Sustainable Practices of Integration

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1 LIST OF ABBREVIATIONS AND DEFINITIONS

Abbreviation	Definition
AB	Advisory Board
EU	European Union
SG	Steering Group
TBC	To be confirmed
WP	Work Package
CD-trajectory	Co-design trajectory

2 INTRODUCTION

This report addresses the Co-design trajectory (CD-trajectory) findings, as part of Work package 1 of the Horizon 2020 project Sustainable PRactices of INteGration (SPRING) project. The CD process was officially launched on February 1, 2021. Initially, we set out to understand and address issues about the potential mismatch between (academic) knowledge provision and the knowledge needs of integration practitioners. However, as the project unfolded, it appeared that there was more interest in the general problem exploration that these practitioners encounter. To that end, we have reorganized our CD process, in which we started with a round of general interviews (phase 0) to identify generic themes that would be interesting to address in a CD trajectory. Subsequently, in phase 1 of the CD trajectory, we have come up with a few problem definitions. These problem definitions feed into the second phase of the CD trajectory in which we have created *pathways* to create an ideal situation in, which these problems are effectively addressed (details about the methodological approach are provided in Part 3).

But first, what is Co-Design? Co-Design is a process in which you aim to design a solution to a problem in direct collaboration with actors who are experiencing the problem. And this process developed across three phases.

Phase 0: general round of individual interviews. These were semi-structured exploratory interviews to identify generic themes that would be interesting to address in the upcoming phases.

Phase 1: Problem definition(s). This section was about identifying, in exploration with the practitioners, what sets of common problem(s) they encounter in their daily integration practices. These were later labelled as “Barriers to Integration”.

Phase 2: Problem solution(s). Here, once again together with the practitioners, we worked towards co-designing a set of solutions to the aforementioned identified problems. This ultimately led to the creation of pathways to ideal situations.

In this report, we assess the CD approach we used to produce our final result. In part 3, we offer some more details about the CD approach and what kind of considerations have led to the ultimate trajectory. In part 4, we discuss very briefly the results of the first phase of the CD-trajectory as these are covered in length in the report “Barriers to Integration”. Most of part 4 is dedicated to the results of our second phase. In part 5, we discuss the implications of these results and we draw some conclusions we can derive from the entire CD trajectory. We end this report by offering some recommendations.

3 METHODOLOGICAL APPROACH

3.1 WHAT IS CO-DESIGN

Co-design is an increasingly popular method for addressing public issues. Whereas previously co-design is considered an interesting approach for co-designing products and services (i.e. private value Payne et al. 2008), co-design is now discovered as a method to design public policies and help develop public services (i.e. public value, Payne et al. 2008). Co-design refers to: "a design-led process, involving creative and participatory principles and tools to engage different kinds of people and knowledge in public problem-solving" (Blomkamp 2018; p. 5-6). This definition contains three parts, i.e. design-led, participatory, and tools. This means that co-design, for starters is based on principles of design (e.g. iteration, creativity and focus towards innovation – Cohen, 2014). The participatory nature of design can be understood as an ethical and pragmatic underpinning. Ethically, it is rooted in the democratic idea that people affected by design decisions should be involved in making them (Sanoff, 1990). Pragmatically, co-design acknowledges the importance of *lived* experiences as an important form of expertise. The co-design trajectory should bring together different forms of expertise to find elaborate solutions to these problems. The latter refers to the tools of co-design. Co-design as a process contains several steps, strategies, and a huge variety of tools to support them. The choice for a particular tool is based on the objective that the tool must accomplish. In section 2.2 we elaborate on the tools we used in this co-design trajectory.

In this case, employing Co-Design as a method was not just a project call but an incredibly fitting approach to reach the intended goal. A recurring short-coming of migration research industry has been the incapacity to work comprehensively with multiple involved actors. The upside of using CD in this context was the opportunity to co-work with practitioners and have them at the fore-front of the process. This led to the results shown later.

3.2 CO-DESIGN TRAJECTORY FOR SPRING

Initially, the CD trajectory was aimed at developing and testing possible solutions to the knowledge mismatch between academic knowledge and the knowledge needs of practitioners. Also, originally we planned to have 4 separate CD trajectories in a face-to-face setting, in 4 different municipalities. However, as the CD trajectory took off in month 13 of the project, a few fundamental things changed.

Due to the COVID-pandemic, we were forced to change our workshops to an online format. That created the possibility to organize CD trajectories with practitioners *across* Europe, allowing people from different countries to exchange experiences and best practices. However, a downside of that choice was that it created extended agenda challenges. Consequently, each CD trajectory contained 4 online sessions of 1.5 – 2 hours in which we did not have room to iterate on the findings. In doing so, the focus of the CD trajectory changed somewhat from finding a solution to offering a platform for exchanging experiences and giving voice to integration practitioners. Moreover, when the CD trajectory kicked off, we learned that the initial goal (addressing the gap between knowledge needs and knowledge provision) hardly resonated among practitioners and also among project members. Practitioners greatly signaled the need for a wider discussion that would jump beyond this gap and address a deeper set of intricacies. Therefore,

we decided to open up the CD trajectory and let practitioners define what problems should be addressed in the CD trajectory.

Below, we elaborate briefly on each phase in the CD-trajectory:

Phase 0: Exploratory Interviews
The CD trajectory was kicked off by an exploratory round of interviews. These interviews served several goals. In the first place, we were able to invite interested practitioners for the CD sessions. Second, it created necessary understanding of the context in which these practitioners operate. That was important to be able to form the CD groups. Third – and most importantly – the interviews allowed us to make a first estimation of the themes and problems these practitioners encounter.

Practitioners were selected based on two criteria: 1) they are *frontline workers* i.e. they work directly with migrants; 2) they can participate in an international CD trajectory. We made no exclusions based on expertise, years of service, or type of migrants these practitioners are working with. That allowed us to have CD trajectories with a diverse mix of participants in each session. In total, 44 practitioners were interviewed. Ultimately phase 0 served as a scene-setter for the upcoming pivotal stages of the CD process.

The CD trajectory itself was organized by the idea of the 'double diamond' (figure 1: British Design Council, 2015). It involves a four-step process of divergence and convergence. The first diamond starts with an exploration of the problem (discovery phase). This involves an inventory of what aspects of the problem sustains the problem situation, what kind of actors are involved, and what sub-problems can be detected. Second, after this inventory, the decision needs to be made about what (aspect) of the problem is the most urgent/feasible/pressing that needs to be solved in the design process. This leads to a definition of the problem at hand. Once this problem (or problems) is defined, the second diamond is entered. This diamond starts with an exploration of possible solutions and interventions (Develop) that can be of service to solve the defined problem. Once this inventory is completed, participants select in the final phase (Deliver) what interventions are considered to be the most suitable to address the problem effectively.

