

**Prevention of homelessness among EU labor migrants in The Netherlands: A
document analysis of the municipal actions carried out in the G4 municipalities
between 2016 and 2019**

Thesis on existing data

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Abstract

EU labor migrants (EU-LM) in the Netherlands were often unable to access the municipalities' social relief policies, to acquire welfare supports to avoid their risk of homelessness (Boesveldt, 2019). The literature on homelessness prevention in the Netherlands did not report on how the country's four largest municipalities (i.e., Amsterdam, Rotterdam, The Hague, and Utrecht) counteracted such access barriers, to support vulnerable EU-LM, during the period 2016-2019. Therefore, this thesis aimed to research the municipal actions developed by these municipalities to prevent their EU-LM from becoming homeless, between 2016 and 2019. To do so, four case studies were conducted, corresponding to each of these municipalities. For each one, was performed a document analysis of policy papers that accounted for the municipal actions implemented to prevent the risk of EU-LM homelessness. The analyzes were developed in relation to Gaetz & Dej's (2017) theoretical model of the causes and prevention of homelessness. As a result, 6 municipal actions were identified in Amsterdam, 4 in Rotterdam, 12 in The Hague, and 5 in Utrecht, which demonstrated different governmental strategies to counteract the structural, system, and individual and relational leading factors of EU-LM homelessness. The comparison of the case studies showed that the municipality of The Hague prevented the three leading factors of EU-LM homelessness, continuously during the research period. This thesis produced new knowledge on the history of EU-LM homeless prevention in the Netherlands considering Gaetz & Dej's (2017) theoretical model, and helped to establish the basis for future research on the field.

Key words: EU labor migrants, homelessness, prevention, municipal actions, WMO, the Netherlands, social policy.

Introduction

EU¹ labor migrants in the Netherlands are often unable to benefit from the municipalities social relief policy to prevent homelessness (Boesveldt, 2019). Through the decentralization of the Dutch welfare system promoted by the Social Support Act (WMO²), municipalities can organize their social relief policy to help people that are unable to fend for themselves (Overheid, 2015). Due to a high demand for social care at the municipalities, these established eligibility criteria to their social relief policies as a mean of prioritization (Planije & Tuynman, 2015; Trimbos Instituut, 2015). Like, the local connection (i.e., whether individuals had ties with the municipalities during two of the last three years of the help-request) and the mental health status (Planije & Tuynman, 2015; Trimbos Instituut, 2015). These were detrimental for those EU labor migrants at risk of homelessness. Often the temporal nature of their jobs made them unable to meet the local connection criterion. Besides, they could be deemed by the municipalities as self-reliant since they would not always have mental health illnesses (Planije & Tuynman, 2015; Trimbos Instituut, 2015). As a result, they could not access emergency shelters, or receive welfare supports (Boesveldt, 2019).

Although some studies (Boesveldt, 2019; Hermans, 2012; Planije & Tuynman, 2015) have drawn attention to the negative effects of the social relief barriers, it has not been fully researched yet how the Dutch municipalities supported EU labor migrants to gain self-reliance and prevent their risk of homelessness. Researchers (Boesveldt, 2019; Hermans, 2012; Planije & Tuynman, 2015) argue that the eligibility criteria exercised by the municipalities was not in line with the WMO, which states that legal foreign residents that are not sufficiently self-reliant or able to participate in society with the help of other persons from their social network, are eligible for tailor-made support (Overheid.nl, 2015, Articles 1.2.1, 1.2.2). Moreover, studies on the Dutch homeless policies do not account for the intervention to EU labor migrants that fell in homelessness, after 2015 (Tuynman et al., 2011; Van Straaten, 2016). This indicates a knowledge gap in the way this population was intervened after 2015, in relation to the WMO regulation.

This thesis aims to fill this gap by researching the municipal actions implemented in Amsterdam, Rotterdam, The Hague, and Utrecht (known as the G4 municipalities), to prevent

¹ The meaning of this abbreviation and of all the following abbreviations of this thesis, are defined in Appendix 1.

² In Dutch called *Wet Maatschappelijke Ondersteuning* (WMO), is the Dutch law that sets the foundation for the care and welfare system in the Netherlands (Overheid, 2015).

the risk of homelessness among EU labor migrants, during the period 2016-2019. This municipalities executed the main national homeless-policy developments until 2015 (Tuynman et al., 2011; Van Straaten, 2016), and experienced an increase in EU labor migrants turning to emergency shelters in 2020 (NOS, 2021; Ullenbroeck, 2021; van Staalduine, 2020). This thesis is an important addition to the existing research on the field because it brings evidence on the governmental strategies developed to address the risk of EU labor migrant homelessness, beyond the social relief barriers indicated in the literature. Furthermore, this thesis bases its analysis on the Homeless Prevention Model (Gaetz & Dej, 2017) as a theoretical framework not used before in scholar research on homelessness in the Netherlands. This thesis can be used as an academic reference to both, compare the Dutch experience on the prevention of EU labor migrant homelessness with the rest of Europe, and for learning more about the decentralized management of the Dutch welfare system with respect to the problem of homelessness.

Existing research

EU labor migrant homelessness prevention in Europe and The Netherlands

The literature on migrant homelessness in Europe focuses on the hardships endured by unauthorized immigrants living in extreme poverty, like rejected asylum seekers and undocumented migrants (Baptista et al., 2016; Busch-Geertsema et al., 2010). In EU countries like France, Portugal, and Italy, were made available shelters for this population (Baptista et al., 2016; Busch-Geertsema et al., 2010). However, their shelters only prevented destitution for this population, and exerted little control over those immigrants who may have been at greater risk of destitution, for refusing to return to their countries of origin (Baptista et al., 2016; Busch-Geertsema et al., 2010).

Regarding authorized migrants, there is little research on policies for the prevention of their risk of homelessness (Downie, 2018; Mostowska, 2014). Mostowska's (2014) research on governmental strategies to address EU migrant homelessness, shows that Copenhagen and Dublin's approach was repatriation. They deployed centers to provide advice, information, and collaboration in repatriation processes. Likewise, they relied on organizations specialized in Eastern European (EE) migrants to provide shelter, food, information, language courses, and also support on returning to the countries of origin (Mostowska, 2014). Furthermore, the non-profit organization Crisis (2018) created a policy plan for the period 2018-2023 to help end homelessness in Great Britain. Their policy ideas included: 1) promoting the cooperation

between housing associations, local authorities, and local partners to increase the emergency accommodations and Housing First solutions³, 2) grant EEA nationals the right to receive statutory homelessness assistance, and 3) create assistance routes to support voluntary repatriation. The scarce literature on EU policies for preventing or reducing homelessness among authorized migrants, shows a gap on how EU countries addressed the job security and stability of these migrants, since their pathways to homelessness are mainly related to their economic status (Baptista et al., 2016; Boobis et al., 2019; Kindler, 2018).

EU labor migrants (hereinafter EU-LM) were not explicitly recognized in the target group of the homeless policy developments of the Netherlands (Tuynman et al., 2011; Van Straaten, 2016). From 2006 to 2013, was developed the Strategy Plan for Social Relief Policy in the G4 municipalities for reducing and preventing homelessness, and removing rough sleeping and street nuisance (Van Straaten, 2016). The Strategy Plan provided protected housing, income, care programs, and individualized plans for clients, which were destitute people with addictions and mental health illnesses (Van Straaten, 2016). In 2008 other 39 central Dutch municipalities formulated local variants of the Strategy Plan, and later the G4 municipalities together with the 39 central municipalities started to receive public funds (under the WMO regulation) to arrange their own social relief policies (Tuynman et al., 2011). From this data remains unclear to what extent the clients assisted in the Strategy Plan could have belonged to the former EU-LM group, as well as the extent of their inclusion into the social relief implementation across the rest of the central Dutch municipalities.

Since the extension of the Strategy Plan, research (Boesveldt, 2019; Planije & Tuynman, 2015) found that legally residing migrants were denied access to the social relief policies. Often they failed to meet the municipalities' eligibility criteria, such as the local connection and the mental health status (Planije & Tuynman, 2015; Trimbos Instituut, 2015). Planije & Tuynman's study (2015) on the emergency shelters' accessibility, revealed that shelter organizations and municipalities exercised the eligibility criteria to prioritize the available places. Although the WMO grants the right to the municipalities to organize their social relief (Overheid, 2015), the Nationwide access agreement of the Association of Netherlands Municipalities (*Vereniging van Nederlandse Gemeenten*, VNG) stated that

³ Housing First is an intervention model developed by Dr. Sam Tsemberis in New York, to end homelessness among individuals with high support needs, whose practice has been extended to other countries in Europe (Pleace, 2016). It consists of providing housing to the homeless as a starting point to overcome homelessness (Pleace, 2016). This model enables homeless to live in their own home as part of a community (Pleace, 2016).

individuals should not get denied such access by any means (VNG, as cited in Planije & Tuynman, 2015). Only the municipality of Amsterdam, included legally residing migrants that met the self-sufficiency criteria (i.e., those who were unable to alternatively fend for themselves, than through the welfare supports of the municipal social relief policy) until 2015, however it is unknown whether afterwards this was still the case (Boesveldt, 2019). Thus, in practice most municipalities did not follow the Nationwide access agreement, relying on the WMO, failing to prevent EU-LM homelessness through their social relief.

After the extended adoption of the Strategy Plan, other policy actions were executed to address (the risk of) EU-LM homelessness (Boesveldt, 2019; Kindler, 2018). In Amsterdam, ‘orientation trajectories’ were used as a policy instrument, to explore options to reconnect clients to the labor market either in Amsterdam or in their countries of origin (Boesveldt, 2019). Moreover, in Poland the Dutch embassy created a network on labor migration for giving pre-departure information to people interested on migrating for work to the Netherlands (Kindler, 2018). These are interesting findings in the literature that give insight on policy actions carried out by the Netherlands at a local and international scale to directly prevent EU-LM homelessness.

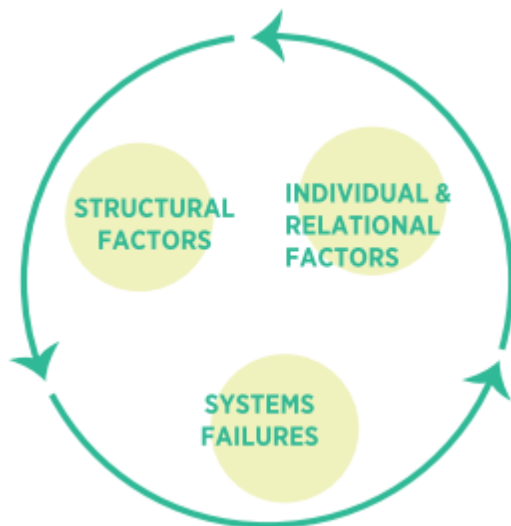
The risk of EU-LM homelessness became more evident right after the Covid-19 outbreak, as by then a large amount of EU-LM sought access in the emergency shelters of the G4 municipalities (NOS, 2021; Ullenbroeck, 2021; van Staalduine, 2020). Due the negative economic effects triggered by the pandemic, they lose their jobs which provided housing in the country (NOS, 2021; Ullenbroeck, 2021; van Staalduine, 2020). Nevertheless, the EU-LM (risk of) homelessness is not incidental, as the Dutch press shows that EU-LM homelessness already existed before the pandemic (Raalte, 2018; Straat Consulaat, 2021; Westerink, 2007). If EU-LMs were already facing homelessness before the pandemic when the Strategy Plan was already in place, and the research points to difficulties in including them to their municipal social relief, it implies a knowledge gap in the way that the G4 municipalities prevented EU-LM homelessness. This knowledge gap is underpinned by Boesveldt's (2019) research that found policy instruments used in Amsterdam to prevent EU-LM homelessness. This suggests that the other G4 could have also executed other mechanisms, outside their social relief policy, to comply with the WMO's regulation which orders to promote the welfare, self-sufficiency, and participation in society of individuals who are unable to care for themselves. This knowledge gap constitutes the aim of the current research.

Theoretical framework

Causes of Homelessness and Factors influencing EU-LM Homelessness

Homelessness does not occur in a linear way, instead it results from the interplay of risk factors that provokes the loss or the lack of permanent and secure housing (Busch-geertsema & Fitzpatrick, 2008; Gaetz & Dej, 2017; Pawson et al., 2007; Shinn et al., 2001). Such interplay of risk factors are explained by the socio-ecological model of the causes of homelessness developed by Gaetz & Dej (2017) (see Figure 1). The model depicts 1) structural factors, 2) system failures, and 3) individual and relational factors, that are related to each other and that result in barriers to access affordable, adequate, stable and permanent housing (Gaetz & Dej, 2017).

Figure 1. *The socio-ecological model of the causes of homelessness developed by Gaetz & Dej (2017)*



Note. From “A New Direction : A Framework for Homelessness Prevention”, by Gaetz & Dej, 2017, Toronto: Canadian Observatory on Homelessness Press, p. 17.

The factors from Gaetz & Dej's model (2017) are explained as follows.

Structural factors. Are the economic, political, and societal issues that affect large segments of the general population, not only to the people who experience homelessness (Gaetz & Dej, 2017). These issues relate to poverty, discrimination, lack of affordable housing, among others (Gaetz & Dej, 2017). In the context of the EU-LM in the Netherlands, the structural factors leading them to homelessness are related to the lack of affordable housing. Gaetz & Dej

(2017), defines the lack of affordable housing as a shortage of affordable, safe, and stable housing. The research of De Boom et al. (2010) about Central and European labor migration, shows how the lack of affordable housing in the Netherlands influenced the irregular housing of EU-LM in the Netherlands, making it difficult for them to access housing other than the offered by their recruiters.

