

# From Sea to Shore

**A case study assessing the viability of housing status holders on  
the cruise ferry the Silja Europe in Rotterdam**



H.A.R.M. Stevering

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Nijmegen School of Management

Radboud University

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## Colophon

Written by Harm Albert Reinhard Marius Stevering, student S1045552

Supervision Radboud University: Pascal Beckers

Supervision COA: Marc van Geel

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## Preface

Dear reader,

The past seven months have been a road full of steep slopes and corners leading to this master's thesis for my Master of Spatial Planning at the Radboud University in Nijmegen. The journey and research process has been an eye-opening experience of the Dutch asylum housing system. Having been granted access on board the Silja Europe by the COA has been unique and something I would have never imagined when starting the exploring phase of my master thesis.

In the beginning, when connections were made with the COA, I was somewhat nervous, especially given the fact that I would have access to an asylum centre the size of the Silja Europe. At first glance walking on board the size of such a ship, you are quite overwhelmed. However, in visiting the cruise ferry more often, interesting details and aspects were witnessed. In hindsight, I realized how little knowledge I possessed of the asylum system in my country of origin, prior to conducting this research. This was emphasised by conducting the interviews, specifically with the status holders on board. Listening to their personal stories and experiences has given me a far clearer perception and interest in the national and international asylum issue. I can imagine that others who have not had the chance to experience this may feel the same afterwards. Hence, I hope this case study research assists those who have not had the unique chances I have had during this research in developing their perception related to our asylum system.

I would like to thank my mentor Pascal Beckers who has assisted me from the start till the very end of my research process. Foremost in sharing his enthusiasm, interest and openness to a somewhat irregular thesis topic. Additionally, my thanks go out to Marc van Geel who has made all the practical arrangements and cooperation with the COA possible. Without Marc van Geel this research would not have been possible.

## **Abstract**

Social and political developments in the past decades have resulted in a cramped housing market in The Netherlands. As a result of this housing crisis, the municipalities are struggling with housing status holders in their appointed municipalities. This pressure alongside delays in the asylum process of the IND, an increase in asylum requests and a stagnated outflow has left the Dutch asylum housing system constipated. Consequently, the Central Body Asylum Seekers (COA) is struggling to cope with this increased pressure on its housing capabilities. Accompanied by uncertain political times and indecisiveness in Dutch politics, this asylum housing crisis seems far from being resolved. As a result of the crisis, the COA and municipalities are implementing emergency solutions. This thesis researches the viability of one unique short-term solution for housing status holders on a cruise ferry with over 14 varying nationalities on board. In doing so, a case study is performed in cooperation with the COA to research the through-flow temporary emergency centre located in Rotterdam. A multi-mixed method data collection method including interviews, observations and spatial comparative analysis is applied to examine the viability of housing status holders in Rotterdam, using the Feasibility Assessment Framework (FAF). The results consider the use of the cruise ferry the Silja Europe as a short-term emergency centre to be generally viable. Nevertheless, questions arise whether the Silja Europe should still be categorized as an emergency centre and not a more conventional form of asylum housing, given the prolonged schedule, capacity and flexible duration of its resident's stay. Overall, using cruise ferries as asylum centres is considered a regulatory policy born out of necessity. Hence, the recommendations are to realize less costly regular land asylum locations over alternative asylum housing arrangements.

**Keywords:** Asylum, case study, COA, housing crisis, Feasibility Assessment Framework, spatial analysis, stakeholders' interest, status holders, viability

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# 1. Introduction

## 1.1 Problem statement

With the choice of handing over the housing sector to the market in the 1990s, the Dutch government initiated a new trend in the Dutch housing sector. Whereas the Dutch social housing sector was able to retain a strong position in social housing compared to other European countries the new trend deteriorated this housing sector (van Gent and Hochstenbach, 2020). Additionally, the already present housing shortage increased with another 75.00 housing units in 2023, accumulating the total shortage to 390.000 housing units. As a result of social and policy changes, The Netherlands has become intertwined in a housing crisis. With an increasing number of housing shortages and no clear solution on the horizon the housing crisis is becoming more pressing for the Dutch inhabitants (ABF, 2023). Accompanied by great uncertainty of housing its inhabitants, comes great concern how the Dutch government may facilitate housing for asylum seekers and status holders. As stated by the Centraal Orgaan Opvang Asielzoekers (COA), the number of asylum seekers coming to The Netherlands has seen a small increase to prior years (CBS, 2023). In the year 2024, the COA has to realize another 52.900 housing units for asylum seekers to reside during their asylum application (COA 2023a). Alongside this small increase in inflow is an increase in the duration and number of asylum requests which required to be processed by the IND. As a result of the prolonging and delays within the asylum process waiting lists and queues are building up for the asylum seekers (IND, 2022). In doing so, prolonging their stay within the asylum system of the COA. Additionally, an impactful factor which halts the outflow of status holders is related to the shortage of social housing units for status holders to be housed in (Vos, 2023). As a consequence, the COA locations are extending their maximum capacity of inhabitants. However, instead of dividing the pressure of these COA locations over different municipalities over the whole of The Netherlands, nearly one-third of the municipalities decided to not house asylum seekers at all in the past decade (Boer, 2024). The consequences of this policy absence are found in locations such as Ter Apel in the province of Groningen. Where groups of 200 asylum seekers were forced to sleep outside during the night in the rain as the centre was overcrowded (NOS, 2022A). As a result of the overcrowded asylum centres, a rise is seen in the inconvenience for residents living nearby. Unfortunately, many of the issues stated above have already been present for multiple years in The Netherlands. Additional pressure on top of this crisis is added by the development of the Russian invasion of Ukraine in March of 2021 which initiated a humanitarian crisis. Already, in the first three months three million Ukrainians fled to neighbouring countries such as Poland (Lee, et al., 2023). The flow of refugees into Europe has created a lot of pressure on an already troubled housing situation in The Netherlands. Currently, more than 114.000 registered Ukrainian refugees are living in The Netherlands and 91.000 beds are being accommodated for them (Rijksoverheid 2024a). Whereas it is important to mention the impact of this humanitarian crisis on the Dutch housing crisis, this thesis focuses on the housing of status holders.

Overall, The Netherlands is facing a difficult challenge in providing housing for status holders.

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In comparing the current crisis to times before the asylum crisis in 2015, most asylum seekers who received a residence permit could find relatively smooth housing in the social sector. However, since 2008 the waiting lists on the social housing sectors have increased. This is a result of the economic crisis and policy changes in The Netherlands, which have put pressure on the social housing sector (Eslinga and Wassenberg, 2014). As a result, it has become more difficult to appoint social housing units for status holders. Currently, nearly 25% of the total accounted residents of all the COA locations are status holders who are already in possession of a permit to stay in The Netherlands (COA, 2024a). Due to this stagnation in outflow and the increasing need for more accommodations in the asylum system, COA experiences increasing pressure for their asylum housing arrangements. Hence, leading to questions being raised whether the current situation is still manageable (Ameijde, 2016).

To seek solutions for these challenges, some ideas have been presented by governmental bodies. The municipality of Rotterdam is one of these, which is one of the front runners in housing refugees and status holders, with 22.8 residence holders to each 10.000 inhabitants living in its municipality at the peak through-flow of status holders in 2016 (CBS, 2022). With access to the river of the Maas, the municipality of Rotterdam decided to create emergency accommodations for Afghan, Syrian, Yemenite and eleven more nationalities of status holders on the cruise ferry the Silja Europe. The cruise ferry accommodates roughly 1500 status holders, as of which it currently reaches its maximum agreed-upon capacity (Rijnmond, 2023). Together with another cruise ferry, the MS Galaxy, which is docked in Amsterdam, the two asylum centres form the largest temporary emergency centres for status holders and asylum seekers. The need for such vast large shelters was partly enacted due to the new spreading law which obliged the municipality of Rotterdam to create 1343 accommodations within the region for status holders in the past year (Rijksoverheid, 2024b).

Even though a lot of research has already been conducted on the use of alternative housing arrangements in post-housing crises little knowledge is available on alternative housing arrangements for status holders (Geraedts, & van der Voordt 2007; Petković-Grozdanovića, et al., 2016; Remøy & Street, 2018; Van Der Krabben & De Wolff, 2014). Specifically, alternative housing arrangements in The Netherlands in the form of water accommodation and ships. Comparable, the use of this temporary solution to house status holders and asylum seekers on ships seems to become less temporary and more used throughout the whole of The Netherlands (Quist, 2023). Hence, emphasizing the need for research on the subject.

### **1.2 Research aim and research questions**

This thesis has been written in cooperation with the COA, which is responsible for facilitating the project of housing nearly 1500 status holders that have been appointed to Rotterdam on the Silja Europe. As a result of the difficult housing situation, these status holders have yet to be offered a housing unit in the municipality of Rotterdam. Therefore, this group is being temporarily accommodated within a temporary emergency COA centre located at the Merwehaven (COA, 2024b).

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This emergency COA centre is designed as a through-flow centre which aims to benefit the integration process of its residents. The ship facilitates accommodation to status holders from multiple ethnicities and cultural backgrounds, from which the largest segment consists of Syrian, Yemenite, Irani, Iraqi, Eritrean and Turkish refugees. Due to the unique characteristics of the housing arrangement, the concept of a through-flow centre, the research group and its size the Silja Europe has been chosen to conduct this research (COA, 2024b). In doing so, this thesis aims to construct knowledge for the housing of status holders and asylum seekers on cruise ferry ships as a solution to the housing crisis. To gather this knowledge, a case study on board the Silja Europe is executed, which allows to gathering of empirical data and deductions of observations. This opportunity to conduct research in one of the COA centres allows to generate data which can function as a fundament for this unique form of accommodation of status holders. In doing so, aiding any future projects for housing status holders or asylum seekers on (cruise ferry) ships (CBS, 2024a).

This research aims to answer the following research question: *"In the context of ongoing challenges related to asylum housing in the Netherlands, how viable is the short-term accommodation of status holders on the cruise ferry Silja Europe in Rotterdam compared to alternative emergency and regular asylum centres considering the views of stakeholders involved in this asylum housing arrangement?"*

### Sub-questions:

1. What are the housing challenges related to housing status holders in the Netherlands and locally in Rotterdam?
2. Who are the stakeholders and how does their role as part of this alternative asylum housing arrangement influence the housing of status holders on the Silja Europe in Rotterdam?
3. How do the housing features for status holders on ferry cruise ships compare to conventional housing types and how is the policy measure to accommodate status holders on cruise ferries embedded within the broader housing arrangements of the COA for status holders in the Netherlands and Rotterdam?
4. How viable is the project of housing status holders on the Silja Europe specifically, as a through-flow asylum centre, compared to alternative emergency and conventional arrangements of asylum housing for short-term use?

## **1.3 Scientific and societal relevance**

### Scientific relevance

As stated before, the last few years have seen an increase in the housing shortage and pressure on the housing market. In order to seek temporary solutions to this crisis, municipalities initiated using alternative housing arrangements such as business and industrial vacant sites. Academics has researched

the opportunities for the conversion of business and industrial sites to housing units (Geraedts, & van der Voordt 2007; Petković-Grozdanovića, et al., 2016; Remøy & Street, 2018). However, whereas the solution seems well thought the practical findings show various legal, financial, technical, functional and architectonic issues related to the conversion of the spatial units (Remøy & Van der Voordt, 2014). Likewise, to the regular housing situation, asylum housing arrangements are also lacking and scarce. Hence, more specific research has been conducted related to housing migrants and refugees in The Netherlands in alternative housing arrangements such as hotels, recreational parks, regular housing units or business sites. (Groot, and Ronald, 2024; Van Der Krabben & De Wolf, 2014). Most research conducted on the subject, states that the problem is only becoming more pressing and that solutions are far from working efficiently (van den Hove, 2022).

Nevertheless, The Netherlands is not the only one trying to cope with the asylum crisis. Other scholars critique European asylum centres for a multitude of health-affecting social and physical living conditions. As stated by Müller et al., (2018) refugees are sent from one asylum centre to another, while undergoing the application process in a country. Additionally, more stressful effects occur on the mental health of asylum seekers and status holders due to a lack of privacy and tense atmospheres caused by insecurities. Further research complements this by pronouncing concern about physical health threats such as chicken pox, measles and Rotavirus which may have a negative impact on the physical health of asylum seekers and status holders (Müller et al., 2018).

Even though a lot of knowledge is written by the academic world on asylum centres and housing refugees in Europe, little is known about temporarily housing refugees on cruise ferries in this section of the academic world. This is foremost related to the fact that asylum housing in this size on cruise ferries is a unique form of asylum accommodation. Therefore, a knowledge gap on the physical living conditions of status holders who are accommodated on these ships is present. It is important to conduct research on this knowledge gap and the resident's current living conditions. This is emphasized by Gibson et al., (2011) which mentions that the health of an occupant is directly related to the housing quality. Moreover, the manner in which asylum seekers are crowded together in small houses and waiting rooms can affect their mental health (Evans, 2003). Hence, it is important to research the aspects of housing quality on ships. In doing so, research on this topic could enhance the current literature on living conditions and health for this research group. Specifically, this knowledge gap will be addressed by conducting a comparative analysis of the spatial demands program of the emergency and AZC centres compared to the current situation on board the Silja Europe.

Comparable to the impact that asylum centres have on their inhabitants, other authors have been pressing the impact of the placements of asylum centres on their environment. Research on housing refugees in relation to the members of the surrounding community has become more prominent. Academics states that the implementation of a new asylum centre may lead to a stakeholder perspective of fear and apprehension. Nevertheless, these moods tend to change over time as the new centre becomes part of their daily life instead of being a disruption (Bygnes, 2020). However, little is known about the

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effect of placing an asylum location, specifically in the form of a cruise ferry, might have on its surrounding area. Therefore, researching the case of Rotterdam would provide scientific knowledge for this gap. To generate this knowledge an analysis of stakeholder interests can be conducted to "help identify the scope and time dimensions of most interest: past, present and/or future" (Varvasovszky, 2000). In doing so this stakeholder analysis creates a holistic overview of the actors involved in housing status holders on a cruise ferry as a temporary solution to the asylum housing crisis. Afterwards, this analysis allows to assess the current policy and institutional plans directed to the project of housing status holders on the Silja Europe (Schmeer, 2022).

Finally, the case of the Silja Europe allows for gathering data on the unique concept of a through-flow location of this size on board a cruise ferry. Currently, little to no knowledge related to through-flow centres is known in the scholarly field. Hence, the functionality and policy experiences with this concept, which provide an early start to the integration process, can be used to create a descriptive foundation for this concept. Which allows for further analysis and recommendations for the concept of a through-flow centre.

### Societal relevance

The pressing issue of the housing crisis affects all of The Netherlands. Whereas there are already few housing possibilities for the inhabitants of The Netherlands another 52.900 housing units will have to be created to house all asylum seekers and status holders in 2024. This is due to the increase in the total required asylum accommodations as a result of emergency centres closing and a stagnated outflow (COA, 2023a). In its yearly integration monitor the municipality of Rotterdam mentioned the increased complexity of housing of status holders given the housing crisis. As a result, the municipality could not house its appointed target of status holders to social housing corporations and had to reside to vacant properties and other hospitable private instances (Municipality Rotterdam, 2023). The inspection safety and security noted at the end of 2023 that the current situation is no longer under control by the COA and assistance is needed (Rijksoverheid, 2022). The COA already pleaded for help from the municipalities in The Netherlands to do their part in facilitating asylum seekers (NOS 2022B). The past governing bodies of The Netherlands had passed the spreading law (spreidingswet), which is meant to create an even spread of asylum seekers throughout the whole of The Netherlands. This law makes it mandatory to house asylum seekers in one's municipality based on the number of inhabitants and prosperity (COA, 2024c). Even though this law offers future possibilities to control the asylum crisis, current talks about reversing the law are present by the new governing bodies. The implementation of these statements related to the reversion, if the government proceeds, will take time to finalize. Hence, 2024 will be a transitioning year in which emergency through-flow shelters, such as the Silja Europe in Rotterdam, are still very much required to handle the pressure of the housing crisis.

In addition, it is of great importance to research the viability and efficiency of housing status holders on a ship such as the Silja Europe in Rotterdam. By doing so the impact on lasting health effects

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of its residents may be monitored and avoided. This is related to the current situations in overcrowded centres such as Ter Apel which can have a negative impact on the health of the asylum seekers. At peak loads the asylum seekers are forced to sleep and live in the recreational and waiting rooms of the COA and Immigration and Naturalization Service (Inspectie Veiligheid en Justitie, 2023). Furthermore, asylum centres may not only cause negative effects on the asylum seekers and status holders themselves but also their surroundings. As a result of not being able to handle the inflow and stagnating outflow of asylum seekers, some cases of asylum centres are becoming a nuisance to the surrounding area. Especially, central reception locations (COL) which are becoming overcrowded such as Ter Apel, in which large groups of 200 refugees are the cause of incidents around the asylum (Inspectie Veiligheid en Justitie, 2023). This nuisance becomes troubling for all the stakeholders affected and particularly to the surrounding inhabitants of the centre. In some cases, the placement of a centre leads to fear and seeing the centre as a disruption of their daily lives by some stakeholders (Bygnes, 2020). In the case of Ter Apel, the local entrepreneurs mentioned that the impact of a relatively small group of asylum seekers leaves them feeling frustrated and desperate about the current situation in their village (RTV Noord, 2023). Hence, it is critical to research the interests and perspectives of all stakeholders involved in the case of the Silja Europe docket at Rotterdam, to react accordingly to such challenges.

Additionally, to these challenges is the fact that the case of the Silja Europe is seen as a rather complex project with multiple governance bodies and actors which influence the project. Due to the uniqueness of this project, it proves to be interesting to seek the interests, perceptions and experiences of these stakeholders in order to create a transparent understanding of the current situation. These insights allow to acknowledge the challenges and advantages these stakeholders are experiencing. This further allows to suggest recommendations and improve the current situation for the stakeholders and other comparable asylum housing arrangements. Doing so enables the improvement of the personal, contextual and cultural operability of using a cruise ferry as an asylum location.

Lastly, whereas the disadvantages may be improved, the advantages of housing status holders on cruise ferries may be reflected upon to initiate this form of housing to other municipalities that are suitable to house status holders and asylum seekers on ships. The insights of this research would further allow to generate recommendations for current and future projects of housing status holders or asylum seekers in general and more specifically on ships.

## 2. Theoretical Framework

### 2.1 Operationalisation

In recent research different forms and terminology of concepts related to the research questions have been used. Hence, to clarify what terminology will be used in this research the next paragraph will describe how key terms will be referred to. First, refugees, asylum seekers, family reunification travellers (na-reizigers) and the terminology for cruiseferries and ships will be discussed, followed by a list of abbreviations in Table 1.

In this thesis, a **refugee** will be referred to as:

*"A refugee is a person who has fled their own country because they are at risk of serious human rights violations and persecution there. The risks to their safety and lives were so great that they felt they had no choice but to leave and seek safety outside their country because their government cannot or will not protect them from those dangers. Refugees have a right to international protection"* (Amnesty International, 2024).

Furthermore, an **asylum seeker** is referred to as:

*"An asylum seeker is a person who has left their country and is seeking protection from persecution and serious human rights violations in another country, but who hasn't yet been legally recognized as a refugee and is waiting to receive a decision on their asylum claim. Seeking asylum is a human right. This means everyone should be allowed to enter another country to seek asylum"* (Amnesty International, 2024).

A **status-holder** is referred to as:

*"A prior asylum seeker who has completed the asylum process and has been granted a residence permit to stay in The Netherlands"*. The COA further connects their residence permit to a municipality whose duty it is to find housing for the status holder (Rijksoverheid, 2023a).

In this research the referred to status holders on the Silja Europe are meant to be housed in or around the municipality of Rotterdam. However, currently they are temporarily accommodated at the through-flow centre of the Silja Europe. The Silja Europe is used as a temporary accommodation, thus not a representable housing option appointed by the municipality. In doing so, the status holders are still being accommodated in a COA shelter, hence comparing other COA housing arrangements and not municipal options.

**Family reunification travellers** (Na-reiziger) are part of the family reunifications and are referred to as:

*“Family members of an asylum seeker or status holder, who are granted a special temporary asylum permit “(CBS, 2024b).*

Finally, in this research the Silja Europe is referred to as a cruise ferry. In order to avoid confusion on the terminology of a cruise ferry versus a cruise ship both terms and differences will be clarified. Hence, in this research a **cruise ferry** is referred to as a ship that:

*The main function of a ferry passenger-ship is to transport passengers and vehicles between two points on a fixed route. They are a vital mode of transportation for commuters, tourists, and locals alike (Vroom, 2023).*

Whereas a **cruise ship** is referred to as:

*“Ships which are all about the leisure experience. They offer a floating vacation with entertainment, relaxation, and adventure as their main goals” (Vroom, 2023).*

*Table 1. Abbreviations*

Abbreviations	Meaning Dutch	Meaning English
AZC	Azielzoekerscentrum	Asylum seekers centre
COA	Centraal Orgaan Opvang Asielzoekers	Central Body Reception Asylum Seekers
MKBA/ SCBA	Maatschappelijke Kosten Baten Analyse	Social Costs and Benefit Analysis
JenV	Ministerie van Justitie en Veiligheid	Ministry of Justice and Security
IND	Immigratie en Naturalisatiedienst	Immigration and Naturalization service
PVE	Programma van Eisen	Program of Demands

## **2.2 Increasing pressure on asylum housing; challenges associated with housing asylum seekers and status holders in The Netherlands**

As stated in the introduction the national government, provinces, municipalities of The Netherlands, and the COA are struggling with an asylum crisis in their country (Rijksoverheid, 2023b). The results are overcrowded asylum centres including status holders, nuisances to surroundings, inhabitants and divided perspectives on the policy of asylum (NOS, 2022A; NOS, 2023). This increasing pressure together with a tightening housing market in the Netherlands creates a difficult status quo in which status holders stand little chance of receiving a housing unit shortly after receiving their permit. With the outflow of centres being limited and a small increasing inflow, the asylum centres are being squeezed to their maximum capacities.

Even though almost a decade has passed since the last asylum crisis of 2015 no clear resolutions have been made since then (Van den Hove, 2022). In order to understand what a viable solution to the current asylum crisis and housing of status holders is, one must first understand the challenges associated

with this crisis. Therefore, the following paragraphs will describe the current challenges associated with asylum housing in The Netherlands.

**2.2.1 Increased amount of immigration and asylum requests**

First of all, it is important to understand what factors drive the pressure on the asylum housing crisis. For a start, the total amount of immigration, including labour migrants, refugees etc., has started rising. The percentage of the Dutch population which are migrants has seen an increase in the last decade. Comparable to other peak periods of immigration in the late '70s and '90s, the current numbers show a relatively higher growth of percentual migration. These developments bear their own challenges for the housing crisis, which require the government to react accordingly (CPB, 2024).

Additionally, ever since the crisis of 2015, in which 58.880 asylum requests were made, the amount of asylum requests has not been exceeded (CBS, 2023). During the period of 2020, as a result of COVID restrictions, only 19.132 asylum requests had been made. Since restrictions were lifted the amount of asylum requests started increasing (Van de Hove, 2022). This rise was accompanied by the development of an increasing number of family reunification travellers entering The Netherlands (Ministerie van Binnenlandse Zaken en Koninkrijksrelaties, 2021). Finally, due to geo-political developments such as the worsening situation in Afghanistan due to the Taliban, another rise in asylum requests was noted (Van de Hove, 2022). In doing so, the numbers of 2023 have exceeded the requests made compared to prior years with 48.500 asylum applications being requested. This small increase is a fundamental pressure indicator for the inflow of the current asylum housing crisis (IND, 2023a; Vluchtelingenwerk, 2023). Nevertheless, a larger indicator of the increase in the total number of asylum spots is related to the outflow of status holders. Which will be discussed in the upcoming sections.

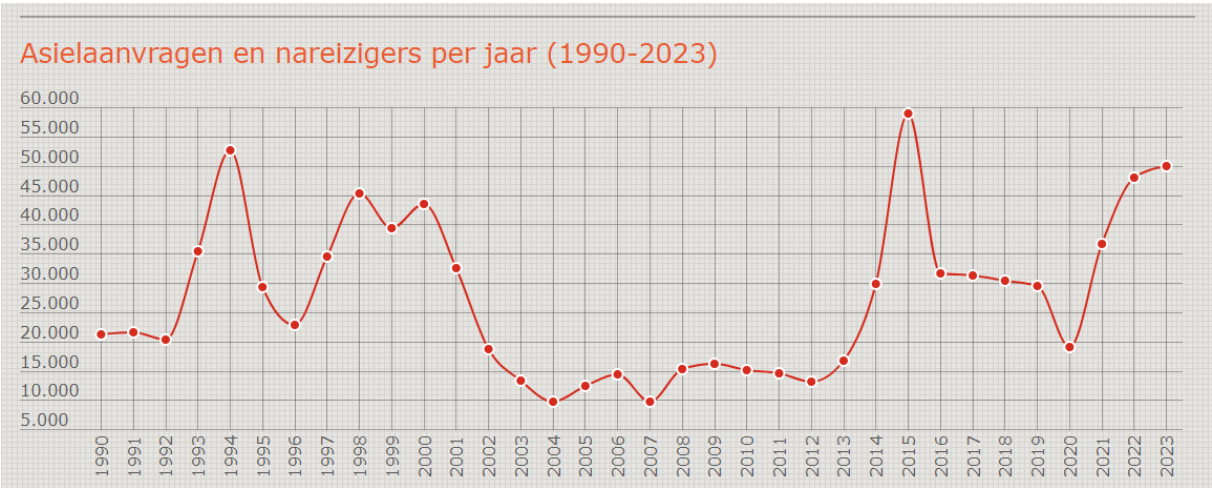


Figure 1. Number of asylum applications over the past three decades

Source: Vluchtelingenwerk (2023)

### **2.2.2 Insufficient robust asylum policy and political climate**

The second challenge which pressures the asylum housing crisis is related to the structure of the asylum policies. The Advice Council Migration (ACVZ) noted that the Dutch asylum system was not robust enough during the migration crisis of 2015 (ACZV, 2017). The increase of asylum seekers and stagnation of the outflow of refugees/ status holders is acted upon using an ad hoc approach. Once the crisis is aborted the measures that have been implemented using this ad hoc approach, are often quickly disposed of. Using this system, a lot of expertise of staff and money gets thrown away (AZCV, 2017). Moreover, the current financial system of the COA and IND is based upon the number of expected asylum seekers and used asylum spots. As a result, during spike times this method is not stable enough to keep up with the costs. The ACVZ and Council of Open Government (ROB) are both advocates of arranging a buffer capacity for these peak times (Van de Hove, 2022).

As stated by experts the need for policy change to seek solutions for this crisis is pressing. Nevertheless, the current political climate in The Netherlands seems to be uncertain. The new government neighs towards the strictest migration policy to be ever introduced in Dutch history. Hence, possibly complicating the current situation even more (Vluchtelingenwerk, 2024a).

### **2.2.3 Prolonged asylum process**

Thirdly, the Immigration and Naturalisation Service (IND) has been having difficulties coping with the already built-up delays and postponed cases of asylum processes. In 2022 over one-third of the cases for asylum seekers had to wait longer than the lawful six-month decision period about their residence permit. Hence, a crisis on top of a crisis seemed very apparent (Het Parool 2022). More recent developments have confirmed the fears of a crisis at the IND. Current statistics from the IND show that over 70.000 asylum seekers, family reunification travellers included, are waiting for the IND to decide on their case (IND, 2023b). The increasing delays at the IND are influenced by two factors.

First of all, the asylum requests and processes from which a casuistic approach is needed such as requests related to one's faith, atheism or sexual preference have increased. These cases which need specific individual assessment require a lot more time than regular cases do, hence prolonging the research (Ministerie van Justitie en Veiligheid 2021). Secondly, the IND notes that there is a lack of staff and resources to process the high amount of asylum requests still coming in (IND, 2022). These challenges now result in an average waiting time of nine months for new asylum requests (IND, 2024a). Thus, restricting the asylum seekers and status holders in their asylum process which is moderating the in and outflow throughout the COA locations.

### **2.2.4 Housing pressure and insufficient amount of asylum centres**

Unfortunately, the COA lacks resources and specifically locations for asylum centres. The COA is most often unable to arrange regular locations for asylum centres via the municipality. This is partly due to the past Dutch policy system, in which municipalities were not obliged to arrange a location

which could be used as an asylum centre. Therefore, the Dutch mandatory system needs to be adjusted and municipalities should be obliged to house asylum seekers in small locations (ROB and AVCZ, 2022). The advice given by ROB and AVCZ is supposed to be implemented in the current asylum housing laws under the name of the "Spreidingswet". The spreading's law has been briefly discussed in the societal relevance. Whereas the spreading law would be a start to give the COA more options to realize asylum locations the political climate remains unstable. The current talk about reversing the spreading law creates great uncertainty about the future of the law (Enneking, 2024). In the case that the law proceeds the implementation and execution will take time. Therefore, until then The Netherlands is stuck in the current asylum location shortage.

Additionally, there has been another increasing group of refugees who have been migrating to The Netherlands. Since, the invasion of Russia an increasing through-flow of Ukrainians has been migrating to Europe and The Netherlands (Lee, et al. 2023). These Ukrainians differ from regular asylum seekers as they have a different process of integration and requesting asylum. This proceeds via the law of temporary protection of Ukrainians in The Netherlands. Instead of the COA, which is responsible for housing regular asylum seekers, the municipality is responsible for these Ukrainian refugees. Currently, at the end of 2023, approximately 88.000 spots are reserved for Ukrainian refugees (Rijksoverheid, 2023a). The COA director stated that this pressure makes it nearly impossible to create new accommodations for asylum seekers and find housing units for status holders in these municipalities (NOS, 2022B).

Complementary to the Ukrainian impact is the housing market which is currently under a lot of pressure due to the housing shortage of 390.000 units in 2023 (ABF, 2023). This scarcity of the housing market is directly linked to the decreasing availability of social housing for status holders who are to be given accommodation. As a result, the number of status holders who are yet to be housed in their appointed municipality is increasing, which overcrowds the current asylum housing system. Additionally, some investors are less interested in taking on projects with the COA, as this could prove to be more challenging and less lucrative than other deals. Doing so limits the current and future possibilities of the COA in realizing new regular asylum centres even more (Westenbrugge, 2020).

| Concluding, all these underlying challenges and problems represent a complex housing crisis which is congested as a result. Hence, the need to improve the outflow of status holders and house them in a municipality, so that they might depart from their current COA asylum centre, is of great importance. As a result, the need for a supportive political climate which is able to resolve the congested system during these complex times is much apparent.

### **2.3 Housing of status holders and asylum seekers by COA in the Netherlands**

In researching the viability of asylum housing it first is important to gain a better understanding of the housing situation of status holders and asylum seekers by the COA in The Netherlands. In doing so one first needs to clarify the difference between the housing possibilities realized by the COA. Once an

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asylum seeker gets granted a permit to stay it becomes a status holder. Status holders are meant to integrate and be housed by the municipality it gets appointed to (Ministerie van Veiligheid en Justitie, 2015). The Silja Europe functions as an emergency through-flow centre which is created to temporarily short-term house status holders who are appointed to the municipality of Rotterdam and will be granted a housing unit in or around the municipality (Rijmond, 2023). In the meantime, these status holders reside on board the Silja Europe where their integration process starts. Further distinguishing is required to clarify the short-term and long-term housing indications of the COA. According to the emergency PVE, the short-term housing of status holders is referred to as up to six months (COA, 2023b). Comparable long-term housing is referred to as longer than six months. Unfortunately, the indications of stay for the COA asylum seekers and status holders are often not met due to challenges of the housing crisis and the asylum system. Resulting in the fact these status holders often must reside longer in centres provided by the COA. Currently, 16.515 status holders are accommodated in centres facilitated by the COA (COA 2024a).

The COA differentiates between two categories of asylum centres which it directly facilitates. These two categories will be described in the coming paragraph to indicate which category the Silja Europe belongs. The two forms of asylum centres will be compared in the spatial condition's comparative analysis:

- First, the regular centres are called asylum seekers centres (AZC). These centres are being used for a minimum of two years and have approximately a capacity of 1500+ persons, with some extending further than this amount. Most AZCs are owned by the COA itself however, in some individual cases private owners of recreational, migrant accommodations or comparable units are being operationalized under the control of the COA (Ministerie van Veiligheid en Justitie, 2015). These accommodations facilitate around 300 – 800 inhabitants and are either temporarily being used for up to five years or as a long-term location for up to 30 years. Currently, 86 regular AZCs are operating in The Netherlands (COA, 2024a). Regular AZCs offer multiple basic amenities such as inhabitants being able to cook, wash and have access to enriching activities. These shelters mainly exist for asylum seekers, but in some centres, there are also status holders present.

- Secondly, more than half of the centres under the control of the COA in 2024 are temporary emergency centres to house asylum seekers or status holders. These locations may vary compared to the regular AZC as there is a lower standard for quality of amenities and level of housing. Examples are event halls, empty offices, recreational units, ships or other temporary locations (COA, 2024d). The locations must be able to house approximately 300 or more asylum seekers or status holders (Ministerie van Veiligheid en Justitie, 2015). Due to the differing limitations of these emergency centres the residents are preferably not house for longer than six months.

A third centre, called temporary crisis municipality shelter is managed by the municipality and used in high crisis times (COA, 2024d). Due to differences in its function, set goals and achievement of

time and this centre being controlled by the municipality, this paper will exclude this manner of housing asylum seekers. In doing so, focusing on regular and emergency centres.

### 2.3.1 Spatial conditions for regular asylum centres in The Netherlands

One component of the viability of a project is linked to the physical aspects, the technical feasibility. In order to research the physical viability of the housing of status holders on the Silja Europe it is important to clarify how housing conditions differ between the above-mentioned housing options. The centres controlled by the COA are under the influence of some basic physical guidelines which the centres need to comply with when they are realized. Nevertheless, as stated by the COA, the actual implementation of the centres may differ based on its context (COA, 2020a). In the Spatial Program of Demands Shelters, COA of 2020 an extended list of most physical aspects of an AZC is described. Due to limitations and to conduct this research thoroughly five categories from the spatial demands program have been chosen to use for comparative analysis: (1) Living buildings, (2) Activity buildings, (3) Reception buildings, (4) Office and workspace buildings and lastly (5) Terrain, see Appendix I (COA, 2020a). These physical spaces have been chosen as they are most impactful for the housing of its inhabitants and are part of the most common and used physical spaces.

The spatial conditions created for the regular asylum centres, AZCs, are defined by the number of asylum seekers and status holders the centre is realized for. A distinction is made between 400, 600, 800 and 1000 inhabitants. Moreover, in Table 2 the four categories and their physical spaces, on which this thesis conducts its research, are merged and elaborated. In Appendix I the policy document from the COA is portrayed in which the specific requirements for the number of facilities, average square meters (m<sup>2</sup>) and total square meters (m<sup>2</sup>) are noted. These characteristics will be compared in the comparative analysis.

*Table 2. Categories physical spaces regular AZC*

<b>(1) Living buildings</b>	<b>(2) Activity buildings</b>	<b>(3) Reception Buildings</b>	<b>(4) Office and workspace buildings</b>	<b>(5) Terrain</b>
Sleeping space 2 persons room	Toilets	Information desk	Location management (office COA)	Sporting grounds
Living space	Activity spaces (women's space and youth club)	Reception/ security	COA employee space	Outside playground

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Toilets	Multifunctional OLC (openleercentrum)	Entrance hall/ Waiting space	Speaking room	Bicycle racks
Shower space	Children play hall	Reporting room	Meeting room small	Parking spots
Kitchen	Recreational room small	SER/Work closet	Meeting room large	-
Washing and drying space	Recreational room large	-	GZA offices and workspace	-
Room installations	Educational rooms	-	VVN	-
-	Storage room	-	-	-

### 2.3.2 Spatial conditions for emergency asylum centres in The Netherlands

In the case of emergency centres, there is a differentiating set of guidelines related to the spatial conditions of a location. These differences are the result of different purposes and consistency in the emergency locations compared to the regular asylum centres which are used to accommodate status holders and asylum seekers. The emergency centres are exposed to a lower quality level and amenities provision compared to the regular AZC (COA, 2024d). Additionally, the locations from which a temporary shelter is realized might differ. These could be event halls, business units, tent accommodations, ships and caravans. Hence, the facilities and living spaces might differ per location type (COA, 2023b).

Nevertheless, together with the minister of justice and security, a legal ruling from the Court of the Hague and the COA a program of spatial demands for the temporary emergency shelters was constructed. As stated by the minister, an emergency centre is sober but meets adequate qualitative amenities level. The most important notion is that it covers all basic needs (Staten-Generaal Tweede Kamer, 2022); (Rechtbank Den Haag, 2022). Specifically, the following spatial base points should be applied (COA, 2023b):

- The desired minimal magnitude is 300 asylum places.
- The duration of the emergency centre is between three and 12 months.
- The construction must be fulfilled within a few weeks of confirmation of decision-making.
- New locations must be placed as close to other current asylum centres for efficient translocation of persons.

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- None of the spaces in an emergency centre are implicitly adjusted so it is available to less capable or highly pregnant persons. These will be housed in regular centres.

Whereas there are different minimal spatial demands in emergency shelters than in regular asylum centres there are certain resemblances in both spatial program demands. The emergency demand program defines the spatial facilities not in buildings but in inhabitants' staying quarters and inhabitants' supporting facilities. Table 2.1 shows the facilities which will be used in the comparative analysis. These facilities and demands will be used to perform the spatial conditions comparative analysis for the Silja Europe.

*Table 2.1 Categories physical spaces temporary emergency centre*

<b>(1) Inhabitants staying quarters (living buildings)</b>	<b>(2) Optional inhabitant staying quarters; activity + Services</b>	<b>(3) Inhabitants supporting facilities; reception buildings</b>	<b>(4) Inhabitants supporting facilities: Offices and workspace</b>	<b>(5) Inhabitant supporting facilities; Terrain</b>
Sleeping space	Multifunctional room (OLC) open leer centrum	Security office	Location management (office COA)	Playspace children
Living space/ eating space	Children and activity space	Reception, entrance hall/ waiting space, information desk	COA employee space	Parking spots (extra visiting spots)
Shower space	Optional additions	-	Speaking room	Enough outside space
Toilets	Kitchen/caterer space	-	GZA offices and workspace	-
Washing and drying space	Coffee and tea machines	-	VVN	-
Decentral kitchen/ self-cook	-	-	-	-

### 2.4 Stakeholder model

The use of stakeholder models has become a large topic in management literature. The popularity of the model is directly related to its simplicity and powerful visual representation of underlying connections, interests and stakes between underlying actors (Fassin, 2010). The fundamentals of the stakeholder perspectives model were created by Freeman et al., (2007). By mapping the stakeholder relations, a holistic view is drawn of the interrelations and interests of the stakeholders included in the project of housing status holders on the Silja Europe. Even though stakeholders' interests may vary, in this paper they are generally regarded as aspects related to "economics, social change, work, security and safety, environmental issues, education and awareness" (Florea, 2013).

Whereas Freeman et al, (2007) model draws a stakeholder model from a private firm in the case of housing status holders on a cruise ferry there are other complex interrelations, specifically on the local and governance level. These interrelations are the result of cross-interests and policies associated with the concept of a through-flow centre. By studying the different levels of interrelations between institutions and actors, the stakeholders' interests and their relation to the viability of the project this complexity may be mapped.

