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EUROPEAN NETWORK OF ASYLUM RECEPTION
ORGANISATIONS

Sez chic, Belgique



My report from the ENARO Exchange Programme in Belgium,
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1. Introduction

First of all I would like to thank ENARO and HERO (my employer) for assigning me for this multi-lateral exchange. The program laid out for me was planned and executed by Ingrid Declunder, an employee of FEDASIL (Belgium integration authorities). The other participant was Florence Bagnoud who works as an interviewer in a reception centre in Switzerland. With the exception of two days our schedule was identical. We visited offices and centers around Belgium and were welcomed by hospitable, committed and well-prepared employers who made sure that we benefited from the intensive and extensive days.

2. Facts of Belgium and asylum seekers in Belgium

Belgium became independent in 1830 and consists of territories originally belonging to Holland and France. Although this happened peacefully, the two largest populations are still not fully united. There are still problems in communication and quite a lot of skepticism between them. There are 6.3 million people in Belgium. The capitol Brussels is more or less a French-speaking enclave in the Flemish part and hosts the EU Congress and other bodies of the European Union.

In periods quite a large number of asylum seekers have come to Belgium. A large group is coming from the parts of Africa where Belgium had colonies (Congo, Sierra Leone and more) but following the break-up of countries in Eastern Europe a lot is now coming from former Yugoslavia, Soviet and Czechoslovakia. See Appendix 1 for more details.

There is some political debate concerning the asylum seekers. During my visit there was an election to the local and national parliament, which showed a large support for a right wing, nationalist party, especially in the Flemish part.

There are different types of centres for the asylum seekers. 19 are run by FEDASIL, 22 by the Red Cross and one by a socialist organisation, in addition to the many local, communal initiatives. In total, Belgium has centres for 15 659 asylum seekers (2005). All the centres are financed by FEDASIL, in the way that they will refund the expenses (it's not possible to make a profit). Also, the Foreign Office has 16 closed centres for a total of 3 856 rejected asylum seekers.

3. Procedure

3.1. Until 2007

Upon arrival the asylum seekers will be interviewed by the Foreign Office. Within a few hours they make a preliminary decision. This decision will be revised by the commissariat (CGVS). While they wait for the second decision everybody is assigned to a place in a centre although some may choose to live with friends or relatives. If so they must make sure they are registered members of the community, so that FEDASIL or the Foreign Office know where they are.

Those who receive a final rejection are given one month to appeal with the assistance of a lawyer. This appeal can only concern possible errors in procedure or application of law, but everyone none the less will appeal. As long as they are in the procedure they are issued an ID-card confirming that are 'legal'. This card has to be stamped every month. With a final rejection a stamp will not be given so one might risk being taken by the police in one of their raids (the police will stop people on the street or on the bus and demand to see some ID) and sent to closed centres. In the rejection there must be a consideration whether or not a return to country of origin is possible. If this is not possible they are still considered 'legal'. Belgium has a tradition of granting a form of amnesty after 3 years (for families) or 4 years (single), although this is not confirmed by any legislation. However, this is only applicable for those who can prove their identity beyond reasonable doubt. Those given a residence permit can apply for financial aid in an assigned municipality, but this is an individual right (so in fact they can settle wherever they like). They are permitted to work and are offered language training, but they have to find accommodation on their own.

3.2. From 2007



The changes are primarily designed to simplify the procedure. After arriving and registration the asylum seeker will now go directly to the Commissariat (CGVS) where the first interview is made. Based upon the information given there one might receive a residence permit or a rejection. If they choose they can appeal a rejection, but new courts will be established to shorten the time it takes to consider the appeal. In these courts a lawyer representing CGVS will defend their decision. They also plan to differentiate the centers so that everyone in the procedure will live in the local initiatives, while those who have been rejected will stay in open or closed federal centers.

4. Arrival and dispatching

Visit: October 3. Hosts: Lies Creve and Jo Massin

The only Belgian centre for arrivals is in Brussels. Everyone must report to the reception in the morning. If they come too late they have to wait for next day. The queue is long; at times they are standing far in to the street. In periods of large numbers of arrivals they will stop registering people after the first 250. The rest will have to try again the next day.