System failures. Refers on the likelihood of a person or family becoming homeless because of inadequate policy and service delivery (Gaetz & Dej, 2017). System failures entails barriers for accessing public systems, failed transitions from publicly funded institutions and systems, and gaps between and within government departments and Non-Profits (Gaetz & Dej, 2017). In the context of the EU-LM in the Netherlands, they are affected by the barriers for accessing public systems. Gaetz & Dej (2017), define this factor as the difficulty on accessing health, social services, or legal supports that people are entitled to, which constitute protective factors against the risk of homelessness. This is exemplified with the restrictions that EU-LM may have for accessing emergency shelters (Boesveldt, 2019). Likewise, with the entitlement issues that impede their access to the municipals' social relief policies (Boesveldt, 2019; Hermans, 2012; Planije & Tuynman, 2015).

Individual and relational factors. Are the personal circumstances that put people at risk of homelessness. These include crises, housing insecurity, interpersonal and relational problems, among others (Gaetz & Dej, 2017). In the context of the EU-LM in the Netherlands, the factor that mainly puts them at risk of homelessness is housing insecurity. Gaetz & Dej (2017), define this as the risk of losing or not being able to obtain "housing in a context where incomes are low and there is a lack of safe, affordable housing" (p. 21). This risk is evidenced in the research of De Boom et al., (2010) that reveals that EU-LM in the Netherlands were often allocated in temporary, unsafe, and sometimes illegal housing conditions by their recruiters. In addition to the low wages that recruiters used to pay them, their risk of becoming homeless was exacerbated by their low economic capacity for the Dutch legal housing market (De Boom et al., 2010). However, recently the Dutch government showed the initiative of creating targeted policies for EU-LM to improve their housing, living, and work conditions in the Netherlands (Rijksoverheid, 2020).

Homeless Prevention Model (HPM)

By identifying the structural factors, the system failures, and the individual and relational leading factors to homelessness, can be identified which policy actions must be done to prevent and remove homelessness (Gaetz & Dej, 2017). This argument matches the input of several prevention models (Burt et al., 2007; Crane et al., 2006; Mackie, 2015; Shinn et al., 2001) that also emphasize the need of addressing structural, institutional, and individual factors. Furthermore, as noted by Gaetz & Dej (2017), effectivity of homeless prevention (hereinafter HP) strategies should be measured according to their ability to adequately assess the conditions leading to homelessness, and develop targeted interventions. This is demonstrated by the case-studies of United Kingdom and Germany (Busch-geertsema & Fitzpatrick, 2008) that targeted eviction and family conflict; Canada (Forchuk et al., 2011) that targeted homeless patients discharged from hospitals; and United States (US Department of Housing and Urban Development, 2015) that targeted veterans at-risk of EU-LM labor migrants should have targeted their pathways to homelessness, according to each of the G4 municipal contexts. Such as: the lack of affordable housing at the structural level, the barriers for accessing the public systems at the institutional level, and the housing insecurity at the individual level.

The prevention of the structural, system, and individual and relational factors, can be explained by the Homeless Prevention Model (hereinafter called 'HPM'). The HPM builds on the public health Prevention Model (PM), developed by Leavell and Clark for preventing illnesses, diseases, and injuries (Gaetz & Dej, 2017). The PM is composed by three levels of prevention named as primary, secondary, and tertiary, which the HPM takes and translates as primary type of HP (i.e., referring to the prevention of structural factors), secondary type of HP (i.e., referring to the prevention of system failures), and tertiary type of HP (i.e., referring to the individual and relational factors) (Gaetz & Dej, 2017). The three types of HP from the HPM are explained as follows.

Primary type of HP. This type of prevention targets society, or at-risk communities. Consists in tackling structural factors that produce housing precarity and the risk of homelessness (Gaetz & Dej, 2017). Primary prevention includes strategies to alleviate poverty, increase the affordable housing stock, and increase the access of communities to necessary supports (Gaetz & Dej, 2017). Therefore, municipal actions to solve the lack of affordable housing that affects EU-LM, correspond to this type of HP.

Secondary type of HP. This type of prevention targets families and individuals. Consists in actions carried out through mainstream institutions to identify and intervene over homeless drivers from an early stage (Gaetz & Dej, 2017). This means to intervene when families or individuals are identified to be at imminent risk, or when they have recently experienced homelessness (Gaetz & Dej, 2017). Secondary prevention includes interventions to retain housing, and rapid appropriate rehousing along with needed supports (Gaetz & Dej, 2017). Gaetz & Dej (2017) indicate that effective interventions include “coordinated assessment, case management, and shelter diversion strategies” (p. 36). Alternatives for providing welfare supports to EU-LM that used to be denied by the municipalities’ social relief policies (due to eligibility criteria), correspond to this type of HP. Even though, to solve the lack of affordable housing at the structural level could already decrease the likelihood of EU-LM requesting support from the municipal social relief policies. Hence, municipal actions to help EU-LM to return to the labor market, and strategies to not lose the housing at times of getting unemployed should be situated in this type of HP.

Tertiary type of HP. This type of prevention targets families and individuals. Consists in actions carried out through mainstream institutions for reducing the likelihood of recurrent homelessness. These actions help individuals and families to get out of homelessness quickly, and to provide the necessary supports to access and sustain appropriate housing (Gaetz & Dej, 2017). Likewise, these types of actions must ensure that affected families or individuals never become homeless again (Gaetz & Dej, 2017). An example of this, is the Housing First strategy that besides rehousing, focuses on housing stability (Gaetz & Dej, 2017). Hence, municipal actions to help EU-LM that experience mental health or psychosocial problems to retain their housing, correspond to this type of HP. However, this would be related to a municipal strategy for facilitating the already existing welfare supports, since EU-LM in such circumstances would already meet the (non) self-sufficiency criteria of the WMO.

Lastly, according to the HPM, these types of HP should be performed all together as a continuous process, rather than by separate in different ranges of time (Gaetz & Dej, 2017).

Research question and expectations

Little is known about the municipal actions carried out in the G4 municipalities to prevent EU-LM from falling into homelessness during the period 2016-2019. Before 2016, the Dutch government implemented the Strategy Plan for Social Relief Policy in the G4 municipalities,

and conducted a follow-up study (CODA-G4⁴) that ended in 2015 (Van Straaten, 2016). In 2015, the municipality of Amsterdam implemented the ‘orientation trajectories’ for preventing EU-LM homelessness, which enabled this population group to obtain opportunities for self-sufficiency either in the municipality or in their countries of origin (Boesveldt, 2019). However, there is not further research on the other G4 municipal actions developed after 2015. Thus, the starting point of this research is from 2016 onwards. Between 2016 and the start of the Covid-19 pandemic, all the municipalities of the Netherlands implemented the WMO which allowed them to exercise eligibility criteria to access their social relief policies (i.e. emergency shelters, and welfare supports), that EU-LM could not always meet (Hermans, 2012; Planije & Tuynman, 2015). Lastly, in 2020 the Dutch government stated its interest of developing policies for EU-LM to improve their housing, living, and work conditions in the Netherlands (Rijksoverheid, 2020). Therefore, the lack of information on municipal actions for preventing EU-LM homelessness in the G4 municipalities continues until and within 2019. This leads to the research question:

‘What were the municipal actions (i.e., plans, programs, projects, interventions, or practices) carried out by each of the G4 municipalities to prevent the risk of EU-LM homelessness, between 2016 and 2019?’. This will be analyzed by looking at the structural, system, and individual and relational factors described in the theoretical model by Gaetz & Dej (2017).

In relation with Gaetz & Dej's (2017) HPM, the expectations are threefold:

First, like in the cases of Copenhagen and Dublin (Mostowska, 2014), it was expected to find municipal centers that aimed to inform EU-LM about how to benefit from affordable housing stock, arranged by each of the G4 municipalities in accordance with their housing policies. This would address the lack of affordable, safe, and stable housing that affects EU-LM.

Second, like in the case of the municipality of Amsterdam that implemented the ‘orientation trajectories’ (Boesveldt, 2019), it was expected that the other G4 municipalities would also have supported socially and economically vulnerable EU citizens, to reconnect with the labor market in the Netherlands or in their countries of origin. It was expected that this type of support was developed in collaboration with organizations specialized on EE migrants, as

⁴ Follow-up study conducted to assess the rehabilitation process of the Strategy Plan’s target group (Van Straaten, 2016).

many homeless in the Netherlands were from Eastern Europe (Raalte, 2018; Straat Consulaat, 2021; Westerink, 2007). This would counteract EU-LM's unfeasibility of accessing the municipals social relief supports.

Third, considering the access barriers of the municipals social relief policies (Boesveldt, 2019; Hermans, 2012; Planije & Tuynman, 2015), and the often promoted voluntary repatriation across Europe (Busch-Geertsema et al., 2010; Downie, 2018; Mostowska, 2014), it was expected that all the G4 municipalities would promote the voluntary return of the EU-LM. This would prevent the insecure, unsafe, and unstable living conditions of EU-LM who were unable to retain or avoid losing their housing in the Netherlands.

Methods

Design and procedures

To answer the research question were conducted four case studies corresponding to each of the G4 municipalities. This was done through qualitative document analysis of governmental policy papers to identify and analyze the municipal actions that the G4 municipalities implemented to prevent EU-LM homelessness between 2016 and 2019. Since there is no data on the number of unregistered unemployed EU-LM in the Netherlands (CBS, 2017) that became homeless, the policy papers were analyzed qualitatively. This enabled to explore and analyze in detail the different governmental strategies developed by the G4 municipalities for preventing their EU-LM from falling into homelessness, in line with the WMO. Policy papers were the most suitable research instrument as they inform about intended courses of actions carried out by an actor or set of actors to resolve a given issue and evaluate the related outcomes (Milovanovitch, 2018). These were translated to English and coded in such a way that, the information was organized by case study and categories and subcategories based on the three types of HP described by Gaetz & Dej (2017).

The analyzes of the G4 municipal actions were related to the Causal-Process Tracing (CPT) approach for case studies. The CPT approach seeks to demonstrate the situational and sequential combination of causal conditions or social mechanisms that lead to a specific outcome (Blatter & Haverland, 2012). Typical CPT researches present the necessary spatial and temporal factors for obtaining an outcome (Blatter & Haverland, 2012). This approach partly matches the focus of this thesis, since it aims document and to understand how each G4

municipality addressed the prevention of EU-LM homelessness during the research gap period (2016-2019). However, based on the HPM it was assumed that the prevention of EU-LM homelessness occurs as a continuum, rather than as a time-limited process. Hence, it was not expected to describe the initial and final factors needed to achieve EU-LM HP as if it was a time-limited outcome. Therefore, the approach adopted for analyzing the municipal actions stemmed from the CPT approach but took a descriptive path to fulfill the aim of this thesis.

Sample

The Dutch municipalities of Amsterdam, Rotterdam, The Hague, and Utrecht (the G4 municipalities) represented the cases of this thesis. Due to the small number of municipalities and the several and different municipal actions implemented in each one, these were treated as case studies (Blatter & Haverland, 2012). These municipalities reported the highest homeless rates between 2016 and 2018 compared to the rest of the Dutch municipalities (CBS, 2019b). However, it is unknown the amount of EU-LM that turned homeless (CBS, 2017, 2019b; Sert, 2014). The national statistics only account for those EU-LM who intended to settle in the country for more than four months (Sert, 2014). Besides, due to the free mobility of EU citizens, EU-LM did not always register in the municipalities (Sert, 2014).

There is information on the types of EU citizens that migrated to Rotterdam and The Hague by 2014 (Sert, 2014), but not about those that migrated to Amsterdam and Utrecht. Sert's (2014) migration typology based on demographic data from Rotterdam and The Hague, identifies six types of EU citizens that settled in these municipalities, according to their labor niches and whether they were homeless people: knowledge workers (Romanians and Hungarians in The Hague); entrepreneurs working in the construction sector; seasonal workers in horticulture and agriculture (mainly Polish); persons working informally in private households (mostly Bulgarians); sex workers and trafficked persons (25% of registered sex workers from CEE in The Hague); homeless people and beggars which in Rotterdam were identified non-registered Bulgarians selling journals, and street musicians, and in The Hague were mostly Poles.

This thesis includes municipal actions that prevented homelessness within EU citizens that migrated to the G4 municipalities either to work in a formal or informal job, or that were already homeless. Victims of human trafficking are beyond the scope of this thesis.

Data collection instrument and operationalization

The data collection is based on Dutch governmental policy papers. In total were collected 27 (see Table 1). Three corresponded to Amsterdam, two to Rotterdam, 10 to The Hague, 12 to Utrecht, and one to the G4 municipalities. The number of collected policy papers depended on the available information in both, internet sources and documents provided directly by the municipalities. Despite the different number of policy papers collected per each municipality, these provided sufficient data on municipal actions that aimed to prevent EU-LM homelessness.

The internet sources were two open-access databases of the government: 1) The archives of the Kingdom government of the Netherlands: www.rijksoverheid.archiefweb.eu; and 2) parliamentary documents of the Dutch government: zoek.officielebekendmakingen.nl. The search criteria were directly related to the research question, thus consisting of policy papers presenting municipal actions carried out by each of the G4 municipalities between 2016 and 2019 to prevent EU-LM homelessness. Search terms entered both in Dutch and English were *EU-arbeidsmigranten* (EU-LM), *daklozen EU-arbeidsmigranten* (homeless EU-LM), *dakloosheid* (homelessness), *daklozenpreventie* (HP), and *daklozenreductie* (homeless reduction). Note that the ‘homeless reduction’ term relates to the third type of HP of the HPM, as this is about strategies to stop recurrent homelessness. Likewise, search results obtained only with the search term *EU-arbeidsmigranten* (EU-LM) were scanned to select policy papers addressing HP strategies, in relation to the three theoretical factors that cause homelessness (Gaetz & Dej, 2017). This means, policy papers addressing interventions to expand the affordable housing (structural factors); enhance the access to public systems (system failures); and prevent the housing insecurity (individual and relational factors).

Policy papers were also requested by email to each of the G4 municipalities. They provided documents that were not available in the governmental open-access data bases. When requesting the policy papers, it was straightforward asked for “policy papers indicating strategies implemented between 2016 and 2019 to prevent EU-LM”. The municipalities of Rotterdam, The Hague, and Utrecht provided different policy papers. Whereas the municipality of Amsterdam did not provide any. Furthermore, the municipality of The Hague provided instructions to search more related policy papers allocated in their open-access data base: <https://denhaag.raadsinformatie.nl/>.