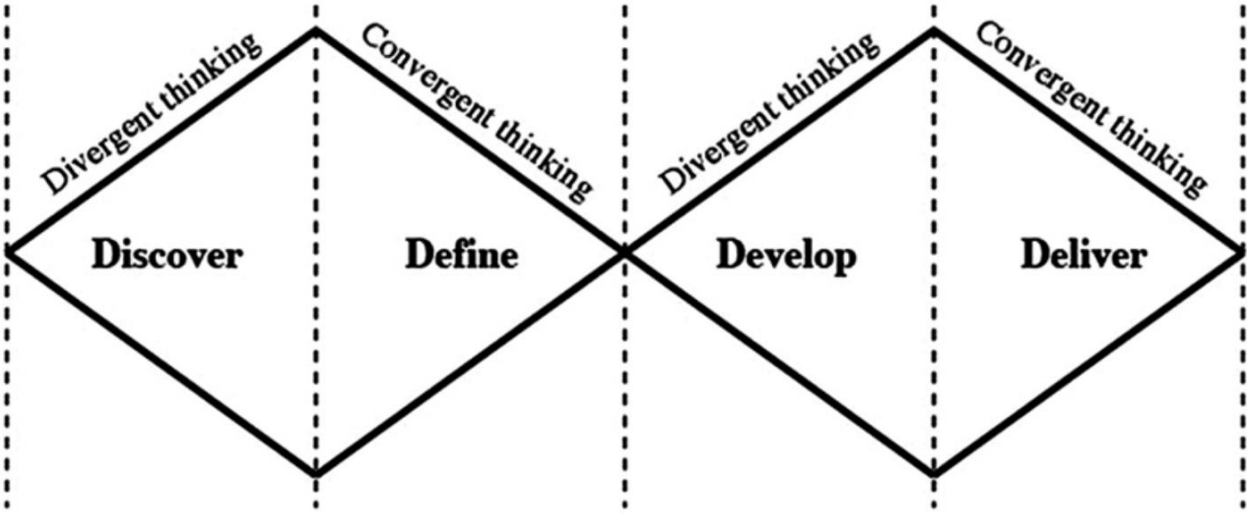

Figure 1 Double Diamond

Phase 1: Problem Definition

Phase 1 in the CD trajectory covered the 'first diamond'. 24 practitioners were spread over 4 groups. Phase 1 included 2 meetings for each group (a diverging and a converging meeting). Every session took about 90-120 minutes and was hosted on the video platform 'BUTTER', while we used the interactive whiteboard 'MIRO' to support the workshops.