Therefore, to create a clear view of these interrelations a stakeholder perspectives model will be drafted. However, the model of Freeman et al., (2007), as critics note, has become outdated and too static for current social constructs. Hence, a more dynamic and improved version of Freeman et al., (2007) model is required (Lamberg et al. 2003, 2008; Fassin 2008). In the article of Fassin (2008) new terminology and a more dynamic and refined approach have been included in Freeman's (2007) model. The refined model created by Fassin (2008) allows for a wider analysis than the original stakeholder model. Whereas Freeman's (2007) model focuses on the interactions between the firm and loose stakeholders no involvement and interaction between the other stakeholders is noted. Due to the complex set of interrelations present on board, this wider analysis allows one to phantom a deeper understanding of the practical situation in this thesis. In this deeper analysis, Fassin (2008) divides the stakeholders into three new categories:

- (1) Stakeholders: "These are the real stakeholders, essentially the classic stakeholders in the original narrow approach – those who have a concrete stake". These are the dedicated stakeholders with a real positive and (or at least expected) loyal interest in the firm.
- (2) Stakewatchers: "There are those stakeholders, such as pressure groups, who do not really have a stake themselves but who protect the interests of real stakeholders, often as proxies or intermediaries". Examples are unions guarding the stake of employees and workers.
- (3) Statekeepers: "The independent regulators, who have no stake in the firm but have influence and control. They impose regulations and constraints, while the firm has little reciprocal direct impact on them". The government tends to be the main generic statekeeper (Fassin, 2008).

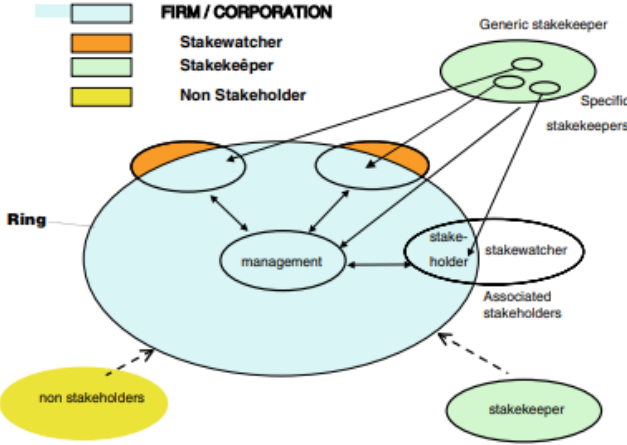


Figure 2.0 The triangular relation between stakeholder, stakewatcher and stakekeeper transposed on the new framework as a solar system (Fassin, 2008).



Figure 2.1. The stake model of the firm (Fassin, 2008).

Due to the corporality nature of both Freeman’s (2007) and Fassin’s (2008) stakeholder model, the model will be used as a fundament to create the stakeholder model for the through-flow centre of the Silja Europe. As a result of the COA functioning as a self-governing body of the government the COA both functions as a firm as well as a government jurisdiction (Rijksoverheid, 2024c). Additionally, the difference between achieving a commercial goal, in a corporate nature, versus the focus on a social effect, such as asylum housing, is important to mention when mapping the stakeholder model. Therefore, it is important to reflect on the relations on a corporate level as well as jurisdictional to create the best fit of the model to the current situation.

**2.4.1 Stakeholder mapping and analysis**

The following step is to conduct a stakeholder mapping and analysis which can serve multiple purposes. First, it allows input for other analyses, to inform development plans or reform a current policy. Moreover, it can be used for institutional assessments. The latter will specifically be used in this stakeholder analysis (Schmeer, 2022). The final stakeholder mapping is portrayed in Chapter 4.3.

By performing a stakeholder analysis, the interests, positions, alliances, and importance related to the project for each of the actors can be measured. In doing so, Schmeer (2022) describes a stepwise guideline on how to conduct a stakeholder analysis. From which the first three steps have already been completed using desk research and further by choosing the case of the Silja Europe to conduct interviews. The following steps will be mentioned in the methodology section in which the interviews are discussed (step 4). Followed by the data collection and analysis section (steps 5 to 7). Finally, the information gathered will be portrayed in the results and discussions. See Appendix III for the instructions for filling in and analysing the stakeholder table

### **2.5. Viability of planning projects**

To assess the usefulness of a project the viability is measured. Viability refers to "the ability to succeed or to be sustained" (Merriam-Webster, 2024). In other academic sources viability is often related to economic viability. The testing of economic viability is most commonly used in housing and planning policies (Ferm and Raco, 2020).

Nevertheless, measuring the viability of a project solely in economic costs would be too limited given the complexity of the case of housing status holders on board the cruise ferry in Rotterdam. Hence, Segawa and Muzinda (2021) have constructed a management decision tool that assesses the viability of a project, which enables the organisation to determine whether to continue or reject a project. In doing so, they created the feasibility assessment framework (FAF) which allows for a full-feasibility study. This framework individually measures five feasibility areas which combined indicate the total viability of a project. Segawa and Muzinda (2021) categorize the feasibility areas used to measure the viability of a project into five generic areas known as TELOS (technical, economic, legal, operational and schedule).

#### **2.5.1 Feasibility Assessment Framework (FAF)**

In the following paragraphs, the theoretical explanation of the TELOS feasibility areas will be discussed according to Segawa and Muzinda (2021). Afterwards, the following sections will discuss how the theoretical foundation will be implemented in the case study research to measure the TELOS feasibility areas.

##### Technical

The technical feasibility is related to assessing alternatives for buildability, functionality/performance, reliability/availability, capacity and maintainability. This research area will be studied by comparing the regular AZC to the emergency through-flow shelter of the Silja Europe using their spatial demand programs and the associated aspects. Additionally, whereas this comparative analysis will be the centre for this feasibility area the alternatives for buildability will be discussed using the insights generated by the semi-structured interviews.

The second part of this feasibility area will be focused on the functionality and reliability aspects of the project. In which interviews with the charterer are conducted to discuss the performance of using the Silja Europe as an asylum centre.

Finally, the capacity and maintainability will be discussed with the COA and charterer including the prospects for the program. However, these will further be discussed in the schedule feasibility area.

##### Economic & financial viability

The economic feasibility is in line with the financial viability of a project. Segawa and Muzinda (2021) measure economic feasibility using a benefits-costs appraisal method such as a costs and benefits

analysis. Since this is somewhat limited this dimension has been complemented with the financial viability. Hence, the following section will clarify how to measure the financial viability of a project.

The financial viability of a project can be measured using different tests. In general, the economic costs and benefits are weighed against each other. If the benefits outweigh the costs the project is economically viable (PPPLRC, 2022). In this paper, an adjusted form of a social costs and benefits (SCBA) analysis will be conducted. An SCBA, in Dutch, called an MKBA, is derived from a standard known formal or explicit cost-benefit analysis which is a systemic tool for identifying, comparing and measuring benefits and costs of a policy intervention, investment project or program of government activities (Bonner S., 2022). However, due to limitations and the scope of this research, a simplified SCBA analysis will be conducted. Hence, as is stated in the handbook of the SCBA, the monetizing of benefits to a currency is the most difficult and time-consuming process, and will thus not be executed (Rijksoverheid, 2012). Therefore, the locus of the SCBA will be directed to categorizing the costs and benefits in order to draft an overview of the costs and benefits. Which may be compared to regular costs and benefits associated with conventional forms of asylum centres. Notably, due to the overlapping commonalities between the effects of the operationality of one's project and the costs and benefits this indicator will likewise be regarded in the operational feasibility area.

In doing so the adjusted SCBA analysis will first categorize the fixed and variable costs associated with housing status holders on the Silja Europe. Further, mapping and categorizing the project benefits using in-depth interviews and policy documents related to the housing of status holders on the Silja Europe. Finally, once this overview has been created the total costs per resident per year will be compared to other forms of asylum housing in a desk research overview complemented by COA sources.

To perform the cost-benefit mapping the SCBA handbook of the central government is used as a guideline (Rijksoverheid, 2012). To gain a common understanding of the terms used in the handbook the following section will clarify the terminology on fixed and variable costs, as well as how benefits are interpreted in financial project analysis. *Fixed costs* in project management are referred to as "*The expenses that remain constant regardless of the project's volume or activity level. These costs do not change with the number of units produced or the duration of the project. Fixed costs are incurred regardless of whether the project is active or not*" (PMI, 2024a). E.G. Salaries and wages of permanent project members, rent or lease payments for project space, insurance premiums, annual license fees and depreciation of project equipment.

Following are the *variable costs* which are referred to as "*The expenses that change in direct proportion to the volume of production or project activities. These costs fluctuate based on the level of project output and can include labour, materials, and overhead expenses*" (PMI, 2024b). E.G. Labour costs, material costs and overhead costs.

Finally, the *benefits of a project* are context-dependent hence it is difficult to limit project benefits to a specific notion or general consensus. The benefits of housing asylum seekers are related to non-tangible benefits. Hence, numerating them may prove to be difficult. Nevertheless, in this thesis

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benefits are regarded as "*The measurable improvement deriving from a result perceived as an advantage by one or more stakeholders, which contributes to the achievement of one or more organizational objectives*" (TWproject, 2021). E.G. quality improvement, cost reduction, error rate reduction and goal succession.

### Legal

The third feasibility check in the framework is related to the legal and various regulatory requirements of the project such as permits and policies. In doing so determining the project's ability to surmount various regulatory and ethical requirements (e.g. EIA, permits, etc.) (Segewa and Muzinda, 2021). In the case of housing asylum seekers and status holders, there are policies created by the COA and regulated by the government which state basic requirements related to physical conditions such as spatial characteristics, amenities, in and outflow of the project, efficiency and if not done correctly fines (COA, 2020a). Moreover, the regulations related to the integration and housing of status holders in Rotterdam will be researched using policy documents and data gathered from the semi-structured interviews.

### Operational

The operational feasibility is referred to as the project's synergetic environmental fitness. This relates to the culture, structure, policies and stakeholder acceptance of the project. In which the culture of a project represents the shared norms, beliefs, values and assumptions of the project team (Schein, 1990). As a result of the presence or implementation of specific culture, structures or policies in the operability of the project, advantages and disadvantages may occur. Hence, the costs and benefit comparison are considered as an indicator of the effects the operability has in terms of the costs and benefits of the project. Additionally, in order to measure the operational fitness of the project a stakeholder mapping and analysis will be conducted via semi-structured interviews (Segewa and Muzinda, 2021). Which allows to research the interactions and interests of this governance and stakeholder arrangement.

Moreover, in this research, the operational feasibility will focus on the environmental impact of the geo-location placement of the Silja Europe at the Merwehaven. In doing so, multiple neighbouring stakeholders have been contacted and questioned related to their experiences. Three semi-structured interviews have been conducted which are complemented by the perspectives of the actors on board the ship including the COA, municipality and other chain partners.

### Schedule

Finally, the schedule feasibility refers to whether the project's goal can be completed in the desired or mandatory time. Hence, the goal of temporarily housing 1500 status holders on the Silja Europe will be researched by studying the current duration of the project and the future expected length

of the project (Mukherjee and Roy 2017). Additionally, as mentioned before the prospects and implications for longer-term use of the Silja Europe as a through-flow centre will be researched and discussed. In doing so, a possible increase in the capacity of the number of status holders will be discussed and how this influences the maintainability of the project (Segawa and Muzinda, 2021).

### **2.6 Conceptual model**

The past paragraphs have given a theoretical overview of the fundamentals of this research. The frameworks and context discussed on the housing of asylum seekers and status holders are used to aid in answering the research and sub-questions of this thesis. First, the challenges associated with the housing of these status holders and asylum seekers, to better understand the struggle of why The Netherlands is in an asylum housing crisis are discussed (van den Hove, 2022). Followed by introducing the COA spatial program of demands (PVE) documents. Furthermore, the stakeholder model from Fassing (2008) and the Feasibility Assessment Framework from Segewa and Muzinda (2021) have been discussed. In doing so, creating an understanding of mapping complex interactions at the Silja Europe and allowing to test the project's total viability using the TELOS feasibility areas.

In combining these theories and frameworks the conceptual model of this research is drawn in figure 3. The model is built in order to test the viability of temporary housing status holders on the Silja Europe at the Merwehaven in Rotterdam. In doing so the combined areas of the project feasibility represent the total viability of the project. In order to measure the project feasibility areas three independent variables are created in the conceptual model: (1) Spatial conditions comparative analysis (2) Cost and benefits comparison and (3) Stakeholder interests. The independent variables are further affected by another level of independent variables. First, the spatial conditions comparative analysis will be conducted by comparing the spatial conditions of emergency and regular AZCs to the spatial conditions of the through-flow shelter of the cruise ferry the Silja Europe. Secondly, the costs and benefits comparison is carried out by comparing the fixed and variable costs versus the project benefits of housing status holders on the Silja Europe. In doing so measuring the economic area and adding to the operational feasibility. Furthermore, the stakeholder interests will be gathered using stakeholder mapping and analysis. This will be conducted by dividing the stakeholders into three categories, stakeholders, stakewatchers and statekeepers (Fassin, 2008). This further allows the influence of their roles, interests, perceptions and experiences in the project operability and schedule feasibility. Finally, after measuring each TELOS feasibility area individually the assessment of these areas will be combined in order to indicate the total viability of the project of housing status holders on board of the Silja Europe as a temporary solution to the asylum housing crisis.

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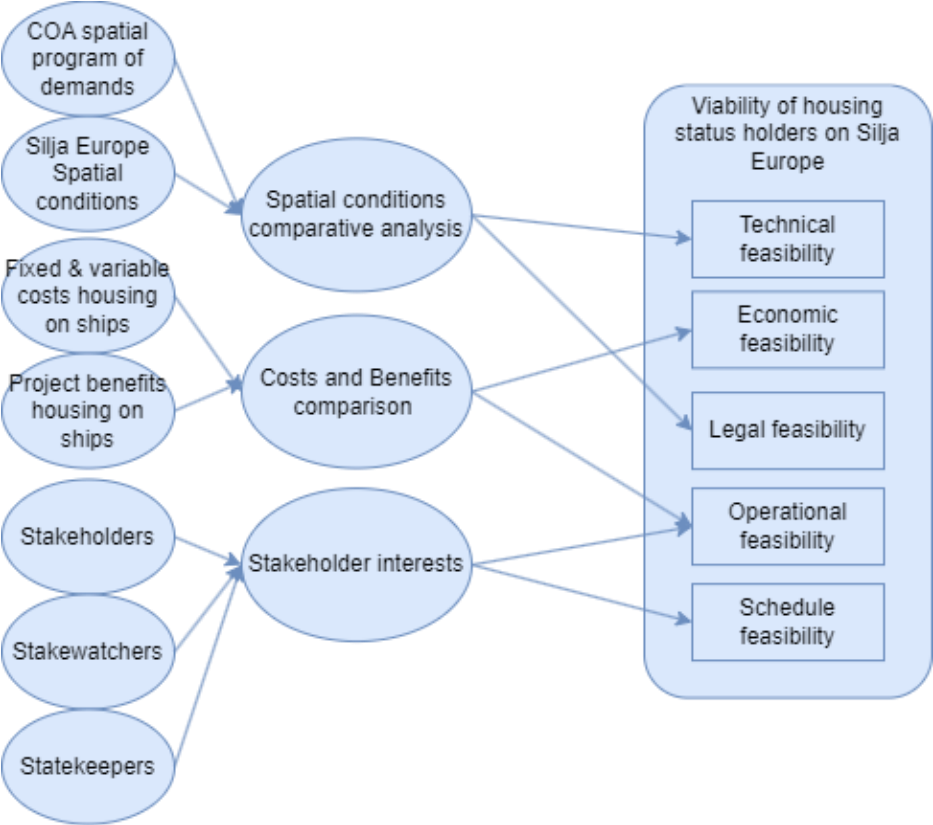


Figure 3. Conceptual Model

### **3. Methods**

The following section will discuss the methodological choices made related to the research philosophy, approach and strategy. Afterwards, the research methods are described, followed by the process in which the data is collected and analysed in this research.

#### **3.1 Research philosophy**

Over the years multiple academia have had discussions over fundamental questions related to the ontology, epistemology and methodology of research. In doing so, discussing how one's beliefs and perspectives on these affect the research process. Nevertheless, there is no way to elevate one over another based on ultimate, foundational criteria (Guba & Lincoln, 1994). However, it is important to evaluate the grounds on which methodological choices are made. In this research, the reality is perceived to be created by the actors themselves. In this case, the stakeholders involved in the project of housing status holders on the Silja Europe create the reality of the case study on board the ship. Furthermore, this is accompanied by the epistemological sense of subjectivism and the fact that multiple realities can exist (Guba & Lincoln, 1994). These realities are constructed through "the interaction of what they already believe and the ideas, events, and activities with which they come into contact" (Ciot, 2009). These perspectives are characteristics of the constructivism paradigm; hence this is the main perspective the paper will follow (Guba & Lincoln, 1994).

#### **3.2 Research approach**

In the following paragraph, the choices related to the research approach are discussed. First of all, as can be noted from the theoretical framework, this research uses already known theory on the subjects of asylum housing in The Netherlands to test the theory in practice. However, as little is known on the subject of housing status holders on ships it is difficult to create a logical theory to practice reasoning. In order to use the known theory on regular asylum housing and still enable to derive new knowledge through the case study an abductive approach is being used in this research. The gathered theory functions as the basis of the research, which further allows to make observations and finally choose the most plausible explanations. This approach allows for a clear vision of the aim and goals of the study and its qualitative design (Thiel, 2014).

As mentioned in the research philosophy the case of the Silja Europe represents a social construct and created reality in which interests, perceptions and experiences have a big influence on the viability of the project. These social constructs are assessed using empirical instruments which are supported from a qualitative stance. A qualitative approach allows one to be more thorough and gain a deeper insight (Tenny et al., (2022)). These deeper insights allow to gather information and draw conclusions from the involved actors on subjects from which little to no knowledge is known. In doing so a holistic overview of the reality on board the Silja Europe can be reviewed. Hence, due to the

unknown and unexplored research field qualitative research is the most suitable form of research for this thesis (Scheepers, et al., 2016).

### **3.3 Research strategy**

Keeping the research goal, aim and prior methodological choices in mind and to efficiently gather qualitative data, for this thesis a case study is most fitting. Foremost, it is important to have a research strategy which is suitable for the practical case of the case study (Van Thiel, 2014, pp. 86-87). In this research, the case of housing status holders on the Silja Europe as a through-flow centre is an example of a mainly descriptive study. Most research or sub-questions aim to describe certain phenomena, interrelations or comparisons between topics. Nevertheless, certain phenomena, such as the concept of a through-flow centre are still rather unknown, hence requiring a more explanatory stance (Sheppard, 2020). The single case study proves to be useful for such research with an explorative or descriptive nature, thus connecting well with the practical case of this research (Van Thiel, 2014, pp. 58-59).

Furthermore, a case study allows for a versatile, comprehensive holistic, and in-depth investigation of a complex issue. The asylum housing crisis is seen as a rather complex issue which has been present over multiple decades induced with many actors and stakeholders. The use of a case study allows for a more embedded data-gathering process. This enables the research to gather practically relevant data in specific codes and themes allowing the sorting of the gathered data. This allows to gain insights and unravel some of this complexity which aids in creating a holistic overview of the project for all actors involved (Harrison, Franklin & Mills 2017).

However, even though a case study can be an enrichment to one's research there are some boundaries which need to be set. Therefore, the research needs to be selective and specific in identifying parameters including the participants, location(s) and or processes to be explored. Finally, a timeframe must be identified if a comparable perspective is to be considered (Harrison, Franklin & Mills 2017).

Once, the methodological considerations support the use of a case study, the following step is to choose a case which has the best fit with the research. Which requires the substantiation of the selected case with the same methodological considerations as noted in the prior sections. In doing so, the choice for the practical case of the Silja Europe has first been deliberated with the cooperation of the COA. This is related to the fact that the Silja Europe is a COA and not a municipal shelter. Nevertheless, the COA does work closely together with the municipality of Rotterdam. As they are responsible for providing an applicable housing unit and initiating integration in Rotterdam for the status holders in the through-flow centre. The practical case of the Silja Europe has been selected due to its uniqueness in the sense that it is an emergency through-flow centre for only status holders. The case of the Silja is the first and largest through-flow centre currently present in the Netherlands with a capacity of 1500 inhabitants. Additionally, the municipality of Rotterdam has been chosen due to Rotterdam being one of the cities in The Netherlands that has initiated multiple projects of housing asylum seekers and status

holders over the past years. Moreover, Rotterdam has been a front-runner in housing asylum seekers for the past decade (CBS, 2022). Both these characteristics and the magnitude of 1500 status holders being housed make Rotterdam an interesting case. Finally, the cruise ferry will be docked until at least January of 2026 (COA, 2024b). This makes it a suitable option for the duration of the research and applicable to further research recommendations. Lastly, while the use of a case study could be enriching for this research, it may also be functional for preparing the fundamentals for future research on cruise ferry asylum. Exemplary, future research on the MS Galaxy which is currently docked in Amsterdam would allow for interesting comparative results.

### **3.4 Research methods, data collection and data analysis**

To correctly execute a case study the research methods, data collection and analysis must be carefully selected. This thesis uses multiple methods to collect and analyse data to create a more comprehensive and synergistic view of the case (Yin, 2014). Therefore, a two-part collection strategy of literature review and empirical data gathering is selected. The data-collecting methods start with desk research followed by observations and performing semi-structured interviews.

#### **3.4.1 Desk Research**

In order to explore and gain some basic insights into theory, related to the case of housing status holders on cruise ferries, a literature analysis was carried out. This desk research allows to concisely dictate what aspects to research before the actual research and empirical data collection can begin. By analysing existing data and creating a foundation of knowledge suitable research and sub-questions have been created (Van Thiel, 2014, p. 106). This explanatory phase of the research is generally focused in the research aim and questions, theoretical framework, conceptual model and finally part of the results. Specifically, the desk research allowed for combining older theories and models with the current practical case of housing asylum seekers on ships, see the section related to the stakeholder model (Freeman, 2007; Fassin, 2008). Additionally, the analysis of theories supports a basis for the deductive coding process and preliminary coding schemes of the semi-structured interview.

#### **3.4.2 Semi Structured interviews**

Once, the desk research has formulated the fundamental theory, the empirical data gathering for the case study can be clarified. First, as little is known about the case of housing status holders on ships semi-structured interviews will be a suitable instrument to gather data. Semi-structured interviews allow to gain deeper insights into the perspectives of actors and stakeholders of the case (Scheepers, et al., 2016). Specifically, the insights from the status holders who are accommodated at the Silja Europe and actors on board may profit from this method of data gathering. Due to its highly subjective and personal few on their stay at the through-flow centre. Additionally, semi-structured interviews allow for generating knowledge through indirect communication on a subject which lacks current knowledge. Compared to other unstructured interviews semi-structured interviews have a preset of open-ended

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questions. This guides the interview to follow the desired line of action for gathering information (Dicicco-Bloom & Crabtree, 2006)

As stated before, the asylum housing crisis is nationally known, however very little is known about what the effects of this crisis are at the local level. Let alone, what impact cruise ferries, which function as asylum centres, have for impact on one's neighbourhood. Hence, face-to-face interviews with the involved stakeholders of the Silja Europe could prove to be fruitful for a qualitative analysis. The interviewees will depend on the availability of the stakeholders and the set parameters of this research. In order to answer the research and sub-questions as clearly as possible the semi-structured interviews will be conducted using interview guidelines. Based upon the number of different stakeholders a differentiation between the interview guides will be made. There are a total of five different interview guidelines presented in Appendix VI to X. The stakeholders and actors who will be interviewed in the case study are noted in Table 5. The interviews planned with the status holders who are accommodated on the Silja Europe will be organized together with the COA to protect this group and create a clear understanding for the interview. In this case, their opinions and experiences on certain services, facilities and amenities will be questioned during the interview. The interviews will preferably be done in English, so no translator needs to be part of the interview.

*Table 3. Interviewees for case study*

Date	Interviewee
30-05	COA senior employee support (EOS)
10-06	COA Project manager ships asylum
12-06	General director MANO
12-06	Program manager asylum municipality Rotterdam
12-06	Alderman integration & housing municipality Rotterdam (IOS)
13-06	Legal team leader VluchtelingenWerk
18-06	General direct charter Slaapschepen
24-06	COA location manager
25-06	COA Case manager
10-07	Local resident 1
12-07	Local resident 2
16-07	Local resident 3
30-07	Resident Silja Europe 1
30-07	Resident Silja Europe 2

The interview guidelines are structured so that a logical order is maintained in relation to the thesis's sub-questions. However, first, an introduction is mentioned to introduce that explains the goals related to the research. Moreover, the structure of the interview is mentioned to the interviewee so he or she has an idea of what to expect. Followed, by the ethical and confidentiality responsibilities related to

the interview. Once, this is done the interview officially starts by introducing questions related to sub-question one and so forth.

### **3.4.3 Observations**

The final instrument in which data is gathered in this case study research is via observations. As stated by Murphy & Dingwall (2007); “direct observations have been described as the gold standard among qualitative data collection techniques”. The use of observations allows for revealing new insights in processes, structures and behaviours which other data collection methods may not have access to (Furlong, 2010). During the case study I will have access to the ship including its spaces and facilities. These observations may be used as additional information on the data gathered through the semi-structured interviews.

### **3.4.4 Data analysis**

The collected empirical data using these two methods will further be analysed to create clear data which enables answering the research questions(s). This paragraph will discuss the data analysis of the semi-structured interviews and observations.

#### **Interview**

The way the interviews will be conducted, online versus face to face, will vary on the possibilities of time and resources of the interviewees. Once, the interviews have been conducted they will all be transcribed, which then allows to start the coding process. Coding allows for categorizing similar data chunks, to quickly find, pull out and cluster that part of the data related to a particular part of the research question. This organizing and displaying of data chunks related to one's research question, hypothesis or other construct allows for drawing conclusions and further analysis (Miles B., et al., 2013). Without coding, the large chunks of data collected by the interview become unclear and crowded.

The data will be gathered by interviewing different stakeholders, which vary from public bodies, COA management, charterers, private actors and the inhabitants of the Silja Europe. As a result of the difference in groups, interests and interview guidelines, these will have to be coded separately. The coding process is divided into two sections. In the first instance, a coding scheme is created using a deductive approach. Hence, creating codes from documented data and concepts discussed in the theoretical framework follows Miles & Huberman's (2013) coding schemes. The second part requires open coding which is based upon an inductive approach in which data is examined using an open stance to generate new codes, which have not been discussed in prior theory (ATLAS.TI, 2024). These new insights may especially prove to be useful for phenomena such as the concept of a through-flow centre as current literature is still lacking on this subject.

The coding tables are sorted in an orderly fashion of the sub-questions. Hence, four coding tables have been made in which each represents a sub-question. The predefined coding tables have been

complemented with open codes which have been found during the coding process. For the actual analysis and coding of the transcribed interviews ATLAS.TI was used. Using ATLAS.TI quotations are marked and further coded. In which the dimensions and indicators were used to categorize the found codes and themes to create an ordered overview. The final coding tables can be found in Appendix XI.

**Observations**

Observations tend to have a high potential for contributing to a case study if it is correctly analysed. Morgan et al., (2017) propose a framework from which single case observations can be used and merged with other qualitative data collection methods to generate case-specific themes and connections. See figure 4. for further explanation of the data collection and analysis sequence.

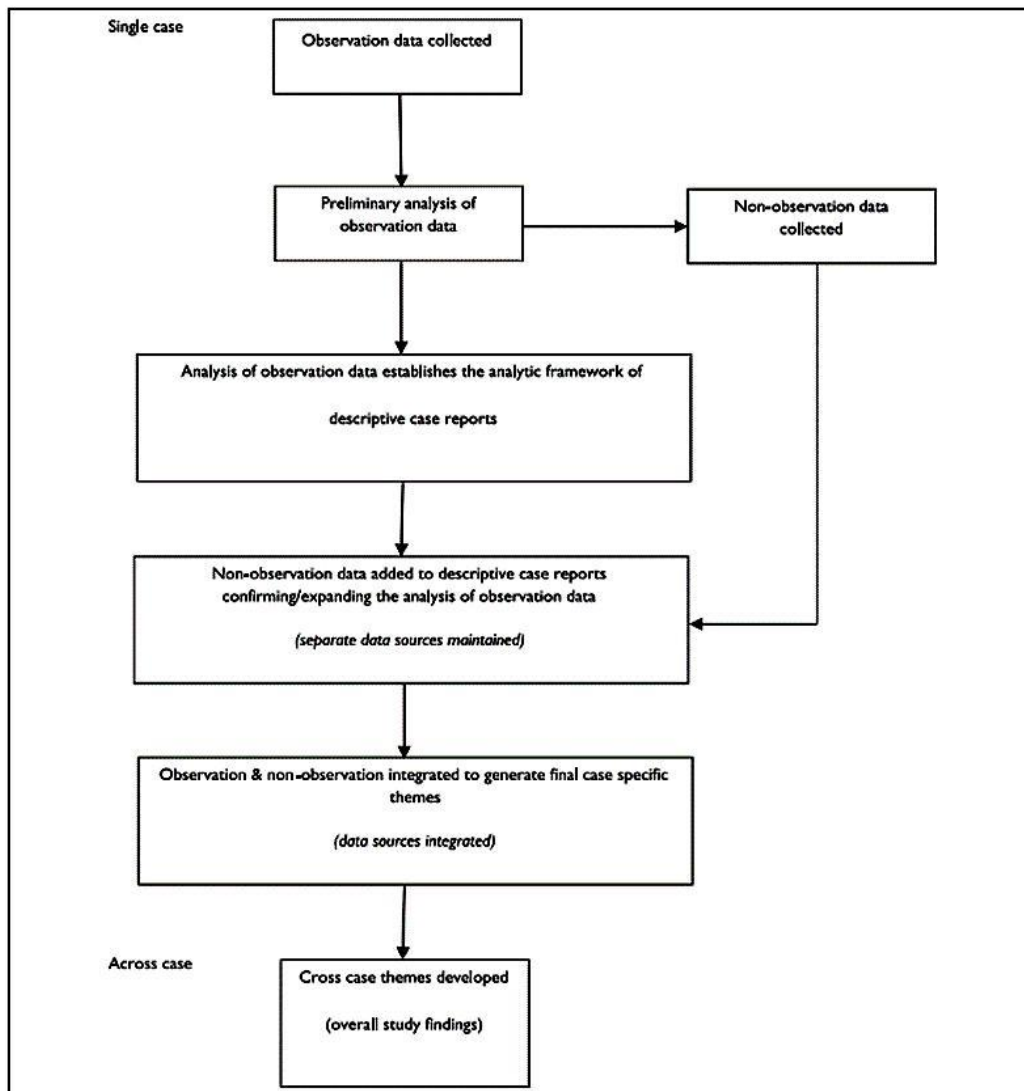


Figure 4. Case study observational research; Sequence of data collection and analysis

**Comparative analysis**

In this thesis the use of Silja Europe as an asylum centre is compared to other alternative and regular asylum housing arrangements. In doing so it provides a spatial analytical foundation of the on and off-board spaces of the Silja Europe in a comparative analysis in chapter 4.3. In doing so, the spatial

program of demands for an emergency centre and regular AZC are compared to the findings of the comparative analysis of the Silja Europe. In the analysis, five categories and their included spaces are measured using three spatial characteristics including the number of facilities, average square m2 and total square m2. In doing so an enumerative analysis is conducted. It is important to critically note that this form of conducting a comparative analysis is simply one manner of conducting research. Hence, in doing so the comparative analysis is solely based on numbers. The numbers and findings of each space are weighted equally, hence associating the same level of relevance to each space. This thesis does note that the framing and relevance, which are associated with spaces, do differ between actors (Brenner & Schmid, 2015). Unfortunately, this thesis's scope does not allow for deep research into the relevance of actors of the Silja Europe. Therefore, it is suggested to relativize the enumerated findings to your own experiences in framing and relevance to spaces.

### **3.5 Reliability, validity and ethics**

#### **Validity**

Validity is an essential criterion for evaluating the quality and acceptability of research. Through testing the validity, the trustworthiness of the data and whether it is evaluating what it is supposed to evaluate (Burns, 1999). In this research, the internal validity has been boosted by using mixed methods. Using multiple data collection methods on the same subject strengthens the validity and evaluation of the data found (Merriam, 1998). Moreover, member checks could improve validity, here the interpretations of the research are shared alongside the results. In the case that results or interpretations differ from the interviewee this can be noted and adjusted in the final research. Therefore, all the respondents will be given the chance to see the final thesis and if desired the pilot version will be sent to the respondents of the interviews.

#### **Ethics**

Finally, as this research will be executed in the form of a case study some ethical considerations must be considered. First of all, multiple actors including a vulnerable target group will be interviewed. The confidentiality of the identity is taken in high regard; hence their anonymity will be protected. Moreover, the data which is generated will only be used for academic ends and will only be distributed to the thesis supervisor, and possible intern/ organizations affiliated such as the COA. As well as, to the participant's self if desired. Moreover, the interviews are completely voluntary, hence the interviewees can stop at any time or refuse questions. Interviewees and participants of the questionnaires will prior to the data collection be notified of all these ethical considerations in an introduction paragraph of both guidelines. The ethical guidelines are followed according to the APA (American Psychological Association) and will briefly be discussed as stated above (American Psychological Association, 2017).

### **Reliability**

The reliability of one's research is heavily dependent on its choice of data collection and analysis. The reliability of research is referred to as the consistency, dependability and replicability of the findings from a piece of research (Nunan, 1999, p.14). As stated in the prior paragraphs this research aims to use a mixed methods data collection plan including desk research, interviews and observations. Using mixed methods can enable a researcher to gather different manners of information which can supplement each other, hence boosting the validity and dependability of the data (Zohrabi, 2013). The reliability of the desk research has been addressed carefully by implementing multiple sources in the explanatory phase of the research, as is discussed in the theoretical framework. In doing so a holistic overview of the related theory has been created.

Even though mixed methods may increase the validity and dependability these, forms of data collection have their advantages and limitations (Zohrabi, 2013). Open interviews have chances of acquiring information which would never have been gathered using other data collection methods such as questionnaires or desk research. Nevertheless, a notion of low reliability for these interviews as a result of in-depth research must be considered. In these interviews, different forms of biases may be present. Due to the complex nature of this research, interviews are important to map the interests, perceptions and experiences of all actors involved. In an attempt to secure the reliability of this thesis multiple different stakeholders including multiple actors from the same institutions or organisations will be interviewed.

Finally, the third method of data collection via observations tends to have some reliability risks associated in the form of research biases. Observer bias may occur when the observer, in this case myself, is aware of the research goals and aims (Bhandari, 2023). As this is the case for this thesis it is important to first be aware of this bias. Secondly, the use of triangulation is necessary to corroborate the findings and verify that they are aligned. Finally, due to its subjectiveness, the made observations will be limited to physical observations related to the spatial facilities and spaces of the Silja Europe. This enables the standardization of protocols for making observations. In doing so the observations can stay objective relative to making observations of actors who are heavily context-dependent (Bhandari, 2023).

## 4. Results and analysis

In the following chapter, the gathered findings and results are described. First, some context is given related to the current housing situation of status holders and a description of the case study in Rotterdam. This is done by combining documents deducted from the desk research and conducting interviews during the case-study research. Followed by a stakeholder mapping and analysis to map the stakeholders, stakeholders and stakeholders in the organizational process of the housing of status holders on the Silja Europe. Once the case has been described, a spatial comparative analysis will be conducted based upon policy documents of the COA and general agreements (GA) drawing of the shipping company Tallink (COA, 2020a; COA, 2023b; Tallink, 2020). After these fundamental results have been discussed the project's viability will be measured using the FAF of Segewa and Meninda (2021). In doing so the TELOS (Technical, Economical, Legal, Operational and Schedule) will be discussed in an orderly format. Which ultimately, allows for measuring the viability of the project of housing status holders on the Silja Europe compared to other emergency arrangements and regular AZCs.

### 4.1 Current situation and problems of case

The following section aims to answer the first sub-question of this thesis: *'What are the housing challenges related to housing status holders in the Netherlands and locally in Rotterdam?'* In doing so the sections start with an introduction of the case study of housing status holders in Rotterdam. Followed by the associated challenges of the case which are derived from the performed desk research in the theoretical framework and supplemented by empirical data gathered through the case study. Nevertheless, to not duplicate all desk research performed in the theoretical framework a small recap will be discussed.

#### 4.1.1 Introduction to the case

The municipality of Rotterdam is home to 671.125 inhabitants on the first of January in 2024, which makes it the second largest municipality after Amsterdam in the Netherlands (CBS, 2024c). Rotterdam is located in the middle-western part of the Netherlands and has been built around the river the Maas. It is seen as one of the largest port cities worldwide, in which they have the largest European port and largest port outside of East Asia, ranking it the tenth largest port in the world (Statista, 2022). Moreover, Rotterdam is one of the most diverse and dynamic municipalities in the Netherlands due to its inhabitants of over 170 nationalities. The municipality focuses on the inclusion and connectedness between Rotterdam, its inhabitants and the future growth they are planning for its community (Municipality Rotterdam, 2021).

In this inclusion and connectedness, the municipality of Rotterdam has always had a place for asylum seekers and status holders. During the peak flows of the asylum crisis in 2015, the municipality housed 22.8 residence holders for every 10.000 inhabitants (CBS, 2022). Rating it one of the more

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involved municipalities in housing asylum seekers and status holders. Nevertheless, Rotterdam has been given a new challenge with their yearly task in which they are to house another approximately 700 accommodations for status holders in their municipality for the first half of 2024 (Rijksoverheid, 2024b). Additionally, according to the new spreading law, they are to realize another 2667 accommodations for regular asylum seekers in 2024 (Ministerie van justitie en veiligheid, 2024). The new regulations and ambitions of the central government combined with an already over-pressurized Dutch housing market prove to be a complex planning issue.

In order to fulfil their yearly tasks and comply with government indications the municipality of Rotterdam, together with COA, aimed to find a solution which would resolve both these problems. Hence, alternative accommodations such as river cruisers were used as temporary asylum centres. Nevertheless, these cruisers are relatively small, and the specific task of housing 700 status holders still required larger alternatives. In seeking to settle this issue the COA, municipality and JenV came to a solution together. After this, the concept of a through-flow centre was constructed. Further action initiated the use of the *Silja Europe* from Velzen-Noord, where it functioned as a regular asylum centre, to the Merwehaven in Rotterdam where it was prepared as a through-flow centre for status holders. The combi-deal as noted by the government was to house 1500 status holders on the *Silja Europe* and start the integration process of their appointed municipality of Rotterdam at an early stage (Ministerie van Justitie en Veiligheid, 2023). Additionally, Rotterdam would receive funding to build another 1125 flex accommodations and redesign 375 care and office facilities into liveable accommodations for these status holders (Rijnmond, 2023). Currently, the municipality has managed to house 394 status holders in the first five months of 2024. Whereas this is not in line with their half-year task appointed by the central government, Rotterdam has managed to house the most status holders of all municipalities of the whole province of South-Holland (Rijksoverheid, 2024b). Additionally, Rotterdam has arranged more housing for status holders in comparison to their task than cities such as Amsterdam and The Hague in the first half year. Figure 5 shows the municipality of Rotterdam and figure 6 shows the Merwehaven at which the *Silja Europe* is docked and the case study has been conducted.