The collected policy papers were saved in the online protected server for researches YoDa, provided by the Utrecht University. Those written in Dutch were translated to English through the website www.onlinedoctranslator.com, and the translations were also saved in YoDa. The policy papers per municipality and internet source, are listed in Table 1. None of the collected policy papers contained personal information of any EU-LM. Therefore, it was not needed to anonymize the data.

Data management and analyses

The policy papers were analyzed through qualitative document analysis using the software MAXQDA 2020. Firstly, the most relevant information for the thesis was extracted, and organized in tables per each G4 municipality indicating: the name of the policy paper; municipal actions carried out; the period covered; and the type of HP executed according to the HPM. This process resulted in five tables (see Tables 2, 3, 4, 5, and 6). Four corresponding to each G4 municipality, and an additional one to municipal actions implemented in all the G4 municipalities. These tables together with some of the reports described in Table 5⁵, were coded using MAXQDA through ‘open coding’ and ‘axial coding’ (Boeije, 2010). Since, this thesis did not intend to develop a theoretical framework as it is usual in researches that have a grounded theory approach, ‘selective coding’ was not performed (Boeije, 2010). Instead, based on the CPT approach, this thesis described the process through which the G4 municipalities achieved the outcome of preventing the risk of EU-LM homelessness during the research period.

In the open coding, the relevant words or sentences of each table referring to stakeholders, HP strategies, and temporalities, were coded. Subsequently in the axial coding, the previously created codes were reassembled to form categories and subcategories which were later manually graphed as a code tree (see Appendix 2). The code tree was interpreted to answer the research question. It enabled to 1) analyze the commonalities and divergences of the municipal actions implemented per municipality, 2) look whether the municipal actions addressed the structural, system, and individual and relational factors of EU-LM (risk of)

⁵ Such documents were the interim and final reports from Barka’s work. These contain highly detailed information on the characteristics of the management that different organizations involved made for preventing or addressing EU labor migrant homelessness at the municipality of Utrecht.

homelessness, and 3) analyze whether the process of EU-LM homelessness prevention was obtained as a continuum between 2016 and 2019, as indicated by Gaetz & Dej's (2017) HPM.

Results

Prevention of the structural factors of EU-LM homelessness

Three municipal actions were implemented in the municipalities of Rotterdam and The Hague to increase the supply of affordable housing for EU-LM between 2016 and 2019. One, was the 'National declaration of parties involved in the (temporary) accommodation of EU-LM' (*Nationale verklaring van partijen betrokken bij de (tijdelijke) huisvesting van EU-arbeidsmigranten*) agreed in 2012⁶, which was implemented in Rotterdam and The Hague between 2016 to 2018. The other two municipal actions were implemented only in The Hague. These were the 'Labor migrant housing program' (*Programma huisvesting arbeidsmigranten*) implemented in 2019, and the regional practice of the municipalities of South Holland about meeting in a regular basis to discuss good practices regarding the provision of housing for EU-LM, between 2016-2019. Table 7 describes these three municipal actions. The data from this table shows that only the municipality of The Hague developed the primary type of EU-LM HP throughout the research period. This is partly explained by the lack of data about the other G4 municipalities.

The sample of municipal actions related to the primary type of HP is limited and does not consider EU-LM that could get interested in settling in the long-term. The National Declaration (2012) sought to engage the local and regional governments with the highest presence of labor migrants, to build and transform existing housing units into temporary housing accommodations for EU-LM, in collaboration with housing associations and employers. Likewise, the Labor migrant housing program monitored the housing situation of EU-LM to ensure that they could quickly acquire high-quality housing for a short to medium term (maximum three years). The aim of these two governmental initiatives was to support the development of economic sectors sustained by migrant workers (e.g., horticulture, floriculture, meat processing, and construction sectors), while providing affordable, safe, and adequate housing to EU-LM. However, EU-LM seeking to settle for a long term were out of the scope

⁶ Agreed by several parties including the aldermans of the municipalities of The Hague and Rotterdam who were in office in 2012.

of this governmental initiatives. With respect to the ‘Regional feedback’, no information was found to corroborate whether this practice was in line with the provision of temporary housing, or long-term housing.

In sum, the municipalities of Rotterdam and The Hague prevented EU-LM seeking to settle for the short to medium term from being deprived of access to affordable, safe, and adequate housing. However, only the municipality of The Hague addressed this issue continuously from 2016 to 2019.

Table 7.

Primary type of EU-LM homeless prevention developed by the municipalities of Rotterdam and The Hague, between 2016-2019

Municipalities	Municipal actions carried out	Types of municipal actions	Summary of activities executed to prevent EU-LM homelessness	Period
Rotterdam	National Declaration (2012)	National policy	By 2016 the municipality made available 7,500 flexible living accommodations for EU-LM.	2016
The Hague			Between 2016 and 2018 the municipality made available 1900 living accommodations for EU-LM.	2016-2018
The Hague	‘Labor migrant housing program’	Program	This program gave insights on the number of EU-LM living in the municipality and investigated whether the stakeholders provided enough resources to ensure quick and enough housing options for EU-LM.	2019
The Hague	Regional feedback.	Practice	The municipality of the Hague together with other regional municipalities of South Holland, and invited experts, met in a regular basis for exchanging knowledge and experience about housing for labor migrants. Therefore, stakeholders could share ‘best-practices’ and work on methods on the field	2016-2019

Note. For a detailed description of the municipal actions, see Tables 3, and 4.

Prevention of the system failures of EU-LM homelessness

Six municipal actions were carried out in the municipalities of Rotterdam, The Hague, and Utrecht to reconnect unemployed EU citizens to the labor market and enhance their integration to public services. These were the project ‘Reconnection and Social Economy Centre (SEC)’ developed by the foundation Barka⁷, which was hired by the municipalities of Rotterdam, The Hague, and Utrecht to implement this project, from 2016 to 2019. The EU labor migration implementation agenda of the municipality of Rotterdam whose execution was completed in 2015. And four interventions implemented in The Hague to target newly arrived EU-LM, and their children. Table 8 describes these six municipal actions. The data from this table shows that the three municipalities developed the secondary type of EU-LM HP continuously throughout the research period.

The sample of municipal actions related to the secondary type of HP demonstrates that through the support of Barka, the three municipalities assisted those EU-LM who could not access the municipals social relief policies. Barka's project constituted the main social and economic rehabilitation mechanism to serve individuals at risk of homelessness. The services offered by their SEC consisted of recruiting socioeconomically vulnerable individuals, offering job training, helping them gain access to Dutch language courses, mediation and assistance with employers and employment agencies, support in issuing legal documentation and labor certifications, support in obtaining employment in the Netherlands or in their countries of origin, and psychological, and legal counseling. These services are similar to those offered in Copenhagen and Dublin (Mostowska, 2014), but with the difference that Barka's project was developed in coordination with several local and international partners⁸ that allowed the project to last from its launch in 2012 to the current time.

Besides Barka, other organizations specializing in labor migrants and EE citizens such as IDHEM⁹ and POLKA¹⁰ embraced the municipal strategies of Rotterdam and The Hague to improve the settlement experience of EU-LMs. These organizations provided translated information in several languages on issues related to labor, housing, and Dutch language

⁷ Barka is a foundation created in Poland, that helps socially excluded people, such as the homeless. The foundation has a subsidiary in the Netherlands called Barka NL, which is dedicated to helping mainly Eastern European citizens.

⁸ See Appendix 2.

⁹ IDHEM wa an organization based in The Hague, that helped EU labor migrants to gain self-reliance. Since 2020, IDHEM became part of the organization XTRA, also based in The Hague.

¹⁰ POLKA is a centre for Polish women, which was founded in The Hague in 2018. It seeks to provide several social and self-development supports to its affiliates.

learning, through consultation hours, and diffusion of information materials. This strategy would aware EU-LMs about what to expect and how to deal with the labor and housing markets of the Netherlands. Likewise, the presence of this type of organizations allowed EU-LM to count with a support network available to help them address the difficulties that could impoverish them.

An interesting finding is the educational support provided by the municipality of The Hague to children from EE, as the educational development of EU-LM's children is not an often-addressed topic within the HP literature. This can be explained by the uncertainty of the number of EE families that migrated to the Netherlands, since they sometimes migrate for a short period and due to their lack of knowledge of the Dutch system, do not register in the municipalities (JEUGD OMBUDSMAN, 2016). Moreover, the municipality provided educational funding to EE families to enable their children to improve their Dutch language skills and integrate into the Dutch school system. This enabled the children both, to obtain tailored education for newcomers, and get one year of free primary education. This municipal action was a secondary type of HP as it facilitated the access to the education system.

Likewise, the EU labor migration implementation agenda of Rotterdam facilitated the access to municipal services, by enhancing their registration procedures of EU-LM. In 2015 was executed the Signal Economically Active pilot. After four months of the registrations in the Registration of First Residence Address (REVA), the municipality received a signal when an EU-LM was still working in the Netherlands, with the details of their employer. This enabled to directly contact the EU-LM or the employer to register them in the municipal Personal Records Data Base (BRP). Thus, the person could get entitlement for obtaining welfare supports. However, the collected policy papers did not provide enough information to know whether this pilot became a municipal action executed after 2015, thus it is unclear whether this strategy was successful.

Table 8.

Secondary type of EU-LM homeless prevention developed by the municipalities of Rotterdam, The Hague, and Utrecht between 2016-2019

Municipalities	Municipal actions carried out	Types of municipal actions	Summary of activities executed to prevent EU-LM homelessness	Period
Rotterdam	Reconnection and SEC (Barka)	Project	Project specially focused on helping (homeless) EE citizens. It provided several types of supports to vulnerable individuals and families, including: help to return individuals to receive care at their COs when they were unable to continue living adequately in the NL; help individuals to return to the labor market either in the NL or in their COs; provide individual and family orientation and support regarding, living, working, and educational matters; shelter homeless people; and support clients on overcoming drug addiction.	2016-2019
The Hague				
Utrecht				
Rotterdam	EU labor migration implementation agenda.	Municipal plan	Until the end of 2015, the municipality improved the living conditions of EU-LM, through several strategies, including: enhance their registration procedures; make available information on rights and obligations in several languages; opening consultation hours, and provide individualized orientation; raise awareness on forms of labor abuse, and intervene on cases of labor abuse; participate in providing information at the countries of EU-LM, about living and working matters in the NL; promote return and care reception of mentally ill EU-LM unable to fend for themselves; return permanently EU-LM engaged in criminal behavior.	By 2016.
The Hague	Orientation strategies.	Intervention	The municipality provided information for newly arrived EU-LM in English.	2016-2019
The Hague	Training courses	Intervention	In collaboration with the ROC Mondriaan institute, the municipality gave language and arithmetic courses to EU-LM.	By 2016.
The Hague	Educational support	Intervention	The municipality supported the educational development of children from EU-LM families. They provided transition classes, Dutch lessons, and temporarily paid primary education.	2016-2017
The Hague	Free advice in several languages	Intervention	The municipality in collaboration with the organizations IDHEM, POLKA, and Barka provided information for newly arrived EU-LM in several languages.	2019

Note. For a detailed description of the municipal actions, see Tables 3, 4, and 5.

Prevention of the individual and relational factors of EU-LM homelessness

14 municipal actions were carried out in all the G4 municipalities to support EU-LM at imminent risk of homelessness, or already homeless. These can be classified into three groups: 1) those that sought to shelter EU-LM who fell in conditions of extreme poverty, 2) those that supported the physical and mental health rehabilitation processes of homeless EU-LM, and 3) those that contributed to preventing the personal and environmental risk factors of insecure, unsafe, and unstable living conditions. Table 9 describes these 14 municipal actions. The table shows that the municipalities of Rotterdam and The Hague implemented tailored municipal actions for EU-LM. It also shows that most of the municipal actions implemented in Amsterdam and Utrecht, were related to the social relief care path, although these might have benefited vulnerable EU-LM. In addition, the table shows that all the municipalities, except Amsterdam, developed the third type of EU-LM HP continuously throughout the research period.

The sample of municipal actions in the first group are divided into those designed for this population and those related to the implementation of the WMO.

Among those designed for this population are the Reconnection and SEC project implemented in the municipalities of Rotterdam, The Hague, and Utrecht, and the Perspektiwa project implemented in The Hague between 2016 and 2018. Both projects were developed by Barka and funded by the municipalities. The document review showed that both projects provided shelters for homeless EU citizens, with the goal of promoting their return to their countries of origin, ensuring that they would be received by a support network such as social care institutions, or their families. However, the information found about the Perspektiwa project was more detailed, indicating that it provided temporary access to night shelters and social care services to clients who agreed to join the return process. It is thus unclear to what extent these two projects might be articulated to achieve the goal of client repatriation, as no information was obtained on the modality of the Reconnection and SEC's shelters.

Among the municipal actions related to the implementation of the WMO, are those developed in Amsterdam, the municipal financing of the shelters of the Salvation Army in The Hague, and the provision of shelters together with the vision of homeless shelters of the municipality of Utrecht. The funding granted to the Salvation Army was intended to increase its capacity to receive clients, including EU citizens who could not meet the eligibility criteria

for welfare supports of the social relief policies. However, it is unknown to what extent the organization offered additional support to help these clients to prevent their likelihood of recurrent homelessness. Therefore, it cannot be ensured that this municipal action counteracted the access barriers of the ordinary social relief supports, to address the individual and relational factors of EU-LM homelessness.

The winter and emergency shelters set up in the municipalities of Amsterdam and Utrecht also provided a limited intervention to homeless EU-LM. Only those EU-LMs capable to meet the eligibility criteria at these two municipalities due to their enough length of legal residency, may have benefited from the improvement measures took in both Amsterdam (i.e., the ‘WPI renewal’, the ‘NGO’s enhanced client support and orientation’, and the ‘Street client’s acquisition’) and Utrecht (i.e., the ‘Corrective measure’, and the ‘Vision on homeless shelter’). Thus, those EU-LM unable to meet the social reliefs’ eligibility criteria would mainly rely in the projects of Barka implemented in the municipalities of Rotterdam, The Hague, and Utrecht to overcome their lack of stable, safe, and adequate housing.

