugee integration, but many volunteering organisations are active in Rotterdam. The municipality has policies that enable those organisations to be active. The 'Rotterdamse Aanpak Statushouders' has an approach that reasons from the full participation of status holders concerning language or other activities. This policy document is contracted with Vluchtelingenwerk, that provides personal social workers to guide status holders with integration.

### **Future**

As a reply to the question how to improve the current policies, the municipal actor explains that she wants to wait for the evaluation results of the current policies, that will be published in autumn of 2017. As a person, she would like to see the national system that obligates status holders to 'naturalize', changed. The responsibility to pass the language tests should not be for the status holders themselves. The municipal actor advocates to put more responsibilities on the municipal level than on the national level, and to bring education on language and integration for status holders into the regular educational systems.

Integration for status holders should be properly included in the regular systems in a city, and separate initiatives should be considered as 'extra's'. The current situation makes integration of status holders dependent on many separated organisations, which should not be the case.

# Appendix V

Report interview initiator Hoogkwartier

Interview with: Initiator

Date: 24 April 2017 10.30

## **Emergence**

The initiator, who had an office in the neighbourhood of Hoogkwartier, started the initiative six years ago. From own interest, he explored what kind of energy was existing in the neighbourhood and started a study about the Hoogkwartier; what people were living there, what qualities it has, how many trees it has, etc. He communicated the initiative to the people in the neighbourhood by throwing papers in their mailbox, and presented it to the municipality. He found out that inhabitants had very little knowledge about their neighbourhood and from that point, the idea emerged to tell stories, to give the neighbourhood a name and to give it more identity.

Especially during the last three years, a few inhabitants have grouped up and organise small low-budget events in the neighbourhood. After six years, the initiative is running well, also owing to investors that have renovated some buildings.

## **Integration**

Last year (2016), it was announced that a group of status holders was going to be housed in the neighbourhood. The Hoogkwartier already had a website on which stories of the lives of local inhabitants and entrepreneurs are presented. Seeing the news that the arrival of refugees brought along a lot of unrest, the idea arose to include status holders on the website, just like has been done for others. The shelter of status holders in the Hoogkwartier is particularly interesting because it is located in the inner city, in which people are expected to be more familiar with a diverse ethnical population.

Older inhabitants had some fears for the arrival of the status holders. However, the integration proceeded quite smoothly. Two-monthly discussions between all parties involved - the COA, inhabitants, municipality, Vluchtelingenwerk, entrepreneurs – were organised, where all parties were introduced to each other. However, the initiator has the opinion that there was too much talking rather than actions.

## **Organisation**

Participation of entrepreneurs is found to be the most difficult. Entrepreneurs are very much focussed on themselves and it is hard to convince them to participate in the initiative. The organisation currently exists of a core of five to ten entrepreneurs, and more or less ten inhabitants: this group basically does everything.

Investors play an important role, by renovating and upgrading large buildings in the neighbourhood. Those transformations are perceived as 'presents' that contribute a lot to the initiative.

The municipality has a very facilitating role, that helps where possible. For some projects, the municipality provides financial support, but this is very limited compared to other neighbourhoods, and mostly provided for public space. The support is incidental and not structural, which can be related to the fact that the municipality puts more focus on problematic areas in Rotterdam: the Hoogkwartier is actually doing well enough.

**Spatial conditions**

In the 'Huis van de Wijk' that is located in Hoogkwariter, Radar is established; a social organisation that functions well for elderly. The initiator has had a desire for closer collaboration with Radar, but this has been hard to organise due to limited time.

The initial focus of the initiative was on the physical development of the Hoogstraat, and once this would start working, the initiative would extend to the surrounding streets. There was particularly chosen to give the geographical triangle (between the Burgemeester van Walsumweg, Goudsesingel & Mariniersweg) the name 'Hoogkwartier', in order to give the area within the physical strong borders more of a neighbourhood-feeling.

**Aim of the initiative**

The initiative has no particular end goal, but the aim of the initiative is to improve the live- and work environment. Before the initiative, the area had a lot of vacancy and the public space was very stony. The neighbourhood had an uncomfortable feeling and people felt more unsafe. The purpose was to 'soften' the neighbourhood; both physically as socially. By telling stories, and to pointing out what the neighbourhood has, the social cohesion has improved.

**Future**

For the continuation of the initiative, the initiator would like to see the amount of people involved increase and to have more participation of inhabitants and entrepreneurs. Besides, he would like to see a policy from the municipality for the neighbourhood; not only by regulations and financial support, but also for maintenance, in order to increase the identity of the neighbourhood. The initiator finds policy a more important condition of the municipality than financial support.