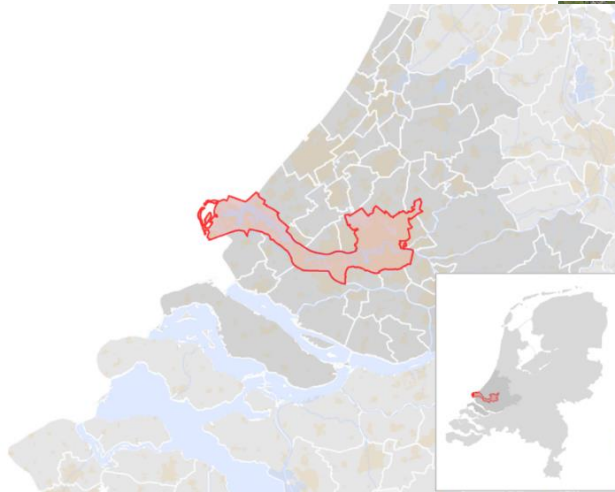


Figure 5. Municipality of Rotterdam (CBS, 2015)

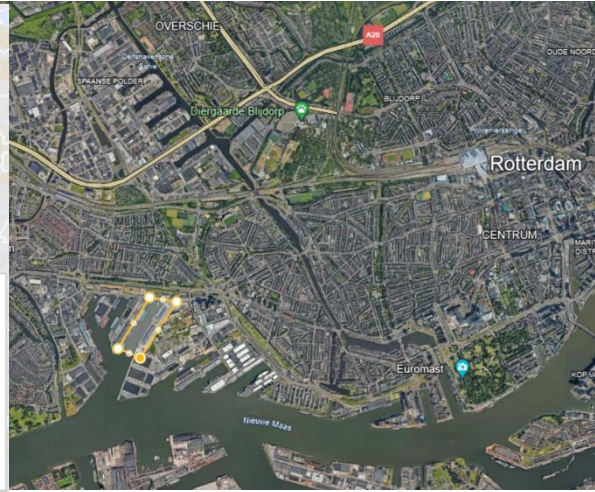


Figure 6. The shaded part presents the dock location Silja Europe, Merwehaven (Google Earth, 2023)

#### 4.1.2 Challenges

As mentioned above the whole of The Netherlands is involved in a large housing crisis which enacts pressure on the asylum housing arrangements provided by the COA. These already pressured arrangements require another 96.000 asylum accommodations to be realized in 2024 to meet the housing demands of the asylum system (Rijksoverheid, 2024). As a result of the spreading law, each municipality must take responsibility and realize another X number of accommodations to assist in closing this gap. In order to fulfil these expectations municipalities such as Rotterdam are to promptly start with realizing these accommodations and housing status holders in its city. However, due to the size of Rotterdam as a city, their given task to house all of these status holders is a large assignment (Project Manager COA, 2024). A first step to realizing this assignment is the “Combi-deal”; the Silja Europe as a through-flow centre.

The following step was physically housing the status holders in their accommodation unit in Rotterdam or a surrounding municipality (Justitie en Veiligheid, 2023). In an interview with a municipality official of the Department of Intake Support Status holders (IOS in Dutch), the concern is stated for the current housing situation. In doing so, she states that there is a lot of frustration by the status holders due to long waiting queues for an accommodation unit. Accompanied by the fact that the flexibility in housing new status holders is limited as the municipality is still busy with housing status holders who should have been housed the prior year (IOS, 2024). This creates difficult situations for the municipality as there are too few housing possibilities currently to reach the set goals related to the duration of the housing process for new status holders. The municipal official IOS states that this is a result of the housing crisis in The Netherlands which influences all inhabitants of The Netherlands. She explains: *“In an intake, we explain that for Dutch citizens there are no houses as well”*.

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Although, the Ministry of Security and Justice suggests the combo deal to be one of the more innovative solutions for the asylum housing crisis and integration, the complexity of associated challenges creates pressure for the actors and institutions at play. Nevertheless, some actors are noted for performing well such as the municipality of Rotterdam noted for its performance on integrating the status holders of the Silja Europe. A casemanager of the COA stated that the municipality of Rotterdam has acted swiftly in their integration process with the status holders. Currently, the duration to be housed in Rotterdam has an average of eight months waiting time. Compared to, other municipalities in which the status holder's integration process and housing aspirations seem to fall behind on both. As the COA location manager of the Silja Europe states; *"In Rotterdam, the process is working, however in other municipalities the process just takes a bit longer"*. The connectedness and the early integration process with other municipalities in the region is a reoccurring issue which seems to be challenging.

Additionally, the specific case of a ship such as the Silja Europe brings its own challenges and complexity locally in Rotterdam. Whereas, prior to this project the COA used the Hotel and Accommodation regulation in which status holders were temporarily housed in hotels and recreational units (COA, 2024d). The Silja Europe differs from these regular arrangements as it is the first large asylum centre which is being used to house status holders in their appointed municipality. This magnitude of the ship compared to the hotels and recreational units differ in capacity and size. Secondly, the Silja Europe is exposed to other international regulations and measurements which need to be taken to prepare a cruise ferry to function as a temporary asylum housing accommodation (Project manager COA, 2024). The process of transforming the Silja Europe into a through-flow asylum centre took over 40 actors alone in the build-up process (Slaapschepen, 2024). After which new actors arose once the ship had been placed, which only increased the complexity of all actors involved in this alternative asylum arrangement of housing of 1500 status holders. As noted by the COA project manager; *"You have another dynamic but also hierarchy as what you normally would have, there are more facets at play"*.

Furthermore, the location of the Silja Europe, the Merwehaven, has been a divided subject for the respondents. Choosing the geo-location for a cruise ferry with the size and depth of 7,5 meters of the Silja Europe is a difficult process, in which multiple aspects must be considered. The charter, who is responsible for the renting and providing of all hospitality on the ship to COA, noted a multitude of technical aspects which need to be suitable. Exemplary, the dock of the Merwehaven is a relatively small dock for the Silja Europe, which forced the charter to have boulders with rather steep chains that connect the Silja Europe to the dock. Moreover, the side the Silja Europe is docked means it enacts with a south-western wind which pushes the ship away at high wind forces (Slaapschepen, 2024). As a result, a contract with tow boats has been signed to keep the Silja Europe from drifting away from the dock under heavy wind force. Additionally, a lot of nautic technical processes are required to prepare the ship for use as an asylum centre. As Slaapschepen states: *"Our back-office is doing a big part of the nautic technique. Exemplary the shore power, the realizing of the interface between the connection you receive"*

*from Tennet and the transformer.”* Hence, finding other suitable locations for the Silja Europe in Rotterdam requires lots of preparation and deliberation before a location is suitable to be used as a location (Slaapschepen, 2024).

### **4.1.3 Concluding paragraph 4.1**

Concluding paragraph 4.1, the housing situation in the whole of The Netherlands has set a troubled stage and a difficult situation for the housing of new inhabitants to the country. Specifically, the status holders on the Silja Europe are experiencing waiting queues for an average of eight months. With the implementation of the Silja Europe’s early integration process, the delays of the asylum and housing process experienced by status holders can assist in being balanced. However, the project of the Silja Europe contributes to its own challenges in the interrelations of actors, policy implementation, technical and geo-locational levels. In the following section, these challenges will be further discussed in relation to the viability of the project. And as stated by the COA location manager; *“Challenges are there to be worked out. You can work on challenges”*.

## **4.2 Stakeholder analysis**

Once, the case and challenges of housing status holders have been described the next section dives deeper into the case study by answering sub-question two; *‘Who are the stakeholders and how does their role as part of this alternative asylum housing arrangement influence the housing of status holders on the Silja Europe in Rotterdam?’*. In order to answer the sub-question a stakeholder mapping and analysis is carried out following Schmeer's (2022) methodology of a stakeholder analysis. The stakeholder model is constructed using knowledge generated in desk research and is supplemented with the semi-structured interview conducted in the case study. The following step is to conduct a stakeholder analysis which can serve multiple purposes. First, it allows input for other analyses, to inform development plans or reform a current policy. Finally, it can be used for institutional assessments. The latter will specifically be used in this stakeholder analysis (Schmeer, 2022). In doing so, the institutional assessment will be discussed in the project analysis. Ending with concluding remarks.

### **4.2.1 Final stakeholder model and elaboration**

The findings of the case study allowed to create an overview of the involved stakeholders of the project of the Silja Europe using the model of Fassin (2008) and Freeman (2007). The graphical mapping of the stakeholders involved in the temporary solution of housing status holders on the Silja Europe at the Merwehaven in Rotterdam is presented in figure 7.

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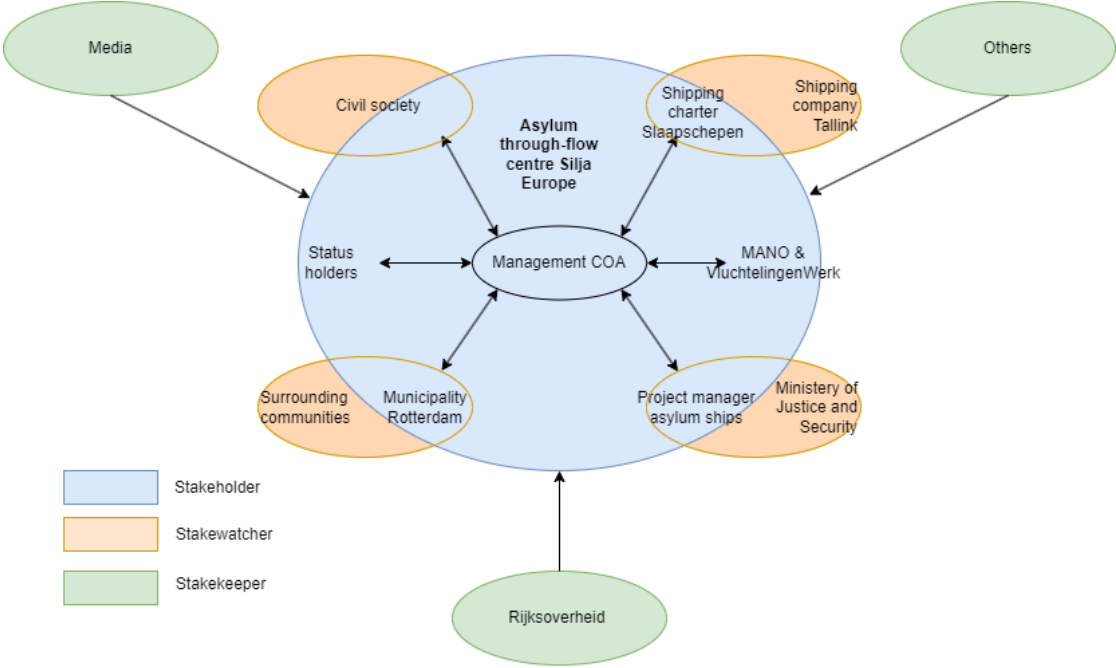


Figure 7. Stakeholder model for the Silja Europe docked at the Merwehaven, Rotterdam.

The following paragraph will give an elaboration on the model to fully understand the model and its interconnections between the stakeholders. First of all, the blue circle represents the project of the Silja Europe which houses approximately 1500 status holders in Rotterdam. Central, is the management of the COA which is the driving force and control the project. Moreover, the orange circles represent the interrelations between stakeholders and stakewatchers as can be seen in figure 2. in the model of Fassin (2008). In doing so the stakeholder is presented by the blue part within the orange circle and the stakewatcher by the orange part within the circle. Stakewatchers do not have a real stake but protect or have influence on the interests of real stakeholders. Hence, the stakeholders and stakewatchers who have an interaction with each other are drawn in the same orange circle indicating their interrelation. Finally, three statekeepers are portrayed out of the model, shaded with a green colour. These statekeepers are independent regulators who officially have no assets or direct linkages to the firm but can put pressure and control on the project by influencing other stakeholders and stakewatchers (Fassin, 2008).

4.2.2 Introduction of stakeholders

Now that the stakeholders and interrelations have been mapped the following section will introduce the stakeholders. In doing so the position and place in the organisation, internal/external role, knowledge of policy, positions on policy and finally general interests of the stakeholders are discussed and described using desk research and the conducted semi-structured interviews with the stakeholder(s). Additionally, their categorization of being a stakeholder, stakewatcher and stakekeeper will be substantiated. The stakeholder analysis will be conducted using the instructions in Appendix III of Schmeer’s (2022) stakeholder analysis table. Unfortunately, due to limitations of this research, the JenV,

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shipping company Tallink and part of civil society were not able to be interviewed. Hence, the stakeholder characteristics of these stakeholders will be discussed using desk research and other information gathered through the case study.

### COA

The first stakeholder that will be discussed is the COA, which is centred in the middle of the stakeholder model as the COA management. The COA short for Central Body Reception Asylum Seekers is one of the main stakeholders which have a concrete stake and loyal interest in the project of housing status holders on the Silja Europe. The COA is a self-governing government body that is responsible for housing and guiding asylum seekers and status holders to a future in The Netherlands. In doing so they are responsible for acquiring and maintaining asylum centres, caring for the safety and liveability in the centres and providing the asylum seekers or status holders with the needed supplies/services (Rijksoverheid, 2024a). In the case of the Silja Europe, the COA is represented by 49 employees. To get a representative image of their stakeholder characteristics four semi-structured interviews have been conducted in the case study. The four employees differ in their hierarchical function within the COA. In this case study an interview with three employees who physically work on the Silja Europa was conducted: the location manager, senior employee support and a casemanager. Lastly, the project manager asylum ships who are part of the COA have been separated in the model as this function is an overarching function for the COA on a national scale. The following section individually discusses the four stakeholders.

#### Location manager

The ultimate responsible employee from the COA management is the location manager on a location. The role of this stakeholder is related to everything associated with the housing and guiding of the residents on the location, in the case of the Silja Europe the 1500 status holders (Location manager COA, 2024). As part of the COA, this stakeholder is part as an internal stakeholder and can promote or adapt implementation. Furthermore, the location manager is very aware of current policies and procedures. The location manager has been a loyal employee of the COA with over 25 years of being employed. Additionally, the location manager has worked through multiple phases and forms of accommodation for asylum seekers and status holders. As she notes; *“Actually I have experienced a lot of times within the organisation. I have also experienced the high inflow of 2015-2016”*. This indicates that the location manager is one of the most experienced employees on the Silja Europe, thus emphasizing her knowledge of policy. In the interview, the location manager mainly stated how remarkable the concept of housing status holders on the Silja Europe was. As to why the project is so remarkable; *“The project is about a very large number of status holders and the collaboration with other parties to make sure that these residents are being housed. That makes it very special”*. She notes that

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even after 25 years she is very much impressed as to how everything is getting organized. Hence, considering the location manager to be supportive of the project of the Silja Europe.

Finally, the interests of the location manager related to the project of the Silja Europe were questioned. The first point of interest on the policy of housing status holders on the Silja Europe was related to the liveability and security of her location (Location manager COA, 2024). In doing so she mentions: *“How can we keep this as liveable and safe as possible for the residents and the surrounding area”*. To ensure this the team on the Silja Europe focuses on providing information to the surrounding inhabitants in the forms of inhabitant meetings with the surrounding neighbourhood. The second interest which came to light was related to the integration process of the status holders. The location manager stated that this is the last stop for the status holders before they get integrated into society. Hence, the location manager notes the importance of the independence of the residents. In doing so;

*“You do not help someone by taking everything off their hands. You have to make them strong, you just have to give them the tools to manage on their own later”* (Location manager COA, 2024).

### Senior employee support

The second interviewee of the COA is the senior employee support (SEO). The function of the SEO is related to the guiding and leading of processes of the COA team. The SEO on the Silja Europe refers to it as: *“I always call it the right-hand of the location manager”*. The SEO has an overarching view of the general team and is involved in difficult issues related to the project or housing of status holders. The SEO has been working for the past 22 years at the COA and has performed multiple different functions related to housing, program leading and more managerial functions (SEO, 2024). Hence, we can note that the SEO has an internal function in the company and has knowledge of asylum policies and procedures related to the housing of status holders.

Next, the stance on the project of the Silja Europe was questioned. The SEO, who had experienced other similar smaller pilot projects, noted that these projects are very functional and allow people to move on instead of having insecurity for the future. This mainly relates to the fact that when one has not been appointed to a municipality or region their current place of residence may vary from geo-location. Exemplary the SEO adds: *“We have experienced that someone is living in centrum East who gets an appointed living accommodation in the West. That person does not want to leave at a certain moment, because he has his church, mosque and built his network there.”* The SEO notes that the use of the Silja Europe as a through-flow project is a very good step for the integration of those connected to Rotterdam. However, the SEO mentions: *“Someone who is connected to Goeree-Overflakkee, Voorne aan Zee, Ridderkerk or Nissewaard, while those are not that far away. For building a network, then you notice that there is too much distance.”* In general, the SEO is supportive of the Silja Europe as a through-flow location but notes some regards related to physical housing and integration which shows more opposite stance.

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Finally, the interests of the SEO are related to the human aspect and interaction of the work on the Silja Europe with the residents. The SEO mentions: “*You just have to build a good relationship with the residents, and that is just very fun to do*”. Additionally, the SEO and Location Manager share the same interest in making sure that the residents are properly housed. In doing so, guaranteeing their liveability and security humanely (SEO, 2024).

### Casemanager

The third interviewed COA employee, who works on the Silja Europe, is one of the casemanagers. The role of a casemanager is associated with the integration process of the status holders. This includes aspects of the Dutch language and participation in society via working or conducting a study. Whenever residents have questions related to diplomas, work issues, contractual or other options the casemanager can assist the status holder (Casemanager COA, 2024). Additionally, a casemanager functions as a connection between other parties such as employment agencies, integration schools and information classes. A casemanager is directly linked to the housing of status holders on the Silja Europe hence it has an internal place in the firm. From the interview the casemanager notes that the function of a casemanager is mostly focused on the individual clients and status holders, and less on the overarching project compared to the SEO and Location Manager (Casemanager, 2024). Hence, this stakeholder has some knowledge of policies and procedures but is more limited compared to the prior two stakeholders of the COA. Interestingly, the casemanager represents a different stance compared to the SEO and Location Manager on the project of housing status holders on the Silja Europe. The casemanager notes that apart from the fact that the ferry can house 1500 and in the future 2000 residents there are few advantages. The fact that multiple organisations are present such as the municipality and MANO is advantageous, alongside the fact that there is a restaurant in which food is arranged for the residents (Casemanager, 2024). Apart from these aspects, the casemanager remains critical of the project. One of the critiques she notes is the uncertain waiting queues and duration of stay which influence the home feeling for some residents. She mentions that: “*The feeling of home, they cannot get that here. And if you are to stay here for nine months, sometimes they leave in four, others are still here after almost a year*”. Hence, the casemanager neighs more towards a neutral-opposed stance of the project.

Finally, in questioning the interests of the casemanager some comparable results with the SEO appeared. The casemanager notes that she enjoys the human aspect of the work as this gives her energy. On the other hand, she states that sometimes it is challenging work as you do not know what to expect and people try to get as much out of your function as possible (Casemanager, 2024).

### **Project Manager program directorate capacity assessment COA**

Whereas the prior three stakeholders physically are assigned to the Silja Europe, the Project Manager of the program directorate capacity assessment realizes the alternative accommodations under

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the COA, including the Silja Europe. In doing so, the project manager realizes the rent of the ships and the operationality before handing the management over to the location manager. During the duration of the project, the project manager stays involved, in case an escalation model is required, or something structurally is going wrong (Project manager COA, 2024). Hence, the role of the project manager has a large focus in the starting phase. After this, the project manager stays involved as an intermediary between the COA and external parties such as Slaapschepen who rents the Silja Europe to COA. Due to this position, the project manager is classified as an internal part of the firm, still being included in the current project of the housing of status holders on the Silja Europe.

Compared to the other stakeholders of the COA the project manager has been fully present in the process of the project of the Silja Europe, from the beginning to the current situation. In doing so, the project manager is responsible for arranging communications between external parties such as Slaapschepen, internal COA management, the JenV, municipality of Rotterdam (Project Manager COA, 2024). In doing so, a lot of knowledge is required related to the spatial demands of the COA, international policies on the use of cruise ferries and project management to properly function in this position. In combining this knowledge, the project manager states how he arranges the complexity of these governance and non-governmental actors; *“You have a whole different hierarchy, that is why I try to divide it without it becoming a whole mess for the appointed leader. And that all sounds hierarchical, but that is what makes it clear for every party”*. Concluding, the project manager of the COA has a large segment of knowledge on policies and procedures of the project. Additionally, the overall stance on using the project to house status holders is supportive, as he states that it is a good manner of housing. However, he does note that: *“I see this as a temporary location”*. One advantage he notes is that the square meters of living space are comparable with the physical demands of a regular AZC land location (Project manager COA, 2024). Additionally, compared to a land location the project offers the possibility to house 1500 persons on a relatively small piece of land. On the other hand, he mentions that due to international regulations making physical alternation to the ship is difficult, hence the need for creativity and flexibility are needed.

Lastly, the interests of the project manager are defined in multiple aspects. First, the project manager notes his first interest is to have a successful continuation of the project. Specifically, between the COA, Slaapschepen and the international flag state crew of the Silja Europe to make sure that the system that he put in place works, and where needed intervenes (Project manager COA, 2024). The second aspect which recurred in the project manager’s interview is the same sense of thought that other employees of the COA mentioned, in which; *“Liveability and security, that finds the captain important. I find that important, Slaapschepen and everybody does”*. He complements this with the stressing fact that even though the municipality is finally responsible for housing this group, the COA cannot leave them on the streets. In doing so, he mentions: *“The COA cannot just leave people on the streets and tell them you are connected to Rotterdam. Good luck report at city hall, that is not how it works”*.

### **Municipality Rotterdam**

In the following section, the municipality of Rotterdam in which the Silja Europe is located is introduced. Together with the Municipality of Rotterdam the COA has sought an alternative solution to the housing crisis. The municipality agreed to cooperate and as a result, the government jurisdictions decided upon the Silja Europe as a through-flow centre (Ministerie van Justitie en Veiligheid, 2023). In order to find out what the perspective and interests of the municipality are regarding this alternative solution two employees of the municipality were interviewed on the Silja Europe. In doing so, the account manager of municipal asylum locations and an official of the Department of Intake Support Status Holders (IOS in Dutch) were interviewed to investigate the housing and integration of status holders in Rotterdam. Both will be individually analysed in the following paragraphs.

### Municipal account manager Silja Europe

The role of the account manager on the Silja Europe is to be the first point of contact for the municipality of Rotterdam. Foremost, the account manager concerns himself with relationship management between internal and external parties on board the ship. Additionally, he is responsible for signaling bottlenecks and other issues (Account manager Rotterdam, 2024). Comparable to the project manager of the COA the account manager of the municipality overlooks the processes on the ferry and is present in need of intervention. As mentioned by the account manager: *“Actually I am like a spider in the web here in the representation of the municipality of Rotterdam. So, a lot of switching between many partners”*. Due to the nature of the involvement and stake the account manager has in the project he is placed as an internal stakeholder of the project. Additionally, his knowledge of policies and procedures is based upon the fact that has been working on the Silja Europe for a couple of months, hence being relatively new. Nevertheless, he had been working at the municipality for over four years in the asylum department (Account manager Rotterdam, 2024). Accompanied with the fact that, he is the first speaking point and handles relationship management, the knowledge on policies and procedures is considered some knowledge.

Furthermore, in questioning his opinion on the project the account manager mentioned that the concept of the Silja Europe absolutely works. The municipality and all partners on the ship try and do everything available to keep the status holders safe and in movement (Account manager, 2024). As to why the concept works as well as it does, the account manager mentions: *“We help them with the integration, we help them with the language. Thus, we are preparing them for the Dutch society here on this ship before they are assigned a land accommodation”*. On the other hand, he states that due to the limiting supply of (social) housing units, some residents have already lived here for over a year and that is just very tough. So, concluding: *“We are very busy with the integration, and that is running very well. Now it is just the question when they will receive a home”*. This stance shows a very supportive perspective on the project for the account manager.

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Finally, the account manager stated his interests as: *“Motivating, challenging and it is politically very sensitive, which makes it even more interesting for myself. Also, it is daily on the news, and I physically experience it”*. As for physically experiencing the project, the account managers note that it is important to see how tough it can be for the residents. The Silja Europe is far from luxury and the residents come from a difficult environment, as they would not flee for nothing (Account manager Rotterdam, 2024).

### Official intake support status holders (IOS)

The second municipal official is the intake support status holders (IOS). The role of the IOS in the project of the Silja Europe is to conduct intakes with the status holders once they get appointed to the region of Rotterdam to further arrange housing. In this process, an initial conversation is held to gather information on physical health and limitations, income and other determinants for what housing might be suitable (IOS, 2024). Once enough information is collected and the file is complete the status holders are placed on a waiting list. Further, once a suitable accommodation has been found and the contract is signed Vluchtelingenwerk helps the status holders with societal questions. Considering the role of the IOS in the project the IOS is placed as an internal stakeholder due to the involvement and having a stake in the project and its residents (IOS, 2024). Additionally, as the role of the IOS is specified to the housing of status holders in Rotterdam the knowledge of policies and procedures is mostly limited towards this specific department and process. Hence, the IOS is stated to have some knowledge of policies and procedures, specifically on the housing of status holders.

In the interview, the IOS mentioned her position on the housing of status holders on the Silja Europe. In doing so she noted a few disadvantages but overall reacted positively on the concept of the through-flow centre: *“Or people will have to sleep on the street or ground or the ship. I see it as a luxurious commodity, they get food here, can sleep and feel safe. And further they have hope and an image of the future”*. To complement this statement, she noted that it brings hope to know that you will be housed even though it might take a long time. In the first intakes, she always mentions that the waiting lists are long, hence the status holders should start with the integration process and learning the language (IOS, 2024). Overall, the IOS supports the concept of a through-flow centre.

Finally, the personal interests of the IOS were discussed on the concept of the Silja Europe. She noted that her function is a real human-to-human job in which she is keen on working with other people. She emphasizes the need to feel empathy and satisfaction whenever a resident can be assisted in their asylum journey. As a closure statement, she noted: *“The aim of the function is obviously to house as many people as possible”*.

### **Special support groups**

The following section introduces two other stakeholders which are NGO's and volunteer foundations. Due to their physical role and services on the Silja Europe both these groups are part of the project. Hence, these groups are both NGO's as well as internal stakeholders which physically represent themselves on board. In doing so, they have a regular physical office and are involved in the decision-making and deliberating processes. The first support group is MANO, which is a Rotterdam-focused support group which aims to stimulate Rotterdammers to participate in society. The second support group which will be individually introduced is Vluchtelingenwerk. Vluchtelingenwerk is a national foundation that assists refugees throughout the whole of the Netherlands.

#### MANO

The first special support group that has been interviewed using the semi-structured interview was foundation MANO. The interview was conducted with the program manager and collectively the director of policy and programs who performs both functions at MANO. Foundation MANO is located on the cruise ferry and has won the tender to provide daytime activities. The focus of the activities is preparing residents for their time living in Rotterdam. In doing so focusing on the knowledge of the city, developing skills and learning the Dutch language. MANO offers activities to all age categories and all other specific target audiences (MANO, 2024). Nevertheless, MANO notes that due to the cruise ferry not being perfectly fitted for children, their emphasis changed somewhat to providing children activities and support. MANO is considered an internal stakeholder which has a stake in the project and can deliberate. The program manager states: *"We get taken seriously, we are not being seen as the social hobby party. I can sit everywhere and give each other feedback"*.

Considering the functions of the interviewee as director of policies and programs, the knowledge of policies and procedures related to the project of the Silja Europe and Rotterdam is considered to be extensive. The interviewee has been working on the project since the beginning and even participated in working on The Volendam, a prior ship docked at the Merwehaven, for Ukrainian refugees (MANO, 2024).

In the following part, the opinion of the interviewee on the current project of the Silja Europe was questioned. The response of the interviewee gave mixed results, first, she mentioned: *"This is a relatively unique chance in the Netherlands that you as a status holder, which is being housed in a region, is currently already present in the region."* Nevertheless, the interviewee noted multiple aspects which she has been informed by residents that were not supportive of the current project. She started by acknowledging that multiple residents had complained about the cooking facilities as there were none due to international building limitations. Additionally, as stated before she mentioned that the ferry is not children-friendly, hence at some moments of the day resulting in a feeling of busyness and chaos. Combined with the fact that everything is secluded within the cruise ferry, there is little motivation for

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residents to undertake anything in the surroundings. Finally, she did note that she supports the overall concept as a through-flow centre and hopes that more will be realized (MANO, 2024). As a result of these mixed statements, MANO is stated as neutral on the project of the Silja Europe.

Finally, the interests of the interviewee functions and personal interests related to the housing of status holders on the Silja Europe were questioned. Foremost, the assisting and personally getting to know the residents on the ship was one of the aspects which stood out. This was complemented by the fact that the interviewee responded that in doing so she likes smaller forms of asylum housing over the large project of the Stakeholder. This was related to the fact that: *“It is difficult to reach residents, on smaller ships this is easier. Because in principle you know practically everyone, and everyone knows each other.”* (MANO, 2024)

### VluchtelingenWerk (VWN)

The second support group facilitated on the Silja Europe is VluchtelingenWerk. The role of VluchtelingenWerk is to support refugees and asylum seekers from the moment they are provided asylum in The Netherlands until they can participate in society on their own. In doing so they focus on the asylum procedure, family reunification and finally integration (VluchtelingenWerk, 2024b). In order to get a deeper understanding the legal team leader of VluchtelingenWerk on the Silja Europe has been interviewed. As for the role of the team leader, she mentioned that compared to other parties on the cruise ferry VluchtelingenWerk is focused on their part. The team of VluchtelingenWerk on the Silja Europe focuses on all legal issues for the status holders such as mentioned above family-reunification and more (Legal team leader, 2024). Considering the position of VluchtelingenWerk related to the project of the Silja Europe, they are confined as an internal stakeholder because they have a stake in the project, due to being physically present as well as offering services to the residents on the ship itself.

In discussing the services that VluchtelingenWerk offers the knowledge of the current project of the Silja Europe was discussed. In doing so, the legal team leader stated: *“Of course, some things are about family, so you learn some clients pretty well. But we have a very specific task to do.”* Considering the complexity of the project of the Silja Europe and VluchtelingenWerk having a specific operational task conferred to legal procedures, the knowledge of this stakeholder on policies and procedures is defined to some knowledge.

During the interview, the interviewee did mention her position on the use of the Silja Europe as a through-flow centre. The focus of the response was related to having a somewhat neutral to opposed view of using the Silja Europe as an asylum centre. The legal team leader started by noting that she acknowledges that the current asylum housing in The Netherlands is constipated and the need for housing status holders and asylum seekers is high (Legal team leader, 2024). However, she is uncertain whether this is the best alternative solution. She notes: *“It is of course a kind of location where people are kind of stagnating in their life.”* On the other hand, she notes: *“It is of course a very good location that you can house so many people at once.”* Other statements related to the unsuitability to children and

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experiences of differentiating sounds from the residents related to the food services complement the natural to an opposed position.

Finally, the legal team leader has two interesting and difficult aspects of the job. On the one side, she aims to help every status holder and is deeply invested in the individual case in helping family reunification. However, likewise, there are another fifty who also apply for family reunification and are also very desperate to be reunited with their family. The interviewee expresses her feelings as: *“Yes, but that is the difficult part because it is a large factory because there are so many people living here.”* Overall, the interests are defined as helping the residents through their legal issues to the best of the team’s ability (Legal team leader, 2024).

### **Charter Slaapschepen**

The following stakeholder is absent in the regular asylum housing arrangements. However, for all ships which are being used by the COA, a charter is required. In the case of the Silja Europe and other ship asylum centres the COA cooperates with Slaapschepen. In order to gain a deeper understanding of the role and perspectives of Slaapschepen an interview was conducted with the general manager (G.M.) who is responsible for most of the contracts. Specifically, the sea ships such as the cruise ferries docked in Rotterdam and Amsterdam.

As a charter you are chartering the ship from the original owner, in the case of the Silja Europe this is Tallink Shipping Company. This means that you are responsible for the ship while you are not the owner. The ship is rented using a time charter, called a BIMCO contract, which is often used in shipping commerce (Slaapschepen, 2024). As a charter you are responsible for all aspects as the general manager states: *“If something were to happen to the ship, even if the crew makes a mistake and it would ram the ship against something, then the bill of that would end up with us and not the owner”*. In renting the ship the basic international crew, called Flag State Crew, includes the minimal number of crew needed on board. Additionally, Slaapschepen delivers everything including all hospitality and services associated with housing the residents (Slaapschepen, 2024). The general manager mentions with this contract one becomes very close to an ownership structure. In conclusion, Slaapschepen is considered an internal stakeholder who has a stake in the project of the Silja Europe.

The results of the interview confer the position of Slaapschepen as one of the decision-making stakeholders in the processes on the ship. As stated by Slaapschepen and the program manager of the COA; *“We draw a triangle, in which we put ourselves in the middle. Then you have the owner on the one side, the hospitality on the other side and the final clients on the final side.”* To facilitate this project, there is a need to have experience and knowledge about international contracts, hospitality and other regulations to reform the operationality of such as ferry. Hence, Slaapschepen is classified as having a large amount of knowledge of policy and procedures for the project.

As a charter for COA, the general manager was asked what his opinion is on the current project

of the Silja Europe compared to other asylum accommodations. Overall, he was supportive of the current use of the Silja Europe. The general manager starts by noting that: *“1500 status holders sound like a lot for us. But it is actually being taken in really well with the community. Especially in Rotterdam.”* This is due to, a ship being very self-contained in having all its facilities on board. Hence, having less impact on the surroundings (Slaapschepen, 2024). Another notion was given to the preference of realizing one larger ship over a comparable capacity spread around smaller ships. Here the interviewee stated: *“I think it is the same amount of work however, once it is realized then it is there.”* Given these remarks, Slaapschepen supports the current project of the Silja Europe.

Finally, both the business and personal interests of the general manager of Slaapschepen were questioned. One of the aspects which stood out was the business case of Slaapschepen which consists of the rental of the ship and the hospitality which they provide for the residents. However, in their business case, the more residents are housed on the ship the less expensive the costs will be. Hence, the more residents on the ship the cheaper the costs per resident will become for the COA. That is why the general manager mentions: *“That is why we are pushing; the more residents are present the better the business case is”*. He complements this by the fact that whenever the duration and size of a project gets extended there are adjustments which they like to make. Exemplary, Slaapschepen decided to make the switch to shore power instead of diesel generators, renewed offices and aimed to create new spaces for its residents (Slaapschepen, 2024). As a result of the changing aim and schedule, the general manager mentions: *“When you are living somewhere for a year then you are having different needs compared to staying temporary for a month.”*

### **Status holders**

The final stakeholders of the Silja Europe which have been interviewed in the case study are the residents of the Silja Europe. These status holders are one of the if not the most important stakeholders in the project of the Silja Europe. Hence, the following part introduces their role on the Silja Europe and their perspectives on being housed on the Silja Europe. In this pursuit, two residents have been interviewed.

In doing so, the position of the status holders in the project is related to being the clientele of the project. In which the project is created to provide service to them in the form of accommodation including all services and guidance in the integration process. Hence, as the project is realized for this stakeholder the status holders are considered internal stakeholders.

Additionally, the knowledge of policy for this stakeholder varies. Both interviewees who were interviewed were able to speak and understand multiple languages, Arabic, Turkish, English and one of the two Dutch (Resident 1, 2024; Resident 2, 2024). In doing so, they are better capable of being aware of policies and procedures related to asylum housing. Complementary, both residents have been on the ship for an extended time of nine months and just over a year, so nearly as of the beginning. Hence, both

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residents score high on the policies and procedures which occur on board the ship themselves. Additionally, both residents knew almost all residents on the ship as well as the employees working there from different organisations such as COA, MANO and Vluchtelingenwerk (Resident 1, 2024; Resident 2, 2024). Combining these findings the status holders are considered to have some knowledge of policies and procedures related to the project.

The following section of the interview questioned their position on using the Silja Europe as a through-flow centre to house status holders. In doing so, a consensus was reached on the living conditions and quality on board the ship. Both residents noted that the housing was not fitted for long-term housing. The living conditions are more fitted for temporary usage for tourists. With maximum a period of a month, not nearly a year (Resident 1, 2024). They make notions of a lack of privacy due to the absence of spaces in which they can be themselves. Their living spaces are very small and have to be shared with another resident. In doing so, it is not possible to both be walking in their room due to the shortage of space (Resident 1, 2024). Additionally, one pressing issue that both residents noted is related to the limitation of fresh air and windows. Due to international regulations, nearly no windows are installed and can be opened. Hence, the air is provided through an air conditioning system which recycles air. Both residents note that the air is very pressing, specifically in their small cabins. Resident one notes: *“You try and catch your breath but that is very difficult for yourself”*. To improve the air pressure, the door must be opened to receive better air, which further limits their privacy. Moreover, both residents agree on the fact that the absence of a cooking facility is a great miss. The use of the central kitchen also has its limitations, however, both residents understand that due to the multiple cultures and nationalities on board, the menu is a difficult issue (Resident 1, 2024; Resident 2, 2024). In conclusion, the residents on board the Silja Europe oppose the housing of status holders on the Silja Europe, especially for longer-term use.

Finally, the interests of both residents were questioned. In doing so, both residents showed a personal motivated interest in integrating into the city of Rotterdam. Foremost they are keen on acquiring a housing unit. After this, they want to create new connections and get to know the city, they are living in. In doing so resident one states on the use of the village square, a collaborative outside space, to integrate with the neighbourhood of Oud-Mathenesse: *“It is a good initiative. Yes, it is good for us as well as the neighbours”*. Besides integrating into their appointed cities both residents had a focus on being able to work. Resident two noted that he would like to continue his studies after which he would like to start working for himself and create his own business (Resident two, 2024). Comparably resident one is very keen on being able to get working as swiftly as possible. In doing so, he mentions: *“I want to work, I am currently staying here too long. So, I want to work now”*. Unfortunately, since his arrival on the Silja Europe, he has conducted multiple interviews but got rejected after some time, which led him to have difficult experiences with receiving a job. To find a suitable job, he reached out to his casemanager who would help him find a suitable job for him to apply. However, that was four months

ago, and he has not heard from anyone since (Resident 1, 2024). This is a cause of frustration as he wants to provide for his family.

### **Civil society actors**

In the basics of stakeholder theory, civil society is referred to as the general public. In which the public is a stakeholder in all corporations (Freeman, 1994). Therefore, it is important to see what influence civil society has on the project of housing status holders on the Silja Europe. According to Crane and Matten (2004), civil society predominantly consists of pressure groups, NGOs, charities and religious groups. Therefore, due to the broad definition and use of this terminology in academia, civil society will be divided in this thesis under civil society as a stakeholder, NGO and Media. Due to the broad definitions and diversified actors the following stakeholder analysis is supplemented by interviews and discussed using overarching desk research to introduce the actors.

#### Civil society as stakeholder

In the case of the Silja Europe, the role of civil society on board the Silja Europe itself is limited. In general, there is no present role on board as it is a confined location with limited access and 24 hours per day security (Rijksoverheid, 2024d). Considering this, civil society is an external stakeholder of the project. Moreover, as civil society relates to a wide range of pressure groups and individuals who form the public a lot of knowledge on policies and procedures in total is known. However, limited knowledge of specific policies and procedures of the Silja Europe is known as this is confined, and project-specific information is not open to civil society. Finally, again due to the broad range of groups, it is difficult to dictate a position on the use of the Silja Europe as well as interests, as these may vary between members of the civil society. As a result, these characteristics of the stakeholder analysis will be not de discussed.