The sample of municipal actions in the second group correspond to the work of the Reconnection and SEC project, and the EU labor immigration implementation agenda executed in Rotterdam by 2016.

The evaluation reports of the Barka’s project accounting for the period 2016-2018 present two issues with respect to the targeted population. First, part of this population was being treated in hospitals without having a health insurance. Second, an increasing number of the clients presented psychiatric and addiction problems. Regarding the first problem, the project mediated with the hospitals to maintain the clinical treatment until a referral to another medical institution in the country of origin could be arranged. This mediation included support in communicating with clients who may not speak Dutch, and psychosocial support during the referral process. Regarding to the second problem, while the project had successful cases where they were able to support the rehabilitation of clients, they also recognized the difficulty of working with some of them due to the complexity of their mental state. It is known that these clients were also referred to care institutions in their countries of origin. Moreover, the interim report of the project accounting for the progress achieved in 2019, indicates that both types of supports were provided in 2019. It is noteworthy that the project included follow-up processes for the returned clients.

Similar to Barka's project, within the implementation agenda of Rotterdam and the collaboration of the National Repatriation and Departure Service, mentally ill EU-LM unable to fend for themselves received guidance to return and be received by care institutions in their countries of origin. However, the collected policy papers do not indicate whether this municipal action was developed from 2016 onwards. Therefore, Barka's project and Rotterdam's implementation agenda addressed the likelihood of recurrent homelessness among homeless EU-LM presenting health problems and addictions, and thus performed the tertiary type of EU-LM HP. However, only Barka's project achieved this throughout the entire research period.

The sample of municipal actions in the third group correspond to the Housing vision and EU labor immigration implementation agenda carried out in Rotterdam by 2016, the case management approach to individuals and families of the Reconnection and SEC project, and the Pandbrigade intervention of the municipality of the Hague in 2017.

Rotterdam's municipal actions had two approaches. One, related to the prevention of forms of labor abuse to EU-LM. And the other, related to discourage the residence of EU-LM who did not have sufficient means or the legal permits to live in the municipality.

Regarding the first approach, within the implementation agenda it was sought to intervene on cases of employers or employment agencies reported to abuse EU-LM, and to raise awareness among this population about such abuses. These abuses consist of labor exploitation, and precarious housing conditions provided under EU-LM's employment contracts, which are leading factors to EU-LM homelessness (De Boom et al., 2010). To counteract them, the municipality employed Area Intervention Teams to identify these forms of abuse and developed a warning system to report signals of rogue employment agencies to the SZW inspectorate. The municipality also placed 'Question Guides' throughout the municipality to alert EU-LM about these forms of abuse. Therefore, this approach made EU-LM aware of the possible housing and work-related risks generated by some employers, and thus, prevent this population from naively engaging in forms of labor abuse.

The second approach pertains to Rotterdam's implementation agenda, and Housing Vision. Both sought to prevent illegal room renting, and to penalize slum landlords. Additionally, through the implementation agenda were discouraged EU-LM residence at the municipality when they did not have the sufficient income to sustain themselves. If they wished to reside legally in the municipality for more than three months, they had to prove sufficient means of subsistence. Otherwise, they could be forced to resort to the municipal social security

system. If they made disproportionate use of the social security system and had no prospect of remaining in Rotterdam, the municipality would terminate their right of residence, and return them to their countries of origin. In sum, these strategies prevented EU-LM from falling into homelessness due to illegal or unsustainable housing.

The Reconnection and SEC project addressed EU-LM's personal issues. The project intervened in cases of domestic violence, problems related to loss of the children's custody, and supported EU-LM's children with their problems at school. In addition, the project offered individual casework to provide counselling, emotional and psychological support. This is an interesting finding because there is little HP literature that also considers the impact of the family problems on the experience of labor migration, and its impact in the risk of becoming homeless. This project helped EU-LMs to overcome individual and family problems which, if left untreated, could trigger personal crises that would increase the risk of destitution.

Lastly, the Pandbrigade's intervention reduced basement living units in The Hague. Although this sought to protect The Hague's citizens from living in such unsafe type of housing, the collected data did not yield to enough information to determine whether this intervention benefited EU-LM. Thus, it cannot be assessed whether this was a successful strategy to prevent the unsafe living conditions of EU-LM (De Boom et al., 2010).

Table 9.*Tertiary type of EU-LM homeless prevention developed by all the G4 municipalities between 2016-2019*

Municipalities	Municipal actions carried out	Types of municipal actions	Summary of activities executed to prevent EU-LM homelessness	Period
Amsterdam	*Winter shelters.	Municipal policy	In winter, all homeless people have access to shelters.	2016-2018
Amsterdam	*WPI renewal	Intervention	The WPI improved the application process to the social relief system.	2016-2018
Amsterdam	*NGO's enhanced client support and orientation.	Intervention	The organizations Volksbond, HVO-Querido, the Regenboog Groep, and Veldwerk provided more professionals to strengthen their guidance and support processes to apply for municipal social relief.	2016-2018
Amsterdam	*Street client's acquisition.	Practice	The Vangnet searched for homeless people and persuaded and guided them to apply for the municipal's social relief supports.	2016-2018
Amsterdam	*Awareness on winter shelters.	Practice	In winter, the municipality posted communiqués at organizations and drop-in centers for homeless to ensure that all homeless people in Amsterdam were sheltered.	2016-2018
Rotterdam	*Housing vision	Municipal plan	In accordance with the Space and Mobility program of the province South Holland, the municipality of Rotterdam stipulated a Housing vision that sought to address housing difficulties due slum landlords, and illegal room rental	2016
Rotterdam	EU labor migration implementation agenda.	Municipal plan	Until the end of 2015, the municipality improved the living conditions of EU-LM, through several strategies, including: enhance their registration procedures; make available information on rights and obligations in several languages; opening consultation hours, and provide individualized orientation; raise awareness on forms of labor abuse, and intervene on cases of labor abuse; participate in providing information at the countries of EU-LM, about living and working matters in the NL; promote return and care reception of mentally ill EU-LM unable to fend for themselves; return permanently EU-LM engaged in criminal behavior.	2016

Rotterdam			Project specially focused on helping (homeless) EE citizens. It provided several types of supports to vulnerable individuals and families, including: help to return individuals to receive care at their COs when they were unable to continue living adequately in the NL; help individuals to return to the labor market either in the NL or in their COs; provide individual and family orientation and support regarding, living, working, and educational matters; shelter homeless people; and support clients on overcoming drug addiction.	2016-2019
The Hague	Reconnection and SEC (Barka)	Project		
Utrecht				
The Hague	Perspektiwa project (Barka).	Project	The foundation Barka provided temporal care, and night care to EE homeless, and helped to return EE citizens to receive care in their COs. The foundations made follow-up if the returned clients.	2016-2018
The Hague	*Pandbrigade.	Intervention	The municipal's Pandbrigade helped to reduce basement living.	2017
The Hague	*Funding for shelters.	Intervention	The municipality funded the shelters of the Salvation Army to increase their reception capacity.	2016-2018
Utrecht	*Homeless shelter.	Municipal policy	The municipality had available the services of night shelter, day care, crisis shelter, food facilities, and winter shelter. Excepting for the winter shelters, EU citizens could not access these shelters, unless exceptional cases.	2016-2017
Utrecht	*Vision on homeless shelter.	Municipal plan	The municipality developed a vision on homeless shelter, which outlines strategies to improve their homeless services, such as: make available 24 hours night shelters with guidance, make available reception locations with ambulant support, and enhance the services of the day care centers.	2017
Utrecht	*Corrective measures	Intervention	The municipality outlined a strategy for three matters. First, to prevent that the local connection criterion would not be correctly applied by the homeless reception centers. Second, to ensure that homeless people that did not meet the local connection criteria would be aware of the availability of a binding request procedure. Third, to ensure that homeless people would be aware of organizations that offer independent client support.	2016

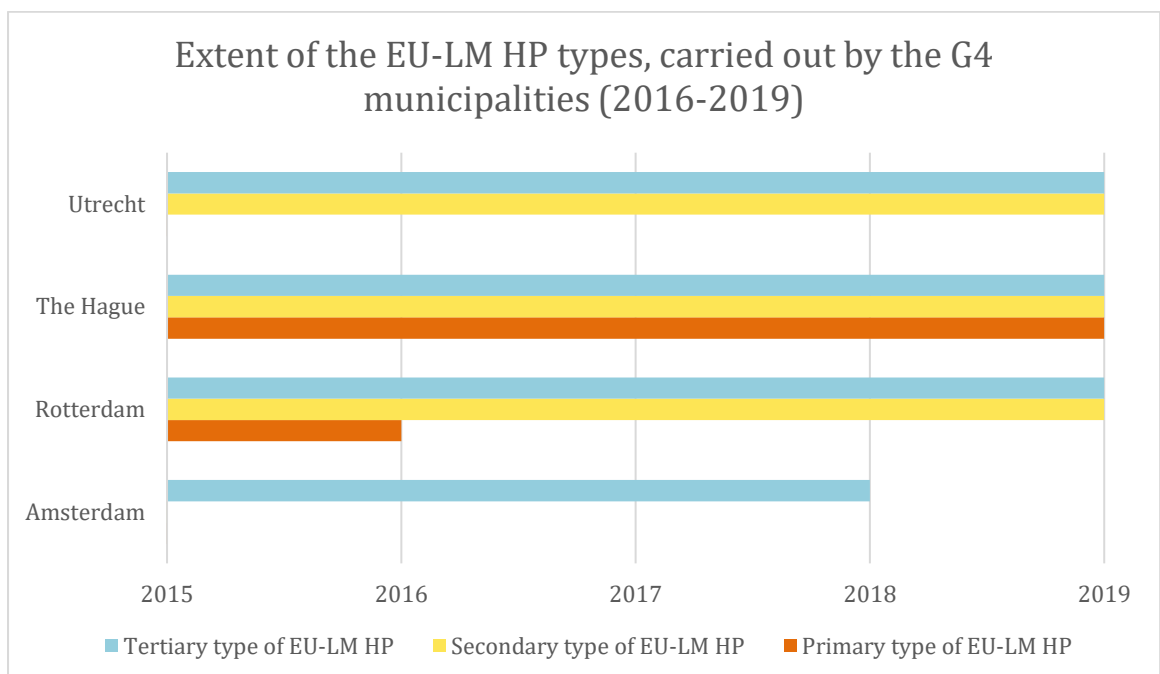
(*) Municipal actions that may have benefited (homeless) EU labor migrants, however these were not aimed specifically for them.

Note. For a detailed description of the municipal actions, see Tables 3, 4, and 5.

Discussion

The findings showed that between 2016 and 2019 a total of 27 municipal actions were implemented in the G4 municipalities to address the structural, system failures, and individual and relational factors of EU-LM homelessness. The shortage of affordable housing was countered by the municipalities of Rotterdam and The Hague. The integration of EU-LM to the living and working matters in The Netherlands was facilitated by the municipalities of Rotterdam, The Hague, and Utrecht. And the personal circumstances that led EU-LM to (the imminent risk of) destitution together with the shelter of this population, were addressed by all G4 municipalities. Figure 2 shows the extent to which the municipalities tackled these factors during the research period, in relation to the HPM (Gaetz & Dej, 2017).

Figure 2. *Extent of the EU-LM HP types, carried out by the G4 municipalities (2016-2019)*



The implementation of the National Declaration (2012) was the main mechanism to meet the temporary housing needs of EU-LM. Although among its signatories was the VNG, no information was obtained concerning its (possible) implementation in Amsterdam and Utrecht. This may be explained due that Amsterdam has attracted mostly high-skilled migrants (CBS, 2019a), who could get competitive wages for the ordinary housing market; and EU-LM

in Utrecht tended to settle in the province where there is a greater offer of cheap living-accommodation (Klouwen et al., 2021). In the South Holland region, there has been a significant demand for workers that is difficult to supply with the Dutch labor force (PBLQ, 2020). Hence, it is understandable that Rotterdam and The Hague were direct signatories and executors of the National Declaration (2012).

Rotterdam, The Hague, and Utrecht relied on Barka's project to help EU-LM during their integration process in the country, and reconnection to the labor market. Considering Mostowska's (2014) research, and the fact that many homeless in the Netherlands were from EE (Raalte, 2018; Straat Consulaat, 2021; Westerink, 2007), it was expected that the municipalities would rely on Barka, due to its expertise on this population. However, it remains unclear why the project was not executed in Amsterdam. In contrast to the 'orientation trajectories' reported by Boesveldt (2019), there were also not found initiatives undertaken by the municipality of Amsterdam for the reincorporation of former EU-LM into the labor market. Since Amsterdam tended to attract high-skilled EU-LM (CBS, 2019a), it is likely that the municipality did not foresee the need of deploying special services for this population after 2015. Nevertheless, this finding should be interpreted with caution, as it remains unclear the amount of EU-LM that could have fell into homelessness, during the research period (CBS, 2017).

The Hague's interventions and Rotterdam's EU labor migration implementation agenda also supported EU-LM with long-term settlement aspirations. The EU labor migration agenda was the most robust mechanism by 2016, since it incorporated job training, citizen registration strategies, and increased job-vacancies for EU-LM. Additionally, through the implementation of this agenda, Rotterdam lobbied to disseminate information on rights and duties in the Netherlands, from the countries of origin of EU-LM. This is in line with Kindler's research (2018). This could suggest that other municipalities of South Holland like The Hague could also have participated on this lobbying, since it had a shortage of labor force (PBLQ, 2020). However, more research is needed to confirm this. Since Rotterdam, The Hague, and Utrecht supported EU-LM's integration process and employability, they reduced the likelihood of EU-LM resorting to the social relief policies, due to complications arising during their settlement process.