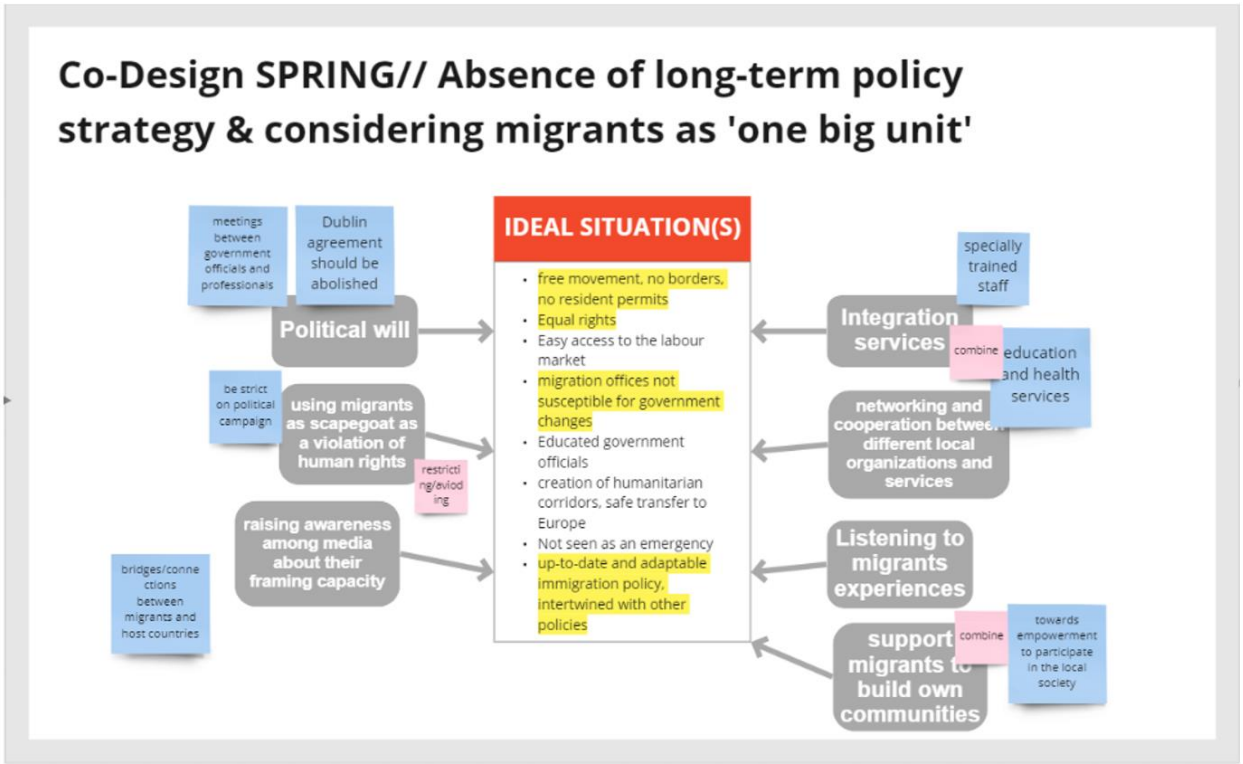

Figure 2 Ideal Situation and Factors

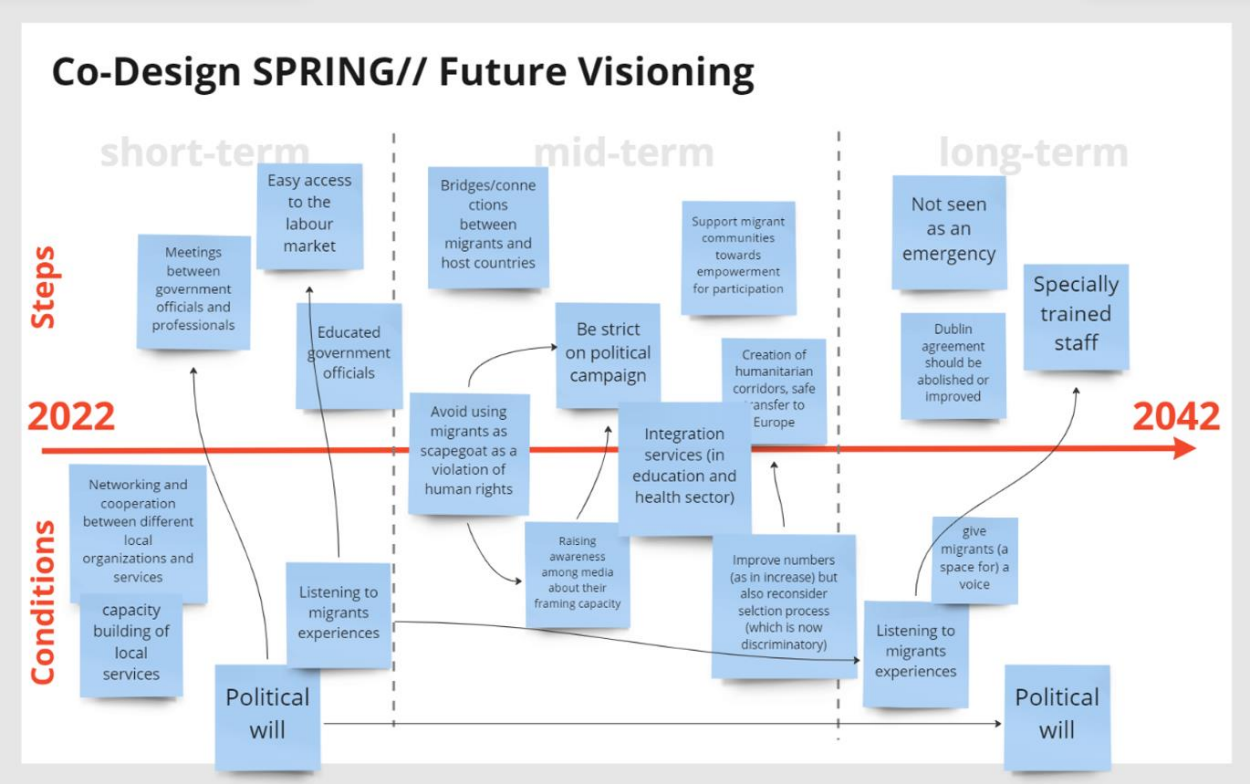

Figure 3 Ordering Factors

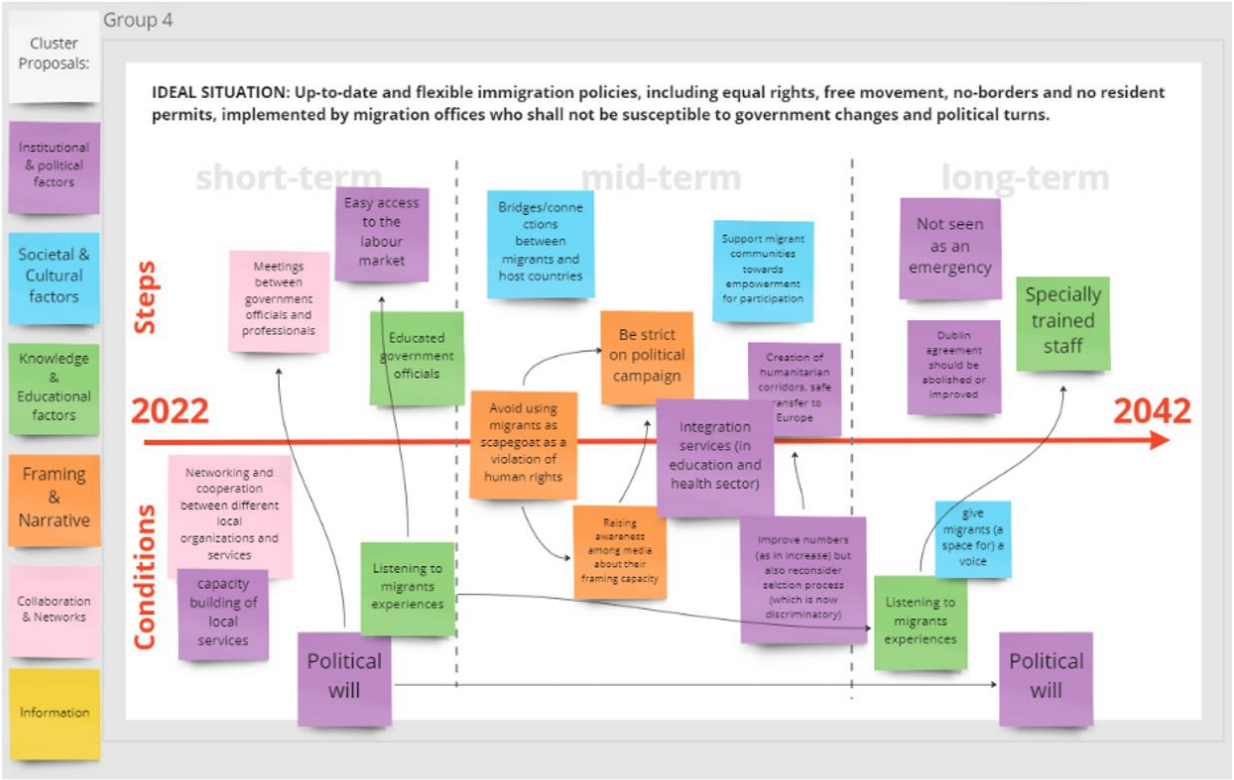

Figure 4 Categorizing Clusters

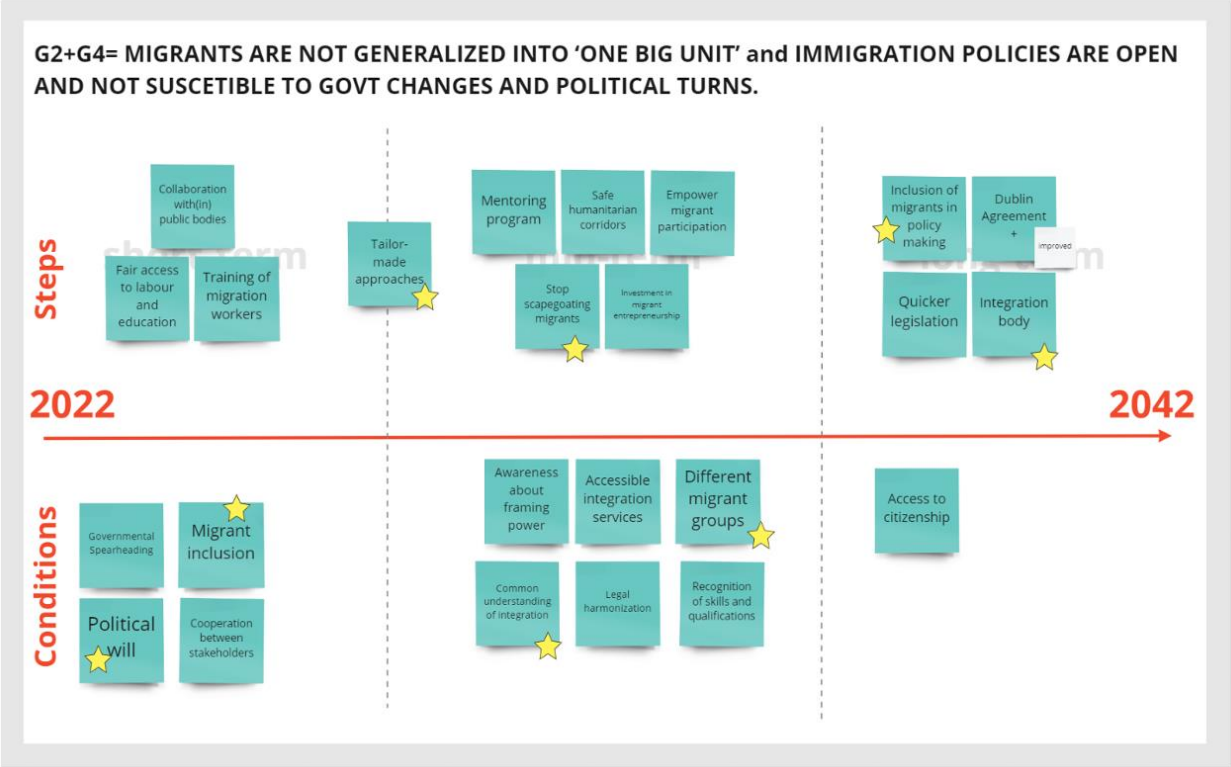

Figure 5 Pairing Groups

In the first meeting, participants were asked to indicate what barriers they encounter to integration practices. This phase really aimed at kickstarting the process of divergence in order to initiate a fruitful brainstorm. Here practitioners were asked to first pitch and then elaborate on their challenges. By using post-its, they were able to write down their thoughts and cover as many aspects as they liked. In doing so, our expectation was for the practitioners to be able to formulate a few generic themes or areas of hardship (which later became defined as: discrimination, policy, and organizational (in)capacity and funding) on which the practitioners would like to see change(s).