#### Civil society as a non-governmental organization

One of the most representative and physically seen members of civil society which recur in academic papers is civil society as an NGO (Crane and Matten, 2004). Whereas MANO and VluchtelingenWerk are two NGOs, they are considered individual actors who are individually analysed due to their physical role on board the Silja Europe itself. Hence, not being specifically mentioned in this section. Besides MANO and VluchtelingenWerk, the COA involves multiple other NGOs in their locations including Leger des Heils, Stichting Nidos, Rode Kruis, De Vrolijkheid and more. Each of these NGOs has its specific part in cooperating with the COA. Most are present to support asylum seekers or status holders in their asylum process or assist their integration in The Netherlands (COA, 2024e). Those NGOs who are not physically present on the ship or an allocation are classified as external stakeholders. Whereas the NGOs who are present, MANO and VluchtelingenWerk, on board are considered internal stakeholders.

### Civil society as media

The final civil society member in the stakeholder model represents the media. The Media is considered an independent statewatcher in which it is an independent regulator, who has no stake in the firm but has some form of influence and control (Fassing, 2008). The role of media in the project of housing status holders on the Silja Europe is related to the effect it has on the rest of the civil society. In multiple interviews, the media was mentioned as being an external force which influences the neighbourhoods, municipalities and their inhabitants. The senior employee support notes that: *“But that is the image that the media creates. Whenever something happens in a location, it is published in large in the papers. Even though it might happen two or three times per day in the surrounding neighbourhoods.”* Additionally, in the interview with the general manager of Slaapschepen, he notes that the publicity associated with using a cruise ferry as a location can be impactful. He mentions: *“The disadvantage of these big ships is the publicity, in the beginning it was published practically every day in a news article or paper.”* The general manager does note that it differs per municipality’s size whether an excessive amount of news is published. In the smaller municipality the press is continuously being involved (Slaapschepen, 2024). To prepare the civil society for the arrival of the Silja Europe the COA and municipality had decided to arrange an open day in which tours were arranged and the press was invited. In doing so there was little to no reaction or fuss related to the direct arrival of the Silja Europe (Location manager COA, 2024). Likewise, the knowledge of policy, positions and interests for the project of housing status holders may vary due to the broad range of groups who represent the media. Hence, these are difficult and impractical to discuss regarding the aim and scope of this thesis.

### **Surrounding community**

One part which associates itself with the boundaries of civil society are the surrounding communities. However, compared to civil society this part focuses more on the local effects of civil society, they provide infrastructure, impose local regulations and if governmental, impose taxes (Crane and Matten, 2004). In this thesis the surrounding communities represent the residents/businesses and those who affect the environmental fitness of the area at which the Silja Europe is docked. In order to gain a deeper understanding of these surrounding community members, three semi-structured interviews have been conducted with neighbours of surrounding businesses and contact via mail has been pursued. Due to no direct residential neighbourhoods being present in the surrounding area of the Silja Europe, only business owners have been interviewed.

The role of the surrounding residents is somewhat impactful, in which one of the three interviewed residents has been physically on the ship twice and another is in contact with the COA for future possibilities of docking location for the Silja Europe. In which the Silja Europe may be docked at their wharf as a result of future destination plans for the current wharf (Local resident 1, 2024). The

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second surrounding resident has had no contact with the COA itself. However, does participate in initiating activities with the residents of the Silja Europe at the village square. The concept of the village square has been initiated by the third interviewed surrounding resident. Both the second and third local resident who are located next to the Silja Europe have participated in this initiative to create outside and open space for the residents of the Silja Europe (Local Resident 3, 2024). In doing so, they embrace their position and role as a neighbouring business in the area of the Silja Europe.

Due to the nature of the relationship between the project and the surrounding inhabitants the surrounding community is defined as an external stakeholder which functions as a pressure group but does not have a stake in the company itself (Fassing, 2008).

Further, the third interviewed surrounding resident is the spokesperson for the neighbouring building, in which local resident one and two businesses are located. Combined with the operations of his company that create social spatial sustainable areas as an architect, this resident proves to have a lot of knowledge of the policies and procedures associated with project spatial design (Local resident 3, 2024). Comparable, the first surrounding resident, who is an employee at a maritime company that focuses on nautical technical factors of sea ships, is also defined as a stakeholder with some knowledge associated with the technical aspects of the Silja Europe (Local resident 1, 2024). Finally, the second local resident has a less knowledge-based affiliation with the project of housing status holders on the Silja Europe, besides being a close neighbour, hence is classified with little knowledge. In combining the findings, the surrounding community are considered as having some knowledge on policy and procedures associated with the project of the Silja Europe.

In questioning the position the surrounding community has on the project the first and second local residents were mostly supportive of the project whereas, the third local resident was somewhat more critical of the project and its processes. The second local resident noted: *“Everyone is searching for a house. I think it is a good solution because there are just so few houses to find”*. Additionally, another positive notion was added by local resident one: *“In the weekends little happened, but you did have street races and all kinds of illegal activities. And the moment you have people living somewhere then you notice activities like this to withdraw, because you have a lot more social control”*. Nevertheless, all residents mentioned the same doubts about the quality of housing for the residents on the ship for the longer term. Especially focusing on the living spaces and outside spaces available to the status holders (Local resident 1, 2024; Local resident 2, 2024; Local resident 3, 2024). In which the third local resident added to this statement, that the status holders on board the ship of the Silja Europe are in distress for access to open spaces and possibilities to act upon their autonomy. In conclusion, the surrounding community has an overall neutral to supportive stance on the position related to the project of the Silja Europe.

Finally, as all three of the interviewed residents have a relation with the ship or the COA their interests were questioned. The interests showed consensus on the fact that they all acted or were pro the interests and liveability of the status holders housed at the Silja Europe. Nevertheless, some mixed

findings were found. In which third local resident, who focused on the lacking open space and autonomy for the status holders, initiated the creation of a village square to offer more freedom and enact their own outside space for the status holders (Local resident 3, 2024). Local resident two affiliated himself with the stance of local resident three and showed interest in creating a good synergy with the status holders. In doing so, this resident and his business created a workshop to paint flags for the village square (Local resident 2, 2024). Finally, the first local resident who was interviewed had little knowledge of the village square and lived the furthest away from the project of the Silja Europe. Hence, less affiliation with the status holders was present. The main interest related to prospects, as she noted: *“You have to be able to offer a future perspective”* and *“Perhaps also for the COA and the residents on board these ships. Things should not become futile”*.

### **Central government**

The final stakeholder in this stakeholder analysis is the central government which is responsible for two primary processes related to the housing of status holders on the Silja Europe. First of all, it is responsible for creating national policies in place which influence the migration and asylum process in the Netherlands. In doing so politicians are the leading force for enabling laws such as spreading law which was to assist the constipated asylum housing crisis. Nevertheless, politicians are also able to abolish them as can be noted from recent talks surrounding this law (Enneking, 2024).

The second process that the central government is responsible for is regulating and checking the complex and broad scope of the implementation of these policies of institutional laws in practical sense. In doing so the Ministry of Inland Cases and Kingdom Relations (BZK) is often involved in such projects on behalf of the central government (Rijksoverheid, 2024e) Additionally, the central government is responsible for controlling the COA as a self-governing jurisdiction body. The JenV is responsible for this task. Hence, this governing body will be introduced below.

In general, the central government is mostly involved through adversaries of their governing bodies. In doing so, there is little involvement in their direct role as the central government in the project of housing status holders due to the responsibility of the JenV (Rijksoverheid, 2024b). Considering, the central government's capabilities of creating laws and regulations this stakeholder is defined as an external statekeeper.

### Ministry of Justice and Security (JenV)

As mentioned above the JenV is responsible for controlling the COA's responsibilities. In doing so they have a more involved role in the project of housing status holders on the Silja Europe. During the starting phase of the project, multiple jurisdictions were collectively discussing and deliberating the project. One of them being the JenV (Justitie en Veiligheid, 2023). Nevertheless, they are still classified as an external influencer with the role of a pressure group that protects the interests of stakeholders as a

statewatcher (Fassing, 2008). Additionally, the JenV is considered to have a positive stance on the project given the statement of the director-general of the JenV in one of their articles: “*It is remarkable and remarkably nice that this ‘combideal’ has been created*” (Justitie en Veiligheid, 2023). Finally, as no interview has been conducted with a representative of the JenV the interests are not explicitly discussed.

### 4.2.3 Project analysis

After introducing and categorizing all the stakeholders based on their position, internality, knowledge, stances and interests related to the project the following section discusses the project in its totality. In doing so it assesses the project by discussing the alliances, resources, power relations and leadership characteristics of the case. Finally, a general overview of the role of a stakeholder versus stakeholder versus stakekeeper in the project of the Silja Europe is presented.

#### Alliances

An alliance is referred to as “*A union or relationship*” (Webster, 1984). Alliances are formed when two or more organizations collaborate to meet the same objective, in this case, to support or oppose the policy in question. In the case of the Silja Europe, multiple alliances have been formed between the actors.

The first alliance between stakeholders which was found presents itself between the NGOs and the residents of the Silja Europe. In doing so, both stakeholders are opposed to aspects of the asylum accommodation on the Silja Europe. One of these recurring notions is related to the policy of cooking facilities. In which the program manager from MANO, legal team leader from Vluchtelingenwerk, casemanager from COA and the status holders come to a consensus on the disadvantages of having a buffet instead of self-cooking facilities. However, all stakeholders did note the difficulty of resolving this issue. Additionally, there was another mention of concern related to the location’s suitability for children, which stood out from the interviews. As mentioned by the Location Manager, program manager from COA and Legal Team Leader from VluchtelingenWerk the ship is not as suitable for children. Considering that over one-fifth of the current residents are children this may result in challenges for management (Location manager COA, 2024). The final alliance which was presented related itself to the quality of living conditions of the status holders on board. Both the residents as well as the surrounding community confirmed the lack of outside spaces and pressed their concern for autonomous living facilities on board for the residents (Local resident 3, 2024; Resident 1, 2024; Resident 2, 2024).

Comparable to the opposed stances, there are also multiple alliances present that support this policy enactment. For the overall use of the Silja Europe, we can see a large alliance between the internal stakeholders in which the COA, Municipality, Slaapschepen and the project manager have a positive

stance and share the same objective which is creating a successful project in the housing of status holders. The stakeholders add to this that the Silja Europe allows to house a large capacity of status holders during times of scarcity for other accommodation arrangements. In doing so, implying this might just be what temporary is required.

### **Resources**

The following parts discuss the number of resources available and the options to use these resources for the stakeholders. According to Webster (1984), a resource is an “*A source of support or aid*”. Whereas resources are part of a stakeholder analysis this is not the emphasis of this thesis paper. Hence, this part will be briefly explained using the findings from the conducted interviews.

Some notions were made by MANO related to the use of resources. Due to, the hierarchical and strict policy system in place of the COA some funds for the residents cannot be freed up. Exemplary, as the program manager of MANO states: “*We receive our own money from the municipality, so we can also organize a lot that COA cannot. So, if they would want to organize a barbeque but are not able to free up money then we would organize it.*” It is important to note that the organizational structure of the stakeholder influences how they acquire resources. Exemplary for Slaapschepen they are functioning as a business in which their business case would enable them to receive resources. In the case of a foundation, this is related to donations and assistance from governmental institutions. Hence, a large difference is present between the number of resources and the fashion in which these might be used. Likewise, the COA has a limited amount of budget which it receives from the central government, JenV and the Ministry of Foreign Affairs. In which they have to explain the spending of these resources to the responsible governmental jurisdictions (Rijksoverheid, 2024f). Additionally, local resident three mentioned that the spending and resources COA was willing to spend on the village square were quite limited. Which created a difficult setting in order to create the project of the village square.

### **Power relations**

Power relations refer to “*The capacity or ability to accomplish something; ...strength, force or might*” (Webster, 1984). Here, power refers to the ability of the stakeholder to affect the implementation of reform policy due to the strength or force he or she possesses. In researching the underlying relations in the decision-making process of the Silja Europe some hierarchal power relations have been discovered.

First of all, due to the complex structure and uniqueness of the project of the Silja Europe, there is a different power balance between the actors than on regular land accommodations from the COA. As the project manager COA notes: “*So you have here a completely different dynamic but also hierarchy that you normally would have as a location manager.*” In a regular COA location, the location manager is the final responsible employee and ultimately decides what happens on the location. Comparable, to

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the Silja Europe both the project manager COA and general manager Slaapschepen note that the power relations are formed in a triangle in which the COA (Location Manager), Slaapschepen (Charter) and Flag state Crew (Captains and crew) are intertwined in the decision-making process of the Silja Europe. Whereas these three stakeholders have the most effective power on board of the ship they need to work together to run the project of the Silja Europe. As stated by the project manager of the COA: *“Sometimes you have complex issues which affect all three of the parties. That means that two of the three parties will always have to add some water to the wine.”*



Figure 8. Main power relations on the Silja Europe

Whereas these three are the main influx of decision-making and power relations, there are multiple other actors which have the capability to complete or accomplish something through strength, force or might (Webster, 1984). However, these actors will have to be accountable to one of the three actors stated in figure 8. of the power relations. In the case of the COA, they are the renter of the ship, of which the municipality of Rotterdam is the external party who is involved on the ship. With the cooperation of the COA, the municipality has arranged that MANO can function on the ship to provide activities as a foundation. However, whenever MANO wants to accomplish something, it must first pass through the municipality, after which the municipality has to pass it through the COA (Project Manager COA, 2024). Hence, following the hierarchal line of order. Likewise, if the hospitality manager wants to make a decision this is redirected through Slaapschepen before being decided. The flag state crew functions more as an independent interest actor who is rented by Slaapschepen. Their main care on board is the functioning of the ship. Hence, having a large overarching influx on the ongoing operationalities on board.

Another aspect which influences the power relations of the ongoing operationalities on board the ship is linked to a managerial set-up coordinated by the project manager of the COA. In doing so, he has set up a governing committee and an operational working group. The governing committee has been created to focus on structuring policies and general facets of the project. This includes the municipality, harbour companies, COA, Slaapschepen and external governmental bodies. Whereas the governing committee focuses on longer-term policy planning, the working group focuses on the

operational day-to-day factors of the project (Municipal manager, 2024; Project manager COA, 2024). The use of these working groups to split the governing and operational departments allowed the diverse group of actors to have clearer guidelines and goals to manage the project smoothly. In doing so, the project manager of the COA has diverted managerial tasks and the associated power and responsibility of these tasks to different actors in the project.

### **Leadership**

The last project analysis characteristic is to seek the stakeholders who are defined as leaders by discussing their leadership characteristics. According to Webster (1984) leadership is defined as “*To direct the activity; ...to start, begin; ...front, foremost*”. Leadership is specifically defined here as the willingness to initiate, convoke, or lead an action for or against the reform policy, in this case, the Silja Europe.

Considering the prior stakeholder analysis and analysis of power relations multiple stakeholders are confined as leaders. Starting with the location manager of the COA who is in the inner triangle of the main power relation on the ship. Her function dictates to initiate or lead an action for the residents on the ship, as her function is to house and guide the residents who are appointed to the COA, in this case, all of the status holders on board the Silja Europe. The location manager notes that in cooperation with other parties, she aims to keep all actors aligned with the common goal (Location manager COA, 2024). And where needed to intervene. To successfully do so she notes it is important: “[That] *You need to have an aim prepared and you have to make sure that this is seen as a common goal which we can all see. And that is something in which I am very strong.*”

The second actor which shows signs of leadership are the captains from the flag state crew which are under the employment of the charter Slaapschepen. The captain is finally responsible for the safety and processes on and off the ship itself. In doing so the captain abides by the rules which normally are present when conducting sea travels. While this shows signs of leadership and initiative behaviour, it may also result in difficult situations for the other two main power holders on the Silja Europe as the current contextual situation differs. An example of leadership signals which result in a complex situation is a classic example according to the project manager of the COA: “*Somebody smokes in their room. The captain says that person needs to be removed from the ship. But then we have to say and discuss the fact that we have another policy, we are going to warn the resident or give him a fine. But we will not permanently remove him.*”

This leads us to the third actor who is also showing leadership characteristics. As can be seen in the prior quote, the project manager of the COA is involved in complex issues where friction between parties might build up. In doing so he aims to lead an action to support the continuing operability of the project. Moreover, the project manager of the COA was the original initiator and executor of the project from the management department of the COA, indicating more leadership characteristics (Project Manager COA, 2024).

### **Stakeholder vs Stakewatcher vs Stakekeeper**

Lastly, to implement the theoretical model of Fassing (2008) into practice the involved actors have been categorized as (internal/external) stakeholders, stakewatchers or statekeepers. In doing so, the role of each of these actors influences the project differently. To compare the theoretical model to practice this section discusses the general findings of these categorized actors in the case of the Silja Europe.

First of all, the stakeholders presented a mixed interest in the firm. According to Fassin's (2008) theory, these stakeholders are expected to have a positive or loyal interest in the firm. Nevertheless, this was not the case for all stakeholders. The interviewed residents had a more critical stance on being accommodated on board the Silja Europe and noted that they try to be as little on board as possible (Resident 2, 2024). The other stakeholders did associate themselves with the mentioned theoretical image of how a stakeholder is characterized. In doing so, being loyal and generally positive to the project of housing status holders on board of the Silja Europe.

The second actor category is the stakewatcher who compared to Fassing's (2008) represented a suitable fit. In the case of the Silja Europe, the neighbouring residents expressed concern for the residents and their facilities on board and outside spaces (Local Resident 3, 2024). In doing so, trying to protect their autonomy and daily lives. Nevertheless, not all stakewatcher protected the specific project's interests, Exemplary Tallink was mentioned to be the overarching company who Slaapschepen is cooperating with. However, if something occurs on board that changes or damages the ship's structure, it protects its own interests (the ship) by sending fines to Slaapschepen. Additionally, little empirical data was collected on the other stakewatchers, shipping company Tallink, JenV and general civil society.

Lastly, the influence of the statekeepers on board the ship was minimal. As noted by Fassing (2008) these actors have no stake but impose regulations and constraints. Nevertheless, apart from talks of abolishing the spreading law and priority of status holders to social housing by the newly installed governmental parliament, no incremental regulations are present. Comparable the media has had minimal impact as well. Slaapschepen general director does mention that the larger cruise ferries are risky to receiving press attention. In doing so, the Silja Europe received large attention in the media when docked in Velzen-Noord. However, here in Rotterdam, the consensus of the media is as having little influence on the project.

### **4.2.5 Concluding paragraph 4.2**

In concluding paragraph 4.2, the prior sections stated an introduction of all stakeholders including position and organization, internal/external role, knowledge of policy, positions on policy, interests and general project analysis. Overall, mixed results were found based on knowledge and interests. Additionally, the greater part of the stakeholders supports the policy of using the Silja Europe as an asylum centre. Nevertheless, NGOs had a more critical notion of certain living

conditions aspects. Notably, important findings of the status holders, who have to reside on the cruise ferry, are considered as opposed to the policy use. The following part discussed the project analysis including alliances, resources, power and leadership. In which the power dynamic on board the ship has been explained using the triangulation of interrelations including COA, charter and flag state crew. The associated leadership skills of the project were commonly found in the actors who are presented in this power-dynamic decision-making process. Moreover, actors had formed alliances on policy issues such as no self-cooking facilities and questions were raised related to the suitability for children by COA employees and NGOs. The influence and impact of having these multiple actors involved in this alternative housing arrangement have been limited due to a managerial split by the project manager. In doing so a split between the governing and operational committee allowed the involved actors to have a clear set of guidelines and tasks to operate the project smoothly. Finally, when considering the overall stakeholder analysis of the actors involved in the project the interests, perceptions and experiences of the stakeholders, stakeholders and stakekeepers of the actors seem to match with the theoretical notions made by Fassin's (2008) model. Except the internal stakeholders represented by the status holders which do not represent the classical stakeholder image. Additionally, the stakekeepers seem to generally not be very active in the project of the Silja Europe.

### **4.3 Comparative analysis**

The next section focuses on the features of housing status holders on the Silja Europe compared to the broader housing arrangements of the COA, in doing so it will answer sub-question three ; *'How do the housing features for status holders on ferry cruise ships compare to conventional housing types and how is the policy measure to accommodate status holders on cruise ferries embedded within the broader housing arrangements of the COA for status holders in the Netherlands and Rotterdam?'* In order to answer sub-question three a comparative analysis is carried out comparing the five sections of physical spaces noted in the theoretical framework for both the regular asylum centres as well as the emergency centres. The document of the emergency centre and regular AZC Spatial Program of Demands (PVE), constructed by the COA, will be compared with a blueprint of the physical spaces on the Silja Europe using AutoCAD to read and measure the General Agreement (GA) blueprint (COA, 2024). AutoCAD is a software program which allows one to measure lengths, spaces and depths. In the comparative analysis the number of facilities, square meters (m<sup>2</sup>) and total square meters (m<sup>2</sup>) will be used as measurable physical features of the spaces. These characteristics will be supplemented by made observations and information collected via the semi-structured interviews in the case. In doing so the relative numbers of the PVE's will be calculated to the max capacity of 1500 residents on board of the Silja Europe during the comparative analysis. The final category of the terrain will be measured using observations, desk research and measuring the square meters in Google Earth.

The following section first discusses the physical spaces and facilities realized on the Silja

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Europe per category (1) till (5), as stated in the program of physical demands for emergency centres (COA, 2023b). Once these minimum physical demands have been noted, if applicable, the following section discusses additional physical spaces which are not included in the emergency PVE. Hence, these function solely as an extra physical space in the program of physical demands for regular AZCs (COA, 2020a). The final paragraph of each category will compare these characteristics to the spatial program of demands in a comparative analysis. Finally, after discussing and analysing all five categories a concluding remark on the spatial characteristics of the Silja Europe will be discussed.

### 4.3.1 Spatial comparison (1): staying quarters and living buildings

Table 4. Minimal spatial demands emergency shelter: staying quarters

Physical space	Location ship	Number of physical spaces	Average square m <sup>2</sup>	Total Square m <sup>2</sup>	Facilities per resident (Res.)	Conform Emergency PVE	Conform AZC PVE
Sleeping space	Cabins	978	9.39m <sup>2</sup>	9191,1m <sup>2</sup>	1 per 1,54 Res.	Yes	No
Living space/ eating space	Buffet Europa Ocean Club Moonlight bar	3	825,89m <sup>2</sup>	2477.67 m <sup>2</sup>	1,65 m <sup>2</sup> per Res.	Yes	Yes
Toilets	Cabins General spaces	1035	N/A	N/A	1 per 1,45 Res.	Yes	N/A
Shower space (inc. toilets)	Cabins	978	2.26m <sup>2</sup>	2214,05m <sup>2</sup>	1 per 1,54 Res.	No	No
Washing and drying space	Deck 3	4 containers, 24 wash and drying	14,16 m <sup>2</sup>	56,64 m <sup>2</sup>	1 per 62,5 Res.	No	No
(Decentral) Kitchen/ self-cook	N/A	N/A	N/A	N/A	N/A	N/A	No

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The first overarching physical spaces which will be compared are the inhabitants staying quarters including the sleeping space, living space/eating space, shower space, toilets, washing and drying space. The living quarters and living buildings include the similar physical spaces, hence no additional regular AZC physical spaces are listed. In the regular AZC PVE a differentiation is made between regular eight person living units and double four person units. This comparison aims to compare conventional housing solutions, hence the standard living unit format of eight persons is used (COA, 2020a).

First of all the sleeping spaces are represented by measuring the standard cabins on the Silja Europe which are located on deck five, nine, ten and eleven. The Silja Europe has a capacity of 3300 passengers in total, however due to policy of the COA no more than two residents per cabin will be appointed due to the liveability on the ship (Location Manager COA, 2024). Hence, the total amount of possible accommodation units is lower. The sleeping spaces on the Silja Europe are conform the emergency PVE with an average of 9.39 m<sup>2</sup> per two residents which is > 2,5m<sup>2</sup> per resident for the minimum standard. However, it is smaller than the minimum standard for the AZC PVE with 9.39m<sup>2</sup> < 10m<sup>2</sup>.

The living space/eating space which will be used in this comparison is the restaurant which serves three meals per day for the residents. Additionally, the ocean club and moonlight bar are classified as the living space facilities on the Silja Europe. The restaurant which still operates for eating and cooking facilities is the buffet Europa which can be seen in appendix V, Deck plan Silja Europe. The living space/ eating space is conform the emergency PVE with an m<sup>2</sup> per resident of 1.65 which is > the required 1m<sup>2</sup> per resident required. Additionally, the living space and eating space is conform the AZC PVE with an m<sup>2</sup> of 1,65m<sup>2</sup>> the required 1.38m<sup>2</sup>.

The toilets and shower space are included in each of the cabins. Hence, the number of these facilities will be compared to the number of cabins being used. Additionally, the AutoCAD drawing of the Silja Europe is being used to count the amount of toilet in general spaces using the Annotate → find tool (AUTODESK, 2024; Tallink, 2020). In doing so the physical characteristics are conform the emergency PVE with the required toilets for 1500 inhabitants being 60, whereas the Silja Europe includes one toilet per bed. Additionally, it provides another 57 toilets in general spaces. Comparable to the emergency PVE the AZC PVE does provide a required m<sup>2</sup> and number for the toilets. As the toilets are included in the showering space these will be compared together (COA, 2020a).

Hence, the following space is the showering space which is located in each of the cabins. The showering space differs for some of the used suites. Hence, these were measured separately, and the average was calculated. In doing so the shower space do check the amount of shower and washing facilities per resident with one facility per two residents, compared to the required one facility per 15 inhabitants. Further, the total average square m<sup>2</sup> per facility 2.26 m<sup>2</sup> < the required 2.8m<sup>2</sup> in the emergency PVE. Whereas the number of shower facilities are sufficient for the emergency requirements the emergency and AZC PVE have a requirement of an average of 2,8 m<sup>2</sup> and 3.3m<sup>2</sup> for the showering

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space. Therefore, this space does not comply conform both PVE norms. Considering, that the AZC PVE also provides a 1,3m<sup>2</sup> for toilets extra would suggest that the already limited showering space which includes toilets on the Silja Europe also is missing out on the AZC PVE demands. Nevertheless, as no fair measurement can be done this is presented as N/A.

Following the hygienic facilities associated with the living quarters and living buildings are the washing and drying facilities. These facilities are realized on the car deck on level three in the form off four containers facilitated with washing machines and dryers. In order to comply with the emergency PVE the facilities on the Silja Europe must realize one washing machine and dryer per 20 residents. In the case of the Silja Europe 24 washing and drying machines are realized. In doing so the 24 machines realize one machine per 62,5 residents which is not conform the emergency 1 per 20 and neither to the AZC of 1 per 16 residents. Thus, missing out on both PVE's.

The final physical spaces and facilities are the (decentral) kitchen and self-cooking facilities. In the case of the Silja Europe no decentral kitchens and self-cooking facilities are present. This is the result of international law and regulations related to cooking facilities on a cruise ferry which are noted in the CLASS of the Silja Europe (Slaapschepen, 2024). Due to the fact, that this is no necessity in the emergency PVE it will be noted as N/A (COA, 2023b). In the case of the AZC PVE the requirement is not met (COA, 2020a).

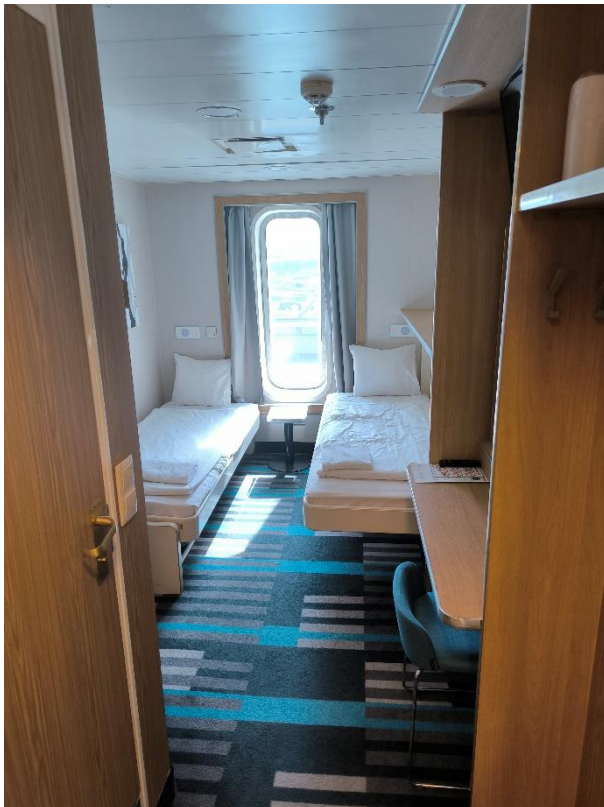


Figure 9. Living space cabin seaside



Figure 10. Car deck washing & drying container

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### 4.3.2 Spatial comparison (2): optional staying quarters: activity and services buildings

Table 5. Optional staying quarters; activity + services

Physical space	Location ship	Number of physical spaces	Average square m <sup>2</sup> Per space	Total Square m <sup>2</sup>	Facilities per resident	Conform Emergency PVE	Conform AZC PVE
Multifunctional room (OLC) open leer centrum	Auditorium	1	90.18 m <sup>2</sup>	90.18 m <sup>2</sup>	1 per 1500 Res.	Yes	No
Children and activity space	Children's play hall deck 7	1	175 m <sup>2</sup>	175 m <sup>2</sup>	1 per 268 (Kids) (Location man. 2024)	Yes	Yes
Kitchen	Buffet Europa deck 7	1	250,41 m <sup>2</sup>	250,41 m <sup>2</sup>	1 per 1500 Res,	Yes	N/A
Coffee and tea machines	Ocean Club, deck 8	4	N/A	N/A	1 per 375 Res.	Yes	Yes

The second category which is used for the analysis of the spatial characteristics of the Silja Europa are the optional staying quarters: activity + services buildings. In doing so the Multifunctional room (OLC) open leer centrum, Children and activity space, Kitchen, Coffee and tea machine facilities

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will be compared to the emergency and AZC PVE (COA, 2020a; COA, 2022). Additionally, in the AZC PVE the small and large recreational room are noted, hence together with the storage room for these spaces these physical spaces will be solely compared to the AZC PVE standards.

The first compared physical space is the multifunctional room (OLC). The Silja Europe provides one large multifunctional room which is used to have meetings, educate or provide for other ends on the ship. In doing so, this physical space conforms to the minimal standards of the emergency PVE. The requirements state one room with an average of 32 m<sup>2</sup> per room. In the case of the Silja Europe, 90,18m<sup>2</sup> > 32m<sup>2</sup> thus conforming to the demands. Nevertheless, the AZC PVE demands at least three rooms for 1000 plus locations. Hence, the AZC PVE demands are not met.

Furthermore, the children and activity spaces on the Silja Europe are located on deck seven at the children's play hall. This space conforms to both the PVE's with having 175m<sup>2</sup> > 32m<sup>2</sup> for emergency PVE and 74 m<sup>2</sup> for AZC PVE. As well as the minimum number of play halls which is one space in both PVE's.

As stated before no decentral kitchens or self-cooking facilities are and can be legally realized on the Silja Europe due to CLASS regulations (Slaapschepen, 2024). However, one of the tasks of the COA is to realize three meals per day for adult residents and five for minor residents (COA, 2023b). Hence, a kitchen or caterer space is required. In the case of the Silja Europe, the COA uses the Europe Buffet restaurant on deck eight. The used kitchen space of 250,41m<sup>2</sup> > the 150m<sup>2</sup> required by the emergency PVE. Additionally, the square meters of space for handing out the food should be at least 75m<sup>2</sup> which is also achieved within the kitchen space. However, in the case of a regular AZC, the residents do have access to decentralized cooking. Hence, not applicable is noted for a centralized kitchen as this cannot be compared in the case of the Silja Europe (COA, 2020a).

Finally, in both the emergency and AZC PVE's a notion is made of coffee and tea facilities. In the case of the Silja Europe there is one coffee, tea, milk and cold-water machine realized on deck eight at the Ocean Club for the residents. In the emergency PVE no clear notion of the number of machines has been noted. Hence, the fact that these are present on the Silja Europe is sufficient to conform to this PVE (COA, 2023b). Furthermore, as stated before in the AZC PVE the use of decentralized kitchens is emphasized. In these kitchens a coffee machine and water boiler are facilitated for the residents. Whereas this differs somewhat from the realized machines coffee and tea is present, hence complying with the demand for this service (COA, 2020a).

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Figure 11. Coffee and tea machines

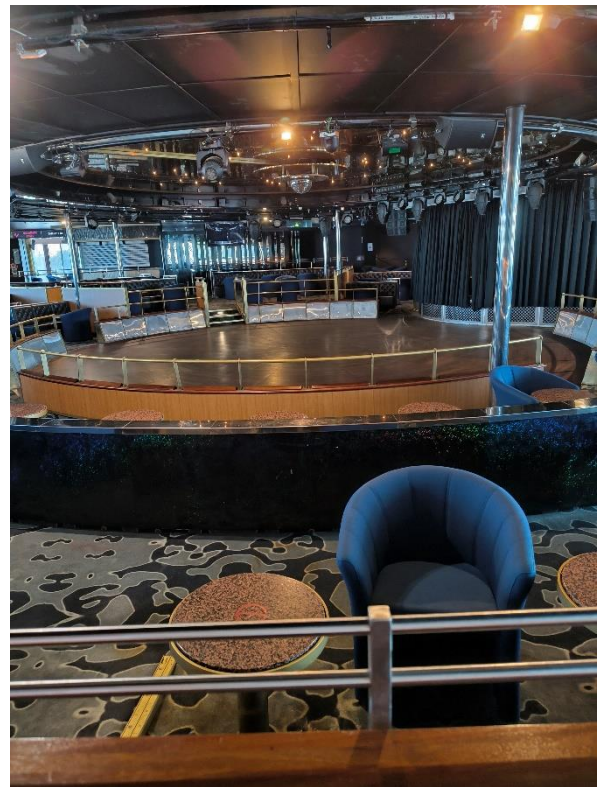


Figure 12. Ocean Club

Table 5.1 Additional AZC spatial program of demands activity buildings

Physical space	Location ship	Number of physical spaces	Average square m <sup>2</sup> Per space	Total Square m <sup>2</sup>	Facilities per resident	Conform AZC PVE
Recreational room small	MANO office & Shop Backstage Moonlight bar Theatre	5	266,08m <sup>2</sup>	1330,42m <sup>2</sup>	1 per 300 Res.	Yes
Recreational room large	Car deck	1	113956,39m <sup>2</sup>	113956,39m <sup>2</sup>	1 per 1500 Res.	Yes
Education room	Deck 12	2	45,45 m <sup>2</sup>	90,90 m <sup>2</sup>	1 per 750 Res.	No

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Additionally, in the AZC PVE, three other physical spaces are noted which are to be present in a regular AZC shelter. Comparable to a regular AZC centre there are no physical rooms specifically dedicated for recreational purposes on the Silja Europe. However, there are some spaces which can and are used for mixed-use, including activities. In doing so a senior support employee states about the moonlight bar: “*And on the seventh, you have what used to be the disco. And that is more of a silence room. Where exemplary also activities can be organized because it is somewhat more remote to the rest of the ship*”. In the case of the Silja Europe MANO is responsible for organizing these activities. Hence, the locations in which MANO organizes its activities are derived from the activity week calendar from MANO which can be found in Appendix V. Using this calendar another four recreational spaces are specified: car deck, MANO office, MANO shop, theatre and backstage. These areas will be divided based on their size in the comparative analysis. In doing so the backstage, MANO office, MANO shop, the moonlight bar and theatre are distinguished as the smaller recreational rooms and the car deck as the large recreational room.

First, the smaller recreational rooms are analysed in the comparative analysis. In doing so the average square m<sup>2</sup> per space of 266,08m<sup>2</sup> > 36m<sup>2</sup> of the AZC PVE. The second requirement is in an AZC of plus 1000 residents one small recreational room per 333 residents must be present (COA, 2020a). This requirement is met in the case of the Silja Europe with 1 small recreational room per 300 residents. Hence, the recreational room small complies with this requirement (COA, 2020a).

Secondly, the left side of the car deck is used for organizing sports activities in which mostly children can learn to ride their bikes, roller skating or take skating lessons (Account manager Rotterdam, 2024). This deck is measured as the recreational room large on the Silja Europe. In doing so the left part of deck three has been measured from the provision lift of the back to the provisions lift to the front minus the four washing and drying containers which are stationed on the deck. In doing so the recreational room large of 113956,39m<sup>2</sup> > 108m<sup>2</sup> is required in the AZC PVE, hence conforms to the PVE.

Finally, the educational rooms on board the Silja Europe are located in conference rooms one and four & five which have been combined into one large educational room. The total square m<sup>2</sup> of this space on board the Silja is 90.90 m<sup>2</sup> < the required 180 m<sup>2</sup> of the AZC PVE. Additionally, the number of facilities is two < the required five. Thus, not meeting the AZC demands.

**4.3.3 Spatial comparison (3): supporting facilities: reception buildings**

*Table 6. Physical characteristics supporting facilities; reception buildings*

Physical space	Location ship	Number of physical spaces	Average square m <sup>2</sup>	Total Square m <sup>2</sup>	Facilities per resident	Conform Emergency PVE	Conform AZC PVE
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Security office	Entrance deck 3	2	23,08m <sup>2</sup>	46,16m <sup>2</sup>	N/A	Yes	No
Reception/entrance hall/ information desk(s) including waiting space	Crew desk deck 7 COA desk deck 12	2	62,69m <sup>2</sup>	188,06m <sup>2</sup>	1 per 750 residents	Yes	Yes
Toilets personal	Deck 3 Deck 12	10	4.58 m <sup>2</sup>	45,82 m <sup>2</sup>	1 per 5 employees	Yes	Yes

Table 6 visualizes the characteristics of the supporting facilities: reception buildings on the Silja Europe including a security office, reception/entrance hall and toilets for personnel.

The first space is the security office which is located at the entrance of the dock as well as the opening of the car entrance of the Silja Europe. The entrance of the dock is measured using Google Earth and observations. Furthermore, the container which is stationed at the entrance of the Silja Europe is measured using standard container sizes and observations (Alconet, 2024). In doing so the measured square m<sup>2</sup> of 23,08m<sup>2</sup> > 18m<sup>2</sup> required in the emergency PVE, hence complying with the requirements for one building of this size. Furthermore, the security office does not conform to the AZC PVE with a total size of 46,16m<sup>2</sup> < 48m<sup>2</sup> for the security office (COA, 2020a).

The second space is the reception area including the waiting hall. Whereas a normal centre would only have one reception desk the Silja Europe has two. The first one is the reception of the crew and hospitality of the ship. The second one is the regular COA reception desk. In combining these spaces, the average of 62,69m<sup>2</sup> for these spaces > (7\*2m<sup>2</sup>+25m<sup>2</sup>) = 39m<sup>2</sup> required square m<sup>2</sup> in the emergency PVE. As for the demands for the reception/entrance and waiting space in a regular AZC the 62,69m<sup>2</sup> for > 36m<sup>2</sup> of average required space in the AZC PVE, thus conforming to these demands.

Finally, the toilets for the personnel for these different reception spaces are measured. According to the emergency PVE, there should be at least two ladies and two gentlemen's toilets of 2m<sup>2</sup> each. In the case of the Silja on deck three one toilet was designed for personal. Additionally, on deck twelve one small toilet and two larger toilet spaces with multiple individual toilets are available just for personnel. Together the total square m<sup>2</sup> on the Silja Europe of 45,82m<sup>2</sup> > 20m<sup>2</sup> (10\*2m<sup>2</sup>) required by the emergency PVE. Therefore, the square meters accompanied by the number of toilets are sufficient. Additionally, the m<sup>2</sup> on board of the Silja of 45,82 m<sup>2</sup> > 36 m<sup>2</sup> (10\*3,6 m<sup>2</sup>) the required regular AZC PVE m<sup>2</sup>, thus meeting these requirements as well.