Rotterdam, The Hague, and Utrecht sheltered homeless EU-LM, and provided case-work management to address their individual and relational hindering factors of homelessness. However, Amsterdam did not provide this type of support. Amsterdam and Utrecht developed

improvement-measures to the application process of their social relief, that would enable to shelter EU-LM who could meet their eligibility criteria. In contrast, Barka's projects executed in the rest of the G4 municipalities, sheltered this population outside the municipals' social relief path, and offered individual and family case-management to work on the clients' socio-economic rehabilitation. The lack of information found on policy measures in Amsterdam to shelter former EU-LM, could be an indicator that before the Covid-19 outbreak this population may not have had a significant presence in that municipality.

Lastly, Rotterdam's EU labor migrant implementation agenda and housing vision, stood out for aiming to prevent both, forms of labor abuse against EU-LM, and precarious housing conditions in the municipality. However, the findings did not yield sufficient data to determine whether these municipal actions continued after their completion in 2015. Regarding mentally ill EU-LM, both Rotterdam's implementation agenda and Barka's Reconnection project strived to return them to their countries of origin ensuring that once returned they would have a support network to not become destitute. Likewise, both municipal actions promoted the voluntary return of those EU-LM that had no prospects in the Netherlands, which is in line with the often promoted voluntary repatriation seen across Europe (Busch-Geertsema et al., 2010; Downie, 2018; Mostowska, 2014).

Strengths and limitations

The descriptive and methodical nature of this thesis account for the internal validity of its' results. Each of the methodological steps are shown with transparency through the annexes. These present the list of policy papers collected by source, the information extracted from each of them, and the way it was organized according to the concepts of the HPM (Gaetz & Dej, 2017). Following the CPT approach, the description of the municipal actions restricted the researcher's subjectivity, which increases the reliability of the findings. Additionally, this thesis responded to the historical gap on Dutch governmental strategies to prevent the risk of EU-LM homelessness during a specific timeframe. Hence, this thesis can be used as a guide to perform the same type of document analysis on any other social policy related theme, whose development during a specific timeframe is unknown.

This thesis was limited by the data collection process. The amount of data collected depended on the availability of policy papers in the government databases, and the documents that the G4 municipalities agreed to share. As a result, limited information was obtained from Rotterdam and Amsterdam, and more from The Hague and Utrecht. This created gaps, such as

Rotterdam's own municipal actions on the three types of HP implemented after 2016, and the lack of information on Amsterdam's municipal actions on the primary and secondary types of HP implemented during the entire research period. Therefore, the findings of this thesis should be read considering that more municipal actions could have been developed than those presented here.

Implications and recommendations

This thesis has several implications and recommendations for research and practice. First, it is recommended to interview policy makers in each G4 municipality, the organizations specializing in EU-LM, and embassies, to get more insights on the municipal actions implemented during the years for which insufficient information was found. Second, it is recommended to conduct an in-depth analysis of the G4's primary HP, by reviewing their housing policies and the interlocation with their EU labor migration policies. Third, the findings of this thesis respond to the discourse of the social relief access barriers seen in the homeless prevention literature. The municipal actions presented in this thesis nuance the state of knowledge of the Dutch HP policies, which go beyond the Strategy Plan for Social Relief. Fourth, this thesis showed two drawbacks. One, that after 2016, there were no municipal actions aimed at identifying and acting on employers who do not offer adequate employment and/or housing conditions to EU-LM. And two, that several EU-LM suffer from addictions and mental health issues, which increase their risk of becoming homeless. Regarding both points, it is recommended, 1) to investigate how well G4 municipalities currently verify the housing and working conditions offered by employers to EU-LM, and 2) to study the relationship between the EU-LM's mental health, with respect to their working conditions at the G4 municipalities. This can provide insights on where policy efforts can be focused to protect this population.

Conclusion

This thesis found different trends on the prevention of EU-LM homelessness among the G4 municipalities. Only the municipality of The Hague achieved to develop the three types of EU-LM HP continuously between 2016 and 2019. This thesis demonstrates that through the implementation of national policies, municipal plans/programs/interventions, and NGO's project funding, the G4 municipalities promoted EU-LM's self-sufficiency, and strived to protect them, in line with the WMO principles. This thesis produced new knowledge on the history of EU-LM HP in the Netherlands, which can be useful to understand how current G4

municipal actions to intervene EU-LM have evolved. Therefore, the findings of this thesis help to establish the basis for future research on the field, in light of Gaetz & Dej's (2017) theoretical model.

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Appendixes and Tables

Appendix 1.

List of abbreviations.

(Words in brackets appearing in the appendixes): These refer to stakeholders.

BRP: In Dutch, Basisregistratie Personen (BRP).

CEE: Central and Eastern Europe.

CO: Country of origin.

CODA-G4: In Dutch, Cohortstudie Daklozen G4.

CPT: Causal Process Tracing approach of case studies.

EE: Eastern Europe/Eastern European.

EEA: European Economic Area.

EU: European Union.

EU-LM: European Labor Migrant(s).

EU-LM HP: European Labor Migrant homeless prevention.

G4: In Dutch, Grote vier.

GIT: In Dutch. Gebiedsinterventieteams.

HP: Homeless prevention.

HPM: Homeless Prevention Model.

IND: In Dutch, Immigratie- en Naturalisatiedienst.

LCC: Local connection criterion.

MDHG: In Dutch, Medisch-sociale Dienst Heroïne Gebruikers.

MSR: Municipal Social Relief.

NGO: Non-Governmental Organization.

NL: The Netherlands.

PM: Prevention Model-

REVA: In Dutch, Registratie Eerste Verblijfadres.

RNI: In Dutch, Registratie Niet-ingezetenen.

SEC: Social Economy Center.

SZW: In Dutch, Sociale Zaken en Werkgelegenheid.

UWV: In Dutch, Uitvoeringsinstituut Werknemersverzekeringen.

WMO: In Dutch, Wet maatschappelijke ondersteuning.

WPI: In Dutch, Werk, participatie en inkomen.

WSPR: In Dutch, WerkgeversServicepunt Rijnmond.

Appendix 2.

Topic list and code tree.

- **Topic list:**

Category	Subcategory	Code	Meaning	Freq.
Primary type of homeless prevention	Housing provision.	• Flex housing.	Provision of temporal housing for EU-LM	2
		• Housing reservation.	Housing corporations reserve lot and buildings for EU labor migrants housing	1
	Monitoring of housing	• Best practices regarding labor migrants housing.	Regional municipalities convene to discuss good housing practices for EU-LM	1
		• Ensure housing sufficiency.	Municipal monitoring of housing sufficiency for EU-LM	1
Secondary type of homeless prevention	Reconnect to the labor market	• Labor market reconnection	Help the individual to reconnect with the labor market either in the NL or in the CO.	3
		• Job training	Training of skills for several job positions.	3
		• Increased job opportunities.	Increase job vacancies.	1
		• Training courses	Training courses on languages (Dutch and or English), and arithmetic.	2
	Family approach	• Family intervention	Support on family related matters.	3
	Educational support for children	• Support school problems	Support for EU-LM migrant children that experience problems at school.	3
		• Transition classes.	Classes for children of EU-LM, to help them transition to the Dutch school system.	1
		• Learn Dutch.	Dutch lessons for children of EU-LM	1
		• Paid education	Municipal finance for EU-LM's children education.	1
	Support for settlement	• Free advice	Free consultation hours for EU-LM.	8
		• Administrative matters	Help on arranging legal documentation and placing requests for settling in the NL.	3
		• Support housing	Support on obtaining affordable housing.	3
		• Rights and obligations	Information about rights and obligations for new arrived EU-LM.	4
		• Tracking first residence registration	Registration system for EU-LM that didn't foresee to settle for longer than 4 months.	1
• Enable BRP registration		Help EU-LM to get registered on the ordinary municipals' population data base.	1	
• Disclosure of information		Disclosure of information about settling matters for EU-LM, either on the institutions' websites, or at their locations.	2	
Tertiary type of homeless prevention	Homeless shelters	• Awareness on winter shelters.	Make more homeless people aware of the availability of the winter shelters	1
		• Winter shelter	Provision of winter shelters for all types of homeless people groups.	3
		• Shelter	Provision of shelter for homeless people.	4
		• Temporal care	Provision of temporal shelter and social care.	1
		• Night care	Provision of night shelter and social care.	1

		• Funding for shelters.	Municipal funding to enhance the shelter provision.	1
		• 24 hours night shelter with guidance	Provision of night shelter and guidance available for 24 hours every day.	1
		• Night shelter / day care / crisis shelter / food facilities / winter shelter.	Provision of night shelter / day care / crisis shelter / food facilities / winter shelter.	1
	Improvement of homeless services outreach.	• Increase the outreach	Develop strategies to increase the homeless services outreach.	3
		• Street client's acquisition	Homeless people are recruited on the streets to join social protection services.	4
		• Reception locations with ambulant support.	Make available reception locations with ambulant support for homeless people.	1
		• Extension of homeless services.	Increase the homeless services supply along the municipality.	1
	Support at institutions	• Support in hospitals and jails.	Communication, emotional, and case management support at jails and hospitals.	3
	Return processes	• Transfer to jails	Transfer to jails in CO to ensure individuals don't become homeless once the penalty ends.	3
		• Return and care reception	Return and reception in health or social care institutions in the EU citizen's CO.	2
		• Permanent return	Permanent return of EU-LM to CO after engaging in criminal behavior.	1
	Prevention of labor abuse	• Awareness of forms of labor abuse	Aware EU-LM on forms of labor abuse.	1
		• Abuse detection and intervention	Labor abuse detection and intervention, to prevent insecure conditions of housing.	1
		• Dismantle rogue employment agencies.	Dismantle rogue employment agencies.	1
	Prevention of insecure housing	• Prevent rental difficulties	Fine landlords who rent illegal rooms/discourage the residence of EU-LM's who do not have the economic means to subsist.	2
		• Reduction of basement housing.	Reduction of basement housing.	1
Support to overcome addiction.	• Overcome drug addiction	Support the client to overcome drug addiction or alcoholism.	1	
Secondary and tertiary type of homeless prevention.	Return processes	• Return and care reception → Follow up.	Help to return either to reconnect with the labor market at the CO, or to receive care + follow-up of the client's recovery.	4
		• Return and care reception	Help to return either to reconnect with the labor market at the CO, or to receive care.	4
	Case management	• Integral case management	Case management to help on several areas of vulnerability.	3
		• Client's independent client support	Organizations other than the ones involved in the municipals' social relief, that offer client's independent client support.	1
	Local connection	• Local connection criteria.	Improvement on application of the local connection (eligibility) criteria.	1
		• Binding request availability.	Aware homeless on the binding request availability, when they fail to meet the LCC.	1

- **Code tree:**

- Types of EU labor migrant homelessness prevention:

- Primary type
- Secondary type
- Tertiary type
- Secondary and tertiary types

Case studies	Municipal actions	2016	2017	2018	2019
Amsterdam	WPI renewal. <i>Intervention.</i>	• Increase the outreach of the MSR (WPI).			
	NGO's enhanced client support and orientation. <i>Intervention.</i>	• Increase the outreach of the MSR (Volksbond, HVO-Querido, the Regenboog Groep, and Veldwerk).			
	Street client's acquisition. <i>Practice.</i>	• Increase the outreach of the MSR (The Street Safety Net).			
	Winter shelters. <i>Municipal policy.</i>	• Winter shelter (HVO Querido, The Salvation Army, Regenboog foundation, and The Volksbond)			
	NGO's support <i>Intervention.</i>		• Return and care reception. • Shelter. (Salvation Army)		
	Awareness on winter shelters. <i>Practice.</i>	• Awareness on winter shelters.			
Rotterdam	Reconnection and SEC (Barka) <i>Project</i>	<ul style="list-style-type: none"> • Street client's acquisition. • Free advice. • Labor market reconnection • Return and care reception → Follow up. • Integral case management • Overcome drug addiction • Administrative matters • Family intervention • Job training • Support school problems 			

		<ul style="list-style-type: none"> • Support housing. • Support in hospitals and jails. • Transfer to jails in CO 		
		<ul style="list-style-type: none"> • Rights and obligations 		
		<ul style="list-style-type: none"> • Challenges. <ul style="list-style-type: none"> - Reacting capacity. - Increasing clients with mental health problems. • Clients' challenges. <ul style="list-style-type: none"> - Homelessness -Addictions. -Dysfunctional families -Desperate financial situation -Lack of preparation -Dubious work -Scarce work hours. -Not command Dutch -Failure sentiment -Many uninsured with psychiatric disorders. -Nuisance behaviors. - Psychological problems. • Partners 19. 	<ul style="list-style-type: none"> • Challenges. <ul style="list-style-type: none"> - Clients with mental health problems. - Unrealistic expectations. • Clients' challenges. <ul style="list-style-type: none"> - Homelessness -Unemployed. -Mental health issues. - Precarious temporary unemployment. - Addictions. - Domestic violence. - Not command Dutch + poor command of other languages. - Problems with children. - Problems at workplace. - Debts. -Nuisance behaviors. -Lack of preparation - Psychological problems. • Partners 38. 	<ul style="list-style-type: none"> • Challenges. <ul style="list-style-type: none"> - Clients with mental health problems. - Unrealistic expectations. • Clients' challenges. <ul style="list-style-type: none"> -Homelessness -Mental health issues. - Addictions. - Uninsured (health). - Vulnerable families and individuals. -Nuisance behaviors. -Unemployed. - Precarious temporary unemployment. - Not command Dutch + poor command of other languages. -Lack of preparation - Problems with children. - Debts -Dysfunctional families - Psychological problems. • Partners 35.
	National Declaration (2012). <i>National policy.</i>	<ul style="list-style-type: none"> • Flex housing • Prevent rental difficulties. 		
	NGO's support <i>Intervention.</i>		<ul style="list-style-type: none"> • Return and care reception. • Shelter. (Salvation Army) 	
		<ul style="list-style-type: none"> • Tracking first residence registration 		