In the second meeting, we aimed to formulate a common problem statement for each of these generic themes. Based on a visual recap of the previous brainstorming results, participants were asked to respond, make changes and add thoughts to the brainstorming result. Based on these additions in each theme we formulated a problem statement that acted as the starting point for the second phase of the CD trajectory.

The importance of this step was twofold. Firstly, it allowed the practitioners to use the platform to challenge themselves and identify common patterns that connect them with other colleagues in other contexts. This enabled the strengthening of the ultimate identification of the three selected "Barriers to Integration". Secondly in doing so, practitioners were able to bring their own experiences to the fore. Being able to identify the problems they experience in a collaborative fashion was the first, much needed step, in the process to co-design potential solutions. in turn, we provided them with the platform to do so.

Phase 2: Creating Pathways toward ideal situations

Phase 2 of the CD trajectory aimed to formulate solutions to the problems, as identified upon in phase 1. In doing so, the second phase covered the 'second diamond'. For these sessions, 16 practitioners were spread over 4 groups. Also, phase 2 included 2 meetings for each group with a diverging and a converging meeting. Also in phase 2, sessions took between 90-120 minutes and were hosted on the video platform 'BUTTER', while we used the interactive whiteboard 'MIRO' to support the workshops.

Our analysis of the first phase showed that it is impossible to conclude what *the* problem is that integration practitioners encounter. Problems are complex and interrelated (see chapter 3 and our previous report *Identifying Barriers to Integration*). Therefore, based on these insights, we concluded that it is not beneficial to look for *a* solution to *the* problem. Rather, by using a design tool called *Future Visioning*, we changed the rationale of the CD trajectory to 1) defining the *ideal situation* and 2) coming up with a *pathway* of interventions to achieve this ideal situation.

Therefore, in the first meeting we asked practitioners to select in each generic problematic area (i.e. discrimination, policy, and organizational (in)capacity) what *sub-problem* they would like to address in the CD trajectory. These sub-themes were formulated by the research team based on the analysis of the data from phase 1. After that, we asked practitioners to define what it would look like if this issue is addressed. In doing so, practitioners were invited to formulate an ideal situation and were forced to approach the problem positively. Subsequently, we asked practitioners to come up with factors that will help create this ideal situation. These factors could be based on previous experiences (i.e. best or worst practices), general knowledge, or current plans and projects.

In the second meeting, we asked the practitioners to put the factors in the right order. What actions need to be taken right away? What actions are more mid-or long term? Subsequently, we asked practitioners to think about the necessary conditions to support these steps and actions. This created a pathway of steps and conditions to achieve the mentioned ideal situation. The last step involved the reflection of the practitioners on the created pathway and the addition of missing steps and conditions.

We describe the results of this trajectory in part 4.

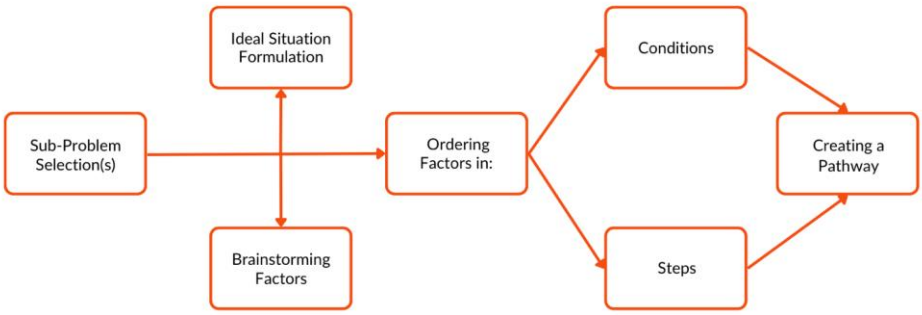

Figure 2 Schematic Overview

4 RESULTS

RESULTS PHASE 1

The results of phase 1 are reported in more detail by Aly et al. (2022). For this report, it is important to mention that the practitioners identified 3 theme's that heavily affect their work as integration practitioners. Each theme embodies several subthemes. These themes and subthemes are:

- Discrimination
  - Negative public opinion
  - Biased information
  - Discriminatory and non-inclusive frameworks
  - Insufficient interaction with host-communities

- Policy
  - Lack of vision in policy
  - Absence of long-term policy strategies
  - Colorized policy
  - Considering migrants as 'one big unit'

- Organizational (in)capacity and funding
  - Short-term funding
  - Long procedures and extremely stiff legal requirements
  - Lack of collaboration
  - Acknowledgement that many challenges (e.g. in housing, education, health-care services) are interrelated
  - Burn-outs of practitioners

Particularly these sub-themes indicate the complex reality of the work of integration professionals. All of these sub-themes are difficult problems in their own right. Using a starting point for phase 2, we summarized each of these sub-themes into a generic problem statement for each general theme. These were:

Problem statement Discrimination:

Migrants are confronted by negative views and public opinions, which feed policy frameworks and the decisions based on those frameworks

Problem statement Policy:

The contemporary policy lacks a proper long-term vision about how to deal with integration issues. This has much to do with the unilateral approach of 'migrants', as well as (racist) political and societal influences.

Problem statement Organizational (in)capacity:

Due to a lack of proper funding, bureaucratic procedures, and a lack of a clear organizational structure, practitioners often miss the resources to adequately address the challenges that migrants face.

These problem statements helped us kick off phase 2. We elaborate on phase 2 in the next section.

RESULTS PHASE 2

Practitioners were asked to formulate 1) an ideal situation of what it would look like if the problem was effectively addressed, 2) what steps or actions need to be taken to reach that ideal situation, 3) identify conditions that are necessary to support these actions. We display these three elements per the theme.

Discrimination

Ideal Situation 1

Out of the 4 groups of participants, two very different ideal situations were mentioned. In table 1 we display the first ideal situation as mentioned by two of our groups.

Problem definition	Ideal situation 1
Migrants are confronted by negative views and public opinions, which feed policy frameworks and the decisions based on those frameworks	*Migrants are regular members of society. Their portrayal in the media is constructive and normalized, rather than instrumentalized*

Table 1: Ideal Situations in Addressing Discrimination (1)

Practitioners agreed that the problem of discrimination is solved when migrants are treated as 'normal' people i.e. citizens belonging to the host community. They argued that in national media, migrants are portrayed as 'others', thereby feeding into the polarized political debate about migration. To them, the consideration of migrants as regular members of society (with for instance similar changes in the labor market) is the key to solving discrimination against migrants.

For each ideal situation, we have formulated a pathway, including several steps or actions that need to be taken. We have made a distinction between short-term, mid-term, and long-term steps. Also, we have labeled these steps into different clusters (see figures). Furthermore, practitioners have identified a set of general conditions that need to be in place to support these pathways. For each theme, we display subsequently 1) the *pathway* of steps and actions toward the ideal situation; 2) the necessary conditions mentioned by practitioners to support these pathways.