When they enter they are given a number. Even numbers will go to the French-speaking offices; odd numbers go to the Flemish. Their luggage is inspected and fingerprint and a photo is taken of everyone. The Foreign Office will check the fingerprint against Eurodac and if there is a hit the procedure more or less stops at that point (no interview is made). An x-ray is taken (for TB) and there is a physical examination by a doctor. These tasks are performed in the two different Fedasil offices and it has to be done by 10 o'clock. The dispatching will be done by 12 o'clock. During this time everyone stays in a waiting room and is called in with a bullhorn. By then they are ready for the interview with the Foreign Office.



This first interview is a short one, and its purpose is to register vital information concerning the person and his or her case and takes not more than two hours. The asylum seeker is expected to prove or convince the interviewer that the application for asylum was made directly after arrival in Belgium.

Fedasil receives the information and from this makes the dispatching to the different centres. Every morning they are given detailed reports from the centers stating

the capacity (number of rooms for singles, family rooms and how large the rooms are) and they issue bus or train tickets to the designated centre and inform the centers of the estimated arrival. While they

stay in the centre they will normally be asked to come to Brussels for more interviews. They will probably get the decision within a month's time, maybe two.

Dispatching will also handle applications for transfer between centers and request from families who have lost their place in a centre. The families who can produce a statement from a municipality that they are incapable of caring and housing for their children may be taken in again in a centre even after the final rejection. This also applies to illegal immigrants (who have not applied for asylum).

5. The Commissariat (CGVS)

Visit: October 4. Host: Murielle Marchand

The Interview made here is essential in the procedure. The interviewers are trained and have access to a great deal of background information from the counties of origin and in addition to an extensive interview; a lot of time is spent on checking data and references. The interview has these checkpoints:

- Information concerning the procedure (interviewing process, waiting time, possibilities in case of a rejection etc.)
- Nationality test (a general test of recent events in country of origin and details about local geography and facts)
- "For what reason do you need asylum?"

Each interviewer must finalize at least one case per day or approximately 20 every month.

If problems arise during the interview the asylum seeker may be sent to the house psychiatrist. He can assess if it is advisable to proceed (the seeker might have PTSD). He can also determine whether or not a person is mentally ill (sometimes people fake insanity). The psychiatrist may also give his opinions to reports made by external psychiatrists that are presented with the asylum seekers papers.

After the interview the details will be checked. It is also possible to engage the research department or use a database (Globe) available for everyone in the procedural departments. The researchers have contacts in the different countries of origin. These will not be representatives from the government, names are never exchanged (although a few times only to UN-offices) and they never pay for the information. Some of the information cannot be used in order to protect their sources. In addition to confirming or contradicting information given by an asylum seeker, these contacts may sometimes find the actual country of origin when obvious false information is given.



The Commissariat has its own section for documentation. One of their tasks is to verify an identity of a person with a residence permit prior to registration in the national register. They assist local authorities in issuing birth certificates, marriage licences, travel documents and such. Some visits the Commissariat to withdraw their residence permit so that they can repossess their original

passport. Refugees and stateless persons with a residence permit may apply for citizenship after two years and the section for documentation will assist them. Others may apply after three years, but will have to do that without any help from the document section. Applying for citizenship may take two years. Those who request to have a different name in the documents (other than the one they are registered as) will be sent to the interview section and will normally lose their residence permit. If a person wants to change his name or story as the basis for applying asylum he has to present the new information before the procedure is finalized.

6. Open centre in Brussels, Klein Kasteeltje

Visit: October 3 and 10. Hosts: Amy (Oct 3) and Mieke (Oct 10)

This centre is the oldest in Belgium (20 years) and accommodate up to 850 asylum seekers. There are around 120 employees. Most of the residents are singles and live in rooms for 4 to 8 people.