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Table 6.1 Additional AZC spatial program of demands reception buildings

Physical space	Location ship	Number of physical spaces	Average square m <sup>2</sup>	Total Square m <sup>2</sup>	Facilities per resident	Conform AZC PVE
Reporting room	Tax-free market	1	890m <sup>2</sup>	890m <sup>2</sup>	1 per 1500 Res.	Yes

Lastly, in the spatial program of demands for regular centres, the reporting room has been added to the reception spaces. This space is meant for residents to have a weekly biometric report duty on Tuesday in which they declare that they would like to prolong their stay and make use of the asylum centre). In the case of the Silja Europe this report duty space is located in the tax-free market in which employees use the checkout desks to conduct the weekly biometric check-ups (Location manager COA, 2024). Hence, this space is used in the comparative analysis. In doing so the measured square m<sup>2</sup> of the whole tax-free market of 890m<sup>2</sup> > 36m<sup>2</sup> (18m<sup>2</sup>\*2) of the AZC PVE. Even though the AZC PVE notes there should be two rooms for this space the space of the tax-free market offers plenty of room to divide the space in multiple rooms and desks to conduct the biometric reports.



Figure 13. Entrance security one red/ white containers and entrance Silja Europe located in the opening of the back end of the ship

**4.3.4 Spatial Comparison (4): supporting facilities: offices and workspaces***Table 7. Physical characteristics supporting facilities: offices and workspaces*

Physical space	Location ship	Number of physical spaces	Average square m <sup>2</sup>	Total Square m <sup>2</sup>	Facilities per resident	Conform Emergency PVE	Conform AZC PVE
Location management (office COA)	Deck 12 conference 22 t/m 26	7	26,88 m <sup>2</sup>	188,17 m <sup>2</sup>	N/A	Yes	Yes
COA employee space	Deck 12 conference 12 till 20	6	45,71m <sup>2</sup>	274,29 m <sup>2</sup>	N/A	Yes	Yes
Speaking room	Conference 2,3 & 6,7	4	25,34 m <sup>2</sup>	101,38 m <sup>2</sup>	1 per 375 Res.	Yes	No
GZA offices and workspace	Deck 12, conference 11 till 8	6 (inc. two toilets)	34,39 m <sup>2</sup>	240,74m <sup>2</sup>	1 per 375 Res.	Yes	No
VWN offices and workspace	Deck 7 Fast Lane	1	865 m <sup>2</sup>	865 m <sup>2</sup>	N/A	Yes	Yes

The following section discusses the supporting facilities: offices and workspaces including the location management, COA employee space, speaking rooms, GZA & VWN offices and workspaces. In which the GZA is the health care association for the asylum seekers or status holders and VWN is VluchtelingenWerk on board of the ship. In table 8 the emergency demands in the PVE are described (COA, 2023b). However, in the AZC PVE these are more separated in detail hence, to create a common understanding the following spaces are included in the above-mentioned summarized spaces, see appendix I. (1) Location management includes workspace location manager, workspace one person's room, pantry, archive and working closet. (2) COA employee space refers to workspace more persons (3) the speaking rooms include speaking room secured and general speaking rooms. (4) The GZA sub-spaces in the AZC PVE are summarized together under offices and workspace. (5) The VWN sub-spaces are likewise summarized as the GZA under offices and workspace.

Once these sub-spaces have been clarified the first physical space(s) on the Silja Europe which is compared is the location management. The physical space includes five rooms with an average of 26,60 m<sup>2</sup> per room and a total of 133,0m<sup>2</sup> > the requirement of one room of 18m<sup>2</sup>, thus conforming to the emergency PVE. In the case of the AZC PVE, the above-mentioned sub-spaces' characteristics

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which are included in the location management are accumulated for a shelter of 1000 plus residents. In doing so the requirement is one location manager room, three one-person working spaces, and one archive, pantry and working closet. Accumulated the total  $m^2$  required for the location management is  $84m^2$  which is  $< 133.0m^2$  in the case of the Silja Europe. Hence, the location management conforms to the AZC PVE.

The next space(s) are the employee spaces which are also located on deck 12 in the conference rooms 12 to 20. In this employee space the canteen of the employees is included, which is located in conference rooms 14 and 15. Since these are not operational for working spaces these spaces will be deducted from the total. In both the emergency PVE and AZC PVE the minimal number of workplaces required for 1000 plus residents is 21 with a minimum of  $7m^2$  of space per working unit. Hence, with a total square meter of  $274,29 m^2 > 147m^2 (21*7m^2)$ . Therefore, based on the square meters comparative the employee spaces meet the demand of both PVE's.

The following measured spaces are the speaking rooms which are being used to speak to residents on the ships. There are four speaking rooms available on deck 12 in conference rooms 2 & 3 and 6&7. With an average of  $25,34 m^2$  the speaking rooms conform to both the PVE's  $m^2$  demands. However, in the case of the AZC, the minimum number of speaking rooms required is 5 which is  $> 4$  speaking rooms on board. Thus, not meeting this AZC PVE demand.

The final two spaces are bound to two chain partners present on the ship. The first one focuses on the spaces for the GZA, healthcare asylum seekers in English. The GZA requires three rooms of  $18m^2$  facilitated with a washing table. In the case of the Silja Europe conference rooms 8 to 11 are realized for this purpose. Additionally, a waiting space is centred in front of the swimming pool. In doing so an average square meter of  $33,16 m^2$  was measured with a total of  $240,74m^2$  which  $>$  required  $54m^2(18*3 m^2)$ , thus complying with the emergency PVE. Additionally, the GZA physical spaces in a regular AZC require  $296m^2$  which is  $> 240,74m^2$  measured on the Silja Europe. Hence, the GZA offices and workspaces are not sufficient for the demands of the AZC PVE (COA, 2020a).

The second chain partner is Vluchtelingenwerk (VWN), which is responsible for legal issues for the residents. The office and workspaces of VWN are located on deck seven at the fast lane. The total square meter of the fast lane is  $865m^2$  which  $>$  one room of  $18m^2$  required for the emergency PVE, thus conforming to the PVE. Lastly, the AZC PVE, the VWN requires at least  $162m^2$  of space. In the case of the Silja Europe the VWN office spaces of  $865m^2 > 162m^2$  required space, hence complying with the demands of the regular PVE.

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*Table 7.1. Additional AZC spatial program of demands office buildings*

Physical space	Location ship	Number of physical spaces	Average square m <sup>2</sup>	Total Square m <sup>2</sup>	Facilities per resident	Conform AZC PVE
Meeting room small	Conference 21	1	27,70m <sup>2</sup>	27,70m <sup>2</sup>	N/A	No
Meeting room large	Deck 13 captain's table	1	80,53m <sup>2</sup>	80,53m <sup>2</sup>	N/A	Yes

The final two additional spaces that have been measured are the meeting rooms for personnel. In doing so, the demands for the meeting room small do not conform to the AZC PVE with an average m<sup>2</sup> of 27,70 < the required 36m<sup>2</sup>. Comparable, the larger meeting room does meet the requirements with a total of 80,53m<sup>2</sup> > the required 72m<sup>2</sup> thus, conforming to the PVE.



*Figure 14. Large meeting room captain's table*

**4.3.5 Spatial comparison (5): Supporting facilities: Terrain***Table 8. Physical characteristics terrain.*

<b>Physical space</b>	<b>Location area</b>	<b>Number of physical spaces</b>	<b>Average square m<sup>2</sup></b>	<b>Total Square m<sup>2</sup></b>	<b>Facilities per resident</b>	<b>Conform Emergency PVE</b>	<b>Conform AZC PVE</b>
Outside play space children	Dorpsplein (village square)	1	1924,25 m <sup>2</sup>	1924,25 m <sup>2</sup>	1 per 1500 Res.	Yes	No
Parking spots	Parking Europoint	1133 max	N/A	N/A	N/A	Yes	Yes
Enough outside space	N/A	N/A	N/A	N/A	N/A	No	No

The final category is related to the terrain and its physical characteristics. Due to the nature of the temporary through-flow centre being located on a ship, the terrain is a more exceptional physical space compared to a regular land location. Hence, the physical spaces will be discussed as suitable as they are given the context of the case of the Silja Europe.

The first physical space is the outside play space for children. Seeing the Silja Europe is docked at the Merwehaven, which is a port and business area little to no play spaces for children are nearby. However, recently the surrounding community together with the COA initiated a village square across the street from the Silja Europe including play possibilities. This conforms to the emergency PVE as no metrics are mentioned for the play space. Additionally, eight outside play spaces for children are required for a 1000 plus location with an average of 12m<sup>2</sup> each. In the case of the Silja Europe, the total m<sup>2</sup> of 1924,25m<sup>2</sup> is > 96m<sup>2</sup> (8\*12) required. Nevertheless, the amount of play spaces provided by the village square is less than the AZC PVE, thus not meeting the demands.

The second physical facility for an asylum centre's terrain is related to its parking facilities. During the stay of the Silja Europe developments related to nuisances of parking occurred with the surrounding communities. As a result, there is a parking prohibition next to and in front of the docking location of the Merwehaven (Local resident 2, 204). Due to the parking prohibition, the COA arranged a parking garage on the Marconistraat 16, which is a seven-minute walk to the Silja Europe. The parking garage offers parking spots for the employees (SEO COA, 2024). The parking garage has a maximum of 1133 available parking spaces. The emergency PVE requires 20 parking spots as a minimum, whereas the AZC PVE requires at least 100 parking spots. The parking garage offered enough parking employees. However, due to security and trust issues the COA is resigning the contract soon. So new

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parking options must be considered (SEO COA, 2024).

The final physical characteristic according to the minimal characteristic of the terrain is stated as enough outside space. Due to the subjective nature of this suggestion, this physical feature will be analysed using the semi-structured interview and the perspectives the interviewees provided. First, it is important to note that the aim of the design of the Silja Europe is child-friendly. As a result, the windows cannot be opened on the ship and no outside spaces are open to the residents, besides the smoking area located on a part of deck six (SEO COA, 2024). Due to safety concerns children are not allowed on the smoking deck, which means that children have no outside spaces on the ship itself. Additionally, the Silja Europe is not comparable to a land location where children can go outside at any moment and where play possibilities are present (COA location manager, 2024). As for the outside spaces of the Silja Europe which are present, the SEO of the COA notes: *“You walk over the bridge, you look left and there are some picnic tables and two smoker containers. However, it would have been nice if the terrain was somewhat broader and larger”*. The final outside space which has been created with the surrounding communities is the village square as mentioned before. Even though this proved to be a successful initiative the overall experience from the interviewees represents a perspective of limited amounts of outside space around the Silja Europe. From which the present outside space in the area is mainly represented by the harbour surrounding. About which one of the case managers mentions: *“You are not as likely to go on a nice walk, because it sort of is a comfortless area”*. In concluding the remarks made by the interviews one may say that the enough outside space requirement is not sufficient for both the emergency and regular AZC demands.

*Table 8.1 Additional AZC spatial program of demands for terrain*

<b>Physical space</b>	<b>Location area</b>	<b>Number of physical spaces</b>	<b>Average square m<sup>2</sup></b>	<b>Total Square m<sup>2</sup></b>	<b>Facilities per resident</b>	<b>Conform AZC PVE</b>
Sporting grounds	Dorpsplein	2	N/A	N/A	1 per 750 Res.	No
Bicycle racks	Wharf	900	N/A	N/A	1 per 1,67 Res.	Yes



*Figure 15. & 16. Dorpsplein (Village Square)*

The final comparative analyses will be conducted for the terrain program of demands of the AZC PVE. In this PVE the sporting grounds and bicycle racks need to be analysed. The first physical space requires the centre for 1000 plus residents to have at least three available sporting fields which can be football, volleyball, panna cage or other variants. In the case of the Silja Europe two fields are realized in the village square. Compared to the requirement the Silja Europe does not meet the AZC PVE (COA, 2020a).

Lastly, the amount of bicycle racks needed for a regular centre with a size of 1000 plus residents is at least 500 racks and 75 bicycle spots in which the location may be locked. Using observations in the case of the Silja Europe approximately 900 bicycle spots are facilitated. Additionally, the employees are able to put their bicycles behind fences on deck three to have a separate area which is being secured. The spatial demands for this area are thus being met.



*Figure 17. The wharf next to Silja Europe used for bicycle parking and shisha containers*

### 4.3.6 Concluding paragraph 4.3

In conducting the comparative analysis, the GA drawings of the Silja Europe and policy documents of an emergency shelter and regular AZC were compared (COA, 2020a; COA, 2023b; Tallink, 2020). In doing so, multiple insights have been gathered within the five chosen spatial categories of the PVE's. This section will briefly discuss all five of the categories and discuss their findings in order to answer sub-question three.

The first spatial comparison compared category (1): the staying quarters and living buildings. The findings from the comparative analysis found that for the emergency PVE, the shower and washing/drying spaces criteria were not met. The decentral kitchen or self-cooking facilities are not available but were not applicable for the emergency PVE. Thus, three spaces met the demands, two did not and one is N/A (COA, 2023b). Additionally, the AZC PVE did not meet any of the criteria except for the living spaces/ eating spaces which were largely met. Thus, in category (1) the AZC demand scored one conform and five not conform to the PVE (COA, 2020a). On a side note, the toilets are combined with the shower space, hence no measurement could be made solely for the AZC PVE. In doing so, the bathroom and toilets have been measured and accumulated. In doing so, no exact fair measurement can be made for this space and is noted as N/A.

The following comparison compared category (2): the optional staying quarters: activity + service buildings are analysed. In doing so four overarching spaces were compared and an additional three spaces solely for the regular AZC PVE were measured. In doing so all overarching spaces were conforming to both the emergency PVE as well as the AZC PVE. Except the central kitchen, which is not applicable in the AZC PVE. As for the three additional spaces which were measured, two were conforming to the standards for the regulated AZC PVE (COA, 2020a). However, the educational rooms were limited in their number of facilities. Thus, the AZC PVE scored five conform, one not conform and one N/A in category (2).

The next set of spaces compared category (3): the supporting facilities: reception buildings. In doing so, three overarching spaces of the emergency and AZC PVE were measured, and one additional space was measured. All three of the overarching spaces met the emergency PVE demands. Comparably, the security office space did not meet the AZC PVE requirements. However, the additional space of the reporting room did meet the requirements. In doing so the AZC scored conform on three spaces and did not meet one of the demands.

After the reception buildings were compared category (4): the offices and workspaces of the COA and chain partners were analysed. In doing the analysis five spaces were compared to the PVE's. The overall findings resulted in all of the spaces being conform the PVE's. Except for the GZA office and speaking rooms for the AZC PVE. In which the square meters of the GZA were too small and too few speaking rooms were present on the Silja Europe. As for the additional AZC spaces, the small meeting room did not meet the requirements whereas the large meeting room did. Reflecting on this area, the emergency PVE's are all met whereas the AZC PVE meets four demands for the spaces and

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misses on three demands.

The final set of spaces measured category (5): the terrain and its facilities. In conducting the analysis three overarching spaces or facilities were compared. Additionally, sporting grounds and bicycle racks were measured solely for the AZC PVE. First, the notion of enough outside space is a subjective question, hence this was answered using the expert opinions gathered in the semi-structured interviews. The consensus of the interviewees was that the outside space is too scarce for the residents, hence not meeting both PVE's. The other two emergency demands were met. In doing so the Silja Europe scores two conform, and one does not conform to the emergency PVE. As for the AZC PVE demands section for the terrain, the outside play space for children was also not met, due to too limited amounts of play spaces.

Finally, the sporting grounds were measured in the village square which accounted for two fields which is not sufficient for the AZC PVE. Comparably, the amount of bicycle racks was sufficient with approximately 900 racks located on the wharf. Thus, the project scores two conform to the demands and three not conform to the AZC PVE for the terrain.

In order to answer sub-question three these physical spaces have been measured and compared. In Table 11. the final results of the categories are summarised.

*Table 9. Summarizing results of comparative analysis*

<b>Spatial comparison category</b>	<b>Similar PVE spaces</b>	<b>Conform Emergency PVE</b>	<b>Conform AZC PVE</b>
(1) staying quarters and living buildings	6	3, 1 N/A	1, 1 N/A
(2) optional staying quarters: activity + services buildings	4	4	2, 1 N/A
(3) supporting facilities: reception buildings	3	3	2
(4) supporting facilities: offices and workspaces	5	5	3
(5) Supporting facilities: Terrain	3	2	1
<b>Total</b>	21	17/20 Conform PVE	9/19

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Table 9.1 Additional spaces measured separately for AZC PVE

<b>Spatial comparison category</b>	<b>Additional AZC space</b>	<b>Conform AZC PVE</b>
(2) optional staying quarters: activity + services buildings	3	2
(3) supporting facilities: reception buildings	1	1
(4) supporting facilities: offices and workspaces	2	1
(5) Supporting facilities: Terrain	2	1
<b>Total</b>	7	5/7
<b>Total combined with Table 10.</b>	19+7= 26	14/26 conform PVE

Deducting from the results we can note that the housing features for status holders on ferry cruise ships compared to the conventional housing type of an AZC are lacking. From which 14 out of the 26 requirements are met after conducting the comparative analysis on five of the largest physical spaces noted in the spatial program of demands for the regular AZC (COA, 2020a). Secondly, the broader housing arrangements which the COA provides for status holders in The Netherlands are compared using the minimal standard of the program of spatial demands for emergency centres. In doing so, the Silja Europe meets 17 out of the 20 requirements from which the living quarters and the terrain are the most limiting factor. In general, we can note that compared to the broader housing arrangements and this minimum standard it meets most requirements.

Nevertheless, it is important to note that looking at the results one must have a critical stance. The emergency and AZC PVE differ in their set goals and minimum required spatial conditions. In doing so, the capacity, size and duration of stay for its residents differs. Whereas this normally differs, the Silja Europe is one of the largest temporary emergency shelters with a current maximum capacity of 1500 residents. From which the stay of some of its residents prolonged the maximum stay for emergency centres. Comparable, other centres which have a smaller magnitude, may be more suitable to be compared to the emergency PVE. Whereas some aspects of the Silja Europe may be more suitable to be compared to the regular AZC PVE. The results of both comparative analyses differ to a great extent, thus emphasizing the importance of how we define the goals and category the Silja Europe is related to.

Moreover, as Brenner & Schmid (2015) mention the study of urban formation and function is deeply fragmented. In doing so the relevance and framing spaces might differ between actors. Hence, one might add less relevance to an extra archive compared to larger sleeping spaces. Likewise, as a result of the contextual differences of each emergency location, the practical implementation of the

spaces may vary (COA, 2023b). In doing so, the above-mentioned spaces are classified into certain categories and functions but may differ on a contextual basis. The contextual basis of the Silja Europe has been compared to a general standard set for spaces in other asylum centres. Therefore, this has solely been an abstract enumerative technical comparative analysis. From which this comparative analysis provides an analytical foundation that can be used to determine whether spatial characteristics in the demand PVE are met or not. It does not explicitly mention the functionality, contextuality and relevance of these spaces.

### **4.4. Project viability**

Finally, after describing the case, clarifying who the stakeholders are and comparing the through-flow centre of the Silja Europe to other housing arrangements the following section combines these findings. In doing so it aims to answer the final sub-question four; *‘How viable is the project of housing status holders on the Silja Europe specifically, as a through-flow asylum centre, compared to alternative emergency and conventional arrangements of asylum housing for short-term use?’*. In order to determine the viability of the project of the Silja Europe, the areas of the project’s feasibility will be researched and determined. In doing so this chapter will apply the TELOS (Technical, Economical, Legal, operational and Schedule) areas discussed in the feasibility assessment framework (FAF) by Segewa and Muzinda (2021). Additionally, as stated by Ferm and Raco (2020) the viability of a project is most commonly measured by measuring the financial viability. Hence, the economic feasibility area will be supplemented by the mapping costs and benefits using the SCBA guidebook of the central government (Rijksoverheid, 2012). In doing so this paragraph will create a holistic overview of the viability of the complex project of housing status holders on the Silja Europe, as a temporary solution to the asylum housing crisis.

#### **4.4.1 Feasibility Assessment Framework: Technical**

The technical feasibility area is foremost measured in this research by conducting the comparative analysis in the previously stated sub-chapter. Hence, this comparative analysis will first be discussed. The following part will describe the functionality and reliability of the project. After which the capacity and maintainability of the current situation will be discussed.

First, the comparative analysis was conducted using the GA drawings of the Silja Europe and policy documents of an emergency shelter and regular AZC (COA, 2020a); (COA, 2023b; Tallink, 2020). The findings showed that the Silja Europe lacks characteristics of facilities and spaces to be used as a regular AZC location meeting 14 out of the 26 requirements in the spatial program demands for an AZC. Whereas the comparative analysis for the AZC PVE did not meet most requirements, the emergency centres PVE met 17 out of the 20 requirements. On a critical stance, the COA mentions these demands as the minimal standards (COA, 2023b). Hence, in the functioning of the Silja Europe as an

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emergency centre a technical feasibility score of 100% on the emergency PVE is required to fully function as a suitable asylum centre.

Secondly, the functionality and reliability of the Silja Europe were questioned in interviews with the COA, project manager and charter. The main consensus was that the Silja Europe stays a cruise ferry, which distinguishes itself based upon the goal of its creation and functionality to other cruise ships. As noted by the SEO of COA: *“It is a ferry, normally you would stay here one max two days in which you ferry from the one to another point. It is not a cruise ship on which you stay on for a week”*. Therefore, to make the Silja a suitable asylum centre for all residents it is important to not seek the luxury but to dive deeper into how to create an efficient space. In doing so the need for flexibility and creativity allows for better utilization of the spaces that are available to the COA (Project manager COA, 2024). Whereas the charter has a more business-orientated perspective on the project they associate the fact that it is in their interests to work on the efficiency of the project. As the charter mentions: *“To design it as efficiently as possible. That is something I which we are trying to think along as much as possible”*. Whereas the functionality on board allows for housing children on board the location manager and NGOs MANO and VluchtelingenWerk mention the difficulty in housing children on board the Silja Europe (Location manager, 2023; MANO, 2023; VluchtelingenWerk, 2023). This is a result of limited outside access for children to play and run around. Nevertheless, the consensus is that the current function of the project for short-term is plausible and it works (Account manager Rotterdam, 2024).

The final technical feasible area measures the capacity and maintainability of the project. As mentioned before, the current capacity of the Silja Europe is 1500 residents. However, the latest developments indicate an increase in the capacity with 500 more residents. In doing so possibilities for deck two are being analysed. The realization of deck two would offer another 137 cabins (Tallink, 2020). As noted by the project manager an increase in capacity to 2000 would nearly reach the maximum capacity for the Silja Europe without diverging of their two persons per cabin policy (Project manager COA, 2024). Notably, the duration of the Silja Europe will be prolonged. During the questioning of this in the interviews no objections were made against the prolonging of the Silja Europe. The consensus is that the current state of the project of the Silja Europe is in a stable maintainable position.

### **Reflection technical area**

Finally, in reflecting on the prior sections the technical feasibility area of the Silja Europe does not meet the standards to be considered fully viable for use as an emergency centre. This is due to lacking characteristics in the living spaces and terrain of the project. Likewise, in comparing the viability of an AZC additional spatial demands are lacking. Even though the comparative analysis resulted in not being viable, the functionality and reliability, capacity and maintainability do suffice and meet the technical criteria.

### 4.4.2 Feasibility assessment framework: Economical & financial viability

#### Costs

The first step in order to create a clear overview of the financial viability of the project of the Silja Europe is to distinguish the different fixed and variable costs that occur. Specifically, those costs that differ from conventional forms of asylum housing. In doing so, knowledge gathered from desk research and the conducted interviews will be used to create an overview.

The first large difference noted in fixed costs between a regular land location and the Silja Europe is related to the two largest expenses. The first one is the rental of the ship itself. The rental of the ship is the same, whether the maximum capacity is being used or not. The rental of the ship includes the rental of the flag state crew, which is internationally required when a sea ship is in use. The second expense reflects on the COA renting hospitality from the charterer with a minimum resident component of 900 residents. These 900 represent the other main fixed costs. Hospitality includes everything associated that happens around the resident on the ship, including catering, cleaning reception service, maintenance and much more (Slaapschepen, 2024). In a regular asylum centre the residents are to clean and cook themselves. The costs associated with housing additional residents above the basic 900 become variable. In which the more residents are accommodated on the ship the lower the average costs will become. Doing so, allows the charter to offer a cheaper price per resident per day. As mentioned by Slaapschepen: *“What we like is the more people on board, because the better our business case becomes”*.

Another diverse costly process is the preparation and maintainability of the Silja Europe to enable it to function as an asylum centre. The associated processes bring costs alongside them. Beginning with the start-up stage, to enable the Silja Europe to function as an asylum centre. In this stage, preparations had to be made to qualify the Silja Europe in becoming an asylum centre. In doing so the charterer has made many variable costs. Varying from designing the wharf to making it suitable by supplying vendors, the front and rear pontoon, the gangways and the fences around it. Additionally, the charterer had to rewire the shore power to the east side from the west side due to the location of the ferry being docked. In order to be able to have such a high-voltage power net applied to the ship the charterer facilitates nautical service to connect the ship to Tennet, which is an energy network operator (Slaapschepen, 2024). These are all variable costs which occur at the start-up of a comparable project. Nevertheless, as is noted by the COA project manager: *“Do not forget that a land location often also needs to be adjusted, construction-wise”*. Once the project has been instated other variable expenses occur. One of the largest variable expenses is related to power. Specifically, in the beginning stages of the Silja Europe when the power for the ship was generated using diesel generators to power the ship. Even though the diesel generators have been replaced using a shore power connection with Tennet, these are still one of the largest expenses (Project manager COA, 2024). Finally, there are some other expenses related to contracts and obligations to partners which are normally not present in a regular asylum

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location. Exemplary, the Silja Europe has contracts with tow boats in the case that strong winds occur, and the ship needs to be pushed against the shore to not drift away (Project manager COA, 2024).

### **Benefits**

After identifying the costs which are unique in housing status holders on ships compared to regular alternatives, now the benefits will be discussed in the following section. First of all, it is important to note that compared to a regular costs and benefits analysis, which are mainly focused on numerical costs and benefits, the benefits of the project of the Silja Europe are noted in societal effects that the project enacts. Hence, it is difficult to make a clear distinction whether the costs outweigh the benefits. However, in clarifying the costs and benefits one might distinguish between different asylum housing forms and note its shortcomings or disadvantages based on the weighted financial viability.

In doing so the first benefits associated specifically with the case of sea ships is related to the use of the flag state crew, which is obliged to be rented alongside with the cruise ferry. Besides the regular tasks this crew has to keep the ship operating, it has also been tasked with participating in the service of the offered hospitality by the charter, in doing so cutting costs (Project manager COA, 2024). Additionally, as mentioned before the diesel generators were swapped for a connection to the electricity grid of Tennet. This is one of the examples in which the charter and the COA are trying to create a more sustainable case for the project. In this case the charter mentions: *“How longer it is docked the more permanent certain aspects will become such as the shore power, then you will start doing real adjustments to the ship”*. In doing so further adjustments could be made related to the interior spaces to create more comfortable offices, better study spaces and in doing so trying to improve the quality of the ship for employees and residents.

Whereas both benefits mentioned are directly linked to the ship itself the following benefits are linked to the general asylum housing crisis and solutions to this crisis. Due to the scarcity of possible land locations and the increasing need for more asylum accommodations, the use of spatial water seems to offer plausible alternatives. Additionally, one of the benefits mentioned compared to the use of other smaller ships such as river cruisers, is the relative impact of the shelter. The impact experienced by the surrounding community compared to having to divide the 1500 residents over smaller river cruisers is relatively small according to the charter. He mentions that approximately 15 river cruisers are required to house comparable numbers of residents and these river cruisers individually pose almost a similar impact on the surroundings (Slaapschepen, 2024). Connected to the fact of being able to house a large capacity on one ship is the stated target of housing status holders for the municipality of Rotterdam. Rotterdam is the second largest city in The Netherlands, thus has been appointed a higher housing target than most other regions (Project manager COA, 2024). By creating accommodation on the Silja Europe Rotterdam is aided in meeting these requirements. Finally, the concept of the through-flow centre allows for an earlier integration process and better future prospects for the residents. The SEO of the COA mentions about housing status holders in their appointed municipality: *“I have seen that it is better if*

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you make such a choice, in that case people are at least able to go on forward”. Besides better prospects the current situation on board the Silja Europe is generally calm. One of the reasons for this according to MANO is: “We can prepare people on the ship for the moving to Rotterdam. So, it is a lot more stress relieving, so I think that is really great”. Overall, all governmental parties involved have a positive stance on the benefits of the housing of status holders in their appointed region and the early start to their integration.

**Overview**

Table 10. summarizes the previously mentioned costs and benefits associated with the housing of status holders on the Silja Europe.

Table 10. Costs and benefits mapping

<i>Costs</i>	<i>Benefits</i>
<u>Fixed costs</u>	<u>Cost reduction</u>
Rent cruise ferry and personnel	Flag state crew offers hospitality
Minimum hospitality	
<u>Variable costs</u>	<u>Quality improvement</u>
Extra hospitality 900+ residents	Sustainability increase
Adjusting spaces on board	
Designing wharf	<u>Error rate reduction</u>
Services charter	Large capacity
Power (Diesel generators -> Tennen)	Land shortage so water usage
External contracts (Towboats)	
Services and employees COA	<u>Goal succession</u>
Additional employment contracts (Security)	Housing target Rotterdam
	Concept through-flow location
	Early integration

**Financial comparison housing arrangements COA**

Due to the scope and limitations of this research a full SCBA has not been conducted. Nevertheless, to specifically dictate the financial viability of the project, the following section will discuss conducted research by the COA and other sources to compare the costs per resident per year with other alternatives to housing status holders. In doing so, seeking the relative financial viability of housing status holders on the Silja Europe solely based on costs.

In recent key numbers of the COA the average cost to house a resident in 2023 accumulated to €47,800. In which regular asylum arrangements have an average cost of €30,400 per year. In comparison

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to the regular asylum centres the costs of housing and residents in an emergency shelter is over double with an average of €69,400 per resident per year (COA, 2023d). Notably, the COA states:” *There is a massive difference in costs between each emergency arrangement*” In other documents mentioned by researchers from the Trouw research between these emergency arrangements was conducted. One of the most expensive asylum housing arrangements is the hotel arrangements in which the COA enacts municipalities to house status holders in their appointed region in hotels or other accommodations that qualify under the policy arrangement (COA, 2024e). The average cost of the Hotel and accommodation arrangements (HAR) has an average cost of €91,000 per resident per year (Heerde, 2024). The housing of status holders on cruise ships is a more cost-efficient solution than the HAR arrangements. Nevertheless, it is still more expensive than a land location (Project manager COA, 2024). In research from Heerde (2024), the average cost of housing a status holder on a cruise ferry is approximately €66,000 per year per resident.

### **Reflection economic area**

In reflecting on the prior sections, the preparation phase of the Silja Europe resulted in a wide variety of associated costs. Additionally, compared to regular land locations the costs vary based on the rental of the accommodation and associated contracts, obligations and services. Comparable, the project of the Silja Europe sees benefits to create a more sustainable case for the cruise ferry as well as the societal effects for the integration process and housing of its residents.

As for the sole cost comparison, the use of the Silja Europe as an emergency shelter to house status holders, which costs €66,000 per year per resident, is more than twice as expensive as using a regular land location of €30,400 per year per resident . Even though the Silja Europe come with more facilitated services, it is more expensive compared to conventional locations. Nevertheless, compared to other emergency shelters such as the HAR arrangement, the project of the Silja Europe is better affordable. Therefore, during these times of location shortages, an alternative to the more expensive accommodations such as the HAR is the minimum preference. Currently, housing on cruise ships is more viable than these arrangements. However, already solely on costs, this thesis emphasizes the preference of realizing conventional locations which are half the price of the housing on cruise ferries.

### **4.4.3 Feasibility Assessment Framework: Legal**

The third feasibility check in the framework is related to the legal and various regulatory requirements of the project such as permits and policies. In doing so determining the project’s ability to surmount various regulatory and ethical requirements (e.g. EIA, permits, etc.) (Segewa and Muzinda, 2021)

### **Policies and regulations on board**

On board the Silja Europe three main actors enact policies. Starting is the flag state crew including the captain, who are included in the rental of the ship. Besides keeping the ship operational, it

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is the responsibility of this crew to be able to apply first aid on board as well as handle the evacuation off the ship in case of an emergency. Moreover, the captain and his crew function as they normally do, hence they enact normal rules and policies that are present as if the ship was in regular function. This includes the basic rules for the residents such as no smoking, drug use, open fires and passengers always must show their ticket when boarding or leaving the boat (Tallink, 2023). In doing so, there is security present at the entrance of the Silja Europe at which the residents have to show their personal “ticket” which allows the security to check who is on board the ship (COA SEO, 2024).

On the other side of the power triangle of those who impose policy on board the ship is the COA. Whereas the flag state crew and its captains are focused on the rules bound by the ship, the COA is foremost responsible for the status holders, its residents. In doing so, regulatory policies on board the ship have a chance of clashing. Therefore, the project manager notes that it is important to create a clear cut between responsibilities on board while understanding the perspectives of the other parties on board (Project manager COA, 2024).

Foremost, to qualify the Silja Europe as an asylum centre some adaptations and processes have been implemented. One of these policies is related to the possibility of having children on the boat. Notably, other ships such as river cruisers in Rotterdam are most often not qualified for having children on board. However, in the case of the Silja Europe no windows can be opened and outside spaces have been closed except for the smoking area on deck six. In doing so, the Silja Europe is qualified as safe for children (SEO COA, 2024). Additionally, every COA asylum centre has a basic policy document in which the house rules are noted. This document presents policies on social behaviour, the use of substances, safety concerns, responsibilities for youth, and the duty to report weekly (COA, 2020b). Exemplary at every COA centre there is an obligation as a resident to report once a week. In doing so the residents note that they wish to extend their stay and will receive their weekly allowance from the COA (Location manager, 2024). The COA house rules and the basic rules of the flag state crew are to be abided or regulations may occur.

The final actor in the main power triangle of the Silja Europe is the charter Slaapschepen. The charter is less present in the daily operations of the Silja Europe. Nevertheless, there is always a project manager of Slaapschepen present on the ship a few days a week. Additionally, there are strict regulations for the use of international sea ships. When an international ship is created a set of class technical rules and designs are defined. The ship cannot break this class if it is to stay operational and internationally acknowledged (General manager Slaapschepen, 2024). Moreover, the charter is responsible for overseeing the functionality of the ship to pass controls by regulatory actors. In doing so, the charter has an overarching position on the ship to secure its functionality as an international ship. In cases of damage, breaking contracts or permits the charter is responsible and will receive the regulations often in fines. Notably the sea ship business is a highly costly business with financials revolving around numbers with a lot of zeroes, thus the trial for error is very limited. Therefore, the greater the importance

that the cruise ferry complies with the given laws and rules of a functioning sea ship (Slaapschepen, 2024).

### **Policies and regulations off board**

Whereas the main actors who indulge power on the ship also influence and apply policy implementation, other actors from outside also influence the project. Specifically in monitoring the status of the ship by doing checks and controlling permits. In doing so the charter is especially involved in overseeing external checks by mostly governmental jurisdictions such as municipalities, the Department of waterways, fire brigade, GGD and many other jurisdictions (Slaapschepen, 2024). Where Slaapschepen is mostly involved with local jurisdictions, the COA must report to the Ministry JenV who impose a controlling function on the self-governing government body that the COA is. In cases where the COA does not function as is agreed upon, the ministry can enact fines. Exemplary, the COA has been fined for the situation in Ter Apel in which the maximum capacity has been exceeded multiple times (NOS, 2024).

Besides these administrative policies and regulations, there are also various policies in place for the surrounding terrain of the Silja Europe. The placement of a cruise ferry with 1500 residents has a certain impact on the surroundings. Hence, with the cooperation of the surrounding neighbours, the COA and municipality organized a bi-monthly consult with neighbouring community members. In doing so, discussing the impact the Silja Europe enacts on the surroundings and themselves. Exemplary, with the arrival of the Silja Europe a large number of bikes and cars of employees and residents were parked. This was limiting the access to neighbouring businesses. Therefore, the municipality regulated a parking restriction order for those who are no business owners (Local resident 2, 2024).

Finally, the location of the Silja Europe is also influenced by policy implementation for the municipality of Rotterdam and the business wharf. The Silja Europe and the COA have been granted a permit to stay at the dock for a specific period. However, as of the end of 2025, the area of the Merwehaven will be subject to a redesign of the spatial destination plan (Municipality Rotterdam, 2024). This dictates the period for the docking location of the Silja Europe. Nevertheless, the COA has been aware of these spatial plans and is in conversation to relocate the ship to another part of the Merwehaven (Local resident 1, 2024).

### **Ethical requirements**

The final legal requirements focus on the ethical requirements associated with the housing of status holders on the Silja Europe. The ethical debate of housing refugees, migrants, asylum seekers and status holders alone bring a lot of discussion. Even though these debates are important, this thesis alone cannot fathom the complexity of this topic. Nevertheless, it is important to focus on the case-study-

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specific ethical requirements and aspects of housing status holders on ships. In doing so The Netherlands Institute for Human Rights mentions some pressing issues which have an impact on the physical and mental integrity of asylum seekers. The institute notes that due to the pressing housing crisis, the accommodations provided in emergency centres do not protect nor caress the right to a personal living atmosphere. Centres are lacking privacy, autonomy, stability and quietness for its residents (College voor de Rechten van de Mens, 2023).

Hence, the first ethical requirement is related to the living conditions and living quality of the accommodation the status holders are accommodated in. The spatial comparison based on the emergency and AZC PVE's has been created using notions from legal jurisprudence in 2022 and research from Brink: realisation emergency locations 2023 (BRINK, 2023; COA, 2020; COA, 2023b; (Rechtbank Den Haag, 2022). These minimum spatial demands are to deliver a sufficient living climate for its residents based upon the goal and period of stay of the centre. In doing so, when a centre successfully complies with the spatial demands the ethical standard of living should be sufficient according to the PVE, based on the court ruling. The results of the Silja Europe have shown that the most limiting factors for the Silja Europe are focused on lacking living spaces and access to outside spaces and open spaces for the residents. The limiting factor of creating accommodation on a ship is emphasized by the location manager who critically notes the difference in outside space and facilities for children living on board compared to a land location (Location manager, 2024). Additionally, one of the local residents showed real distress for the prior, current and future situation for the status holders on board the ship of the Silja Europe related to their autonomy and access to open spaces. Resident three notes: *“My greatest concern for the residents is related to the facilitating of the freedom of action and the ability to act upon their own autonomy”*. Adding to this limiting factor of the autonomy for the residents is the central kitchen and no additional self-cooking possibilities on board of the Silja Europe. In interviews with the status holders, both interviewees mention that the living situation on board is difficult due to the pressured and recycled air which everyone breathes. The need for fresh air is being largely limited due to no openable windows being present (Resident 1, 2024; Resident 2, 2024). Likewise, in cabins which are not seaside, no windows are available so no sunlight can shine in these living cabins. As a result, resident two tries to be as little on board the ship as is needed. In doing so, he walks around the harbour area to clear his head and catch fresh air (Resident 2, 2024). These comments give a distressing signal which presses the need for outside spaces even more.