Pathways towards Ideal Situation 1

Figure 2 displays the first pathway toward an ideal situation in addressing discrimination.

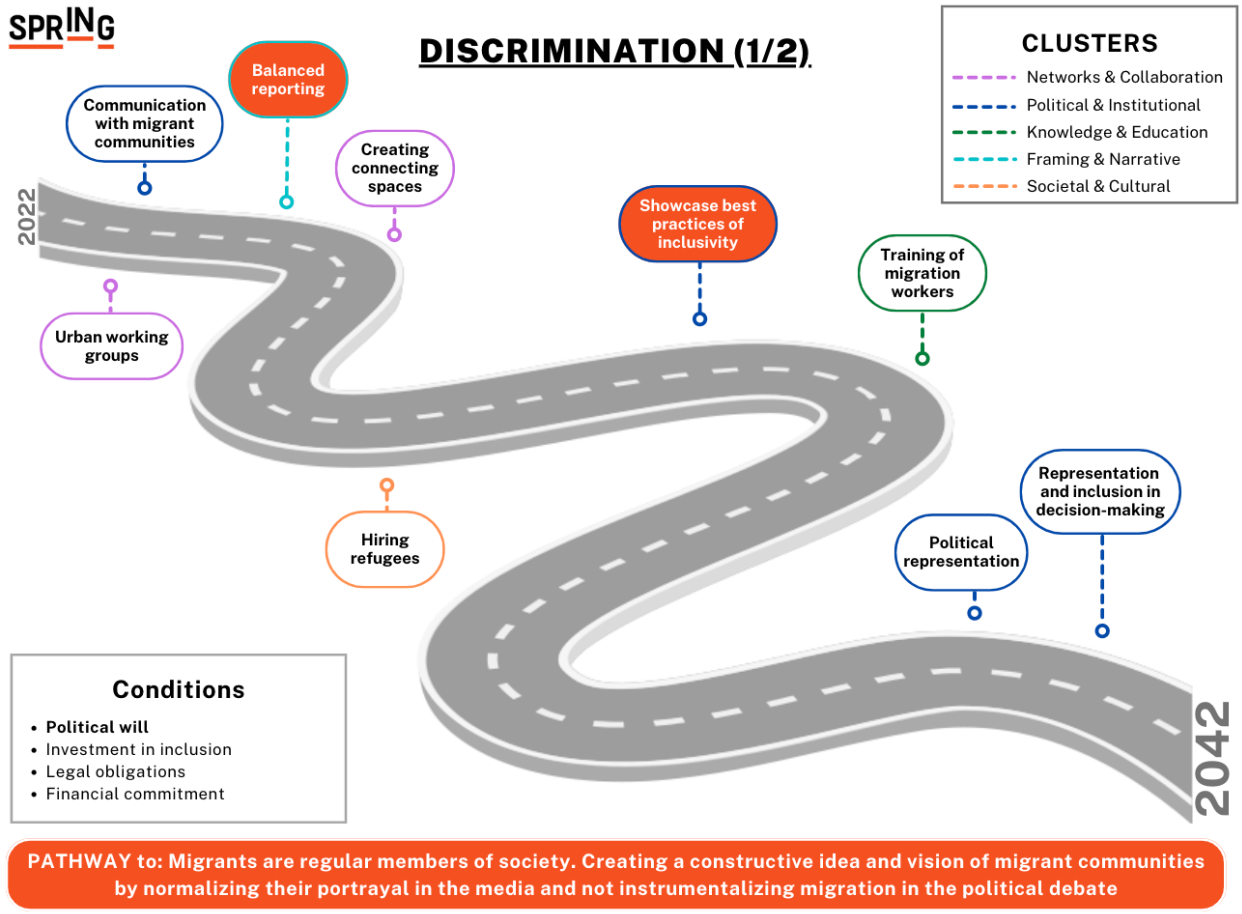

Figure 3 Discrimination (1) Pathway

To include migrants as regular members of society, the first steps are *communication with migrant communities* and the *establishment of urban working groups* to do so. The practitioners indicated that to include migrants as regular members of society, we need to understand their situation. As one practitioner mentioned:

"*Talk about problems and find solutions together. Regular contact with representatives of communities. Then they have a chance to evaluate current measures and help practitioners improve their work*" – practitioner group 1

The urban working groups contain therefore representatives from host communities, practitioners working in integration, and representatives from migrant communities. This has also a physical aspect. Very often, there are no natural *connecting spaces* where migrants and people from host communities meet. Therefore, assumptions about each other are not corrected, and attempts to create mutual understanding fail.

Balanced Reporting is another key feature of the pathway toward non-discrimination of migrants. Balance reporting refers to the avoidance of double standards, better communication of positive developments and the needs of migrant communities, as well as the opportunities their arrival brings. In the words of a practitioner:

"In Greece, we tend to mix a little bit the notions and terms of refugees and migrants, we tend to equalize a refugee and a migrant which is not….even the terminology is not correct…we need to change the narrative, change this negative public speaking towards positive public speaking." – Practitioner group 2

Another important aspect of opposing discrimination and allowing migrants to become full members of host communities is access to work. According to our practitioners, refugees should be allowed to be *hired*, and these examples should be *showcased as best practices of inclusion.* Particularly, the latter is important. To our practitioners, numerous enterprises complain about the lack of employees. Considering migrants as potential employees can help both these enterprises the migrants:

"So when we deliver awareness raising campaigns towards enterprises let's say they then start becoming more open to recruiting people with a refugee or migrant background" – Practitioner group 2

Therefore migration workers *need to be trained* particularly in facilitating both migrant communities and enterprises to have migrants work in these companies. As such, migration workers can act as boundary spanners between different worlds.

However, to facilitate all this, migrants must be *politically represented* and *included in policy decision-making*. This can be considered as an institutionalization of 'talking with migrants instead of talking about migrants.' One practitioner illustrated:

"It [political representation of migrants] *helped us to talk with them about their problems and to find solutions with them. Because they know their problem better and how problems make their lives difficult. And so they help us to plan better. But also we allow them to evaluate and to assess our actions."* – practitioner group 1

Necessary conditions for Ideal Situation 1

In particular, the last two steps require *political will* to give migrants a place at the (decision-making) table. This is a key condition to solving discrimination against migrants. Political will is also a condition to help establish other conditions such as *investment in inclusion,* by creating *financial commitment*. As one practitioner pointed out:

"Any of those things, if you are going to do them well they will take money from all the parties involved, especially the responsible parties. But definitely governments!" – practitioner group 1.

This creates *legal opportunities* too. Now, the efforts of actors are often without obligation. That makes it very vulnerable. Legislation is necessary to address discrimination issues. As was illustrated in group 2:

"For example, in Ireland, we don't have hate crime legislation as of yet. We need that legislation too, otherwise, people do report discrimination but there is no follow-up action."- practitioner group 2

Ideal situation 2

Table 2 shows the second ideal situation as mentioned by our other 2 groups.

Problem definition	Ideal situation 2
Migrants are confronted by negative views and public opinions, which feed policy frameworks and the decisions based on those frameworks	*Active engagement, inclusion, and participation of migrant communities in social life and local communities, while talking about segregation and avoiding 'othering'*

Table 2: Ideal Situations in Addressing Discrimination (2)

Whereas in the first ideal situation the portrayal by the media as a driving force of discrimination was highlighted, in the second ideal situation the focus lies on segregation and 'othering'. Discrimination is a consequence of not considering migrants parts of society. Therefore, to our practitioners, in an ideal situation, they are.