	<p>EU labor migration implementation agenda. <i>Municipal plan.</i></p>	<ul style="list-style-type: none"> • Enable BRP registration. • Disclosure of information in several languages. • Free advice. • Awareness of forms of labor abuse. • Rights and obligations – CO. (Ministry of Social Affairs and Employment, and the embassies in the countries of origin of migrants) • Abuse detection and intervention. • Prevent rental difficulties. • Dismantle rogue employment agencies (SZW inspectorate). • Increased job opportunities (Point Rijnmond (WSPR)) • Return and care reception (National Repatriation and Departure Service). • Permanent return. 	
The Hague	<p>National Declaration (2012). <i>National policy.</i></p>	<ul style="list-style-type: none"> • Flex housing 	
	<p>Orientation strategies. <i>Intervention.</i></p>	<ul style="list-style-type: none"> • Disclosure of information in several languages. • Free advice. • Free advice in several languages (IDHEM). 	
	<p>Regional feedback. <i>Practice.</i></p>	<ul style="list-style-type: none"> • Best practices regarding labor migrants housing. 	
	<p>Training courses. <i>Intervention.</i></p>	<ul style="list-style-type: none"> • Training courses (ROC Mondriaan Institute). 	
	<p>Educational support. <i>Intervention.</i></p>	<ul style="list-style-type: none"> • Transition classes. • Learn Dutch. • Paid education. 	
	<p>Perspektiwa project (Barka foundation).</p>	<ul style="list-style-type: none"> • Temporal care • Return and care reception 	

	<i>Project.</i>	• Night care	
	Pandbrigade. <i>Intervention.</i>		• Reduction of basement housing.
	NGO's support <i>Intervention.</i>	• Return and care reception. • Shelter. (Salvation Army)	
	Funding for shelters. <i>Intervention.</i>	• Funding for shelters (Salvation army).	
	Free advice in several languages. <i>Intervention.</i>		•Free advice in several languages (IDHEM, POLKA, and Barka).
	Labor migrant housing program (South Holland Province). <i>Program.</i>		• Ensure housing sufficiency.
	Housing vision. <i>Municipal plan</i>	• Housing reservation.	
	Participation declaration pilot. <i>National policy.</i>	• Disclosure of information. • Free advice.	
	Reconnection and SEC (Barka). <i>Project.</i>	<ul style="list-style-type: none"> • Street client's acquisition. • Free advice. • Labor market reconnection • Return and care reception → Follow up. • Integral case management • Overcome drug addiction • Administrative matters • Family intervention • Job training • Support school problems • Support housing. • Support in hospitals and jails. • Transfer to jails in CO • Rights and obligations. 	

		<ul style="list-style-type: none"> • Challenges. - Reacting capacity. - Increasing clients with mental health problems. • Clients' challenges. - Homelessness -Addictions. -Dysfunctional families -Desperate financial situation -Lack of preparation -Dubious work -Scarce work hours. -Not command Dutch -Failure sentiment -Many uninsured with psychiatric disorders. -Nuisance behaviors. - Psychological problems. • Partners 21. 	<ul style="list-style-type: none"> • Challenges. - Clients with mental health problems. - Unrealistic expectations. • Clients' challenges. - Homelessness -Unemployed. -Mental health issues. - Precarious temporary unemployment. - Addictions. - Domestic violence. - Not command Dutch + poor command of other languages. - Problems with children. - Problems at workplace. - Debts. -Nuisance behaviors. -Lack of preparation - Psychological problems. • Partners 38. 	<ul style="list-style-type: none"> • Challenges. - Clients with mental health problems. - Unrealistic expectations. • Clients' challenges. -Homelessness -Mental health issues. - Addictions. - Uninsured (health). - Vulnerable families and individuals. -Nuisance behaviors. -Unemployed. - Precarious temporary unemployment. - Not command Dutch + poor command of other languages. -Lack of preparation - Problems with children. - Debts -Dysfunctional families - Psychological problems. • Partners 41.
Utrecht	NGO's support <i>Intervention.</i>		<ul style="list-style-type: none"> • Return and care reception. • Shelter. (Salvation Army) 	
	Reconnection and SEC (Barka). <i>Project.</i>	<ul style="list-style-type: none"> • Street client's acquisition. • Free advice. • Labor market reconnection • Return and care reception → Follow up. • Integral case management • Overcome drug addiction • Administrative matters • Family intervention 		

		<ul style="list-style-type: none"> • Job training • Support school problems • Support housing. • Support in hospitals and jails. • Transfer to jails in CO • Rights and obligations. • Challenges. <ul style="list-style-type: none"> - Reacting capacity. - Increasing clients with mental health problems. • Clients' challenges. <ul style="list-style-type: none"> - Homelessness -Addictions. -Dysfunctional families -Desperate financial situation -Lack of preparation -Dubious work -Scarce work hours. -Not command Dutch -Failure sentiment -Many uninsured with psychiatric disorders. -Nuisance behaviors. - Psychological problems. • Partners. 25 / • SEC Partners 54. 	<ul style="list-style-type: none"> • Challenges. <ul style="list-style-type: none"> - Clients with mental health problems. - Unrealistic expectations. • Clients' challenges. <ul style="list-style-type: none"> - Homelessness -Unemployed. -Mental health issues. - Precarious temporary unemployment. - Addictions. - Domestic violence. - Not command Dutch + poor command of other languages. - Problems with children. - Problems at workplace. - Debts. -Nuisance behaviors. -Lack of preparation - Psychological problems. • Partners. 27 / • SEC Partners 79. 	<ul style="list-style-type: none"> • Challenges. <ul style="list-style-type: none"> - Clients with mental health problems. - Unrealistic expectations. • Clients' challenges. <ul style="list-style-type: none"> -Homelessness -Mental health issues. - Addictions. - Uninsured (health). - Vulnerable families and individuals. -Nuisance behaviors. -Unemployed. - Precarious temporary unemployment. - Not command Dutch + poor command of other languages. -Lack of preparation - Problems with children. - Debts -Dysfunctional families - Psychological problems. • Partners 25 / SEC partners 75.
	<p style="text-align: center;">Corrective measures <i>Intervention.</i></p>	<ul style="list-style-type: none"> • Local connection criteria. 		<ul style="list-style-type: none"> • Binding request availability. • Client's independent client support.

	Vision on homeless shelter. <i>Municipal plan.</i>		<ul style="list-style-type: none"> • 24 hours night shelter with guidance • Reception locations with ambulant support. • Extension of homeless services. 	
	Homeless shelter. <i>Municipal policy.</i>	• Night shelter / day care / crisis shelter / food facilities / winter shelter.		
Total	<p>27 municipal actions carried out in all the G4 municipalities between 2016 and 2019.</p> <p>Amsterdam: Municipal policies (1); interventions (3); practices (2). Total: 6 municipal actions.</p> <p>Rotterdam: National policies (1); municipal plans (1); projects (1); interventions (1). Total: 4 municipal actions.</p> <p>The Hague: National policies (1); programs (1); projects (2); interventions (7); practices (1). Total: 12 municipal actions.</p> <p>Utrecht: Municipal policies (1); municipal plans (1); projects (1); interventions (2). Total: 5 municipal actions.</p>			

Table 1.*List of collected documents*

Municipality	Policy paper	Source
Amsterdam	1. Buster, M., Oosterveer, T., Afdeling EGZ. (2017). <i>Onderzoek winteropvang 2016/17</i> (Versie 1.0). GGD Amsterdam.	Open-access governmental data base.
	2. Buster, M. & Afdeling EGZ. (2018). <i>Onderzoek winteropvang 2017/18</i> . GGD Amsterdam.	Open-access governmental data base.
	3. Oosterveer, T., van Husen, G., Buster, M. (2018). <i>Daklozen in Amsterdam zonder uitkering. Onderzoek onder uitkeringsgerechtigde daklozen in Amsterdam die geen uitkering ontvangen</i> . GGD Amsterdam.	Open-access governmental data base.
Rotterdam	1. Gemeente Rotterdam. (2016). <i>Algemene monitoring regio Rotterdam 13 oktober 2016. Algemene monitoring</i> .	Municipality request.
	2. Gemeente Rotterdam. (2015). <i>Uitvoeringsagenda EU-arbeidsmigratie 2015 – 2018</i> .	Municipality request.
The Hague	1. Gemeente Den Haag. (2015). <i>Subsidieregister 2015</i> .	Open-access governmental data base.
	2. Gemeente Den Haag. (2016). <i>Halfjaarbericht 2016</i> .	Open-access governmental data base.
	3. Gemeente Den Haag. (2016). <i>Reactie onderzoeksrapport Jeugdbudsman registratie kinderen EU-arbeidsmigranten</i> (BENW/2016.1339 – RIS296520).	Open-access governmental data base.
	4. Gemeente Den Haag. (2016). <i>Voortgangsrapportage aanpak huisvesting arbeidsmigranten</i> (DSO/10050902 – RIS307302).	Municipality request.

5. Gemeente Den Haag. (2016). *Voortgangsrapportage Integratiebeleid 2015* (BOW/2016.546 – RIS 295680). Open-access governmental data base.
6. Gemeente Den Haag. (2016). *Woonvisie Den Haag 2017-2030* (RIS296833). Open-access governmental data base.
7. Gemeente Den Haag. (2018). *Voortgangsrapportage strategienota Haagse Dienstverlening Goed, Gemakkelijk en Snel* (PBS/2017.216 – RIS299026). Open-access governmental data base.
8. Gemeente Den Haag. (2020). *Antwoord van het college op de vragen van de raadsleden mevrouw Arp, de heer Balster, de heer Bos en de heer Grinwis, luidend: “Huisvesting van arbeidsmigranten”* (SV/2019.659 - RIS303851). Open-access governmental data base.
9. JEUGD OMBUDSMAN Den Haag. (2016). *Geregistreerd of niet? Een zoektocht naar Midden- en Oost-Europese kinderen in Den Haag*. Open-access governmental data base.
10. PLATFORM 31. (2018). *Souterrain van het wonen. De onzichtbare onderkant van het wonen in Nederland*. Gemeente Den Haag. Open-access governmental data base.

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| Utrecht | <ol style="list-style-type: none"> 1. BARKA NL. (2016). <i>Integrated reconnection and social economy centre project for homeless and vulnerable Central and Eastern European migrants in NL-Stichting Barka. Final report for the period 01-01-2016 until 31-12-2016</i>. Gemeente Utrecht. 2. BARKA NL. (2017). <i>Integrated reconnection and social economy centre project for homeless and vulnerable Central and Eastern European citizens in NL-Stichting Barka. Final report for the period 01-01-2017 until 31-12-2017</i>. Gemeente Utrecht. Municipality request. 3. BARKA NL. (2018). <i>Integrated Reconnection and Social Economy Centre project for homeless and vulnerable Central and Eastern European citizens in the Netherlands-Stichting Barka. Final report for the period 01-01-2018 until 31-12-2018</i>. Gemeente Utrecht. Municipality request. |
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	4. BARKA NL. (2019). <i>Barka Reconnection and Social Economy Centre Projects for homeless Middle and Eastern European migrants in The Netherlands. Results (01.01.2012-31.12.2019)</i> . Gemeente Utrecht.	Municipality request.
	5. BARKA NL. (2019). <i>Integrated reconnection and social economy centre project for homeless and vulnerable Central and Eastern European migrants in NL-Stichting Barka. Interim report for the period 01-01-2019 until 31-12-2019</i> . Gemeente Utrecht.	Municipality request.
	6. BARKA NL. (2020). <i>Integrated reconnection and social economy centre project for homeless and vulnerable EU citizens in NL-Stichting Barka. Interim report for the period 01-01-2020 until 31-12-2020</i> . Gemeente Utrecht.	Municipality request.
	7. Council of Europe. (2013). <i>A diversity advantage story: Dutch city hires Polish psychology experts</i> (Newsletter).	Municipality request.
	8. De Telegraaf. (2013). <i>Aanpak Poolse zwervers in Utrecht werkt</i> .	Municipality request.
	9. Gemeente Utrecht. (2012). <i>Routinglijst adviezen aan college van B&W. Tussenrapportage pilot "buitenlandse daklozen"</i> (Registratienummer DMO 12.093487).	Municipality request.
	10. Gemeente Utrecht. (2013). <i>Eindevaluatie. Pilot 'Buitenlandse daklozen'</i> .	Municipality request.
	11. Gemeente Utrecht. (2020). <i>Zuid Europese en Zuid Amerikaanse migranten in Utrecht. Concept 1</i> . Adwin van dijk Accompanied company of friends. Diemen.	Municipality request.
	12. Rekenkamer Utrecht. (2018). <i>Opvang en zorg voor daklozen in Utrecht: knel in de keten</i> .	Municipality request.
G4 municipalities.	1. GGD Amsterdam, Gemeente Rotterdam, GGD Haaglanden, Gemeente Utrecht. (2019). <i>Signalen van toename van daklozen in de G4: feit of fictie?. Quick scan van visies en cijfers over de ontwikkelingen in het aantal daklozen binnen verschillende subpopulaties</i> . G4-USER	Open-access governmental data base.

Table 2.*Municipal actions carried out in Amsterdam between 2016 and 2019*

Policy paper	Municipal actions implemented	Period covered	Type of homeless prevention executed
<p>^a <i>Daklozen in Amsterdam zonder uitkering. Onderzoek onder uitkeringsgerechtigde daklozen in Amsterdam die geen uitkering ontvangen. GGD Amsterdam</i></p> <p>(Homeless in Amsterdam without benefits. Survey of benefit-eligible homeless people in Amsterdam who do not receive benefits. Amsterdam Community Health Service)</p>	<p>1) The Work Participation and Income (WPI) municipal team was in process of introducing a more customer friendly and efficient application process for income support/social relief. For this:</p> <ul style="list-style-type: none"> - The desk at Jan van Galenstraat was renewed. - The staff was renewed/increased. - Was enforced a more customer friendly application process - Collaboration between municipal departments was increased. <p>2) The aid organizations Volksbond, HVO-Querido, the Regenboog Groep, and Veldwerk, facilitated field workers and social workers to provide the homeless with guidance on the application process and the screening at the Jan van Galen. Also, when necessary, these professionals mediated with the WPI municipal team.</p> <p>3) The Street Safety Net conformed by the organizations Homeless Union, Interests Association for drug users MDHG, and Bureau Straatjurist try to persuade homeless people to request benefits, and provides them guidance for it.</p>	2016 - 2018	Secondary type.
<p>^b <i>Onderzoek winteropvang 2016/17</i> (Winter Shelter Survey 2016/17)</p>	<p>1) The municipality with the institutions for social relief arrange additional sleeping places in the winter shelters, for people who cannot find shelter themselves. Sheltered people receive meal and breakfast and are free of charge. The winter shelter was provided by the organizations HVO Querido and The Salvation Army.</p>	2016 - 2017	Tertiary type.