A final concern of the institute related to privacy is emphasized with the relatively small living spaces realized on board the Silja Europe which do not meet the demands of the regular AZC PVE. The residents are often housed with a roommate in a room smaller than 10 square meters. In doing so, resident two notes: *“It is just very small, and we have no privacy here. Because there is no privacy you have to share private stuff with others”*. He notes that this is very bad for them as residents because you share your personal stories about your life (Resident 2, 2024). This emphasizes the concern of The Netherlands Institute for Human Rights related to the privacy of residents in emergency centres.

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Moreover, whereas when discussing the general facilities and overall atmosphere on the ship interviewees note mixed results. The first group states that there is a general calmness and quietness on the ship. The general manager of MANO notes: *“I think it is okay how the location feels or how there are so many people. And it is doable, it is not too busy”*. However, since the latest developments and scale-up on board the Silja Europe both residents note that it is becoming almost too busy. Specifically, during peak hours of eating the meals three times a day and the weekly reports on Tuesday (Resident 1, 2024; Resident 2, 2024)

Additional ethical requirements that the project is to follow is related to the philosophy of living in an accommodation. In this case, the COA has made policies which should protect the safety of residents on societal, religious and personal living conditions within the centre (COA, 2024f). This is deducted from particles of the Dutch constitution and complemented with the policy documents of house rules for a COA asylum centre as mentioned above (COA, 2020b). Nevertheless, some notions by the general manager of MANO were made of women feeling uncomfortable in shared spaces in the ship due to the male/female ratio on the ship (MANO, 2024). As a result, the COA is now revising their current layout of available spaces to see whether a woman-only space can be created. In doing so, guaranteeing a space in which women feel safe (SEO COA, 2024; MANO, 2024).

Finally, whereas the code of conduct for residents has been discussed in the house rules the COA and its employees are part of the central government which associates itself with its own code of conduct. In doing so the central government is their employer. The central government acts in the common interest, of housing asylum seekers and status holders the COA also acts in common and societal interests. Hence, it is important to be able to rely on integer, honest and trustable employees of this governmental body. To assure this the COA has created an integrity policy document for its employees in which a behavioural code of conduct and integrity is discussed (COA, 2020c). Overall, the living, societal and personal safety of the residents and employees requires constant attention in order to improve the current situation. Fortunately, the COA shows developments for these ethical requirements by adapting policies and redeveloping spaces.

### **Reflection legal area**

The prior section has discussed an overview of the various legal and ethical requirements on board the Silja Europe. In doing so we can conclude that the project of the Silja Europe complies with the viability checks for the various legal policies and regulations on and off board of the ship. Due to a well-set-up inter-relation structure between the main power actors by the project manager of the COA. Additionally, there is no awareness of notions or fines for dysfunctional use that have been presented to the COA for the project. Combined with the fact that the municipality and COA are able to cooperate with the surroundings to implement regulations or policy changes to make the project run smoothly and abide by their legal responsibilities. Finally, there have been some critical notions of the Human Rights Institute of The Netherlands on the emergency centres realized by the COA. Whereas the Silja Europe

mostly meets the emergency PVE there are some limiting factors. The residents are limited to their open spaces in which they are able to take an autonomous stance and as a result, are somewhat confined to the inside of the ship. Accompanied by a lack of real privacy on board mentioned by the residents creates a distressing situation for the residents who currently do not prefer to stay on board for too long.

On the other hand, the COA is investing in the feeling of safety, quietness and adaptation of spaces for its residents to ensure these standards are met. In doing so, it exercises and stresses the importance for its residents and employees to create an integer location. Concluding, most legal requirements are met. However, there are some critical notions given the ethical and personal standards in a centre. The lack of privacy, open spaces and debatable autonomy have an impact on the residents and require more attention.

#### **4.4.4 Feasibility Assessment Framework: Operational**

The operational feasibility is referred to as the project's synergetic environmental fitness. This relates to the culture, structure, policies and stakeholder acceptance of the project. In order to measure the operational fitness of the project a stakeholder mapping and analysis have been conducted via semi-structured interviews (Segawa and Muzinda, 2021). This section will summarize its findings. First, the project's culture will be discussed, followed by the stakeholder acceptance and impact on the environment of the Silja Europe. Finally, the environmental fitness and synergy will be discussed ending with concluding remarks on the operational feasibility. In the following section, there will be no explicit mention of the policies of the project as these have been discussed in the legal feasibility area.

#### **Project's culture**

The project of the Silja Europe is characterized by its unique concept and involved actors on board the ship. This is based upon the fact that it is the first through-flow location of its size. In its uniqueness, the project has created its own cultural differences compared to regular land locations. One difference noted compared to other asylum locations is how communications, negotiations and decision-making take place (Schein, 1990). As briefly mentioned before in the power management section, the decision-making process on a land location is managed by the location manager. On board, there is a trifecta who have decision power on certain aspects of the project (Project manager COA, 2024). In the beginning, this change compared to regular asylum accommodation proved to be challenging. However, due to structuring the project from the start, the manager created a clear understanding and division of roles helped in aiding the communication, negotiations and decisions between actors. Even though the structures in place may differ compared to other accommodation arrangements of the COA the norms, beliefs values and assumptions of the project team are comparable to the general sense of thought the COA aims to fulfil (COA, 2024g). When questioned the employees of the COA agreed on the fact that each of the residents has the right to safe, adequate and humane forms of accommodation. As mentioned by the SEO about COA's priorities: *“And for us is that a piece of humane and liveable shelter”*.

However, COA is not the only actor in the project of housing status holders on the Silja Europe. In questioning other actors outside of the power triangle, the consensus noted that there was good inclusion for all parties on board. As mentioned before, the management on board organizes tactical and operational meetings in which all partners are open to join. The tactical meetings are designed for long-term plans and decision-making, whereas operational meetings are for day-to-day business and short-term planning. The municipal account manager emphasized the succession of these meetings and the cooperation between all the actors on board (Municipal manager, 2024).

### **Stakeholder acceptance and impact environment**

Considering the project's culture, the synergy of the environment and the impact of the project on the surrounding environment has been questioned to the respondents. In doing so, measuring the stakeholder acceptance. The actors on the ship were questioned about their experiences with the surrounding environment and if or how the impact was. The overall consensus of the questioned respondents resulted in a response from the surrounding community that it was not too bad. The SEO of the COA notes: *“Here there was not actually too much going on, also because it is located in an area with a lot of businesses and little neighbours who live here”*. Additionally, the location manager states that prior experiences with the Silja Europe in Velzen-Noord stated that one could experience demonstrations or fuss associated with the coming of the Silja Europe to Rotterdam. However, she notes that she has not experienced any form of resilience by the environment (Location manager COA, 2024). Compared to Velzen-Noord the current situation in Rotterdam has a different geo-location, at which the prior half year before the arrival of the Silja Europe a cruise ship with Ukrainian refugees had been docked. Accompanied by their experiences of the prior cruise ship and the fact that the surrounding businesses understood that refugees needed an accommodation to be accommodated, a generally positive consensus is considered. Hence, a positive stakeholder acceptance is noted by the COA (Project manager COA, 2024). Nevertheless, some impacts were mentioned by the actors on board. So noticed the general managers of MANO that neighbouring businesses had issues with parking possibilities, trash and smoking of shisha outside on the dock by residents (MANO, 2024). Besides these incidents, little to no other reports were mentioned in which the Silja Europe negatively impacted the surroundings.

In order to gain a representative view of the stakeholder acceptance and impact on the surroundings three local community members have been interviewed. In doing so the three interviewees acknowledge the fact that the ship with Ukrainian refugees had allowed them to get used to having a ship with refugees or status holders docked so close to their business (Local residents 1; Local resident 2; Local resident 3). Furthermore, the issues reported by the general manager of MANO were mentioned by local residents two and three, who are located next to the entrance of the Silja Europe. Due to the arrival of so many people, the traffic increased as well. Notably as mentioned prior in the regulation section the entrance of the businesses of residents two and three were obstructed due to the increased number of parked cars of the employees and residents of the Sila Europe (Local resident two, 2024).

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Resident two also indicated that since the arrival of the Silja Europe more trash has been distributed around the area. Nevertheless, these were the only real incidents reported by the surrounding community members. On the other hand, a local resident noted that every day one of the status holders walks past their building to pick up the trash at which they greet each other (Local resident 2, 2024). Another impactful aspect of the arrival of the Silja Europe is mentioned related to the social cohesion in the community. Due to the nature of the Merwehaven being a business area, there is little social control and cohesion in the evenings and nights. As a result, the surrounding community members experienced street races and other illegal activities which may be found in a large city (Local resident one, 2024). However, since the arrival of the Silja Europe two out of three local residents note that the arrival of more people and security at the entrance has improved the social cohesion and averted these nighttime practices (Local resident 1, 2024; Local resident 2, 2024). The third local resident noted that the social cohesion had not deteriorated with the arrival of the Silja Europe due to proper management between the municipality and the neighbours. In general, the impact on the surrounding community is both by the actors on board as well as the surrounding area being described as limited for the capacity of 1500 residents on board.

### **Environmental fitness**

During the interviews, the synergy of the project to the environmental fitness was questioned. In doing so findings were gathered both from actors on board the Silja Europe as well as the surrounding community. First, the general manager of MANO mentions that the synergy with the surrounding area and the residents has improved lately. However, it remains difficult to include the closest neighbourhood which is Oud-Mathenesse. This is due to limited infrastructural possibilities for walkers as well as a physical boundary. She mentions: *“It is weird how that works but you can see, you have the village square and on the other side there is a hill with a tramline. And on the other side is the neighbourhood. We notice that this is a real barrier for the neighbourhood to participate”*. Additionally, she mentions that some neighbours are feeling disadvantaged due to the arrival of both the Volendam and now the Silja Europe in their neighbouring area. Nevertheless, there are others who invest in the integration with the residents via the village square and assist in organizing activities (MANO, 2024). Hence, even though barriers present themselves, the creation of the village square has had its success.

Afterwards, the synergy was questioned in the interviews with the local residents. One of the interviews was conducted with a business owner who initially organized the village square and mentioned in his experiences with the prior ship, the Volendam, a serious problem of limiting demand for open spaces. Hence, this resident approached the municipality of Rotterdam and suggested converting the ground across his business into a village square (Local resident 3, 2024). This allowed more neighbouring residents to integrate and seek synergy with the project and the status holders. In an interview, one of the local residents mentioned that he worked together with the status holders to decorate the village square (Local resident 2, 2024). The same resident noted that now and then the ship

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receives packages of them and the other way around, due to their addresses being so close. So, he visits the entrance and security, makes a chat and switches the packages. Additionally, local resident 2 mentions: *“Of course there is some disturbance. But they are all very kind people, and they clean the streets. Every day there is a man who cleans all of the garbage on the street. So yeah, that is super that someone does something like that”*. The synergy between the status holders and the community is confirmed by both of the status holders who were interviewed. In doing so status holder two mentions that they hand out flyers in Oud-Mathenesse for activities. In doing so, neighbours from this residential area come to the village square. He notes that they are very keen on getting to know who lives on board the Silja Europe (Resident 2, 2024). Resident one notes that he is also in contact with some of the neighbours of the neighbourhood in organizing and facilitating activities with MANO as he is a volunteer (Resident 1, 2024).

Whereas the overall synergy with the residents of the Silja Europe and its neighbours has been improving the synergy with the management of the ship brings mixed results. The notification of the arrival of the Silja arrived last moment for resident one, whereas resident three compliments the services of the municipality and its expectation management (local resident 1, 2024). In an interview with the project manager of the municipality, the synergy with the neighbours was defined as good and steady. He mentions that the relations between the surroundings are managed by an environment manager, so the local residents are informed, and a good relationship is assured (Account manager Rotterdam, 2024).

Notably, the relationship between the residents on board the ship and the municipality is part of a more complicated interrelation. In questioning this relationship both residents note that they experience a form of powerlessness and incomprehension in being appointed a house in Rotterdam. Resident two states that the municipality visits and has a consultation, however, no real questions are addressed, or answers are provided (Resident 2, 2024). Additionally, both residents associate frustration with the long waiting queues, which only complicates the situation further. In order to assess these experiences an interview with an intake support status holder of the municipality was conducted. This municipal official executes the intakes and meets with the status holders in seeking an appropriate housing unit. She notes that there is a lot of frustration by the status holders, to mitigate these feelings, she tries to explain the current housing situation in The Netherlands to the status holders to calm them. Nevertheless, the waiting queues for some residents last for over a year (IOS, 2024). Hence, the synergy between these two actors proves to be complex.

Comparably, the synergy with the COA brought mixed findings, where one resident noted that cooperation with the COA was slim to null and other parties noted limited cooperation as well. Resident three mentioned that the dedication of the COA to creating the village square was limited and very unapproachable. He felt as if little was possible for the management to create new possibilities for the status holders (Local resident 3, 2024). Other residents are in contact with the COA for new operational possibilities such as changing the location (Local resident 1, 2024). These talks are still in process, however, no comments related to the communication or synergy have been made.

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Lastly, the synergy between the COA and its residents was questioned. In doing so, the COA employees mention that their work entitles lots of human work. In doing so, they aim to assist and guide the residents on board (SEO COA, 2024). Comparably, when the status holders were questioned a consensus was established in which is mentioned that the COA tries to assist the status holders. However, the status holders on board mention that sometimes they miss the proper guidance. Resident one notes that lots of new residents visit him at the office of MANO, at which he is a volunteer, with questions related to arranging a public transport card, bank account, e-mail and other necessities for daily activities. This guidance is limited due to the proportion of case managers compared to the residents on board of the Silja Europe (Resident 1, 2024). This results in a difficult synergy and trust in the system between the COA and its residents.

### **Reflection operational area**

In creating a holistic overview of the project, the operational feasibility has been measured. The influence of the project's culture and the impact of the project itself on the environment has shown to be a factor where little nuisance has been reported. Overall, there is a positive stakeholder acceptance from the actors on the ship such as MANO and the local community of the Silja Europe. In prospects of offering an early integration the early stages of the Silja Europe offered little connectedness to the direct environment. However, with the arrival of the village square the synergy with the neighbouring residents has been improving and the status holders have more access to open space. As for the synergy with the governmental management in place, some mixed results were shown in which services of the municipality were lacking in some respects and communication and willingness from the COA were lacking for other community members. Additionally, a complex relationship between the residents, COA and the municipality was distinguished. Ultimately, the operational feasibility seems to be improving and involved stakeholders are generally satisfied with the operational impact on the environmental fitness.

#### **4.4.5 Feasibility Assessment Framework: Schedule**

The final area discusses the schedule feasibility which refers to whether the project's goal can be completed in the desired or mandatory time. Hence, the goal in relation to the current duration and future expected length of the project is researched (Mukherjee and Roy 2017). Additionally, as mentioned before the prospects and implications for longer-term use of the Silja Europe as a through-flow centre will be researched and discussed.

#### **Scheduled time and goal**

At the beginning of the implementation of emergency locations, the accommodations were used for approximately half a year till a maximum of a year after which the location should be closed or removed (COA, 2023b). However, in a recent development, the projected schedule and goals of an emergency location vary from half a year to around two years. In some cases even more, as the COA

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project manager states: *“I am currently working with Zaandam, that will be five years”*. In the case of the Silja Europe, the initially scheduled project time had a duration of one and a half years, after which the cruise ferry was meant to return to its regular activities of transporting tourists overseas (De havenloods, 2023). The goal and scheduled time compared to the first use of the Silja Europe at Velzen-Noord varies with the current situation in Rotterdam. As the charter mentions: *“The use of the Silja Europe was initially used as an emergency centre of seven months and now its group is long-term status holders. However, the contract which is there is still a short-term emergency centre”*. This change in the use of the Silja Europe results in complexities associated with the foundation of the project’s contracts (Slaapschepen, 2024). Nevertheless, since the arrival of the Silja Europe in July 2023 the project had been instated to be at least docked until the beginning of January 2025. Recent developments have shown the prolonging of this project with another year till the end of January 2026. Additionally, the capacity of the Silja Europe is to be increased from 1500 residents to another 500 residents resulting in a total of a maximum of 2000 residents on board (Municipality Rotterdam, 2024). The extended use of the Silja Europe is no surprise. In doing so the COA project manager mentions: *“It is no solution for five years, however the sad part is that due to the increasing inflow the emergency locations have to be extended. Eventually, that is also born out of necessity”*.

Whereas prolonged use presents no issue, the goal achievement within the scheduled time of a through-flow location has been proven to be difficult. In designing an emergency location the residents should ideally not be exposed to the emergency centre’s conditions for a longer period than six months (COA, 2023b). Nevertheless, in practice, the interviewed residents have been waiting for a suitable living unit for nearly a year and over a year (Resident 1, 2024). For the interviewees, the goal achievement of temporary housing to further be appointed to a suitable living unit is not achieved. Although, cases present themselves where residents are housed within a few months of their arrival the average period a status holder resides on the Silja Europe is eight months (Casemanager COA, 2024). Hence, the set goal of entering and leaving for status holders within the scheduled time, as stated in the emergency PVE, is not fully being achieved on board the Silja Europe.

### **Implications for longer term-use**

In order to see whether the project of the Silja Europe is feasible in the area of its schedule and goals it is important to note the implications for longer-term use. In doing so key actors were questioned about what implications the longer-term use and the scale-up of the Silja Europe would induce. First, in questioning interviewees from the COA, municipality, the charter and local residents no outstanding remarks were made on the implications for longer-term use of the Silja Europe in the current state it operates. Most parties were satisfied with the operational functionality of the situation and had no real structural changes they would like to see for prospects. One notion was made by the location manager who stated: *“A play garden across here. Which is secluded and has supervision. That would be ideal for me. Just some space for children to be children.”*

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Nevertheless, when questioning the scale-up of the Silja Europe more concerns were mentioned. Starting with the project manager who noted that a possible scale-up to 2000 residents should be possible without using bunk beds and holding to the two persons per cabin policy. However, he notes that a scale-up sounds easy but there is a lot more to it. Exemplary he mentions that even though there might be cabin space there has to be sufficient personnel to sustain the current operations plus another extra 500 residents. In doing so the hospitality from Slaapschepen has to be plussed as well. Complementary, one must consider the safety regulations, in case of an evacuation there must be enough space and the crew must be able to handle it (Project manager COA, 2024). Other interviewees including VluchtelingenWerk, a casemanager and a local resident showed their concern related to the scale-up. Vluchtelingenwerk noted that the scale-up could prove to be very tough for them as an organization. Currently, it is already quite hectic, and their services are very labour-intensive. Hence, a scale-up would require a scale-up of their facilities and services (Legal team leader, 2024). Additionally, a case manager of the COA is sceptical about the scale-up of the Silja Europe. She notes: *“I am not optimistic. We do have deck 2, however anyone barely comes there at this moment”*. Further, she worries about the functional processes of her job and colleagues, who currently are already struggling to fulfil their tasks with the given facilities. She notes that some colleagues are currently finding distress in the number of employees who are facilitated in one space, baring the thought of more colleagues that would be hired in scaling up (Casemanager COA, 2023). Further concern was noted by local resident three regarding the already limited number of open spaces for the residents. This issue would only deteriorate once more residents are accommodated. He mentions that: *“That would mean that even more people arrive in a space, where very little freedom of movement is apparent. As well as autonomy”*. This will be complemented by the end duration of the village square on the first of January 2025. After which the new land use plan will be enacted on the ground at which the village square is located. This would mean that this outside and open space is lost for the status holders on the Silja Europe (Local resident 3, 2024).

Finally, the scale-up is being seen as a negative development on board of the Silja Europe for the status holders. In both of the interviews, the status holders mentioned the increased busyness (Resident 2, 2024). Especially, during eating time and weekly checks on Tuesday which are the peak hours. Hence, decreasing the liveability of the ship.

### **Reflection schedule area**

In measuring the schedule feasibility of a project, the goals are assessed whether they are being reached in time. However, in the case of the Silja Europe the goal and functioning of the project are changing. In which first 1500 residents were to be accommodated and guided, another 500 extra will require the same additional service. In the current situation, we can conclude that the project is being extended due to the necessity of asylum spots of the Silja Europe and the project functioning. In doing so the project is achieving most of its current goals with the notion of missing some scheduled preferences related to the stay of the residents. Hence, the current schedule is considered to be mostly

feasible. However, after the scale-up of residents, personnel and possible additional spaces a new momentarily snapshot is required to test the future goals and schedule's feasibility. In achieving future feasibility for these operational processes, the project may need additional adjustments and scale-ups of its own.

### **4.4.6 Concluding paragraph 4.4**

To conclude paragraph 4.4, the five feasibility areas by Segawa and Muzinda (2021) were measured using desk research, observations and the conducted semi-structured interviews. In doing so, the viability of the project of housing status holders on the cruise ferry the Silja Europe at the Merwehaven in Rotterdam was assessed. According to the article of Segewa and Muzinda (2021), the uniqueness of a project may require the feasibility areas to be weighted differently based on their relative importance in the analysis. Given the subjective nature of the importance of one's project, it is important to individually reflect on the findings presented in paragraph 4.4. Nevertheless, even though the results showed mixed findings each feasibility area is considered either feasible or not.

The first area measured was the technical area consisting foremost of the conducted comparative analysis. The comparative analysis shows a lacking foundation in the living spaces and terrain for the Silja Europe to be technical viable from the perspective of an emergency centre. Additionally, these spaces compared to the conventional AZC PVE prove to be even more limited in that it is lacking in living and terrain spaces. Nevertheless, the other technical measurements; current functionality and reliability, capacity and maintainability are considered technically viable.

In measuring the second area the costs and benefits were mapped. In doing so the positive and negative effects were not monetized due to limitations, hence no objective conclusion can be generated purely based on these effects. However, when solely considering the financial costs of the housing of status holders on cruise ferries, compared to alternative emergency centres, the project is financially viable with a lower amount of costs per resident per year. Compared to regular asylum arrangements the use of a cruise ferry is twice as costly, thus not being financially viable.

The third area measures the various legal and regulatory requirements of the project such as permits and policies (Segewa and Muzinda, 2021). The project of the Silja Europe meets most of the legal and regulatory requirements. Hence, the minimal emergency legal requirements for the project are viable. However, some critical notions on the privacy, autonomy and stability of the residents were measured. In doing so, the project is lacking in its ethical and personal requirements which could use improvement. In regular AZCs the residents cannot be exposed to such ethical limitations, thus compared to regular asylum centre care the Silja Europe is not seen as viable.

The fourth area refers to the project's synergetic environmental fitness. In which it researches the culture, structure, policies and stakeholder acceptance of the project (Segewa and Muzinda, 2021). In doing so the project culture is being considered unique to other projects due to its different power relations and forms of communications. Additionally, the operational feasibility seems to be improving

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and involved stakeholders are satisfied with the limited operational impact the project exercises on its environmental fitness. Therefore, the project's operational area is considered to be viable.

The final area measured the feasibility of the schedule and associated goals. In doing so, no resistance has been shown against the prolonging of the project. However, some critical notions were made on achieving the set goals for the duration of stay for some inhabitants. Additionally, the scale-up was thus far negatively experienced by the internal stakeholders. Hence, requires a thought-through execution and adaptation to the arrival of 500 additional residents. Nevertheless, in the current case of the Silja Europe, the schedule and general goals are considered viable.

In concluding the results of the FAF and comparing the Silja Europe to house status holders to other standards set for emergency centres it is considered to be fully viable in four out of the five areas. With the exception of the technical area in which the living space and open spaces where residents have their privacy and autonomy are the limiting factors. Additionally, seeing that the duration of stay for some of its residents is longer than the preferred stay in emergency policies, the legal ethical requirements facilitated on board are also becoming a limiting factor. Comparably, when having a critical notion of the operations for some of the residents the Silja Europe is more suited to be fitted to a regular form of asylum housing arrangements. In doing so it is fully viable in two out of the five areas compared to regular asylum centres. In doing so, not meeting the standards set for the technical, economic and legal areas.

## 5. Conclusion, discussion and reflection

The following final chapter will describe the concluding marks of this research. In doing so first the research question will be answered by combining the findings of this research. Followed by the discussion in which the results and theory will be reflected upon, further discussing the methodological choices made in this case study and its limitations. Finally, the recommendations for further research will be discussed in the last paragraph.

### 5.1 Conclusion

This research set out to test the viability of housing status holders on the cruise ferry the Silja Europe in Rotterdam. In doing so, conducting a case study in cooperation with the COA allowed to answer the four sub-questions and finally the research question:

*"In the context of ongoing challenges related to asylum housing in the Netherlands, how viable is the short-term accommodation of status holders on the cruise ferry Silja Europe in Rotterdam compared to alternative emergency and regular asylum centres considering the views of stakeholders involved in this asylum housing arrangement?"*

The four concluding sections of the sub-questions aided in helping to answer the final research question. Hence, the next section logically follows the sub-questions which will be discussed and substantiated based on the findings.

In doing so, the asylum housing crisis has seen an increase in the number of asylum seekers and status holders within the COA asylum accommodations. With a small increase in the inflow and a stagnating outflow, the asylum housing system of the COA has become constipated. This is a result of the general housing crisis in The Netherlands and the uncertain political climate, which hinders the progression of the outflow of status holders in the whole of The Netherlands. Whereas Van de Hove (2022) gave a critical notion related to the reasoning behind the housing due to crisis spikes of inflow and insufficient robust policy of the COA, the findings in this thesis are somewhat more diversified. This thesis does acknowledge the lack of regular AZCs during lows and highs within the asylum housing system. However, additionally to this, the stagnated outflow of status holders and the uncertain political climate associated with this issue seem to be drivers behind the current constipation. As a temporary solution to these problems, the governmental bodies involved in migration and asylum housing have realized the Silja Europe as a through-flow centre. Nevertheless, such a project comes with its own challenges as well as challenges within its context, of the city of Rotterdam.

In order to have a clear overview of the concept of the through-flow centre and the unique interplays in the project of the Silja Europe the stakeholders were divided into stakeholders, stakewatchers and statekeepers in the stakeholder model. This model functions as the basis for the project analysis in which unique interrelations were found between power actors. The creation of the power trifecta between the COA, charter and flag state crew shows that there is a different operability

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in management for the decision-making process in comparing the case of the Silja Europe to other COA arrangements. Additionally, the stakeholder analysis has shown that all parties on board show to be part of a cohesive relationship, which functions to assist the status holders in being accommodated and guided from the arrival in the through-flow centre to their new housing unit in Rotterdam. In doing so each partner, COA, Slaapschepen, Vluchtelingenwerk, Municipality and MANO functions as a small part of a machine whose goal is to facilitate the operability of the project. In the end, creating a situation for the status holders to become self-reliant and integrable to society. Overall, the use of the stakeholder model of Fassing (2008) proved to be a useful tool for mapping the project of the Silja Europe. Nevertheless, after conducting the stakeholder analysis more interrelations and power relations were discovered which could not be fully implemented within the stakeholder model as this required a form of triangulation. Additionally, the classic stakeholder image does not completely fit the internal stakeholders of the status holders. In this regard, the differences between a firm, which includes customers and achieving a common good in the housing of status holders are too far apart to fully connect to classic stakeholder theory.

After, creating a clear vision of the concept and underlying relations on board the cruise ferry the ship has been tested on various aspects for its viability as an asylum centre. In doing so, the physical aspects and spaces of the Silja Europe have been compared to regular and emergency asylum PVE's resulting in matching 17 out of 20 the emergency PVE demands. The Silja Europe is able to function successfully relative to the emergency demands except on the critical notion of limited amounts of outside and open space for its residents to retreat to. The need for these spaces is emphasized by the lack of space and facilities in the living spaces of the residents which issues an environment that lacks autonomy and privacy for its residents. Another impactful aspect which is bound to the limited outside space is the suitability for children in the location. Considering approximately one-fifth of the residents consist of children, the impact of having little outside space is affecting the children's social experiences and control on board. Whereas the children's play hall stayed operational, notions of children running loose and parental vision being scarce beg the question of whether the ship is fully suitable for children. Both the COA management as well as MANO emphasize the difficulty of having families and children on board. Furthermore, a reoccurring facility which has been mentioned during the interviews is the absence of self-cooking facilities on board due to international regulations. Cooking normally functions as a stimulus to become more independent, outgoing and representable of one's culture and tastings. Hence, the absence of this is mentioned to have a negative impact on the resident's autonomy and ability to feel at home. Nevertheless, the interviewed residents noted the difficulty in facilitating food which represents over 14 varying nationalities on board. Given the already complicated situation, an additional scale-up of 500 residents and possible extra nationalities or cultures would only press the difficulty of having representable food for its residents.

In another perspective, the demands and vision of a regular asylum location were compared with the Silja Europe. In doing so the limited amounts of outside and open space are even less qualified as

the living spaces are lacking compared to the AZC PVE. Comparably all five of the spatial categories did not fully qualify to the AZC PVE with 14 out of 26 spaces conforming to the total AZC PVE demands. In the case that the Silja Europe is to qualify as a longer-term more conventional location, spatial adjustments need to be realized. Nevertheless, in testing the maintainability and functionality of the program the overall consensus stated that the current state with a capacity of 1500 residents remains stable and plausible.

To conclude and summarize the prior findings the total viability of the project was measured by combining the outcomes of the Feasibility Assessment Framework. In measuring the TELOS areas, the viability for the project of the Silja Europe as an emergency centre is considered to be viable in four out of the five areas except for the technical area. In comparison, when regarding the project as a longer-term solution and comparing it with regular land locations the project scores viability in two out of the five areas except for the technical, economic and legal areas. In which the legal area is lacking due to ethical requirements of privacy and autonomy which are pressing issues for residents' health in longer-term asylum care (Gibson et al., 2011; Müller et al., 2018). The technical assessment is lacking in meeting 14 out of 26 demands for the AZC PVE. Additionally, the relative costs of housing status holders on a cruise ferry compared to regular land locations are twice as costly.

Finally, after assessing the FAF and answering the sub-questions this thesis is able to answer the research question. Specifically, in comparing the Silja Europe to other emergency policy arrangements of the COA the Silja Europe has its advantages and disadvantages. Nevertheless, considering the general stakeholder consensus and testing of the individual feasibility areas, in the short-term for up to six months, the use of the cruise ferry is considered to be generally viable as an emergency centre. Notably, comparing the use of the Silja Europe to a regular long-term, for more than six months AZC housing location, the cruise ferry is lacking facilities and services on board and in its surroundings. Hence, the project is not suitable for regular asylum care which differentiates itself in the set goals and associated duration of stay for its residents.

This thesis has focused on providing comparable research on the viability of an emergency and regular centre. In comprehending these results, it is important to note how the COA and the other involved actors interpret the use of the Silja Europe as an asylum centre. In acknowledging that the duration of stay for some of its residents is longer than the stated six months in the emergency PVE, the prolonged duration of the project and its current and future capacity increase to 2000 inhabitants are also extensive, the question is begged as to how to categorize the Silja Europe as a centre. In doing so, it is important to evaluate the relative distress that is being exercised on the residents by the previously mentioned limitations in the spatial design, privacy and ethical areas of the Silja Europe. Especially, given the extended duration of stay for some residents and future increased scale-up. Altogether, these notions raise the concern whether categorizing the Silja Europe as an emergency centre remains sufficient and transparent enough for this thesis, the COA and the status holders on board the Silja Europe. Unfortunately, given the current asylum housing crisis, few aspirations for more suitable

alternatives present themselves to the COA. Which only emphasizes the distress for structural changes in overarching asylum housing policies.

### **5.2 Discussion**

The following section discusses the methodological choices made and associated limitations in this thesis. Further, the reflection and limitations on the results and gathered theory will be discussed.

#### **5.2.1 Methodological reflection**

During this thesis, a single case study was conducted on board of the Silja Europe. In doing so, the aim was to conduct a versatile, comprehensive holistic, and in-depth investigation of a complex issue. Whereas a case study is a suitable research strategy for this, it has its critics related to external validity and generalisability. Nevertheless, the concept of a through-flow in this size is unique and little knowledge on this specific subject is known. Hence, this thesis aimed to gather descriptive knowledge on this subject to create a foundation for this alternative asylum solution. In this process, accomplishing external validity and generalisability was not the main focus of the methodological considerations.

The use of a case study has positively complemented the thesis. Due to the limited access to asylum centres of the COA, cooperation was required to gain access to the locations and contacts. After establishing the cooperation with the COA, the choice was made to conduct the research on board the Silja Europe. The case study allowed me to make observations on board and gain a better perspective of the centre's functioning. In doing so, significantly aiding the measuring of the comparative analysis and operationality on board the ship. It is however important to mention that the use of observations is typically subjective. In doing so the observed phenomenon in the case study are the factors of a constructed reality by myself as the researcher. To limit the subjective influence, the observational framework of Morgan et al., (2017) was used as guidance to perform the observations.

Another advantage of the visits on board the Silja Europe presented itself in the establishment of contacts on board. In doing so, the further the case study progressed the clearer the choice of which actors to interview became. In doing so, the choice for interviewees was based on a non-probability sampling which focuses on the subjective judgment of the researcher instead of using a random selection procedure. This method of choosing one's interviewees is most applicable to qualitative research (Fleetwood, 2024). Whereas this method is most applicable for the research of the case study critics note the subjective influence of the accuracy of the sample. Nevertheless, given the context and aims of the case study, this method was most accessible and suitable.

In total this thesis has conducted 14 interviews varying with over six different types of stakeholders. Whereas the interviews have proven to gather rich findings, the initial methodological approach for this thesis was directed towards a triangulation of desk research, interviews, surveys and observations. The survey had been constructed based on prior housing spatial conditions for migrants

and asylum seekers. In which their satisfaction and relevance associated with the five spatial categories presented in the emergency and AZC PVE were questioned. In doing so, this triangulation would allow us to gain a representative and reliable knowledge base for the status holders on board. Unfortunately, after deliberating with the COA the resources, time and effort which was required to execute such a survey on one of their largest locations did not fit the scope and manpower of this thesis. Hence, this thesis had to resort to conducting extra last-minute surveys with status holders in order to seek the interests, perceptions and experiences as a resident on board the Silja Europe. Given the somewhat radical change of the empirical data gathering plan, one of the limitations of this research is related to the number of additional interviews that have been conducted with status holders on board. Whereas the two conducted interviews with status holders had multiple similarities and resulted in interesting findings, the reliability for all status holders on board is lacking. This thesis acknowledges that this stakeholder group is somewhat lacking. Nevertheless, other internal stakeholders such as the COA have been fairly represented in the interviews with four actors being interviewed resulting in important findings.

Notably, the conducted interviews with the residents proved to be the most interesting and difficult at the same time. This is based on the fact that this is a vulnerable group and the subjects can prove to have a lot of emotional attachment. In conducting the interviews, the ethical standards and objective stance were projected to be safeguarded. Likewise, before conducting the interviews a consult had been conducted with the COA to protect this vulnerable group. In doing so, the COA and residents agreed to the interview.

### **5.2.2 Reflection on results & theory**

In interpreting the results and presented theory it is important to note some critics and limitations. First of all, the gathered data is obtained via desk research and empirical data gathering by conducting semi-structured interviews. Nevertheless, not all actors in the stakeholder model were able to be interviewed. In doing so, the media and civil society stakeholders have not been able to be interviewed due to the diverse characteristics and groups associated with these stakeholders. Such a stakeholder analysis would require research of its own. Likewise, this was the case for the JenV. In conducting the case study contact was established with the responsible minister. However unfortunately there was no intent to make an appointment from the ministry. Hence, the influence from these governmental and societal stakeholders is mainly deducted from the conducted desk research and other semi-structured interviews. The desk research allowed to introduce these stakeholders however, their interests, knowledge and position on policy are limited. In doing so, the function that these instances and actors exercise in the project of housing status holders on board of the Silja Europe is more generalized and less specific.

Furthermore, whereas the comparative analysis presented in Chapter 4.3 has presented a spatial foundation for both the emergency and AZC PVE it is still limited due to the scope of this research. In

conducting the analysis, the five largest categories of the PVE's have been chosen. Nevertheless, not all specific spaces within the PVE's have been individually measured or were considered to be suitable enough for the scope of this thesis. Besides this notion, the analysis is measured using the number of facilities, square m<sup>2</sup> and average square m<sup>2</sup>. In doing so, a numerical analysis is presented which does not measure the framing of functionality, contextuality and relevance of the usage of these spaces (Brenner & Schmid, 2015). Comparably, every COA location is different in its context. Current and prior land locations are all different as well in realizing that one is more functional than the other (Project manager COA, 2024). Hence, due to the different contexts, it is important to not solely focus on the numerical analysis but to have a contextual view of the housing accommodation. Within this contextual view, the relevance per accommodation based on its goal and target group is key to reflecting on the spatial spaces. In the case of the Silja Europe, it is important to seek the relevance of the mentioned spaces. This would have been ideally tested using a survey for a representable view of the residents on board.

In the following section, the viability of the total project was discussed and measured using the FAF of Segewa & Muzinda (2021). During this assessment, the viability of the areas has been measured equally due to the novelty of the project. However, the authors note that due to the uniqueness of one's project, a different weighted importance can be instated. In doing so, the results can be interpreted differently which results in a different project viability. When specifically discussing the results, the economic area was complemented using an SCBA analysis. Unfortunately, due to limitations of the access to specific costs and benefits a mapping has been conducted instead of a full SCBA analysis. Additionally, a full SCBA analysis is research on its own hence not being suitable for the scope of this research. Thus, this area has been directed towards the costs of residents per year which gives an indication instead of a holistic overview of the financial situation. Finally, developments have occurred during the execution of the case study related to the project's schedule and capacity. In doing so, the project has been prolonged till the beginning of 2026. Additionally, the capacity of the project has been increased by 500 additional residents. In doing so, the scale-up of the project started at the end of the case study. This thesis has been written based on the prior schedule ending at the beginning of 2025 with a capacity of 1500 residents on board the ship. As a result, the current situation after the case study may vary compared to the results gathered from the case study.

### **5.3 Recommendations**

The following section discusses the recommendations for future research. Ending with recommendations for the praxis. In doing so, suggesting implementations related to changes or continuation on board of the Silja Europe.

#### **5.3.1 Recommendations for future research**

The prior section reflected upon the methodological choices and results. In doing so, the limitations and critical notions have been discussed. These limitations and notions will first be discussed for future research which may complement this current thesis and remove its limitations.

First of all, it would be interesting for future research to gather more data on the status holders on board of the Silja Europe. This thesis is limited to two semi-structured interviews, whereas the original aim was to gather a representative survey sample on board. In doing so, the survey had already been prepared. Hence, conducting this survey with the assistance of the COA and its survey organization would allow to gather interesting results on the quality and relevance of these spaces and services. In doing so, this data could be combined with the comparative analysis and viability to dictate a fair weighted average on the importance of this feasibility area. In doing so, creating a more reliable and put into perspective spatial and stakeholder analysis. Additionally, conducting more interviews with the status holders would allow for more specific results which can be useful to determine personal interests and improvements on board of the ship.

Whereas the conducting of a survey would strengthen the comparative analysis, in order to gain a fully representable overview of the PVE's each of the spaces specified should be individually measured. In doing so, the measured spaces of the five categories used in this research can be used as the foundation to build the full comparative analysis.

Additionally, further research in creating a total-scale SCBA could aid the economic feasibility of this project. In doing so, a total analysis of the Silja Europe measuring the external and internal effects would allow the creation of a holistic overview that indicates whether the costs outweigh the benefits of the project.

As mentioned prior, the current schedule and goal of the project have been used to measure the project's viability. However, due to the recent developments of an increased capacity and prolonged schedule, it would prove interesting to conduct comparable research on this thesis with the adjusted schedule and goal of the project in the future. In doing so, noting the differences or similarities of the found results. This allows to measure the impact of the prolonging and scale-up of the Silja Europe.