The pathway towards Ideal Situation 2

Figure 3 displays the second pathway toward an ideal situation in addressing discrimination.

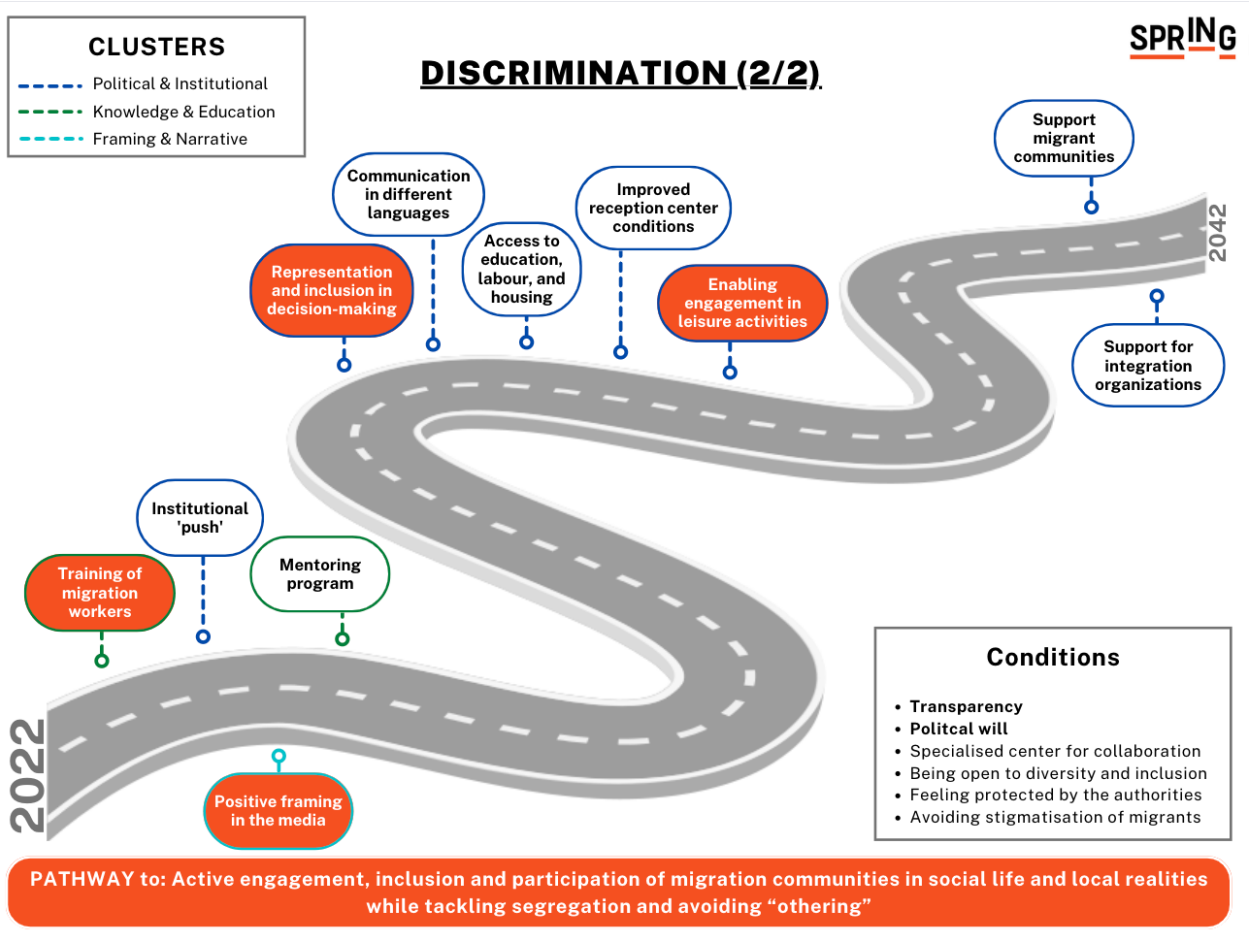

Figure 4 Discrimination (2) Pathway

The groups that formulated this ideal situation thought *training of migrant workers* was the first step in addressing discrimination. Particularly they talked about *intercultural* training. According to our practitioners, migration workers are not equipped well enough to deal with the cultural differences that migrants bring with them. That also applies to people who are responsible for hiring migration workers. In this picture, practitioners also point how this investment should not only fall on the shoulder of civil societies and individual citizens, but also how a wider institutional engagement is much needed.

From an organizational point of view, *mentoring programs* are needs to be in place to match people from local communities with migrants. According to our practitioners, these mentoring programs can play a vital role in addressing discrimination:

"Mentoring programs can bring migrants and locals together in a safe environment [and] make the connection" – practitioner group 3

Also, these groups pointed out the importance of *positive framing in the media* as an important contribution to addressing discrimination. As one of the participants pointed out, the media affects the terms people use in national and political debates. If these terms have a negative connotation, it affects how people review information about migration topics.

The importance of *representation and inclusion of migrants in decision-making* was also addressed here. As one of our participants mentioned, in Italy migrants are explicitly invited to become board members in schools (as education for children is usually also a right for migrant children). As such, their voice is also represented in decisions about curricula and school procedures. According to our practitioners, this best practice should be not just specific for schools but also for other representative boards.

In these groups, a lot of attention was paid to the importance of the *reception center* (the one-stop-shop) where migrants arrive. For starters, *communication needs to be available in different languages*. But also, from the start, migrants need to be allowed to study the language of their host country. As one practitioner pointed out:

"Because I see in Sweden we have the problem that you don't have accessibility to study the language when you come. It is just when you have permission to stay or…. it's too far away, you need to have it from the start, study when you come to the country and then maybe even reach other education after a while, but at least the language education" – practitioner group 3

This reception center should also function as a hub for allowing migrants to *access education, labor, and housing*. Collaboration between local organizations is often not sufficiently organized to support migrants. As one practitioner said:

"Another factor is the networking and cooperation between different local organizations or public services who are related to immigrants or with refugees, or any vulnerable group of the population. And when I say cooperation among services I mean the education services, the health services, and the services related to the special group of the population. They must cooperate to exchange information, to enhance ideas, to exchange strategies, activities, and so on" – practitioner group 4

According to our practitioners, the reception center can be of crucial importance here to organize that collaboration. They can act as specialized centers, where communities and NGOs work together on the same situation under the same roof. This should also help in engaging with organizations that for instance offer *leisure activities*. When we talk about migrants, we offer to discuss the basics (housing, food, labor), but leisure activities are great ways to exchange between migrant and host communities and to keep spirits lifted.

Finally, *support needs to be organized for migrant communities* and *organizations supporting these communities*. Migrant communities are important to help migrants structurally give a voice. Instead of having to deal with numerous individuals, migrant communities can be represented. According to our practitioners, that should be of crucial importance in the empowerment of migrants.