<p>^c <i>Onderzoek winteropvang 2017/18.</i> (Winter Shelter Survey 2017/18)</p>	<p>1) The same conditions for using the winter shelter in the period 2016 to 2017 applied for the winter shelter set up from 2017 to 2018. This time the night shelter was provided by the organizations Regenboog foundation, the Volksbond, and HVO-Querido.</p>	<p>2017 - 2018</p>	<p>Tertiary type.</p>
	<p>2) During the coldest periods of the winter, the municipality posted communiqués at organizations and drop-in centers for homeless to ensure that all vulnerable people in Amsterdam were sheltered.</p>		

^a The target group of this policy paper is defined as entitled homeless people without benefits. EU labor migrants are not specified.

^b 11% of the winter shelter users were from the old EU member states, while 22% were from the new EU member states.

^c 12% of the winter shelter users were from the old EU member states, while 29% were from the new EU member states.

Table 3.*Municipal actions carried out in Rotterdam between 2016 and 2019*

Policy paper	Municipal actions implemented	Period covered	Type of homeless prevention executed
<p>^a<i>Algemene monitoring regio Rotterdam 13 oktober 2016. Algemene monitoring.</i></p> <p>(General monitoring Rotterdam region October 13, 2016. General Monitoring)</p>	<p>1) 7,500 flexible living accommodations were made available for EU labor migrants. This overpassed the ambition of 6,000 flexible living accommodations stated with the agreement on the National Declaration (2012).</p> <p>2) In accordance with the Space and Mobility program of the province South Holland, the municipality of Rotterdam stipulated a Housing vision that sought to address housing difficulties due slum landlords, and illegal room rental.</p>	By October of 2016.	Primary and secondary types.
<p>^b<i>Uitvoeringsagenda EU-arbeidsmigratie 2015 – 2018.</i></p> <p>(EU Labour Migration Implementation Agenda 2015 - 2018)</p>	<p>1) Since 2014 was introduced the Registration of First Residence Address (REVA) to every registration of a new EU labor migrant in the Registration of Non-Residents (RNI) (for those who planned to stay for less than four months in the Netherlands). With this, the municipality checked whether the registered addresses belonged to the designated areas of the Rotterdam Act, that sets the income requirements for living in neighborhoods where the quality of life is under pressure. If such was not the case, the municipality postponed the issuance of the citizen number until a correct address was provided.</p> <p>2) In 2015 was executed the Signal Economically Active pilot. After four months of the registrations in the REVA, the municipality received a signal when a person (or EU labor migrant) was still working in the Netherlands, with the details of their employer. This enabled to contact the employee or the employer to register the EU labor migrant in the municipal Personal Records Data Base (BRP). Thus, the person could acquire legally residents' rights for obtaining welfare supports.</p>	By January of 2016.	Secondary, and tertiary types.

3) The municipality facilitated a folder (it is unclear whether as an online or physical document) containing information about conditions that new arrived migrants had to comply with. This folder was available in several languages including English, Polish, and Romanian.

4) The municipality placed 'Question Guide' locations to provide free advice about health, financial matters, letters, forms, language skills, personal problems, participation, and activities in the neighborhood. EU labor migrants were able to request an interpreter at these locations in case they did not speak Dutch. In addition, the locations counted with two municipal information officers to inform EU labor migrants about their duties and responsibilities.

5) The municipal officers at the Question Guide locations, oversaw cases of labor exploitation and human trafficking. They raised awareness among EU labor migrants to prevent them from such forms of abuse.

6) The municipality in cooperation with the Ministry of Social Affairs and Employment and the embassies in the countries of origin of migrants, provided information on rights and obligations to citizens (in their former countries) interested on migrating to the Netherlands for work.

7) The municipality deployed Area Intervention Teams (GITs) through the neighborhoods to intervene in cases of reported nuisance. When caused by EU labor migrants, the GITs intervened according to the respective legal guidelines. Additionally, the GITs were trained to identify forms of abuse against EU labor migrants and inform about it to the municipality, in order to develop necessary measures to protect them.

8) The municipality fined landlords accused of both renting illegal rooms and admitting tenants who did not have a housing permit.

9) The municipality developed a warning system to report signals of rogue employment agencies to the SZW inspectorate. With this was intended to take measures against companies that abused EU labor migrants, like for example companies that fomented unfair competition or conditions of insecure housing (at times that the employment contracts were linked to housing).

10) The municipality in collaboration with regional employers, temporary employment agencies, and the UWV, increased job opportunities for jobseekers at the bottom of the labor market. Citizens from the municipality, including EU labor migrants benefited from this. The Employer Service Point Rijnmond (WSPR) was at the core of this intervention. They supported employers in meeting the demand for (part-time) labor and work.

11) The municipality discouraged EU labor migrants' residence at times that they did not have enough earnings for their upkeep. If they wished to reside legally in the municipality for longer than three months, they had to have sufficient means of support. If that was not the case, the EU migrant could be forced to make use of the municipal social security system. At times that they made a disproportionate use of the social security system, and a lack of prospects for staying in Rotterdam, the municipality made efforts to terminate their right of residence, and to return them to their countries of origin.

12) Seriously ill (often psychiatric) EU labor migrants that could not fend independently for themselves in the municipality, received specialized guidance

for their return and care reception in their countries of origin. The specialized guidance was provided by the municipality in collaboration with the national Repatriation and Departure Service.

13) In collaboration with the national Immigration and Naturalization Service (IND), the Aliens police, and social organizations, the municipality focused on returning permanently EU labor migrants that caused criminality and nuisance.

^a The information of this policy paper was based on the research “Huiswerk” (2016) from the Expertisecentrum Flexwonen voor arbeidsmigranten, that reported the overall regional progress (including the region of Rotterdam) on the National Declaration of EU migrant housing since it was stated (2012).

^b This policy paper concerns an implementation agenda for EU labor migration. It includes measures already taken until 2015. These measures are described in the table as implemented by January of 2016 as there is no information on their further progress, after the publication of this implementation agenda.

Table 4.*Municipal actions carried out in The Hague between 2016 and 2019*

Policy paper	Municipal actions implemented	Period covered	Type of homeless prevention executed
<p><i>Antwoord van het college op de vragen van de raadsleden mevrouw Arp, de heer Balster, de heer Bos en de heer Grinwis, luidend: "Huisvesting van arbeidsmigranten"</i></p> <p>(Reply of the college to the questions of councillors Ms Arp, Mr Balster, Mr Bos and Mr Grinwis, entitled: "Housing of migrant workers")</p>	<p>1) The municipality was responsible for making available 2000 short staying living accommodations for EU labor migrants, between 2013 and 2016. By the end of 2018 approximately 1900 accommodation units were created through large-scale projects, housing association homes, and conversion permits.</p> <p>2) The municipality promoted guidance strategies for helping EU labor migrants to cope with important arrangements during their stay in The Hague. For example, the website of the municipality presented relevant information for EU labor migrants; consultation hours were organized to answer questions related to housing, work and income, taxes, or language lessons; the IDHEM foundation made available office hours for EU labor migrants to provide them information in their languages, including Polish, Bulgarian, Romanian, English, and Dutch.</p> <p>3) The municipality of the Hague together with other regional municipalities of South Holland, and invited experts, met in a regular basis for exchanging knowledge and experience about housing for labor migrants. Therefore, stakeholders could share 'best-practices' and work on methods on the field.</p>	2016 - 2019	Primary and secondary types.
<p>^a <i>Geregistreerd of niet? Een zoektocht naar Midden- en Oost-Europese kinderen in Den Haag.</i></p>	<p>1) The child health center Jong Florence located in The Hague implemented the strategy "Safety net" for detecting families with an Eastern European (EE) background whose BRP registration in the municipality was out-of-date. The Safety net was activated when the families did not respond to follow-up messages to come by the Jong Florence center. The Safety net checked the BRP registration and further searched with relatives and if necessary, with neighbors at the last</p>	By January of 2016.	Secondary type.

<p>(Registered or not? A search for Central and Eastern European children in The Hague)</p>	<p>address registered, to find the families. In 2015 it found 551 EE families, which some of them had an incorrect or non-current registration in the BRP.</p>	<p>2016</p>	<p>Primary and secondary types.</p>
<p><i>Halfjaarbericht 2016.</i> (Semi-Annual Report 2016)</p>	<p>1) Low-literate EU labor migrants received language and arithmetic education to increase their chances of remaining in the labor market. This was enabled through courses that the municipality purchased from the ROC Mondriaan institute.</p> <p>2) Between 2013 and 2016, the municipality made available approximately 1500 short stay living units for EU labor migrants. EU labor migrants that sought long-stay housing, had to get it through different housing options. However, the report does not specify which options.</p>	<p>2016</p>	<p>Primary and secondary types.</p>
<p>^b <i>Reactie onderzoeksrapport Jeugdbudsman registratie kinderen EU-arbeidsmigranten</i> (Response to investigation report Youth Ombudsman registration of children of EU migrant workers)</p>	<p>1) A counter with information about registration, housing, school, and work was placed in the Atrium of the city hall of The Hague. Likewise, the IDHEM foundation organized city consultation hours and provided information brochures translated in various languages for EU labor migrants.</p> <p>2) The municipality supported the educational development of children of Central and Eastern Europe. They promoted transition classes, and extended school days to help children to improve their command of Dutch. For recently arrived EU labor migrant families at the municipality, the government paid one year of primary education for their children. The municipality also subsidized the education for these children, allowing them to get up to two years of newcomer education.</p>	<p>By 2017.</p>	<p>Secondary type.</p>
<p><i>Signalen van toename van daklozen in de G4: feit of fictie?. Quick scan van visies en cijfers over de ontwikkelingen</i></p>	<p>1) The Barka foundation and the municipality collaborated for executing the project Perspektywa. This project offered temporary care and guidance to eventually achieve the voluntary return of CEE citizens to their countries. Clients</p>	<p>2016 – 2018</p>	<p>Tertiary type.</p>

<p><i>in het aantal daklozen binnen verschillende subpopulaties.</i></p>	<p>received a care card to use the foundation's night care for 4 weeks if they participated in the project.</p>		
<p>(Signs of increasing homelessness in the G4: fact or fiction? Quick scan of views and figures on trends in homelessness within different subpopulations)</p>			
<p>^c <i>Souterrain van het wonen. De onzichtbare onderkant van het wonen in Nederland.</i> (Souterrain of living. The invisible underside of housing in the Netherlands)</p>	<p>1) The organization Platform31 found that some EU labor migrants lived in basement housing under unsafe conditions. According to the organization, the Pandbrigade helped to decrease the basement housing in the municipality. However there is no information on what extent EU labor migrants were involved in such basement-living reduction.</p>	<p>By 2018.</p>	<p>Tertiary type.</p>
<p>^d <i>Subsidieregister 2015.</i> (Grant Register 2015)</p>	<p>1) The municipality granted resources to the organization Salvation Army to contribute to the social relief policy facilities of day and night shelter for EU labor migrant homeless.</p>	<p>2016 - 2018</p>	<p>Tertiary type.</p>
<p><i>Voortgangsrapportage aanpak huisvesting arbeidsmigranten</i> (Progress report on approach to housing migrant workers)</p>	<p>1) The organizations IDHEM, POLKA, and Barka, provided information and support to EU labor migrants about living and housing matters in The Hague. However, it is unknown since when these organizations provide such supports.</p> <p>2) The province of South Holland launched in July 2019 the 'Labor Migrant Housing Program' (<i>Programma huisvesting arbeidsmigranten</i>) which</p>	<p>2019</p>	<p>Primary and secondary types.</p>

implemented the provincial policy for the labor migrants' housing, that was included in the South Holland's environmental policy. This program gave insights on the number of EU labor migrants living at the province, including the municipality of The Hague, and investigated whether the environmental policy was sufficiently in line with what parties needed to provide for ensuring quick and enough housing options for labor migrants. This program concluded in September 2020.

1) EU labor migrants benefited from adult education provided by the municipality The Hague. They received language and arithmetic classes at the training institution ROC Mondriaan.

2) The municipality was responsible for making available 2000 short staying living accommodations for EU labor migrants, between 2013 and 2016. Within that period, the municipality achieved to create 1482 accommodation units, meaning a 74% of the goal.

*Voortgangsrapportage
Integratiebeleid 2015*
(Integration Policy
Progress Report 2015)

3) In 2015 the municipality made policy agreements related to the housing situation of EU labor migrants for the period 2015 - 2019. These included that housing associations would maintain places for labor migrants that were previously created, and if possible, use or demolish expensive rental housing for temporary rental for labor migrants.

4) The municipality participated in the one-year national pilot 'Participation Declaration' of the Ministry of Social Affairs and Employment. The purpose of this pilot was to successfully integrate newcomers, and for the municipality the objective was to gain experience in guiding EU labor migrants on their rights and obligations through written and oral communication. Through the pilot, the municipality did not give information in the languages of EU labor migrants, and

By 2016.

Primary and
secondary types.

	it was provided through folders, websites, telephone numbers, and consultation hours.		
<i>Voortgangsrapportage strategienota Haagse Dienstverlening Goed, Gemakkelijk en Snel</i> (Progress report strategy paper The Hague Services Good, Easy and Fast)	1) Information about the first location in the Netherlands for EU labor migrants (among other target groups) was published in English on the website of The Hague municipality. However, there is no information on the starting date of the publication of such information on the website.	By 2018.	Secondary type.
<i>Woonvisie Den Haag 2017-2030</i> (Residential Vision The Hague 2017-2030)	1) This policy paper stipulates the housing ambitions to be developed in the municipality The Hague between 2009 and 2020. It contains four ambitions, from which ambition number four was steered towards labor migrants, among other groups. Within this ambition, it was sought to expand the possibilities for independent housing. To enable this, the ambition proposed to use vacant buildings to demolish, and vacant lots; to stimulate flexible construction in complexes with mainly small houses, for in the future merge them into larger apartments; to use new, temporary, and flexible forms of living such as freely divisible spaces and residential areas to facilitate work combinations.	2016-2019	Primary type.