Finally, whereas this thesis has given an extended analysis of the Silja Europe it would prove to be interesting for future research to seek the relative viability of comparable projects. In doing so, comparing other cruise ferries, such as the MS Galaxy, or compare to smaller river cruisers. This would enable to give a fair weighted average to the feasibility areas as well as see how the projects could aid in improving each other's housing arrangements and conditions.

### 5.3.1 Recommendations for praxis

In the first instance, cooperation with the COA has been established to provide knowledge to the COA and the academic world via this thesis. Secondly, to assess the current situation of the project in order to seek its strengths and weaknesses. This would allow for the implementation of improvements for the Silja Europe and comparable projects.

In doing so, this research has found that the use of a cruise ferry to house status holders is born out of necessity. Hence, this location should be implemented as a last resort form of accommodation. In doing so, the preference in this research is to realize more land locations which can be used to accommodate asylum seekers and status holders. This form of asylum care is expected to be more viable on ethical requirements. As well as being more viable in the technical and economic feasibility areas given the access to more space and the costs per resident per day being half of the housing on cruise ferries.

Nevertheless, given the status of the Silja Europe as a short-term emergency centre, the project is generally viable, however, some improvements could be made. First, the Silja Europe lacks open autonomous space for its residents. The intent by the neighbourhood to create this using the dorpsplein is acknowledged as a good start. However, due to the closing of the dorpsplein at the end of 2024, the need for a replacement concept and space is of great importance. Hence, this research would suggest that the COA organizes a new open space outside of the Silja Europe which can be used as an autonomous open space that additionally focuses on integration with the surrounding communities.

One of the positive developments in cooperation with the surroundings that was mentioned was related to the periodic neighbourhood meetings in the starting phase of the project. These meetings were initiated to allow the surrounding community to reflect to the COA and municipality about their experiences with the arrival and stay of the Silja Europe. These meetings were derived as positive and useful. Hence the implementation of these meetings in the starting phase is to be recommended for other comparable new projects.

Another notion is related to the absence of cooking facilities. The status holders mentioned that the absence of cooking facilities and the current food policy create a difficult situation on board for them. Whereas the residents understood that there are little to no options to create cooking facilities the residents did mention that the food policy could be adjusted. Foremost, they suggested that the hospitality and catering could be improved by discussing the type of food and nationalities and switching this more during the month. In doing so, represent their nationalities and food which creates a more homely feeling. The second mention was related to the strict times of breakfast, lunch and dinner. In which the residents mentioned that the times during which food was served could be more flexible. Currently, the status holders plan their day around food which limits their freedom to undertake longer plans.

Further suggestions were given by the status holders in the interviews related to the washing and drying facilities on board. Due to the already limited amount of washing containers, four on deck 3,

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and some of them being broken down the possibilities to wash and dry are limited. The project is also not meeting the minimal demand for washing and drying spaces. Hence, a technical recommendation for the longer-term use of this housing accommodation is to place more washing containers on board.

The following recommendations are focused on policy implementation in the praxis. In doing so, within the arrival of the status holders on the *Silja Europe* some suggestions related to the ability of status holders being able to start their integration process in Rotterdam were given. One of the status holders mentioned that new arrivals of residents often reside with questions related to requesting a Rotterdam card, public transport card, setting up a new bank account or DigiD. Whereas the COA has employees who assist the status holders from arrival till the department of the accommodation, the employee is responsible for a large ratio of status holders. In doing so, the status holders note that especially at the beginning of the arrival it is important to have more assistance in creating a checklist which provides the necessities to be able to live on board the ship and find their way in the region of Rotterdam. Currently, because the COA focuses on the self-reliance of the status holders some status holders are having a more difficult time coping with the early integration process.

The final recommendation for the project focuses on the suitability for longer-term use and the associated costs of the project. Currently, the use of a cruise ferry is more expensive than regular asylum care and other accommodations. Nevertheless, the use of the HAR arrangements proves to be even more costly than cruise ferries. Accompanied by the fact that the more residents are housed on a cruise ferry the cheaper this arrangement becomes, it is recommended to house status holders of the HAR arrangements on cruise ferries. However, in doing so considering that the legal and technical requirements are met in such a scale-up.

Given that current developments on board of the *Silja Europe* are implementing a scale-up it is important to be able to handle the scale-up in all facets of the project. In doing so, new areas of the ship should be adjusted to create suitable working space for its employees. Additionally, status holders mentioned the increased busyness on board the *Silja Europe* due to the increasing number of residents. In scaling up it is important that the COA remains facilitating a healthy ratio of spaces according to the PVE, thus creating more spaces for its residents on board if required. As well as outside terrain spaces, specifically in the form of autonomous open outside spaces as mentioned previously. In doing so, it might be more efficient to house more residents on board. Nevertheless, this thesis prefers cheaper land locations realized by the COA. Hence, if the government instances and actors involved would allow the creation of a suitable landscape for asylum land locations, the overall usage of the HAR and cruise ferry arrangements should be adjusted to land locations in future prospects. In doing so, creating a more sustainable asylum housing system.

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## 7. Appendix

## Appendix I: COA spatial demands AZC

Ruimtestaat				Asielzoekerscentrum (azc)								2019 versie 1.3	
aantal plaatsen:				400		600		800		1000			
	Aantal ruimten per woning	oppervlakte per ruimte in m <sup>2</sup> n.o.	oppervlakte per ruimte in m <sup>2</sup> n.o. per woning	aantal ruimten per azc van 400	benodigd aantal m <sup>2</sup> in n.o.	aantal ruimten per azc van 600	benodigd aantal m <sup>2</sup> in n.o.	aantal ruimten per azc van 800	benodigd aantal m <sup>2</sup> in n.o.	aantal ruimten per azc van 1.000	benodigd aantal m <sup>2</sup> in n.o.		
Soort functies													
<b>Wonen</b>													
Aantal woningen centrum:				55		82		110		136			
Technische capaciteit 109%:				440		656		880		1088			
8 persoonswoningen / aantal:				37		53		72		89			
Entree-gang	1	in no.bvo	pm	37	pm	53	pm	72	pm	89	pm		
Technische ruimte	1	in no.bvo	pm	37	pm	53	pm	72	pm	89	pm		
Meterkast	1	0,5	1	37	19	53	27	72	36	89	45		
Woonkamer	1	11,0	11	37	407	53	583	72	792	89	979		
Keuken	1	5,7	6	37	211	53	302	72	410	89	507		
1-Persoonslaapkamer	2	5,3	11	74	392	106	562	144	763	178	943		
2-persoonslaapkamer	3	10,0	30	111	1.110	159	1.590	216	2.160	267	2.670		
Badkamer	1	3,3	3	37	122	53	175	72	238	89	294		
Toilet	1	1,3	1	37	48	53	69	72	94	89	116		
<b>Totaal</b>			<b>62</b>	<b>2.309</b>		<b>3.307</b>		<b>4.493</b>		<b>5.554</b>			
dubbel 4 woningen / aantal:				16		26		34		42			
Entree-gang	1	in no.bvo	pm	16	pm	26	pm	34	pm	42	pm		
Technische ruimte	1	in no.bvo	pm	16	pm	24	pm	32	pm	40	pm		
Meterkast	1	0,5	1	16	8	24	12	32	16	40	20		
Woonkamer	2	11,0	22	32	352	52	572	68	748	84	924		
Keuken	1	5,7	6	16	91	26	148	34	194	42	239		
1-Persoonslaapkamer	4	5,3	21	64	339	104	551	136	721	168	890		
2-persoonslaapkamer	2	10,0	20	32	320	52	520	68	680	84	840		
Badkamer	1	3,3	3	16	53	26	86	34	112	42	139		
Toilet	1	1,3	1	16	21	26	34	34	44	42	55		
<b>Totaal</b>			<b>74</b>	<b>1.184</b>		<b>1.923</b>		<b>2.515</b>		<b>3.107</b>			
MiVa woningen / aantal:				2		3		4		5			
Entree-gang	1	in no.bvo	pm	2	pm	3	pm	4	pm	5	pm		
Technische ruimte	1	in no.bvo	pm	2	pm	53	pm	72	pm	89	pm		
Meterkast	1	0,5	1	2	1	53	27	72	36	89	45		
Woonkamer	1	11,0	11	2	22	3	33	4	44	5	55		
Keuken	1	5,7	6	2	11	3	17	4	23	5	29		
2-Persoonslaapkamer	4	10,0	40	8	80	12	120	16	160	20	200		
Badkamer MiVa	1	3,3	3	2	7	3	10	4	13	5	17		
Toilet MiVa	1	3,6	4	2	7	3	11	4	14	5	18		
<b>Totaal</b>			<b>64</b>	<b>127</b>		<b>191</b>		<b>254</b>		<b>318</b>			
subtotaal wonen in m <sup>2</sup> n.o.				3.620		5.421		7.262		8.979			
<b>Wassen en drogen</b>													
Was- en droogruimte (4 was- en 4 droogmachines per ruimte) 1 op 16	1	12,8	13	7	88	10	131	14	176	17	218		
<b>Totaal wonen in m<sup>2</sup> n.o.</b>				<b>3.708</b>		<b>5.552</b>		<b>7.438</b>		<b>9.196</b>			
<b>Voorzieningen</b>													
<b>Activiteiten</b>													
Multi functionele ruimte (OlC)		36,0		2	72	2	72	3	108	3	108		
Leslokaal		36,0		2	72	3	108	4	144	5	180		
Kinderspeelzaal		72,0		1	72	1	72	1	72	1	72		
Kindertoilet		1,8		4	7	4	7	4	7	4	7		
Activiteitsruimte (vrouwenruimte en jeugthonk)		36,0		2	72	3	108	4	144	5	180		
Recreatiezaal klein		36,0		0	0	1	36	2	72	3	108		
Recreatiezaal groot		108,0		1	108	1	108	1	108	1	108		
Berging		12,0		1	12	1	12	1	12	1	12		
Pantry (naast recreatiezaal groot+rolluik)		6,0		1	6	1	6	1	6	1	6		
Werkkast		4,0		1	4	1	4	1	4	1	4		
Toiletten bewoners		1,3		4	5	4	5	6	8	6	8		
Toilet MiVa		3,6		1	4	1	4	1	4	1	4		
Technische ruimte		pm		1	pm	1	pm	1	pm	1	pm		
subtotaal activiteiten in m <sup>2</sup> n.o.				434		542		689		797			
<b>Ontvangen</b>													
Entrée / tochtportaal		in no.bvo		1	pm	1	pm	1	pm	1	pm		
Technische ruimte		pm		1	pm	1	pm	1	pm	1	pm		
Wachruimte		divers		1	36	1	48	1	60	1	72		
Informatiebalie		18,0		1	18	1	18	2	36	2	36		
Biometrie / meldruimte		18,0		1	18	1	18	2	36	2	36		
Receptie / beveiliging		divers		1	32	1	32	1	48	1	48		
Toiletten personeel (bij los gebouw toiletgroep bewoners erbij)		3,6		2	7	2	7	3	11	3	11		
SER (indien benodigd)		6,0		1	6	1	6	1	6	1	6		
Werkkast		4		1	4	1	4	1	4	1	4		
subtotaal ontvangen in m <sup>2</sup> n.o.				121		133		201		213			
<b>Totaal voorzieningen in m<sup>2</sup> n.o.</b>				<b>555</b>		<b>675</b>		<b>889</b>		<b>1.009</b>			
<b>Terrein</b>													
Sportvelden (voetbal, volleybal, pannekool)				minimaal 1		minimaal 2		minimaal 3		minimaal 3			
Buitenspeelplaats (4-12 jaar min. 12 m2)				minimaal 3		minimaal 4		minimaal 6		minimaal 8			
Plaatsen in fietsenrekken				200		300		400		500			
Fietsenstalling (afsluitbaar)				30		45		60		75			
Parkeerplaatsen (rand van het terrein)				40		60		80		100			

**Appendix II: COA spatial demands temporary emergency shelter**

GEBRUIKSGROEP VERBLIJF	
Slaapvertrek	Minimaal 2,5 m <sup>2</sup> per persoon
Dagverblijf/eeetzaal	Minimaal 1 m <sup>2</sup> per persoon
Toiletten	Per 25 bedden 1 toilet met handwas Verdeling heren/dames is 65/35 (%)
Douche- en wasruimten	Per 15 bedden 1 douche- en was faciliteit Verdeling heren/dames is 65/35 (%) Afmeting douche is 0,9*0,9 = 0,8 m <sup>2</sup> + aankleedruimte van 0,9*0,9 = 0,8 m <sup>2</sup> totale afmeting 1,8 m <sup>2</sup> Afmeting wasgelegenheid is 0,6*1,6 = 1,0 m <sup>2</sup>
Was en droog voorziening	Per 20 bewoners 1 wasmachine / wasdroger

OPTIONEEL GEBRUIKSGROEP VERBLIJF	
Multifunctionele ruimte (v.h. OLC)	1 x ruimte van 32 m <sup>2</sup>
Kinder- activiteitenruimte	Ruimte 32 m <sup>2</sup>
Decentrale keukens "zelf kook"	1 x keuken per 15 bewoners. Keuken bestaat uit: 1 x kookplaat (4-pits) 1 x wasbak W+K water 1 x aflegplek 1 x afzuigkap Totale afmeting 180*60 cm1
Zelfsmeer (indien afgesproken)	Koelkast per slaapvertrek.

GEBRUIKSGROEP ONDERSTEUNEND	
Beveiligingsbeambte	1 x ruimte 18 m <sup>2</sup> v.v. balie
Receptie/ wachtruimte/infobalie	PC werkplek van 7 m <sup>2</sup> per werkplek, 2 werkplekken. 1 x dubbele balie. Wachtruimte van 25 m <sup>2</sup> met 10 zitplaatsen
Keuken	Vloeroppervlakte uitgiftegedeelte 75 m <sup>2</sup> Keuken 150m <sup>2</sup> (incl. kantoorruimte kok)
Koffie/thee automaten	Diverse
Schoonmaak	Per 500 bewoners 1 opslagruimte Oppervlakte 10 m <sup>2</sup> , v.v. stortbak en W+K water.
Locatiemanagement	Kantoorruimte 18m <sup>2</sup>
COA medewerkers	Werkruimte van 7 m <sup>2</sup> per werkplek
Spreekkamer	10 m <sup>2</sup> voorzien van extra vluchtweg en alarmering.
Opslag	Opslag verzorgingsmiddelen 32 m <sup>2</sup> , inclusief uitgifte balie. Opslag gebruikte dekens 18 m <sup>2</sup>
Sanitair ondersteunende functies	Min. 2 dames- en 2 herentoiletten a 2 m <sup>2</sup>
Terreininrichting	Volgende beschikbare buitenruimte. 15 parkeerplaatsen personeel 5 extra parkeerplaatsen bezoekers Speelruimte kinderen
GCA	3x ruimte van 18 m <sup>2</sup> , voorzien van wastafel W+K water. 1 x triage ruimte
VVN	1 x ruimte van 18 m <sup>2</sup>
ICT MER	1 x ruimte van 18 m <sup>2</sup>

**Appendix III: Stakeholder analysis Schmeer (2022)****Definitions of Stakeholder Characteristics and Instructions for Filling in Stakeholder Table****A. I.D. Number**

The distinct number given to each stakeholder on the questionnaire.

**B. Position and Organization**

The position the stakeholder has and the organization for which he or she works.

**C. Internal/External**

Internal (I) stakeholders work within the organization that is promoting or implementing the policy; all other stakeholders are considered external (E).

**D. Knowledge of Policy**

This column is divided into two parts. The first part, D1, is the level of accurate knowledge the

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stakeholder has regarding the policy under analysis. This knowledge should be rated from 3 to 1: 3 = a lot; 2 = some; 1 = none. Final rankings should be reviewed to ensure consistent scoring among all of the stakeholders.

The second part of the column, D2, is to record how each stakeholder defines the policy in question. The information gathered in question #3 of the questionnaire should be noted here in the stakeholder's own words.

### E. Position: Supports/Opposes/Neutral

Position refers to the stakeholder's status as a supporter or opponent of the policy. The position of the stakeholder can be obtained by gathering information directly from the stakeholder (i.e., self-reporting) and through information gathered indirectly from other stakeholders or secondary information (i.e., others' perceptions). Thus, the reporting in this column represents the self-reported classification (column E1), the classification by others (column E2), and a final classification considering both (column E3). The position of the stakeholder should be reported from this final classification (column E3).

Stakeholders who agree with the implementation of the policy are considered supporters (S); those who disagree with the policy are considered opponents (O); and those who do not have a clear opinion, or whose opinion could not be discerned, are considered neutral (N). Those who express some, but not total, agreement with the policy should be classified as moderate supporters (MS). Finally those who express some, but not total, opposition to the policy should be classified as moderate opponents (MO). Thus, in column E1, the position of the stakeholder as they state it in the interview should be entered (S, MS, N, MO, or O).

In column E2, the position of the stakeholder as perceived by other stakeholders and/or from secondary information should be entered with a reference to the ID number of the person who stated that opinion. For example, S 32 would mean that stakeholder number 32 stated in his or her interview that the stakeholder under analysis would support the policy. In column E2, the position of the stakeholder as others perceive it should be entered (S, MS, N, MO, or O) with the ID number for each opinion.

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Lastly, in column E3, the final determination for the position of the stakeholder should be entered (after entering data from all interviews). This position should take into account the self-reported position as well as other stakeholders' opinions. S, MS, N, MO, and O can be entered in this column.

### F. Interest

The interest the stakeholder has in the policy, or the advantages and disadvantages that implementation of the policy may bring to the stakeholder or his or her organization. Advantages and disadvantages mentioned by each of the stakeholders should be entered into this column in as much detail as possible, since the information will be used primarily in developing conclusions and strategies for dealing with the stakeholders' concerns.

### G. Alliances

"A union or relationship" (Webster, 1984). Alliances are formed when two or more organizations collaborate to meet the same objective, in this case to support or oppose the policy in question. Any organizations that are mentioned by the stakeholder in the questions related to this item should be entered in this column.

### H. Resources

"A source of support or aid" (Webster, 1984). Resources can be of many types — human, financial, technological, political, and other. The analysts should consider the stakeholder's access to all of these resources.

The resource category is divided into two parts: the quantity of resources that a stakeholder has within his or her organization or area, and the ability to mobilize those resources. The quantity of resources should be classified by the analysts as 3 = many, 2 = some, 1 = few and inserted into column H1 of the stakeholder table. Final rankings should be reviewed to ensure consistent scoring among all stakeholders.

The ability of the stakeholder to mobilize resources should be quantified in terms of:

3 = the stakeholder can make decisions regarding the use of the resources in his or her organization or area

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2 = the stakeholder is one of several persons that makes decisions regarding the use of resources

1 = the stakeholder cannot make decisions regarding the use of the resources.

This score should be inserted into column H2. For example, if the stakeholder has personnel that work for him or her, it can be concluded that the stakeholder has the ability to mobilize these resources because he or she has direct influence over them.

### I. Power

“The capacity or ability to accomplish something;...strength, force or might” (Webster, 1984).

Here, power refers to the ability of the stakeholder to affect the implementation of the health reform policy due to the strength or force he or she possesses.

Since “power” is defined here as the combined measure of the amount of resources a stakeholder has and his or her capacity to mobilize them, the two resource scores implied should be

averaged, resulting in a power index between 3 and 1: 3 = high power, 2 = medium power, and

1 = little power. The final rankings should be reviewed to ensure consistent scoring among all stakeholders.

### J. Leadership

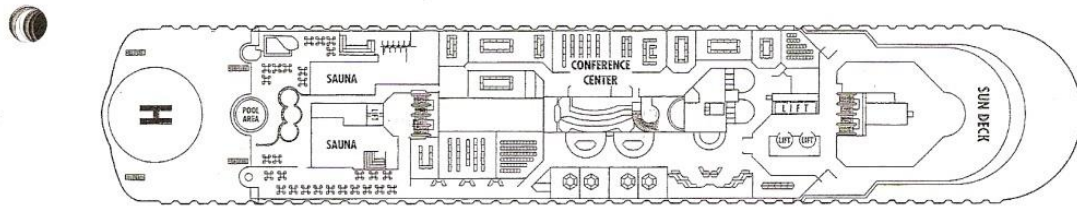
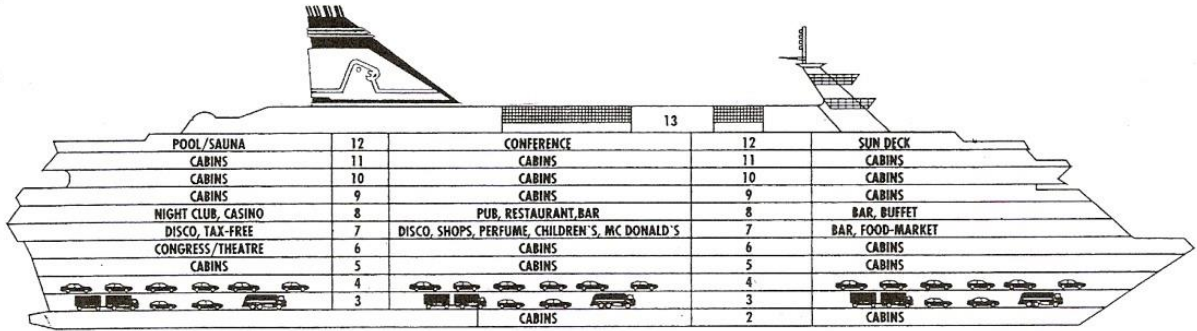
“To direct the activity;...to start, begin;...front, foremost” (Webster, 1984). Leadership is specifically defined here as the willingness to initiate, convoke, or lead an action for or against the

health reform policy. The stakeholder either has this characteristic ("yes") or lacks it ("no").

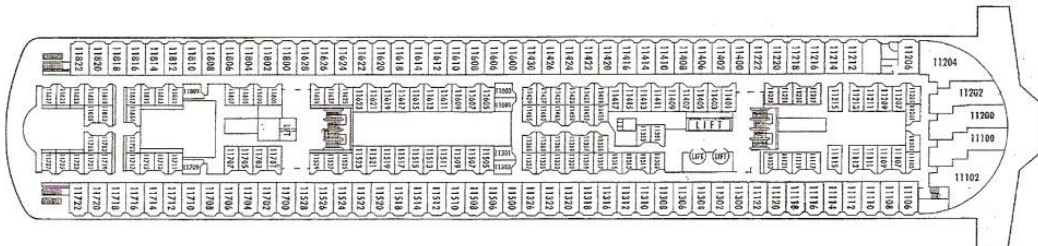
This is represented with "yes" or "no."

HOUSING STATUS HOLDERS ON A CRUISE FERRY

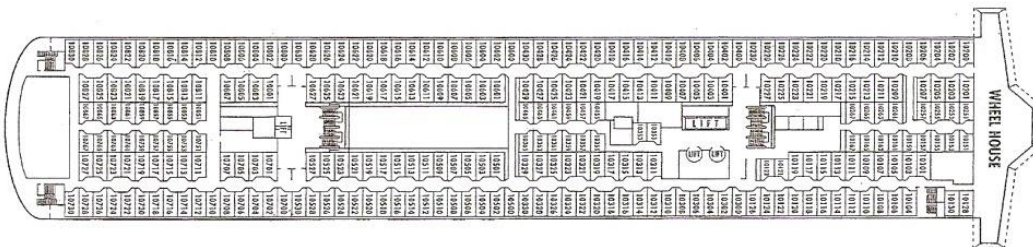
Appendix IV: Deck plan Silja Europe (1993)



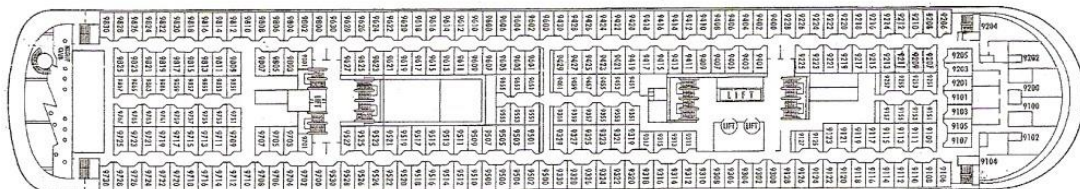
12



11

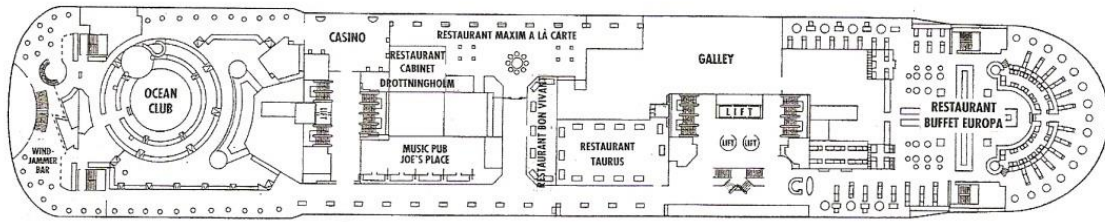


10

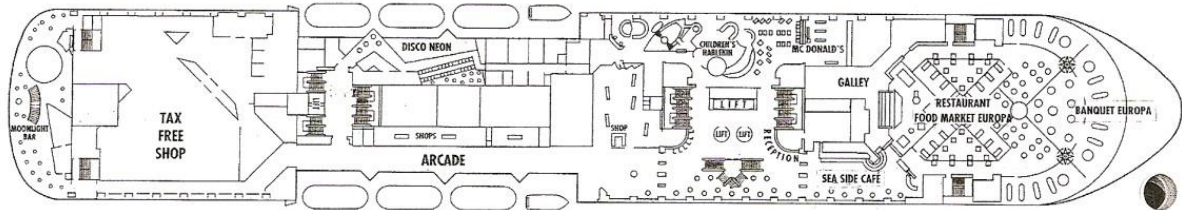


9

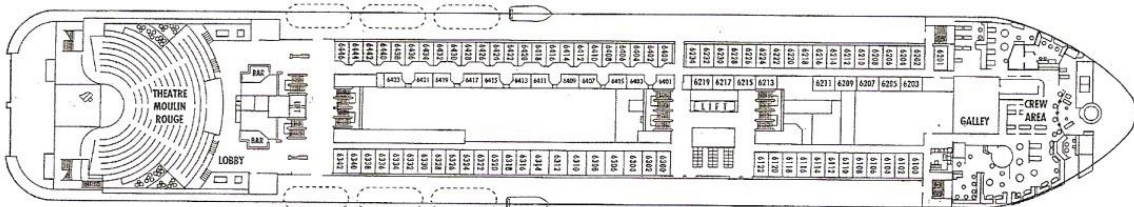
# HOUSING STATUS HOLDERS ON A CRUISE FERRY



8



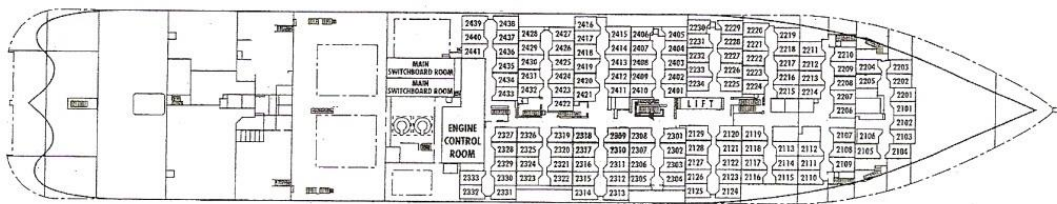
7



6

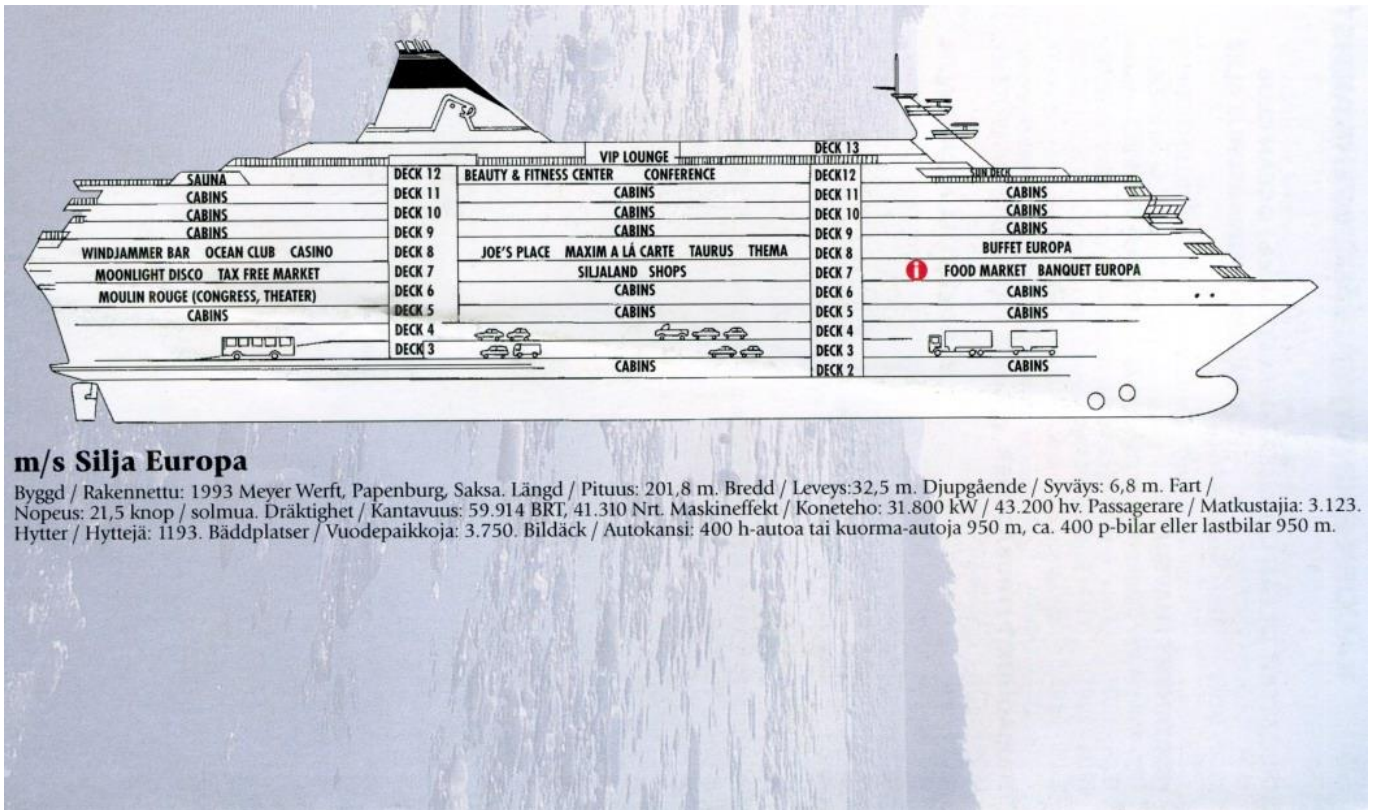


5



2

## HOUSING STATUS HOLDERS ON A CRUISE FERRY



### m/s Silja Europa

Byggd / Rakennettu: 1993 Meyer Werft, Papenburg, Saksa. Längd / Pituus: 201,8 m. Bredd / Leveys: 32,5 m. Djupgående / Syväys: 6,8 m. Fart / Nopeus: 21,5 knop / solmua. Dräktighet / Kantavuus: 59.914 BRT, 41.310 Nrt. Maskineffekt / Konetehto: 31.800 kW / 43.200 hv. Passagerare / Matkustajia: 3.123. Hytter / Hyttejä: 1193. Bäddplatser / Vuodepaikkoja: 3.750. Bildäck / Autokansi: 400 h-autoa tai kuorma-autoja 950 m, ca. 400 p-bilar eller lastbilar 950 m.

Appendix V: Activity plan foundation MANO

**Ongoing activiteiten**

**Rotterdampas**  
De Rotterdampas geeft toegang tot gratis evenementen, culturele locaties en entertainment in de hele stad, inclusief activiteiten georganiseerd door Mano. We helpen je met het invullen van het aanvraagformulier en begeleiden je naar de bibliotheek om je Rotterdampas op te halen.

**Dinnermatches**  
Ervaar de Nederlandse cultuur en tradities tijdens onze Dinnermatchjes. Dineer bij Nederlandse families thuis, deel ervaringen en geniet van lekker eten en gastvrijheid.

**Nederlandse taalactiviteiten**  
Oefen met de Nederlandse taal tijdens onze taalactiviteiten! Verbeter je communicatie, begrijp cultuur en tradities, en verbeter je vaardigheden voor de arbeidsmarkt.

**Training en zelfontwikkeling**  
Bouw een geweldige toekomst in Nederland met ons op! Ben je een nieuwkomer met een diploma? Of wil je verder studeren in Nederland? Of zoek je een baan maar weet je niet waar te beginnen? Bij Mano bieden we workshops en trainingen aan om je professionele vaardigheden te ontwikkelen en je kennis te vergroten.

**Taalcafé (20+ jaar)**  
Oefen Nederlands met vrijwilligers! Kom naar ons Taalcafé en verbeter je Nederlands met moedertaalsprekers. Een vriendelijke omgeving voor taalpraktijk en culturele uitwisseling.

**Gitaarlessen (20+ jaar)**  
Wil je gitaar leren spelen op een leuke en leerzame manier? Schrijf je in voor onze gitaarlessen! Of je nu een beginner bent of al ervaring hebt.

**Leesclub (20+ jaar)**  
Wil je gitaar leren spelen op een leuke en leerzame manier? Schrijf je in voor onze gitaarlessen! Of je nu een beginner bent of al ervaring hebt.

**Mano Winkel**  
Heb je kleding nodig? Wij ontvangen veel donaties voor onze Mano Winkel. Maak een afspraak en kom langs om te vinden wat je nodig hebt! Bij Mano Winkel is iedereen welkom.

**Activiteiten van deze week**  
22 april - 28 april

Datum	Tijd	Activiteit	Voor wie	Locatie
22.04 maandag	1:00-3:00 p.m	Voetmassage	Vrouwen	Moonlight
23.04 dinsdag	7:00-12:00 p.m	Kledingreparatie	Voor allemaal	Moonlight
	8:00 p.m	Boksen	18 plus	Cardeck
	1:00 p.m	Bijles Groep 1	8 tot 12 jaar	Backstage
	4:15-5:30 p.m	Bijles Groep 2	12 tot 16 jaar	Backstage
	5:30-6:45 p.m	Bijles Groep 3	17 tot 21 jaar	Backstage
	6:45-8:00 p.m	Bijles Groep 4	12 tot 21 jaar	Backstage
24.04 woensdag	3:00 p.m	Boksen	8 tot 18 jaar	Cardeck
25.04 donderdag	9:00-11:00 p.m	Haken	Vrouwen	Mano kantoor
	12:30-5:00 p.m	Kleding winkel	Voor allemaal	Mano winkel
	4:00-6:00 p.m	Kledingreparatie	Voor allemaal	Mano kantoor
	1:00 p.m	Het Lab	6 tot 16 jaar	Moonlight
	1:00 p.m	Bijles Groep 1	8 tot 12 jaar	Backstage
	4:15-5:30 p.m	Bijles Groep 2	12 tot 16 jaar	Backstage
26.04 vrijdag	5:30-6:45 p.m	Bijles Groep 3	17 tot 21 jaar	Backstage
	6:45-8:00 p.m	Bijles Groep 4	12 tot 21 jaar	Backstage
	10:00-11:30 a.m	Fietsles	Familie	Extern
	3:30-4:30 p.m	DigiD workshop	Familie	Mano kantoor
27.04 zaterdag	3:30-4:30 p.m	OV workshop	Familie	Mano kantoor
	7:30 p.m	Film avond	Voor allemaal	Theater
28.04 zondag	9:00-11:00 p.m	Haken	Vrouwen	Mano kantoor
	9:00-11:00 p.m	Zwemmen	Mannen	Extern
	9:00-11:00 p.m	Haken	Vrouwen	Mano kantoor

Voor registratie en meer informatie kom naar ons kantoor op Silja- 8ste verdieping, van maandag tot en met vrijdag, van 10:00 am - 12:00 pm en van 1:00 pm - 3:00 pm.

Appendix VI: Interview guideline public body (municipality, integration service and council member)

Introduction

Hello my name is Harm Stevering, I am a Master student of spatial planning at the Radboud University and currently performing my master thesis research. Thank you for participating in this research by doing this interview. In this interview we will discuss whether housing asylum seekers on The Silja Europe is a viable/successful temporary solution to the housing crisis of asylum seekers. In doing so we will first discuss some of the challenges associated with housing asylum seekers followed by some cost/benefits, physical and stakeholder interests criteria related to the project of housing asylum seekers on The Silja Europe. Finally, we will discuss what implications might occur on longer-term use of this solution.

## HOUSING STATUS HOLDERS ON A CRUISE FERRY

In order to properly transcribe and interpret this interview, I would like to ask you permission to record the interview. Only my supervisors and I will be able to hear the recording. Also, this research is done anonymously, thus your name will not be mentioned in the thesis. If you prefer to have a copy of the final thesis research, I could send you one. Before we start, I would like to ask if everything thus far is clear and whether you might have any questions?

First, we will start with a small introduction as to who you are and how you are associated with the case of the project of housing asylum seekers on The Silja Europe. Followed by the challenges associated with housing asylum seekers in The Netherlands and locally in Rotterdam.

### **Introduction interviewee**

1. What is your role/function in your organisation related to the housing of asylum seekers?
2. How would you describe the current housing situation of asylum seekers in The Netherlands in general and more specific compared to the local situation of housing asylum seekers in Rotterdam?

### **Challenges associated with housing asylum seekers.**

3. What housing challenges are associated with housing asylum seekers locally in Rotterdam?
  - a. What influence might these challenges of housing asylum seekers locally in Rotterdam have on the asylum seekers?
  - b. What influence might these challenges of housing asylum seekers locally in Rotterdam have on Rotterdam as a city?
4. Do you think that housing asylum seekers on ships is a result of the challenges discussed above?
  - a. If so, please elaborate why?
  - b. What is your opinion on the temporary solution of housing asylum seekers on The Silja Europe to cope with these challenges?

In the following part of the interview, we will discuss the housing of asylum seekers on The Silja Europe as a short-term solution. Specifically, the costs and benefits associated within the case of The Silja Europe. First some definitions are clarified:

**Fixed costs** are referred to as expenses that remain constant regardless of the project's volume or activity level.

**Variable costs** are referred to as the expenses that change in direct proportion to the volume of

## HOUSING STATUS HOLDERS ON A CRUISE FERRY

production or project activities.

**Project Benefits** are referred to as the measurable improvement deriving from a result perceived as an advantage.

### Costs and benefits housing asylum seekers on The Silja Europe

5. What different sort of fixed costs (E.G. fixed salary, rent or annual fees) are associated with housing asylum seekers on The Silja Europe?
  - a. Is there a public overview of these costs?
  - b. If not, is there a way how I could receive this information?
6. What different sort of variable costs (E.G. Labor, material or overhead costs), if known, are associated with housing asylum seekers on The Silja Europe?
  - a. Is there a public overview of these costs?
  - b. If not, is there a way how I could receive this information?
7. What project benefits (E.G. Quality improvement, cost reduction, goal succession) are associated with housing asylum seekers on The Silja Europe? These may be both tangible (numerical) as well as not tangible benefits.
  - a. Is there a public overview of these benefits?
    - i. If not, is there a way how I could receive this information?
  - b. Do you think the benefits weigh up against the costs mentioned above?

Based upon your physical knowledge and policy related choices in the case of housing asylum seekers on The Silja Europe, the next part focusses on the physical attributes and spaces of the emergency shelter.

### Physical Features of emergency housing asylum seekers on ships versus broader regular housing asylum seekers The Netherlands.