Conditions for Ideal Situation 2

Also, these groups mentioned *political will* as a key condition to address discrimination. To our practitioners, political will is a function of a listening attitude to migration professionals. As one practitioner pointed out:

"Once we have the political will, the government needs to sit down with practitioners and people working in the field of migration so that they understand the situation and they can draft and approve those policies" – practitioner group 4

Transparency is also mentioned as a necessary condition. With transparency, our practitioners meant transparency in policy goals, instruments, and – most importantly – budget schemes. This is particularly important for raising the *specialized center for collaboration*. As this was already mentioned about the reception center, collaboration among different actors is of vital importance for successful integration. Political understanding and budget transparency are needed to make sure that such a center can play a pivotal role in connecting all relevant other organizations and institutions.

The last two conditions mentioned relate to the legal protection of migrants. As migrants often are stigmatized as raping, stealing, and murdering, they are often used as a 'scapegoat' by politicians. Without necessary *protection by authorities,* they are outlaws in society. One practitioner mentioned:

"So I think being very strict to campaigns, how politicians use the migration topic as an easy relief from the real problems the countries have should be banned, should be socially unacceptable at least" – practitioner group 3

Policy

Also in the policy theme, practitioners have formulated two ideal situations. We elaborate on them subsequently.

Ideal Situation 1

Table 3 shows how practitioners formulated the first ideal situation.

Problem statement	Ideal situation 1
The contemporary policy lacks a proper long-term vision about how to deal with integration issues. This has much to do with the unilateral approach of 'migrants', as well as (racist) political and societal influences.	*Creating a constructive and empowering vision of migration society by acknowledging and embracing migrant's aspirations, talents, and potential, while addressing different needs and groups within migrant communities*

Table 3: Ideal Situations in Addressing Policy (1)

This ideal situation overlaps with the ideal situation mentioned to address discrimination i.e. migrants should be part of society. Migrant communities should be considered similarly to host communities in terms of their diversity and their needs. According to our participating practitioners, a policy needs to be formulated that will support this ambition.

The pathway towards Ideal Situation 1

Figure 4 displays the second pathway toward an ideal situation in addressing policy.

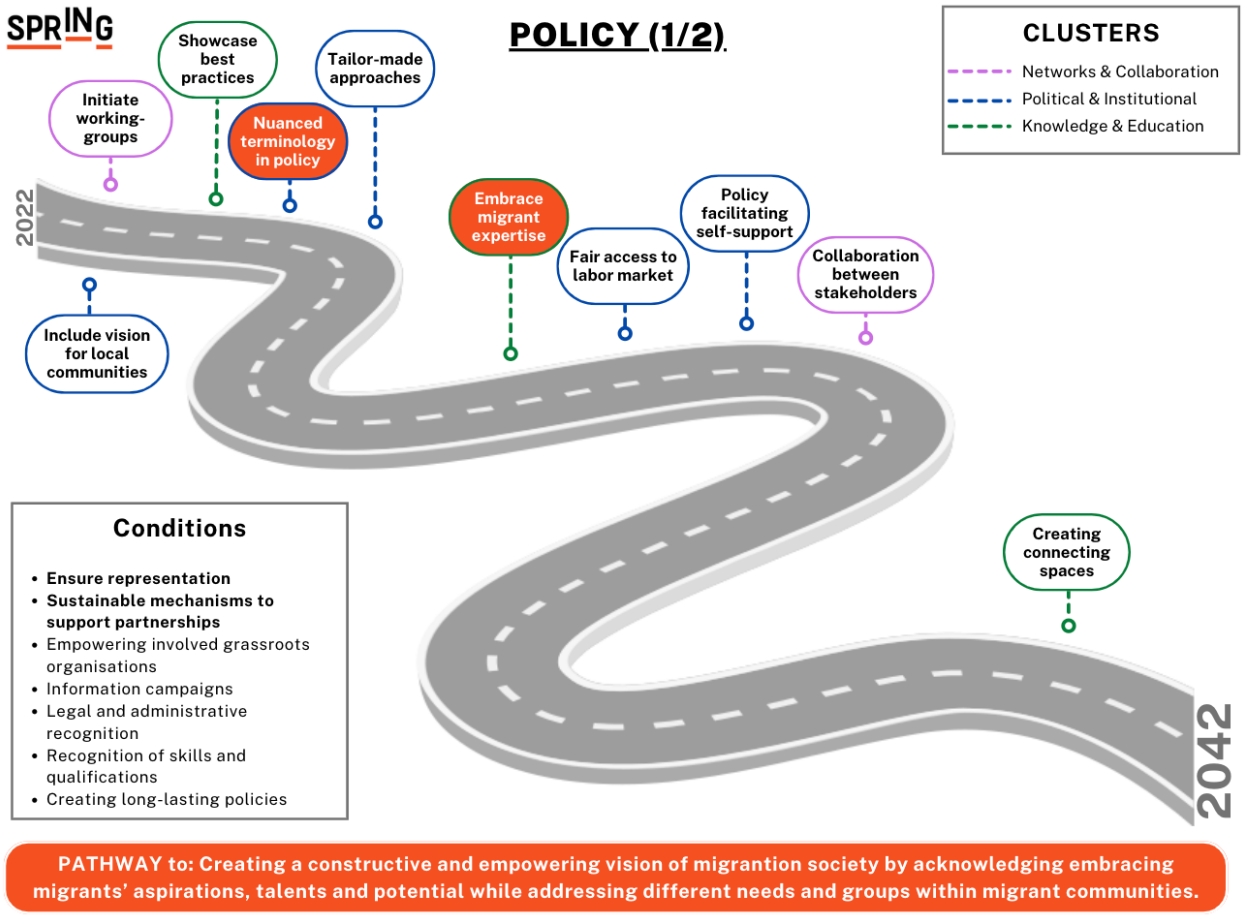

Figure 5 Policy (1) Pathway

The first step towards this constructive and empowering vision would be to develop a *vision for local communities*. As local communities are the ones that in practice have to deal with migrant communities, the government should have a clear vision of what role local communities have in integration. To our practitioners, *working groups* are essential to feed this vision from the bottom up. The latter is very important. Working groups should have representatives from different levels of government, as well as representatives from local and migrant communities:

"And I think what is important is, that you need to involve different levels like not to just have it like top-down but maybe to also include working groups in the cities, in the communities and to have not just centralized but like working together" – practitioner group 1

Subsequently, *best practices* should be *showcased*. As another practitioner mentioned:

"We also need to be inspired sometimes, we tend to focus more on the negative aspects of things rather than on the positive ones so I would also say a catalog of good practices is very crucial to showcase the good things that happen in the field" – practitioner group 1

These best practices should function as inspirations for this long-term policy. But in the formulation of this policy, *nuanced terminology* should be used. As our practitioners point out, migrants are not one group. It's many different subgroups. A constructive policy acknowledges these differences. As a

consequence, policy should entail *tailor-made approaches*. These different groups have different needs and require different instruments to support them. According to one practitioner, the help of social partners is crucial:

"Different mechanisms need to be developed for different groups. This might be done with partnerships with private organizations, and NGOs, through funding mechanisms. And this can be reflected through different policies" – practitioner group 3

To continue on this notion of diversity, practitioners argued that policy should *embrace migrant expertise*. Just as in the host communities, migrant communities are diverse. They have their own set of skills and competencies, which they are happy to use within their host communities. Therefore, just as in the discrimination theme, the importance of *fair access to the labor market* is mentioned as a crucial step. That would also enable migrants to become *self-supportive*. To our practitioners, having a policy that is aimed at creating self-support for migrants is the vital step to integration:

"There should be policies that don't focus only on financial support and keeping people in these financial

support systems but policies that allow self-support which means with the recognition of foreign diplomas, if these processes are not fast enough….you keep people away from work" – practitioner group 3

Necessary conditions for Ideal Situation 1

Just as with the discussion of the discrimination theme, the practitioners argued that the *representation of migrants* is a key condition to make sure that their needs are addressed in policy. As we mentioned previously the importance of collaboration between migrant communities and host communities, the practitioners mentioned the necessity of having *sustainable mechanisms to support these partnerships.* One of these mechanisms could be the (legal) *empowerment of involved grassroots organizations.* As one practitioner said:

"Instead of organizations applying for funding for a topic and then starting [a new] program, invest in those organizations that are already knowledgeable" – practitioner group 1

In several ways, our practitioners stressed the importance of allowing grassroots organizations to maintain their work. Due to current funding schemes, they feel like they have to start over every year. The policy should change that.