There are 46 family apartments and they also have a wing for unaccompanied minors. As many other centers this used to be a military facility. They serve food and give the residents pocket money (6.50 euro per adult and 3.80 for children, per week). As a service they also hand out bed linen and hygienic articles (not more than 2 bars of soap in a month). They also hand out used clothes. In general there are a lot of rules and limitations, which causes conflicts and fight. The food is normally so bad that most residents spend their pocket money buying food outside of the centre. Those who chose to eat inside will often have to stand in line for a long time, some times outside in the rain and disturbances are not uncommon (“I WANT more than one bread roll!”). Another cause for conflict is language problems. Security personnel (in civilian clothes) will inspect the rooms every other hour.



The residents may leave and enter as they please, but will be registered doing so. They all have a special identity card. This is left in the reception upon leaving. The gate is operated from the reception in order to prevent trespassing and unregistered exits. The residents can sign up for small jobs for which they receive some wages (1.30 per hour). There are limits as to how much they can earn in a week. Very few have work permit, but they nevertheless line up outside and are picked up by employers operating in the grey or black market. Children attend school outside of the centre (school is compulsory for 12 years in Belgium). Adults are offered language training and different activities (“animation”). They also have trips and excursions. There will never be as much as 850 residents in the centre; in fact most of them stay outside of the centre, with friends or relatives.

7. Open centre in Flemish Speaking Belgium, Arendonk

Visit: October 5. Hosts: Anne Truyens and Luc Ooms

This centre opened September 10 2001.

Today it accommodates 180 people, but plans have been made to increase it to 230 by next year. In addition to the 43 employees, there are between 20 to 25 volunteers (mostly working with children, teaching and activities) who help out in the centre on a regular basis.

A crucial part of the staff is the group of social workers that assists the residents in their daily life and with the procedure.

They will explain documents, advice the residents and make sure they uphold deadlines). They are available for the residents during office hours and the offices are situated in the living quarters.



There is also medical staff (doctor and nurse) offering service that includes providing appointments with specialists (psychiatrist etc.). The latter is restricted because asylum seekers normally do not have health insurance. Some of the staff has their work related to the animation and they offer a variety of activities. Many of them take place inside the compound, but they also cooperate with individuals or organizations in the local community. Some will work with language training or assisting families. In dealing with families with special needs they will cooperate with the municipality. The rest of the staff will take care of the practical and logistic side of running the centre (the cantina, maintenance etc.).



The centre has a policy of not allowing large numbers from any nationality. Of the 150 residents at the moment the largest group consists of about 30 Russian-speaking (many of them in families), which they in fact consider to be too large a group. They also prevent people from the same country sharing room. This leads to less conflicts and hardly any discussions concerning putting new people in the rooms, is their experience. The residents are served meals and are given detergents, hygienic articles and so on. They can also help themselves from a large selection of used clothes. They may also take jobs inside the centre (1.50 Euro per hour) within limits. Cleaning is done by the residents.



As mentioned earlier the social workers help the residents in dealing with the procedure. This will include a daily check in the procedure database. Decisions and letters will be explained and they offer advice as to what options are available and

they will suggest arguments they can use in their appeal. Those who receive a final negative answer, are obliged to leave Belgium and Schengen territory within 5 days, but invariably they appeal to the court. As long as the court has not confirmed the rejection they will not be thrown out of the centre even if they have lost their right to be accommodated there. They nevertheless risk being taken by the police in their operations (they will demand to see identity papers from people in the street and in buses or trains) and will be taken to the closed centres. This includes families. When the court confirms a rejection the staff in the centre will be notified and they will eject him/her/them.

The centre has one person in charge of public relations. They make a leaflet distributed to the households and each year they have an open day so that local people can see what's going on in the centre. They also invite people nearby to events and fairs inside the centre.



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8. Open centre in French speaking Belgium, Jodoigne

Visit: October 6. Host: Thierry Bonamis.



The centre has 45 employees (in addition to a couple of people in programs for unemployed) and rooms for 180 residents. They accommodate up to 22 unaccompanied minors. As a result of the residents mostly attends activities or stay in bed, most employees work from 2 to 10 PM. 11 of them work in a 12 hour shift in order to secure that 2 people work in the reception at any time. A lot of volunteers are

taking part in running the centre (many of them are studying to become teachers) often in giving the children lectures in language, activities or help in their homework. The adults have choices of a few activities inside the compound (hand craft and similar), but most are outside of the centre. There is a school for adults offering training in language, data, cooking and health care. In some of these classes the attendance is compulsory and diplomas or certificates are issued. Inside the centre they have introductory classes for children. After a period they will start in regular classes in the local school, but only for one day in the week. According to the integration progress the number of days in ordinary classes will increase until they have a full week.