8. Based upon which physical conditions or policies was The Silja Europe chosen to function as a temporary emergency shelter for housing asylum seekers in Rotterdam?
  - a. And why has The Merwehaven been chosen as a suitable location for housing The Silja Europe?
9. Are there, if so, how are the physical characteristics of primary living spaces (includes sleeping, showering, toilets, kitchen, washing and drying spaces) for the inhabitants realized on The Silja Europe??

## HOUSING STATUS HOLDERS ON A CRUISE FERRY

- a. How do these facilities compare to regular asylum housing in an AZC?
10. Are there, if so, how are the physical characteristics of the receptions buildings/ quarters (Information desk, reception, entrance hall/ waiting space, office COA, room installations) for the inhabitants realized on The Silja Europe?
    - a. How do these facilities compare to regular asylum housing in an AZC?
  11. Are there, if so, how are the physical characteristics of the activity spaces (Toilets, OLC, children play hall, recreational room, educational room, activity spaces, room installations and storage rooms) for the inhabitants realized on The Silja Europe?
    - a. How do these facilities compare to regular asylum housing in an AZC?
  12. How is the terrain (Sporting grounds, outside playground, bicycle racks and parking's spots) for the inhabitants realized on The Silja Europe?
    - a. How do these facilities compare to regular asylum housing in an AZC?
  13. Do the physical characteristics of the above-mentioned facilities comply with the basic requirements for the physical living environment of the inhabitants compared to regular housing for asylum seekers?
    - a. In what other aspects do the emergency shelter and regular housing in an AZC differ from each other?

The following part relates to the stakeholder relations and the influence on the environment of the housing of asylum seekers in Rotterdam. Also, the multi-level governance arrangements related to the management of the projects of housing asylum seekers on The Silja Europe will be discussed.

**Multi-level governance layers** are referred to as multiple functional jurisdictions (governance instances) with some degree of autonomy. E.G. National government, municipality but also COA as an autonomous governing organ.

**Environmental fitness** is referred to as the environmental relations and synergy the surroundings and stakeholders have with the project (E.G. The culture, structure and acceptance of the project by its stakeholders and surroundings)

### **Stakeholders and multi-level governance arrangements in relation to the environment of housing asylum seekers on The Silja Europe**

14. What would you say that the effect of the placement of The Silja Europe as an emergency shelter has on the overall environmental fitness.

## HOUSING STATUS HOLDERS ON A CRUISE FERRY

- a. What has been the reaction from the environment since the start of the project of housing asylum seekers on The Silja Europe? Please elaborate.
15. What is your role as a municipal/ integration/ council member in the interconnectedness between organizations of the whole project of housing asylum seekers on The Silja Europe?
    - a. How would you state your interests in the project of housing asylum seekers on The Silja Europe based upon your role in the project? (E.G. interests related to economics, social change, work security and safety, environmental issues or education and awareness)
  16. Can you elaborate with whom you cooperate in the decision-making process of the project of housing asylum seekers on The Silja Europe?
    - a. How would you describe the cooperation between these different (government) actors with whom you work together with on the project of housing asylum seekers on the Silja Europe?
    - b. How do these interests and different government layers involved influence the complexity of the decision-making process of the project?
    - c. If so, what would you suggest doing differently?

### **Implications longer term use of The Silja Europe as an emergency shelter for asylum seekers**

17. What is the current planned duration for the stay of The Silja Europe?
  - a. Do you think that this time framing will be prolonged due to current housing situation of asylum seekers?
18. Is the use of The Silja Europe as an emergency shelter applicable to be used for longer-term use?
  - a. If not, what needs to change in order to allow The Silja Europe to be used for longer-term use?
19. What would be the consequences for the asylum seekers accommodated on the The Silja Europe when this ship will be used for longer-term use?
  - a. What will the consequence(s) be for your role in this multi-layered organization project when this ship will be used for longer-term use?

- b. What might the consequences/reaction be from the environment (Communities, Rotterdam other stakeholders involved) on the longer-term use of The Silja Europe as an emergency shelter be?

This was the last subject of the interview. I would like to thank you for your participation. Do you have any other questions or comments in regards of our past interview?

## **Appendix VII: Interview guideline COA management and employees**

### **Introduction**

Hello my name is Harm Stevering, I am a Master student of spatial planning at the Radboud University and currently performing my master thesis research. Thank you for participating in this research by doing this interview. In this interview we will discuss whether housing asylum seekers on The Silja Europe is a viable/successful temporary solution to the housing crisis of asylum seekers. In doing so we will first discuss some of the challenges associated with housing asylum seekers followed by some cost/benefits, physical and stakeholder interests criteria related to the project of housing asylum seekers on The Silja Europe. Finally, we will discuss what implications might occur on longer-term use of this solution.

In order to properly transcribe and interpret this interview, I would like to ask you permission to record the interview. Only my supervisors and I will be able to hear the recording. Also, this research is done anonymously, thus your name will not be mentioned in the thesis. If you prefer to have a copy of the final thesis research, I could send you one. Before we start, I would like to ask if everything thus far is clear and whether you might have any questions?

First, we will start with a small introduction as to who you are and how you are associated with the case of the project of housing asylum seekers on The Silja Europe. Followed by the challenges associated with housing asylum seekers in The Netherlands and locally in Rotterdam.

### **Introduction interviewee**

1. What is your role/function in your organisation related to the housing of asylum seekers?
2. How would you describe the current housing situation of asylum seekers in The Netherlands in general and more specific compared to the local situation of housing asylum seekers in Rotterdam?

### **Challenges associated with housing asylum seekers.**

3. What housing challenges are associated with housing asylum seekers locally in Rotterdam?

## HOUSING STATUS HOLDERS ON A CRUISE FERRY

- a. What influence might these challenges of housing asylum seekers locally in Rotterdam have on the asylum seekers?
  - b. What influence might these challenges of housing asylum seekers locally in Rotterdam have on Rotterdam as a city?
4. Do you think that housing asylum seekers on ships is a result of the challenges discussed above?
- a. If so, please elaborate why?
  - b. What is your opinion on the temporary solution of housing asylum seekers on The Silja Europe to cope with these challenges?

In the following part of the interview, we will discuss the housing of asylum seekers on The Silja Europe as a short-term solution. Specifically, the costs and benefits associated within the case of The Silja Europe. First some definitions are clarified:

**Fixed costs** are referred to as expenses that remain constant regardless of the project's volume or activity level.

**Variable costs** are referred to as the expenses that change in direct proportion to the volume of production or project activities.

**Project Benefits** are referred to as the measurable improvement deriving from a result perceived as an advantage.

### Costs and benefits of housing asylum seekers on The Silja Europe

5. What different sort of fixed costs (E.G. fixed salary, rent or annual fees) are associated with housing asylum seekers on The Silja Europe?
  - a. Is there a public overview of these costs?
  - b. If not, is there a way how I could receive this information?
6. What different sort of variable costs (E.G. Labor, material or overhead costs), if known, are associated with housing asylum seekers on The Silja Europe?
  - a. Is there a public overview of these costs?
  - b. If not, is there a way how I could receive this information?
7. What project benefits (E.G. Quality improvement, cost reduction, goal succession) are associated with housing asylum seekers on The Silja Europe? These may be both tangible (numerical) as well as not tangible benefits.
  - a. Is there a public overview of these benefits?

## HOUSING STATUS HOLDERS ON A CRUISE FERRY

- i. If not, is there a way how I could receive this information?
- b. Do you think the benefits weigh up against the costs mentioned above?

Based upon your physical knowledge and policy related choices in the case of housing asylum seekers on The Silja Europe, the next part focusses on the physical attributes and spaces of the emergency shelter.

### **Physical Features of emergency housing asylum seekers on ships versus broader regular housing asylum seekers The Netherlands.**

8. Do you know many asylum seekers are currently accommodated on The Silja Europe as an emergency housing shelter?
  - a. If not, where could I find this?
9. Based upon which physical conditions or policies was The Silja Europe chosen to function as a temporary emergency shelter for housing asylum seekers in Rotterdam?
  - a. And why has The Merwehaven been chosen as a suitable location for housing The Silja Europe?
10. Are there, if so, how are the physical characteristics of primary living spaces (includes sleeping, showering, toilets, kitchen, washing and drying spaces) for the inhabitants realized on The Silja Europe?
  - a. How do these facilities compare to regular asylum housing in an AZC?
11. Are there, if so, how are the physical characteristics of the receptions buildings/ quarters (Information desk, reception, entrance hall/ waiting space, office COA, room installations) for the inhabitants realized on The Silja Europe?
  - a. How do these facilities compare to regular asylum housing in an AZC?
12. Are there, if so, how are the physical characteristics of the activity spaces (Toilets, OLC, children play hall, recreational room, educational room, activity spaces, room installations and storage rooms) for the inhabitants realized on The Silja Europe?
  - a. How do these facilities compare to regular asylum housing in an AZC?

## HOUSING STATUS HOLDERS ON A CRUISE FERRY

13. How is the terrain (Sporting grounds, outside playground, bicycle racks and parking's spots) for the inhabitants realized on The Silja Europe?
  - a. How do these facilities compare to regular asylum housing in an AZC?
  
14. Do the physical characteristics of the above-mentioned facilities comply with the basic requirements for the physical living environment of the inhabitants compared to regular housing for asylum seekers?
  - a. In what other aspects do the emergency shelter and regular housing in an AZC differ from each other?

The following part relates to the stakeholder relations and the influence on the environment of the housing of asylum seekers in Rotterdam. Also, the multi-level governance arrangements related to the management of the projects of housing asylum seekers on The Silja Europe will be discussed.

**Multi-level governance layers** are referred to as multiple functional jurisdictions (governance instances) with some degree of autonomy. E.G. National government, municipality but also COA as an autonomous governing organ.

**Environmental fitness** is referred to as the environmental relations and synergy the surroundings and stakeholders have with the project (E.G. The culture, structure and acceptance of the project by its stakeholders and surroundings)

### **Stakeholders and multi-level governance arrangements in relation to the environment of housing asylum seekers on The Silja Europe**

15. What would you say that the effect of the placement of The Silja Europe as an emergency shelter has on the overall environmental fitness.
  - a. What has been the reaction from the environment since the start of the project of housing asylum seekers on The Silja Europe? Please elaborate.
  
16. What is your role as a COA (managerial) employee in the interconnectedness between organizations of the whole project of housing asylum seekers on The Silja Europe?
  - a. How would you state your interests in the project of housing asylum seekers on The Silja Europe based upon your role in the project? (E.G. interests related to economics, social change, work security and safety, environmental issues or education and awareness)
  
17. Can you elaborate with whom you cooperate in the decision-making process of the project of housing asylum seekers on The Silja Europe?

## HOUSING STATUS HOLDERS ON A CRUISE FERRY

- a. How would you describe the cooperation between these different (government) actors with whom you work together with on the project of housing asylum seekers on SHIP1?
- b. How do these interests and different government layers involved influence the complexity of the decision-making process of the project?
- c. If so, what would you suggest doing differently?

### **Implications longer term use of The Silja Europe as an emergency shelter for asylum seekers**

18. What is the current planned duration for the stay of The Silja Europe?
  - a. Do you think that this time framing will be prolonged due to current housing situation of asylum seekers?
  
19. Is the use of The Silja Europe as an emergency shelter applicable to be used for longer-term use?
  - a. If not, what needs to change in order to allow The Silja Europe to be used for longer-term use?
  
20. If applicable, how did you experience your interaction and communication with the asylum seekers accommodated on The Silja Europe?
  - a. Do you have the idea that they are able to integrate with the other residents on The Silja Europe?
  - b. And how successful is the integration with the population of Rotterdam where The Silja Europe is located?
  
21. What would be the consequences for the asylum seekers accommodated on the The Silja Europe when this ship will be used for longer-term use?
  - a. What will the consequence(s) be for your role in this multi-layered organization project when this ship will be used for longer-term use?
  - b. What might the consequences/reaction be from the environment (Communities, Rotterdam other stakeholders involved) on the longer-term use of The Silja Europe as an emergency shelter be?

This was the last subject of the interview; I would like to thank you for your participation. Do you have any other questions or comments in regards of our past interview

## **Appendix VIII: Interview guideline charter Slaapschepen**

### **Introduction**

Hello my name is Harm Stevering, I am a Master student of spatial planning at the Radboud University and currently performing my master thesis research. Thank you for participating in this research by doing this interview. In this interview we will discuss whether housing asylum seekers on The Silja Europe is a viable/successful temporary solution to the housing crisis of asylum seekers. In doing so we will first discuss some of the challenges associated with housing asylum seekers followed by some cost/benefits, physical and stakeholder interests criteria related to the project of housing asylum seekers on The Silja Europe. Finally, we will discuss what implications might occur on longer-term use of this solution.

In order to properly transcribe and interpret this interview, I would like to ask you permission to record the interview. Only my supervisors and I will be able to hear the recording. Also, this research is done anonymously, thus your name will not be mentioned in the thesis. If you prefer to have a copy of the final thesis research, I could send you one. Before we start, I would like to ask if everything thus far is clear and whether you might have any questions?

First, we will start with a small introduction as to who you are and how you are associated with the case of the project of housing asylum seekers on The Silja Europe. Followed by the challenges associated with housing asylum seekers in The Netherlands and locally in Rotterdam.

### **Introduction interviewee**

1. What is your role/function in your organisation related to the housing of asylum seekers?
2. How would you describe the current housing situation of asylum seekers in The Netherlands in general and more specific compared to the local situation of housing asylum seekers in Rotterdam?

### **Challenges associated with housing asylum seekers.**

3. What housing challenges are associated with housing asylum seekers locally in Rotterdam?
  - a. What influence might these challenges of housing asylum seekers locally in Rotterdam have on the asylum seekers?
  - b. What influence might these challenges of housing asylum seekers locally in Rotterdam have on Rotterdam as a city?
4. Do you think that housing asylum seekers on ships is a result of the challenges discussed above?

## HOUSING STATUS HOLDERS ON A CRUISE FERRY

- a. If so, please elaborate why?
- b. What is your opinion on the temporary solution of housing asylum seekers on The Silja Europe to cope with these challenges?

In the following part of the interview, we will discuss the housing of asylum seekers on The Silja Europe as a short-term solution. Specifically, the costs and benefits associated within the case of The Silja Europe. First some definitions are clarified:

**Fixed costs** are referred to as expenses that remain constant regardless of the project's volume or activity level.

**Variable costs** are referred to as the expenses that change in direct proportion to the volume of production or project activities.

**Project Benefits** are referred to as the measurable improvement deriving from a result perceived as an advantage.

### Costs and benefits housing asylum seekers on The Silja Europe

5. What different sort of fixed/variable costs (E.G. fixed salary, rent or annual fees Labor, material or overhead costs,) are associated with housing asylum seekers on The Silja Europe for you as a shipping company?
  - a. Is there a public overview of these costs?
  - b. If not, is there a way how I could receive this information?
  
6. What project benefits (E.G. Quality improvement, cost reduction, goal succession) are associated with housing asylum seekers on The Silja Europe for you as a charter? These may be both tangible (numerical) as well as not tangible benefits.
  - a. Is there a public overview of these benefits?
    - i. If not, is there a way how I could receive this information?
  - b. Do you think the benefits weigh up against the costs mentioned above for yourself as a charter?
    - i. And for the COA?

Based upon your knowledge related to the housing of asylum seekers on The Silja Europe the next part focusses on the physical attributes and spaces of the emergency shelter.

### Physical Features of emergency housing asylum seekers on ships versus broader regular housing asylum seekers The Netherlands.

## HOUSING STATUS HOLDERS ON A CRUISE FERRY

7. Which services do you provide as a charter as well as your hospitality to the onboard actors of the Silja Europe (Status holders, COA etc.)?
8. How does the fact that the asylum centre is located on board of a cruise ferry influence your daily services?
  - a. How does this compare to other asylum centres that you as Slaapschepen facilitate?
9. Based upon which physical conditions or policies was The Silja Europe chosen to function as a temporary emergency shelter for housing asylum seekers in Rotterdam?
  - a. And why has The Merwehaven been chosen as a suitable location for housing The Silja Europe?
10. If adjustments have been made, what adjustments have been made to the Silja Europe compared to its normal facilities/functions during her voyages compared to the current situation of housing status holders?
  - a. How does the fact that Tallink still manages the ship affect the relationship between you, COA and Tallink based on, for example, making these types of adjustments?
11. Are there, if so, how are the physical characteristics of primary living spaces (includes sleeping, showering, toilets, kitchen, washing and drying spaces) for the inhabitants realized on The Silja Europe?
12. Are there, if so, how are the physical characteristics of the receptions buildings/ quarters (Information desk, reception, entrance hall/ waiting space, office COA, room installations) for the inhabitants realized on The Silja Europe?
13. Are there, if so, how are the physical characteristics of the activity spaces (Toilets, OLC, children play hall, recreational room, educational room, activity spaces, room installations and storage rooms) for the inhabitants realized on The Silja Europe?
  - a. Is it possible that I can have a map/document about the physical characteristics of the above-mentioned facilities?
14. How is the terrain (Sporting grounds, outside playground, bicycle racks and parking's spots) for the inhabitants realized on The Silja Europe?

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15. Do you think that the physical characteristics of the above-mentioned facilities comply with the basic requirements for the physical living environment of the inhabitants?
16. Based on its physical aspects, how does Silja Europe compare to other alternative forms of reception in the Netherlands for asylum seekers and status holders that you offer?
  - a. Do you prefer alternative locations to Silja Europe?

The following part relates to the stakeholder relations and the influence on the environment of the housing of asylum seekers in Rotterdam. Also, the multi-level governance arrangements related to the management of the projects of housing asylum seekers on The Silja Europe will be discussed.

**Multi-level governance layers** are referred to as multiple functional jurisdictions (governance instances) with some degree of autonomy. E.G. National government, municipality but also COA as an autonomous governing organ.

**Environmental fitness** is referred to as the environmental relations and synergy the surroundings and stakeholders have with the project (E.G. The culture, structure and acceptance of the project by its stakeholders and surroundings)

### **Stakeholders and multi-level governance arrangements in relation to the environment of housing asylum seekers on The Silja Europe**

17. What would you say that the effect of the placement of The Silja Europe as an emergency shelter has on the overall environmental fitness.
  - a. What has been the reaction from the environment since the start of the project of housing asylum seekers on The Silja Europe? Please elaborate.
18. What is your role as an employee of Slaapschepen in the interconnectedness between organizations of the whole project of housing asylum seekers on The Silja Europe?
  - a. How would you state your interests in the project of housing asylum seekers on The Silja Europe based upon your role in the project? (E.G. interests related to economics, social change, work security and safety, environmental issues or education and awareness)
19. Can you elaborate with whom you cooperate in the decision-making process of the project of housing asylum seekers on The Silja Europe?
  - a. How would you describe the cooperation between these different (government) actors with whom you work together with on the project of housing asylum seekers on The Silja Europe?

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- b. How do these interests and different government layers involved influence the complexity of the decision-making process of the project?
- c. If so, what would you suggest doing differently?

### **Implications longer term use of The Silja Europe as an emergency shelter for asylum seekers**

20. What is the current planned duration for the stay of The Silja Europe?
  - a. Do you think that this time framing will be prolonged due to current housing situation of asylum seekers?
  
21. Is the use of The Silja Europe as an emergency shelter applicable to be used for longer-term use?
  - a. If not, what needs to change in order to allow The Silja Europe to be used for longer-term use?
  
22. What would be the consequences for the asylum seekers accommodated on the The Silja Europe when this ship will be used for longer-term use?
  - a. What will the consequence(s) be for your role in this multi-layered organization project when this ship will be used for longer-term use?
  - b. What might the consequences/reaction be from the environment (Communities, Rotterdam other stakeholders involved) on the longer-term use of The Silja Europe as an emergency shelter be?

This was the last subject of the interview; I would like to thank you for your participation. Do you have any other questions or comments in regards of our past interview?

### **Appendix IX: Interview guidelines Private actors (Surrounding community member)**

#### **Introduction**

Hello my name is Harm Stevering, I am a Master student of spatial planning at the Radboud University and currently performing my master thesis research. Thank you for participating in this research by doing this interview. In this interview we will discuss whether housing asylum seekers on The Silja Europe is a viable/successful temporary solution to the housing crisis of asylum seekers. In doing so we will first discuss some of the challenges associated with housing asylum seekers followed by some cost/benefits, physical and stakeholder interests criteria related to the project of housing

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asylum seekers on The Silja Europe. Finally, we will discuss what implications might occur on longer-term use of this solution.

In order to properly transcribe and interpret this interview, I would like to ask you permission to record the interview. Only my supervisors and I will be able to hear the recording. Also, this research is done anonymously, thus your name will not be mentioned in the thesis. If you prefer to have a copy of the final thesis research, I could send you one. Before we start, I would like to ask if everything thus far is clear and whether you might have any questions?

First, we will start with a small introduction as to who you are and how you are associated with the case of the project of housing asylum seekers on The Silja Europe. Followed by the challenges associated with housing asylum seekers in The Netherlands and locally in Rotterdam.

### **Introduction interviewee**

1. Do you have any relations and or interests with the accommodated asylum seekers on The Silja Europe?
  - a. If so, could you describe these relations and or interests?
2. How would you describe the current housing situation of asylum seekers in The Netherlands in general and more specific compared to the local situation of housing asylum seekers in Rotterdam?

### **Challenges associated with housing asylum seekers.**

3. What housing challenges are associated with housing asylum seekers locally in Rotterdam?
  - a. What influence might these challenges of housing asylum seekers locally in Rotterdam have on the asylum seekers?
  - b. What influence might these challenges of housing asylum seekers locally in Rotterdam have on Rotterdam as a city?
4. Do you think that housing asylum seekers on ships is a result of the challenges discussed above?
  - a. If so, please elaborate why?
  - b. What is your opinion on the temporary solution of housing asylum seekers on The Silja Europe to cope with these challenges?

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In the following part of the interview, we will discuss the housing of asylum seekers on The Silja Europe as a short-term solution. Specifically, the advantages and disadvantages associated within the case of The Silja Europe. First some definitions are clarified:

### **Costs and benefits housing asylum seekers on The Silja Europe**

5. What disadvantages of the project (E.G. costs, impact on environment or inhabitants) have you experienced or associate with housing asylum seekers on The Silja Europe?
6. What advantages of the project (E.G. social success, economical, goal succession) have you experienced or associate with housing asylum seekers on The Silja Europe?
  - a. Do you think the advantages weigh up against the disadvantages effects mentioned above?

Based upon your knowledge related to the housing of asylum seekers on The Silja Europe the next part focusses on the physical attributes and spaces of the emergency shelter.

### **Physical Features of emergency housing asylum seekers on ships versus broader regular housing asylum seekers The Netherlands.**

7. Do you think that based upon the physical conditions of The Silja Europe it is applicable as a temporary emergency shelter for housing asylum seekers in Rotterdam?
  - a. And do you think that the The Merwehaven is a suitable location for The Silja Europe and the housing of asylum seekers in Rotterdam?
8. Are there any specific physical features, that you are aware of, (Cycling racks, parking spots outside sporting equipment) which can be seen from the outside which characterize the emergency housing shelter of The Silja Europe?
9. Do you think that the physical facilities which are realized on The Silja Europe comply with the basic requirements for the physical living environment of the asylum seekers?
  - a. If not, how do you think this may be improved?

The following part relates to the stakeholder relations and the influence on the environment of the housing of asylum seekers in Rotterdam Also, the multi-level governance arrangements related to the management of the projects of housing asylum seekers on The Silja Europe will be discussed.

**Multi-level governance layers** are referred to as multiple functional jurisdictions (governance instances) with some degree of autonomy. E.G. National government, municipality but also COA as an autonomous governing organ.

**Environmental fitness** is referred to as the environmental relations and synergy the surroundings and stakeholders have with the project (E.G. The culture, structure and acceptance of the project by its stakeholders and surroundings)

**Stakeholders and multi-level governance arrangements in relation to the environment of housing asylum seekers on The Silja Europe**

10. What would you say that the effect of the placement of The Silja Europe as an emergency shelter has on the environmental fitness (e.g. culture, structure of the acceptance of the project in its environment)?
  - a. If so, has there been a negative backlash since the start of the project at... by its environment? Please elaborate.
  - b. Would you suggest that there is environmental connectedness/ synergy with the asylum seekers on The Silja Europe? If not how might this be improved?
  
11. What is your role as a part of the community in the interconnectedness between organizations of the whole project of housing asylum seekers on The Silja Europe?
  - a. How would you state your interests in the project of housing asylum seekers on The Silja Europe based upon your role in the project? (E.G. interests related to economics, social change, work security and safety, environmental issues or education and awareness)
  
12. Have you been or are you involved in the decision-making process of the placement of The Silja Europe?
  - a. If so, can you elaborate with whom you interact in the decision-making process of the project of housing asylum seekers on The Silja Europe?
  - b. How have you experienced this process? Are there things you would do differently within this process?
  
13. If applicable, how did you experience your interaction and communication with the asylum seekers accommodated on The Silja Europe?
  - a. Do you have the idea that they are able to integrate with the other residents on The Silja Europe?

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- b. And how successful is the integration with the population of Rotterdam where The Silja Europe is located?
14. How do these interests and different government layers influence the decision-making of the project for you as a community member?
- a. How could, if possible, the project management and involvement of the surrounding community be improved?

### **Implications longer term use of The Silja Europe as an emergency shelter for asylum seekers**

15. Do you think that duration of the emergency shelter will be prolonged due to current housing situation of asylum seekers in The Netherlands?
16. Is the use of The Silja Europe as an emergency shelter applicable to be used for longer-term use in the current situation?
- a. If not, what needs to change in order to allow The Silja Europe to be used for longer-term use?
17. What would be the consequences for the asylum seekers accommodated on the The Silja Europe when this ship will be used for longer-term use?
- a. What will the consequence(s) be for you as a member of the community when The Silja Europe will be used for longer-term use?
  - b. What might the consequences/reaction be from the environment (Communities, Rotterdam other stakeholders involved) on the longer-term use of The Silja Europe as an emergency shelter be?

This was the last subject of the interview; I would like to thank you for your participation. Do you have any other questions or comments in regards of our past interview?

### **Appendix X: Interview status holder Silja Europe** **Introduction**

Hello my name is Harm Stevering, I am a Master student of spatial planning at the Radboud University and currently performing my master thesis research. Thank you for participating in this research by doing this interview. In this interview we will discuss whether housing asylum seekers on the Silja Europe is a viable/successful temporary solution to the asylum housing crisis. In doing so we will first discuss some of the challenges associated with housing status holders and asylum seekers followed by some project advantages/disadvantages, physical and stakeholder interests' criteria related

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to the project of housing status holders on the Silja Europe. Finally, we will discuss what implications might occur on longer-term use of this solution.

In order to properly transcribe and interpret this interview, I would like to ask you permission to record the audio of the interview. Only my supervisors and I will be able to hear the recording. Also, this research is done anonymously, thus your name will not be mentioned in the thesis. If you prefer to have a copy of the final thesis research, I could send you one. Before we start, I would like to ask if everything thus far is clear and whether you might have any questions?

First, we will start with a small introduction as to who you are and what your role is in the case of the project of housing status holders on the Silja Europe. Followed by the challenges associated with housing asylum seekers and status holders in The Netherlands and locally in Rotterdam.

### **Introduction interviewee**

1. How long have you been in The Netherlands?
  - a. And how long have you been a resident on board of the Silja Europe?
  - b. How would you describe your experience of the process in seeking a suitable housing unit in Rotterdam with the municipality for yourself?
  
2. At how many other locations from the COA have you been accommodated before your arrival on the Silja Europe?

The following part focusses itself on the housing crisis in The Netherlands and the challenges associated with housing for refugees.

### **Challenges associated with housing asylum seekers.**

3. How would you describe your experiences with the asylum process since your arrival in The Netherlands?
  - a. And how would you state your experiences with the other COA locations you have been a resident of before arriving to the Silja Europe?
  
4. How do you think that the housing crisis in the Netherlands affects the housing possibilities of refugees and status holders like yourself?
  
5. Do you think that housing of asylum seekers and status holders on ships is a result of the challenges discussed above?
  - a. If so, please elaborate why?

## HOUSING STATUS HOLDERS ON A CRUISE FERRY

In the following part of the interview, we will discuss the housing of status holders on the Silja Europe as a short-term solution. Specifically, the advantages and disadvantages associated within the case of the Silja Europe.

### **Experiences on the Silja Europe.**

6. What is your opinion on the temporary solution of using the Silja Europe as an asylum location for status holders such as yourself?
7. What disadvantages do you associate, or have you experienced related to being accommodated on the Silja Europe?
  - a. And compared to other COA locations you have stayed at?
8. What advantages do you associate, or have you experienced related to being accommodated on the Silja Europe
  - a. And compared to other COA locations you have stayed at?
  - b. Do you think the advantages weigh up against the disadvantages effects mentioned above?

Based upon your experiences related to being a resident on the Silja Europe, the next part focusses on the physical attributes and spaces of the Silja Europe.

### **Physical features and services of housing status holders on the Silja Europe versus broader regular housing asylum seekers The Netherlands.**

9. What is your opinion on the physical spaces and services offered by the COA in your primary living spaces (includes sleeping, showering, toilets, kitchen, washing and drying spaces) on the Silja Europe?
  - b. How do these facilities and services compare to other locations you have been accommodated on by the COA?
  - c. And how relevant are these spaces for yourself as a resident on the Silja Europe?
10. What is your opinion on the physical spaces and services offered by the COA in the reception areas (Information desk deck 12/ waiting space, speaking rooms, ship reception deck 7, entrance hall cardeck) on the Silja Europe?
  - a. How do these facilities and services compare to other locations you have been accommodated on by the COA?

## HOUSING STATUS HOLDERS ON A CRUISE FERRY

- b. And how relevant are these spaces for yourself as a resident on the Silja Europe?
11. What is your opinion on the physical spaces and services offered by the COA in the activity spaces (children play hall, recreational room, educational room, activities offered by MANO/ Vluchtelingenwerk) on the Silja Europe?
- a. How do these facilities and services compare to other locations you have been accommodated on by the COA?
  - b. And how relevant are these spaces for yourself as a resident on the Silja Europe?
12. Specifically, how do you experience the activities organized by MANO?
- a. Are you able to organize your own activities/ programs with MANO on board?
13. What is your opinion on the physical space and services offered by the COA for the terrain in and around the Silja Europe (Sporting grounds, outside playground, bicycle racks and parking's spots)
- a. How do these facilities and services compare to other locations you have been accommodated on by the COA?
  - b. And how relevant are these spaces for yourself as a resident on the Silja Europe?
14. How do you experience the outside and open space in the area of the Silja Europe?
- a. Specifically, how do you experience the village square which is located across the road from the Silja Europe?
15. Are the physical spaces and facilities that the COA realize for you, as a resident on the Silja Europe, sufficient for yourself to be accommodated for a short period of time?
- a. If not, how do you think these physical spaces may be improved in the future?

The following part relates to all underlying relations between actors (You, COA, surrounding neighbors, ship crew etc..) involved in the project of the Silja Europe. Followed by the relations and influence it has on its surrounding environment and Rotterdam as a city.

### **Stakeholders' interests and relation to the surrounding environment of housing status holders on the Silja Europe located at the Merwehaven**

16. What is your opinion of the location of your current accommodation, the Merwehaven, which is chosen by the COA to place the Silja Europe?
- a. What advantages does this location offer for you?

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- b. What disadvantages does this location bring along?
17. Have you experienced any reactions from the surrounding community (nearby companies or neighbors) about the stay of the Silja Europe since your arrival?
- a. What kind of reactions were this? (positive/negative?)
18. If applicable, how do you experience your interaction and communication with the surrounding community of your accommodation on the Silja Europe?
- a. Are there initiatives from other parties such as the COA or communities to create interactions between yourself and the community?
  - b. How do you experience the connectedness or synergy with the surrounding community of the Silja Europe?
    - i. If little to no connectedness or synergy is present, how do you think this might be created?
19. How would you describe your experience and connectedness to the rest of Rotterdam since you became a resident to the city?
- a. Are you able to integrate and create your own social connections in the city (Work, friends, sports etc.)?
  - b. Do you experience a good fit with Rotterdam as your new city of residence?
20. How would you state your current interests (Work, Integration, learning language, Social contacts, family reunification) since your arrival in Rotterdam and specifically on the Silja Europe?
- a. And what are your future interests and hopes in being a resident of Rotterdam?
21. How are you as a resident of the Silja Europe notified on decisions which influence your daily lives?
- a. If you are, how are you involved in these decisions related to your daily lives?
  - b. Do you feel like you are able to give your opinion on these subjects?

### **Implications longer term use of the Silja Europe as an emergency location for status holders**

22. Do you think that the use of the Silja Europe as an emergency accommodation is applicable for longer-term use as it is currently realized?
- a. If not, what needs to change to allow the Silja Europe to be used for longer-term use?

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23. What would be the consequences for you as an inhabitant of the Silja Europe when this ship will be used for longer-term use?

- a. What might the consequences/reaction be from the environment (Communities, Rotterdam other stakeholders involved) on the longer-term use of the Silja Europe?

This was the last subject of the interview; I would like to thank you for your participation. Do you have any other questions or comments in regards of our past interview?

### Appendix XI: Coding schemes

<i>Sub question 1</i>	<i>Dimensions</i>	<i>Aspect</i>	<i>Indicators</i>		
What are the housing challenges associated with asylum housing in the Netherlands and locally in Rotterdam for status holders?	Challenges asylum housing	Increased asylum requests	COVID-19 restricties opgeheven		
			Geo-politieke ontwikkelingen		
			Na-reizigers (Asielstroom)		
			Reden van vluchten		
				Insufficient robust asylum policy	(Robust) Beleid
					Ad-hoc aanpak
					Post-crisis keuzes
					Financiële systemen
					Politiek klimaat
				Prolonged asylum/ housing processes	Opgebouwde vertragingen
					Casuïstische gevallen
					Tekort aan materialen/middelen
					Asielaanvragen
					Inburgering
					Wachttijd
				Housing pressure	Woningschaarste
					Sociale woningen
					Particuliere woningen
					Prijsstijging
		Druk non-reguliere asielaanvragers			
		Woningbeleid			
		Asylum centres	Spreadingswet		
			Druk asielopvang		

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			Tekort asiellootaties
			Reguliere opvang
			Noodopvang
			Crisinoodopvang

<i>Sub question 2</i>	<i>Dimensions</i>	<i>Aspects</i>	<i>Indicators</i>
Who are the stakeholders and how does their role as part of this multi-level governance arrangement hold to the housing of status holders on the Silja Europe in Rotterdam?	Actors	Interests	Financiële overwegingen
			Cultuur/ afkomst
			Religie
			Beveiliging en veiligheid
			Persoonsgebonden
			Zelfstandigheid
			Educatie en bewustzijn
			Bezigheid
			Gezondheid/ hygiëne
			Intergratie/ inburgering
			Toekomstperspectief
			Werk
		Perceptions	Sociale impact
			Ervaringen Silja
			Woonkwaliteit
			Leefbaarheid
			(Werk)ethiek
			Noodgedwongen
			Verwachtingsmanagement
			Voordelen
			Nadelen
			Discourse
			Vertrouwen
		Interrelations	Autonomie
			Complexiteit
			Juristicties
			Algemeen goed/doel
			Overheidsregelingen
			Interrelaties/ samenwerking
			Taakomschrijving
		Stakeholder	Loyaal aan bedrijf
			Aandeel in bedrijf

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			Doelgroep/klant
		Stakewatcher	Druk groep
			Bescherming interesse stakeholder
		Statekeeper	Geen aandeel in bedrijf
			Regulaties en beperkingen
			Onafhankelijke beïnvloeder

<i>Sub question 3</i>	<i>Dimensions</i>	<i>Aspect</i>	<i>Indicators</i>
How do the housing features for status holders on cruise ships compare to conventional housing types and how is the policy measure to accommodate status holders on cruise ferries embedded within the broader housing arrangements of the COA for status holders in the Netherlands and Rotterdam?	Asylum center policy (Regular/EM)	Characteristics	Capaciteit
			Geo-locatie
			Fysieke grootte
			Doelgroep
		Timeframe	Minimum termijn
			Tijdelijk
			Lange-termijn
		Amenities	Luchtverversing
			Kook Faciliteiten
			Was faciliteiten
			Verrijkende faciliteiten (Dagbesteding)
			Basis behoeftes
			Aangepast
			Sober noch Humaan
			Koffie en thee automaten
			Hospitality
			Internet
			Infrastructuur
		Processen	Open informatiepreekuur
			Meldplicht

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			Informatiespunt crew
			Vluchtelingenwerk
		Flow centre location	In en uitstroom status houders
			Integratie Rotterdam
			Vervroegde inburgering
			Huisvesten status houders Rotterdam
			Partnerlocaties
	Spatial facilities regular AZC's	Living buildings	Slaapruimte
			Leven
			Douche
			Toiletten
			Keuken
			Wassen en drogen
		Reception buildings	Informatie balie
			Receptie
			Ontvangst hall
			Kantoor COA
			Ruimte om te registreren
		Activity buildings	Openleercentrum
			Kinderspeelruimte
			Recreatieruimte klein
			Recreatieruimte groot
			Educatieruimte
			Activiteitenruimte
			Opslagruimte
		Terrain	Sportgronden
			Buitenspeelplaats
			Fietsrekken
			Parkeerplekken
	Spatial facilities emergency asylum	Inhabitants staying quarters	Slaapruimte
			Leefruimte/ eetruimte
			Douche

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			Toiletten
			Wassen en drogen
		Optional inhabitant staying quarters	Multifunctionele ruimte (openleercentrum)
			Kinder en activiteitenruimte
			Decentrale keuken, zelf-kook
			Kantoor COA
			Optionele toevoegingen
		Inhabitants support facilities; reception buildings	Beveiligingskantoor
			Receptie (Ontvangsthal, informatiebalie)
			Meldruimte
			Keuken
			Locatiemanagement
			Spreekkamer
		Inhabitants supporting facilities; terrain	Speelruimte kinderen
			Parkeerplaatsen
			Buitenruimte
			Rookruimte

<i>Sub question 4</i>	<i>Dimensions</i>	<i>Aspect</i>	<i>Indicators</i>
4. How viable is the project of housing status holders on the Silja Europe specifically, as a through-flow asylum centre, compared to alternative emergency and conventional arrangements of asylum housing for short-term use?	Financial viability	Fixed costs	Salaris
			Locatie/ huur kosten
			Vaste periodieke kosten
			Verzekering
		Variable costs	Overhead kosten

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			Services
			Energie/middelen
			Klaarmaken/ onderhoud
		Benefits	Kwaliteitverbetering
			Doel behaling
			Kost reductie
			Klanttevredenheid
		C&B comparison	Project kosten
			Project baten
	Project feasibility	Technical	Vergelijkbare bouwalternatieven
			Functionaliteit
			Capaciteit
			Onderhoudbaarheid
			Fysieke aanpassingen
		Legal	Vergunningen/ contracten
			Beleid
			Regulaties
			Regels
			Recht
		Operational (environmental fitness)	Synergie
			Cultuur
			Structuur
			Acceptatie
			Sentiment
			Klachten en incidenten
			Impact omgeving
		Schedule	Duur project
			Opstartfase
			Eindfase
			Project doel
	Implications	External implications	Politiek klimaat
			Duurzaamheid
			Impact locatie
			Sociale impact
			Afname druk asielopvang

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			partner afspraken
			Bestemmingsplan locatie
		Internal implications	Toekomstige aanpassingen
			Onderlinge ervaringen
			Impact status houders
			Impact personeel
			Opschaling