# Appendix VI

Report interview municipal actor Hoogkwartier

Interview with: Inner city manager Rotterdam

Date: 11 May 2017 14.00

## **Involvement of municipality**

The initiative started when the initiator of Hoogkwartier and a few other citizens created a white paper, in which was written what kind of interventions were needed to upgrade the neighbourhood. Thereafter, the municipal actor organised a few initial meetings with the initiator and others municipal servants, in order to discuss what things could possibly be realised. The municipality of Rotterdam experienced the meetings as pleasant and the municipality notified the same potential that the initiator had already seen, so the collaboration continued with an aim to develop an attractive residential neighbourhood.

## **Integration**

The placing of status holders in the Hoogkwartier proceeded very smoothly compared to other areas in Rotterdam. Very few conflicts took place in Hoogkwartier, whereas many conflicts occurred in areas where even fewer status holders were housed; for example in Hoogvliet. Hoogkwartier is an exceptional case where local entrepreneurs are well in touch with inhabitants; also with the status holders. The inhabitants of Hoogkwartier have the resilience to welcome the new inhabitants, in contrast to inhabitants of Hoogvliet, that are probably more dissatisfied with the politics, vote for PVV and are 'against' refugees. According to the municipal actor, areas should have an certain extent of social cohesion among the inhabitants in order to peacefully include status holders.

## **Organisation**

The municipality looked into the proposals of the initiator and checked whether they fitted within the existing municipal policies. A relationship developed in which the initiator is 'the ears and eyes' of the municipality and activates local inhabitants. He does that without much financial support of the municipality, although he would actually deserve a compensation. The role of the municipality can be described as facilitating; the municipality catches up with the energy flow of the neighbourhood. The Hoogkwartier developed as an area for the municipality in which they can experiment with small urban developments, such as the bicycle fleets that now exists all over the city.

Although the organisational structure of the municipality of Rotterdam is divided in several areas, the municipal actor is a program-manager for the inner city of Rotterdam and operates beyond the area-boundaries. The inner city program forms a network between everybody that works in the inner city. The program has policies to develop the inner city of Rotterdam into a place where people like to stay longer.

The 'gebiedscommissie' plays a role in the financial support for the participation of inhabitants in the Hoogkwartier.

## **Spatial conditions**

The spatial borders of the area Hoogkwartier officially do not exist for the municipality. The area that the municipal actor is responsible for is the Laurenskwartier, that is much bigger than the Hoogkwartier. Although there shouldn't be too



many separated 'islands' for the municipality, smaller areas are necessary to create identities for neighbourhoods that everybody acknowledges. The Hoogkwartier has developed with a clearly discussed view on its identity, with the help of a professional strategy office. The defined identity was leading for the shops and cafes that appeared later. The word 'Hoogkwartier' was fictional, but is nowadays a known name in Rotterdam and used among inhabitants.

The 'Huis van de Wijk' that is located in the Hoogkwartier is not used for the initiative yet. In the case of Mooi Mooi Middelland - another example of self-organisation in Rotterdam -, five 'Huizen van de Wijk' are used, that have a positive social effect for 'weaker' groups. The municipality probably provides financial conditions for 'Huizen van de Wijk', but the content is defined by inhabitants.

The 'industrie-gebouw' has become a main factor on characterizing the Hoogkwartier, This previously vacant building was transformed and focusses on 'the creatives'.

### **Policies for self-organisation**

The municipality of Rotterdam does not have a specific policy for the initiative of the Hoogkwartier. The Hoogkwartier is an example of a new way of working for the municipality, that involves inhabitants in decision-making. Although the municipality still has many employers that work with a rather advisory perspective, the municipal actor is convinced that co-creation is always needed.

The municipality of Rotterdam is interested in policies for self-organisation, that is for example shown by the flexible interior of the office spaces. For now, conditions on self-organisation are often financial, if provided. The municipality is seeking for ways to support self-organisation, but there are no clear rules yet. Budgets are sometimes given to project leaders that work on a project in the city. In the case of Mooi Mooi Middelland, money is given directly to inhabitants. This type of support is challenging because it involves the personal lives of people, and money is often a cause for fights.

### **Future**

The municipal actor is responsible for the municipal budget in the Hoogkwartier. If proposals of the inhabitants fit in the policies for the inner city programme, money can be provided.

Although the municipal actor believes that inhabitants should have more sayings, the Municipality has to solve multiple puzzles at the same time, of which the solutions are not always the desired routes of the inhabitants.

Another challenge is the fact that a group of active inhabitants does not always represent all inhabitants of the neighbourhood. Although 'Gebiedscommissies' are charged to coordinate inhabitants within an area, there will always be inhabitants that are not active. Social media is considered as a way to involve more citizens, but the municipality is still searching for answers. It will always be custom work; things work differently at different places.