In this centre they have a policy in keeping nationalities together as long as no group will dominate. The residents are offered tasks for which they receive pay (the payment is per task, calculated with 1.90 Euro per hour) to the maximum of 20 Euro in a week. Some will also do voluntary work, for instance in the little garden/farm (they grow vegetables and keep chicken and rabbits).



There is hardly any room for storage, so there's just a small room for the finest clothes they receive. The rest is laid out in the cantina so that the residents can take whatever they want. Whatever clothes are left will be thrown with the garbage.

Those working with the unaccompanied minors will wake them up in the morning so that they can get to school in time. In their work they cooperate with tutors/guardians (individuals, often teachers or persons provided by an organization) who involve themselves in the welfare of the minors, including assisting with the procedure.

Since the quarters are situated on ground level, they can take asylum seekers with disabilities. There is also a doctor working in the center who has specialized in working with people with handicaps and prostheses. The nurse is authorized to schedule appointments with doctors and specialists. In case of acute illness the centre will pay for the ambulance (it's cheaper than the taxi) and for the treatment in the hospital. Very often treatment is postponed due to language problems or pending a residence permit. The Red Cross provides a special program in some centers for asylum seekers with mental illnesses or stress. Residents with drug addictions are issued methadone, although they tend to leave the centers after a short time.



9. Røde Kors-centre in Flemish Belgium, Eeklo

Visit: October 9. Host: Yues Opstal

This visit came about on my own initiative, since I wanted to see how the Red Cross are running their centres. The centre is situated just outside the town of Eeklo, a city of 32 000 on the northern border of Belgium. It is organized much the same way as the other Red Cross centres, with more volunteers who



engage in the different services. In contrast to the Fedasil centres the staff of 17 is not organized according to qualifications or tasks; they are generalists. The volunteers number 25 to 40 and they are all members of the Red Cross.

Left you see Yues illustrating how they organize much of their work with the aid of a “task-wheel”. In the centre are the workers (staff and volunteers), near the core are the main goals for the service they strive for and the tasks get more and more detailed towards the rim of the circle.

They have rooms for around 100 people; many of them (60%) are in families. All the rooms are the same size (for 4 singles or a family of 3-5). They can come and go as they like (there is no gate), but there are so many activities and things to do in the centre that they spend most of their time there.



In addition to the language training (in Dutch, French or English) and information they receive, they can participate in a variety of volunteer (but paid) work. This includes cleaning, gardening, maintenance, cooking, washing (clothes and bed linen), hair dressing and working in the repair-shop (for bikes, prams and such).

Unlike the Fedasil centres they do not have access to the procedure database. Yues considers this an advantage in the sense that the residents more easily have confidence in the workers. There is also a tradition of cooperation between employee, volunteer and resident. They also coordinate the work with other Red Cross centres in the area, for instance in organizing activities and events. In all other respects the centre in Eeklo does not differ from the other open centres I have visited in Belgium.

Fedasil has a contract with The Belgian Red Cross for 3500 places for asylum seekers. This may include places for unaccompanied minors. The Red Cross has a national agency that coordinate their centres in the sense that every centre is organized much the same way, they have regular meeting for all the directors and they encourage workers to have exchanges or to work in other centres (much like ENARO) and they address Red Cross members around the country to sign up as volunteers for work with asylum seekers. The agency also produces regulations and routines and they have a helpdesk for the centres. They also issue the employee's pay.



10. Local Initiative in Wetteren

Visit: October 4. Host: Jo Cools and Murielle Marchand.