^a It is unknown how the families signed up at the Jong Florence Center. However, their contribution to the municipal BRP registers of EU labor migrants' families helped the municipality to protect EE children's development.

^b It is unknown since when the municipal actions described in this policy paper started to be implemented.

^c This document concerns the results and policy recommendations of the 'Souterrain of living' project carried out by the organization Platform31. The organization made a call to several municipalities to participate, where The Hague's municipality participated.

^d The municipal action indicated in this policy paper refers to The Hague's implementation of the WMO during the period 2015-2018.

Table 5.*Municipal actions carried out in Utrecht between 2016 and 2019*

Policy paper	Municipal actions implemented	Period covered	Type of homeless prevention executed
<i>A diversity advantage story: Dutch city hires Polish psychology experts.</i>	1) In 2012 the municipality of Utrecht hired the Polish organization Barka to help to manage the problematic of long-term homeless Poles that were living in tent camps at the suburbs of Utrecht. To help these homeless, Barka carried out two intervention models. One, was their Reconnections program that consisted on helping homeless people from EE to return to their home countries to “enter rehab treatments, go back to families, or to Barka Network programs (educational, community and creating work places) in Poland or other organizations in Poland and other countries, which run reintegration programs.”(Barka NL, n.d.). The other one was a Social Economy Center (SEC) with which they supported migrants on their way to economic and social rehabilitation and integration within the host country. Since 2012, Barka continued working for the municipality of Utrecht, including during the period 2016-2019.	2016 - 2019	Tertiary type.
^a <i>Aanpak Poolse zwervers in Utrecht werkt.</i> (Tackling Polish vagrants in Utrecht works)	1) This is a newspaper report that tells how the Barka organization has successfully reduced the nuisance caused by the homeless and helped to decongest the homeless shelters at the municipality of Utrecht, until 2013. It also reports that three other large municipalities in the country have adopted Barka's model.	2012 - 2013	Tertiary type.
<i>Barka Reconnection and Social Economy Centre Projects for homeless Middle and Eastern European migrants in</i>	1) This document reports the progress that Barka made at the municipalities of Utrecht and The Hague. From 2012 to 2019 the organization made 583 reconnections at Utrecht, and 735 at The Hague. Reconnected people had the following nationalities: Poland, Latvia, Romania, Lithuania, Slovakia, Hungary, Bulgaria, and Czech Republic. At a lower degree, reconnected people had the	2016 - 2019	Secondary and tertiary types.

<p><i>The Netherlands. Results (01.01.2012-31.12.2019.</i></p>	<p>following nationalities: Estonia, Spain, Germany, Great Britain, Sweden, Austria, Portugal, Italy, Greece, Belgium, and France (among other non-EU nationalities). Besides the reconnections, Barka carried out other activities within their Social Economy Centre. These included: Contacting vulnerable people to offer support; provide help on employment in the Netherlands; provide help in psychological, social, and juridic matters; help people willing to overcome addictions; referrals to rehab treatment in the countries of origin; mediation and assistance with employers or employment agencies; help in obtaining passport; help in obtaining work certificates; support for migrant families in case of loosing the custody over children; and cooperation with other organizations in case of domestic violence in Middle and Eastern European families.</p>		
<p>^b <i>Eindevaluatie. Pilot 'Buitenlandse daklozen'.</i> (Final Evaluation. Foreign Homelessness Pilot)</p>	<p>1) This document evaluated Barka's pilot developed in Utrecht between 2012-2013 to intervene foreign homeless. The pilot proved to be effective on preventing EU labor migrant homelessness, by accompanying this population in their integration or maintenance in the Dutch labor market, and by returning them to their homelands when necessary. During the pilot the organizations Seguro foundation and Medische Opvang Ongedocumenteerden (MOO) contributed in receiving and guiding undocumented homeless with medical and psychiatric problems. Services provided by them included medical care and ambulatory supervision. Their collaboration in the pilot helped to decongest night shelters of Utrecht. The positive results of the pilot justified the continuation of Barka's work in Utrecht for the following years through municipal financial support.</p>	2012 - 2013	Secondary and tertiary types.
<p><i>Integrated reconnection and social economy centre project for homeless and vulnerable Central and Eastern European migrants in NL-Stichting Barka. Interim report for the</i></p>	<p>1) This interim report of Barka's progress during the whole year 2019 accounts the people attended in Utrecht which were 173, but also in Rotterdam which were 271, and in The Hague which were 393. Barka's reconnection program helped 63 persons in Utrecht, 105 in Rotterdam, and 121 in The Hague. Overall, the reconnected people that lived in these large municipalities and others included in the report, were sent to these destinations:</p> <ul style="list-style-type: none"> - Family in the country of origin 	2019	Secondary and tertiary types.

-
- period 01-01-2019 until 31-12-2019.*
- Barka communities and other reintegration and social projects in Poland and other countries
 - To detox and addiction rehabilitation clinics in the countries of origin
 - To psychiatric hospitals in the countries of origin
 - To hospitals/hospice for other reasons than psychiatric
 - To employers to work
 - To prisons in the countries of origin
 - To other countries where the persons lived before.

2) Barka's SEC of Utrecht offered the following services:

- Work rehabilitation process
- Reconnection with job market
- General social consultations
- Mediation and assistance with employer
- Legal consultations
- Psychiatric problems
- Support in addiction problems
- Support in cases of domestic violence
- Risk of replacement of children in a foster family
- Help in access to language courses
- Help in obtaining a certificate needed for employment

Many Barka's partners from the Netherlands and other EU countries that collaborated during the year, are listed per municipality in this report.

Integrated reconnection and social economy centre project for homeless and vulnerable Central and Eastern European migrants in 1) The same type of information that was provided in the *Integrated reconnection and social economy centre project for homeless and vulnerable Central and Eastern European migrants in NL-Stichting Barka. Interim report for the period 01-01-2019 until 31-12-2019*, is provided in this report accounting the results for the whole year 2016. A total of 704 persons were attended in the SEC of Utrecht and mobile teams, 308 in Rotterdam, and 287 in The Hague. Barka's reconnection

2016

Secondary and tertiary types.

*NL-Stichting Barka.
Final report for the
period 01-01-2016 until
31-12-2016.*

program helped 93 persons in Utrecht, 110 in Rotterdam, and 90 in The Hague. Reconnected people were sent to the same destinations registered in 2019's Interim report, except for psychiatric hospitals in the country of origin.

2) Barka's SEC of Utrecht offered the same services than those registered in the 2019's Interim report., except for:

- Risk of replacement of children in a foster family
- Help in access to language courses
- Help in obtaining a certificate needed for employment

Many Barka's partners from the Netherlands and other EU countries that collaborated during the year, are listed per municipality in this report.

*Integrated reconnection
and social economy
centre project for
homeless and vulnerable
Central and Eastern
European citizens in
NL-Stichting Barka.
Final report for the
period 01-01-2017 until
31-12-2017.*

1) The same type of information that was provided in the *Integrated reconnection and social economy centre project for homeless and vulnerable Central and Eastern European migrants in NL-Stichting Barka. Interim report for the period 01-01-2019 until 31-12-2019*, is provided in this report accounting the results for the whole year 2017. A total of 204 persons were attended in Utrecht, 1244 in Utrecht SEC and mobile teams, 277 in Rotterdam, and 311 in The Hague. Barka's reconnection program helped 90 persons in Utrecht, 91 in Rotterdam, and 120 in The Hague. Reconnected people were sent to the same destinations registered in 2019's Interim report, except:

- To employers to work
- To prisons in the countries of origin

2) Barka's SEC of Utrecht offered the same services than those registered in the 2019's Interim report., except for:

- Risk of replacement of children in a foster family
 - Help in access to language courses
-

2017

Secondary and tertiary types.

-
- Help in obtaining a certificate needed for employment

Many Barka's partners from the Netherlands and other EU countries that collaborated during the year, are listed per municipality in this report.

1) The same type of information that was provided in the *Integrated reconnection and social economy centre project for homeless and vulnerable Central and Eastern European migrants in NL-Stichting Barka. Interim report for the period 01-01-2019 until 31-12-2019*, is provided in this report accounting the results for the whole year 2016. A total of 704 persons were attended in the SEC of Utrecht, 308 in Rotterdam, and 287 in The Hague. Barka's reconnection program helped 93 persons in Utrecht, 110 in Rotterdam, and 90 in The Hague. Reconnected people were sent to the same destinations registered in 2019's Interim report, except for psychiatric hospitals in the country of origin.

Integrated Reconnection and Social Economy Centre project for homeless and vulnerable Central and Eastern European citizens in the Netherlands-Stichting Barka. Final report for the period 01-01-2018 until 31-12-2018.

2) Barka's SEC of Utrecht offered the same services than those registered in the 2019's Interim report., plus:

- Psychological consultations
- Help in issuing passports
- Referral to therapy of addictions

3) During this year Barka also offered specialized supports for vulnerable families. In Utrecht, they helped 11 families, in Rotterdam 18, and in The Hague 13. Themes addressed in the offered supports included:

- Support and advice in cases of addiction of 1 or both partners or child
- Taking child away by social services/danger of taking away
- Debts; help in arranging a paying off plan
- Social benefits issues, allowances, maternity payments
- Administrative and social issues

2018

Secondary and tertiary types.

-
- Psychological/emotional support
 - Problems at school
 - Housing issues- looking for cheap housing
 - Support to pregnant vulnerable women
 - Support in hospitals in NL- in communication, emotional support, arranging reconnections.

Many Barka's partners from the Netherlands and other EU countries that collaborated during the year, are listed per municipality in this report.

1) The Trimbos Institute's research conducted with 'mystery guests', on municipal practices regarding access to social shelters for homeless, showed one case in Utrecht that denied such access due to an unproperly application of the local connection criteria. The municipality of Utrecht discussed this case to prevent it from happening again. Besides, the research showed that there were signs of clients that were not always well informed about the possibility of submitting a binding request and obtain support from an independent party. To enhance clients' awareness on such request, in March 2018 the municipality asked to all parties involved in homeless shelter to include the submission of a binding request more explicitly in their working method, and to point out the available client's independent client support.

^c *Opvang en zorg voor daklozen in Utrecht: knel in de keten.*

(Reception and care for the homeless in Utrecht: bottleneck in the chain.)

2) In 2017 the municipality of Utrecht launched the 'vision on homeless shelter' that stipulated the gradual change of homeless facilities in such a manner that homeless people could get better conditions to work on their recovery. These changes consisted of:

- Transform the night shelter into a shelter where homeless people could go 24-hours a day and get guidance available 24-hours a day.
- Realize reception locations for people with minor problems for which ambulant support is sufficient.

2016-2018

Tertiary type.

-
- The day care existing back then would be transformed into a facility to offer walk-in assistance, care, activation, and reception. This formed the start of the municipal relief and recovery route for homeless.

3) By 2017 there were different types of care institutions in Utrecht, like night shelter for adults, crisis shelter for people who are socially vulnerable (especially young people and families), day care, and food facilities such as the Smulhuis. At certain temperatures, a winter shelter would be available. EU labor migrants could not stay at night shelters, unless there were specific reasons for making an exception. Guidance for EU labor migrants relied on the Barka organization.

1) This interim report concerns the progress of Barka's pilot for intervening foreign homeless in Utrecht from April 1st, 2012, to September 30th, 2012. The pilot was directed to provide temporary shelter, intensive counseling, and solutions geared to the target group's (including EU labor migrants) return to their country of origin, or residence in the Netherlands. Its duration was stipulated for 1.5 years. The positive effects of the pilot marked the starting point for adopting Barka's approach in the municipality as a long-term strategy for preventing and addressing homelessness within EU labor migrants (among other non-native vulnerable groups). The report also indicates that other G4 municipalities like The Hague and Amsterdam, hired Barka to help reduce the nuisance caused by the foreign homeless. Other municipalities would invite Barka to speak with the foreign homeless at hospitals and jails to help them. Additionally, the report mentions that discussions were held with the (back then) minister Kamp of the national department of Social Affairs, to strive to make a nationwide strategy with Barka's approach to reduce the foreign homelessness problematic in the Netherlands.

*Routinglijst adviezen
aan college van B&W.
Tussenrapportage pilot
"buitenlandse
daklozen"*

(Routing list of advice
to college of B&W.
Interim report pilot
"foreign homeless")

2012

Secondary and
tertiary types.

^a Although this newspaper report is out of the scope of the thesis, it gives relevant information on the homeless prevention strategies deployed at the rest of the G4 municipalities for addressing at risk EU labor migrants.

^b This evaluation report allows us to understand the origin of Barka's work during the period assigned for the analyses of this thesis (2016-2019), which appears in other policy papers in Table 5.

^c EU labor migrants were out of the scope of this audit research, but the document states that they could have been indirectly impacted by the described municipal homeless facilities.

Table 6.*Municipal actions carried out in the G4 municipalities between 2016 and 2019*

Policy paper	Municipal actions implemented	Period covered	Type of homeless prevention executed
<p><i>Signalen van toename van daklozen in de G4: feit of fictie?. Quick scan van visies en cijfers over de ontwikkelingen in het aantal daklozen binnen verschillende subpopulaties.</i></p> <p>(Signs of increasing homelessness in the G4: fact or fiction? Quick scan of views and figures on trends in homelessness within different subpopulations)</p>	<p>1) Several organizations at the G4 municipalities provide support to EU labor migrants that are ineligible for social care in the Netherlands, for helping them with repatriation and transfer to assistance in their own countries.</p> <p>2) The Salvation Army organization had 10-night shelters available for Central European and Eastern (CEE) migrants, and temporarily increased them to 20.</p>	2016 - 2019	Tertiary type.