The municipality runs this Local Initiative. A Local Initiatives (LI) is basically a housing project for asylum seekers and the total number of places in Belgium is roughly 7300. Since 2001 all the new centres are LIs. In Wetteren the Social Office is in charge (they also organize the health centre, the senior service, the office for immigrants and social service). This LI was established in 2001 and has now 54 places. It is financed largely by the Fedasil (they send in budgets and fiscal reports and their expenses are refunded monthly). The limit is at 35 Euro per person per day. This should cover all expenses (housing, electricity/gas, wages for the employees, allowances to the residents, school and activities and other administrative or practical costs related to the asylum seekers). In case some of the places are vacant the municipality will receive 60 % of the normal cost per person per day. The conditions may differ from one LI to another. Some will be serving food while others give financial support instead. In Wetteren they hand out coupons for the purchase of food and some pocket money. To avoid cornering the market for cheap housing the residents are given apartments of a higher standard than what is offered the immigrants and others on welfare. The financial support is also better, as illustrated in the following example:



Asylum seeker family of 2 adults and 2 children	
Support for 2 adults:	450
Support for 2 children:	120
Rent	no
Electricity, gas and such	no
Sum	570

Family of 2 adults and 2 children on welfare	
Support for 2 adults:	834
Support for 2 children:	130
Rent	- 350
Electricity, gas and such	- 160
Sum	454

Also: free school and transport some free clothes and other stuff given according to demand.

They do not offer an interpreter when using health service (as in all the other centers in Belgium). Most health service costs money and most Belgian citizens have health insurance. Any asylum seeker in need of health services must pay cash.

The residents are offered language training and/or different practical courses, depending on their background (those with a higher education will go to evening classes, the others take day courses).

11. Centre for unaccompanied minors, first phase, Steenokkerzeel

Visit: October 11. Host: Stef Vercruysse.

With places for up to 50 they now only have 30. Mostly they are taken directly from the airport to the centre by the police and they stay not more than two months before moving, usually to an open centre. Most of them apply for asylum, but Belgian legislation allows for applying for a residence permit on the basis of being a minor, alone. These minors are each assigned to a custodian/tutor upon arriving in this centre. In Belgium there are three centres for minors not applying for asylum. These are apartments where several minors live with attendance and supervision from social workers. They may

also live in foster care. The tutor will decide what legal procedures should be followed. The procedure will normally take 3 years and most of them are sent out of Belgium when they reach the age of 18. Those who apply for asylum will be given a tutor when they move to an open centre or designated houses.

In Steenokkerzeel there are a group of social workers who assist and observe the minors. They make thorough reports describing social ability, personal features, identity, home of origin, language etc. The centre has its own psychologist and health staff. After 6 weeks the minors will start in classes in ordinary schools.



The youngest person to arrive in Steenokkerzeel was 4 years old (the youngest of 4 children, their parents arriving after a couple of weeks). From time to time parents or relatives will show up to get the children. After confirming the relation, if necessary with a DNA-test and with the approval from the office of tutors, the family reunion takes place.

The centre has weekly meetings with the office of tutors. A tutor will normally have up to 25 minors to attend to. They receive 500 Euro per year for each minor. Professional tutors may have up to 40. An independent office can arrange with a change of tutor if a minor is granted a request (which has to be sent in writing).

12. Centre for unaccompanied minors, second phase, Wervik

Visit: October 12. Host: Koen Toyen.

This is a centre for 24 unaccompanied minors with more than normal needs for assistance. They are all asylum seekers and they have something about them that is not compatible with a stay in an ordinary open centre. This may be that they have PTSD (Post-traumatic-stress-disorder), social or physical handicap, they may be pregnant or they may be very young. This particular centre is special in many ways and now they are receiving money from the Refugee-fund of the EU. In exchange for this funding they must report to the EU exactly how they work and what results they have in the end regarding the welfare of this group of unaccompanied minors.

The 24 minors live in two different houses in two nearby towns inside the municipality of Wervik. One consists of 12 single rooms the other one has 3 rooms for 4 people each. Obviously the different accommodation may suit different people. However, things seem to work better when 4 of them are sharing a room. At least then they just have to be considerate towards one another. The staff consists of 1 leader, 6 educators, one head educator, 1 janitor and 1 cook.

They cooperate closely with the tutors, even when discussing the intake of new residents. When considering a new resident an educator might visit the centre he or she is staying to assess if the person will fit the program (they must be committed to working with their problems!). The educators work very closely with the minors. Early on the educator and the minor will go on a hiking trip (1 or 2 days). Every 6 months they spend a day evaluating the progress. There are also joint meetings where all the educators discuss the minors, one at the time. They will use interpreters initially, if they can not use French or English. They will be using a lot of signs, symbols and body language working with the minors. Often they will use a time-out if they feel the session is going the wrong way.

Any information they get will be used only by the educator in charge in his work with the minor. However, if essential information is revealed (which might effect their application for asylum) the minor is encouraged to give the information to his tutor.

Those who have a rapid and good progress may be transferred, but only if it is in the minor's best interest. This is also discussed with the tutor. The tutor can at any given time decide that the application for asylum should be withdrawn and other actions taken. In such cases the minor have to be transferred due to the agreement the centre has with the Refugee Fund. This is also the case when a minor receives his final rejection for acceptance in Belgium.

13. Summary and comments

I had very little knowledge of the system concerning asylum seekers in Belgium. Supposedly I had some ideas that the system that we practice in my own centre in Norway would be better, but I was proven wrong. The system is different, for obvious reasons, and in many respects we have a lot to learn from the way things are done in Belgium.

The biggest difference lies in the number of asylum seekers entering every year. With the numbers they get in Belgium an efficient and no-frills system is required. Initially there seemed to be certain aspects of this system that gave an impression of being more brutal than what we know from Norway, but the more I learned about the situation, I found it to be in fact sufficient and according to reality.

Furthermore I was impressed by the enthusiasm present in the men and women working in the centres and especially in the Fedasil administration. This might be a feature of the Belgian population in general; at least the number of volunteers engaged in working with asylum seekers in and outside the centres was formidable.

For me this 12 day visit to Belgium was a huge inspiration and I'll do my best to ensure that the good ideas and solutions I experienced in Belgium will be paid forward to my colleges in Norway, and maybe with the help of ENARO, to everyone working with asylum seekers in Europe.

Last, but not least, I have to thank Fedasil for being exquisite hosts. Thank you Bob Pleysier for being a generous boss and thank you Ingrid Declunder for your splendid hospitality, your commitment and for your friendship. I of course would like to thank the directors and staff members who gave me an insight in their work. Also, thank you Florence for excellent company.

14. Appendix

Photographs:

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Page 4, top: The morning queue outside the Foreign Office. By Nick Hannes

Page 4, middle: Body scanning before entering the building. By Nick Hannes

Page 4, bottom: Short interview by Fedasil. By Nick Hannes

Page 5, middle: Front of government building (CGVS) in Brussels. By Kjetil Optun.

Page 5, bottom: Entrance of Klein Kasteeltje. By Fedasil.

Page 6, top: Exterior of Klein Kasteeltje. By Kjetil Optun.

Page 6, bottom: Before the meeting: Lus Ooms, Anne Truyens and Florence Barnoud. By Kjetil Optun

Page 7, top: The grounds at Arendonk. By Kjetil Optun.

Page 7, middle, left: Typical room in Arendonk. By Kjetil Optun.

Page 7, middle, right: Entrance gate in Arendonk. By Kjetil Optun.

Page 7, bottom: The activities rooms in Arendonk. By Fedasil.

Page 8, top: Houses and grounds of Jodoigne. By Kjetil Optun.

Page 8, middle: Garden and yard at Jodoigne. By Kjetil Optun.

Page 8, bottom: Girl in the yard at Jodoigne. By Fedasil

Page 9, top: Yues with his Wheel of Tasks, By Kjetil Optun.

Page 9, middle: The hair-dressing salon at the centre in Eeklo. By Kjetil Optun.

Page 9, bottom, left: The yard and playing grounds in Eeklo. By Kjetil Optun.

Page 9, bottom, right: The front of the centre in Eeklo, By Belgian Red Cross.

Page 10: Resident family and visitors outside house in Wetteren. By Kjetil Optun.

Page 11: The backyard of Steenokkerzeel. By Kjetil Optun.

Page 13-14: Bruges. By Kjetil Optun.





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