Information campaigns could help with that. Even if it's just to display the earlier-mentioned best practices. One of our participants pointed out that it would be particularly helpful if they were launched by high-level actors and broadcast on official websites of ministries.

They further underlined – in support of having a policy that facilitates self-support – that migrants should be *legally and administratively recognized* as citizens. That would allow them to provide services in their host communities. In addition, practitioners argued that migrants' *skills and qualifications* should be recognized by institutions in their host communities.

The last condition that was mentioned is the importance of *long-lasting* policies. To our practitioners, migration is a challenge, now and tomorrow. To prevent organizations have to reinvent the wheel all the

time and to build forth on previously learned lessons, policy should be stable and less susceptible to political whims.

Ideal Situation 2

Table 4 shows the second ideal situation as formulated by our practitioners.

Problem statement	Ideal Situation 2
The contemporary policy lacks a proper long-term vision about how to deal with integration issues. This has much to do with the unilateral approach of 'migrants', as well as (racist) political and societal influences.	*Migrants are not generalized into 'one big unit' and immigration policies are open and not susceptible to government changes and political turns*

Table 4: Ideal Situations in Addressing Policy (2)

In this ideal situation, the unilateral approach towards migrants is highlighted. Ideally, migrants are considered as a diverse community, just as the host community is diverse. That would enable tailor-made solutions and address the different needs of different groups. As migrant issues usually last longer than one government period (usually 4 years) our practitioners would very much like to see policies would become more sustainable than 4 years.

The pathway towards Ideal Situation 2

Figure 5 displays the second pathway toward an ideal situation in addressing policy.

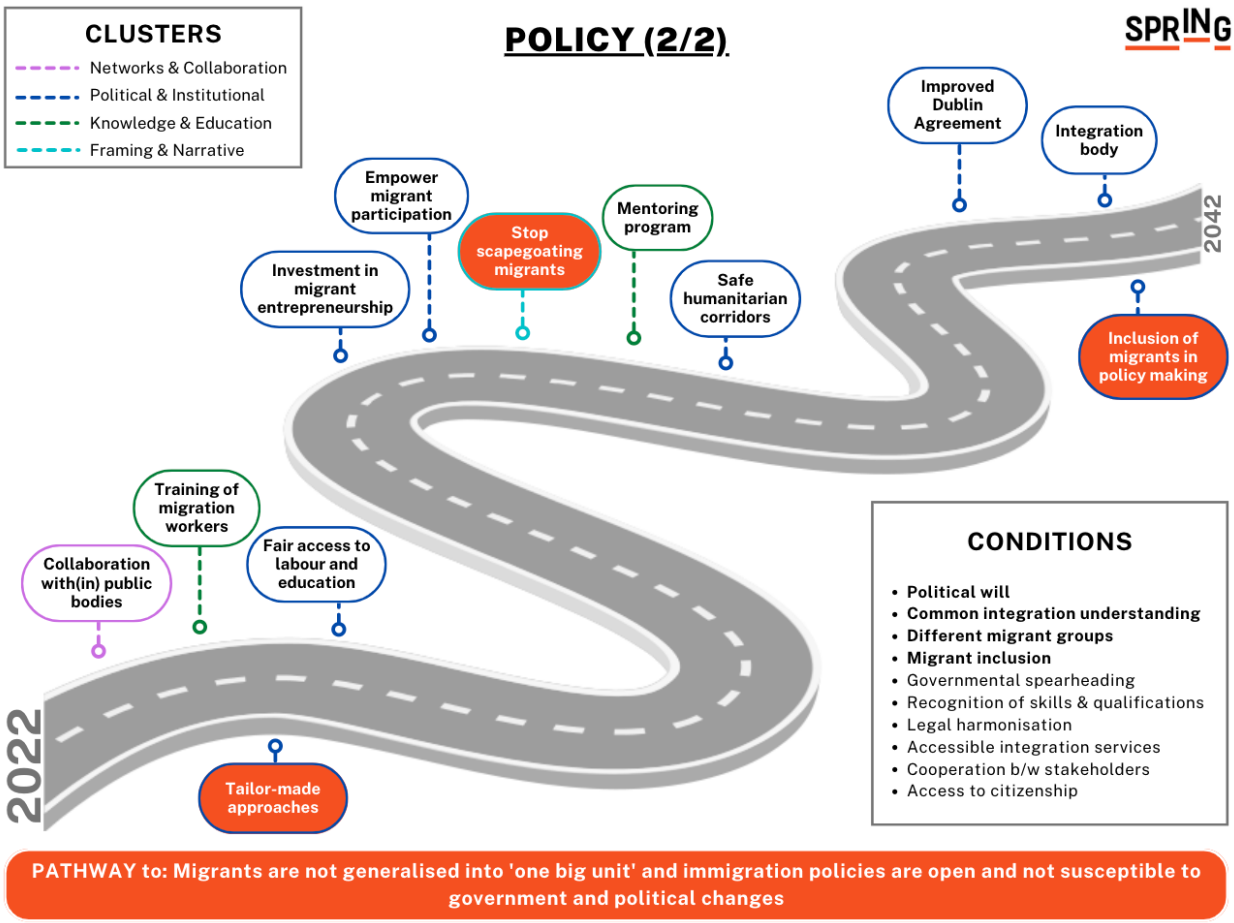

Figure 6 Policy (2) Pathway

In the formulation of steps towards such a long-term policy, practitioners rather focused on the elements that such a policy should enable (or disable).

For starters, they argued that policy should foster *collaboration with(in) public bodies*. As this came up as well in the other groups, practitioners argued that one of the major challenges is that migrants get lost in the web of public organizations. The policy should force and strengthen collaboration.

Next, migration workers should be *trained* to help migrants to get *fair access to labor and education*. In particular, migration workers should learn how to offer *mentor programs* to young migrants to acquire the skills they need to enter the labor market. As one practitioner illustrated:

"What they do in their organization is mentor young migrants from a very young age. For example, around junior or secondary school, to understand things like interviews, looking for a college place, and what that entails. The reason is that they envisage that a lot of their parents may not have this kind of support for their children" – practitioner group 2

In addition, training migrants in particular these skills can be considered an *investment in migrant entrepreneurship* and would do wonders in *empowering migrants' participation*. As the same practitioner argued:

"So that support from that early on in life needs long-term vision and investment, and not waiting until they are problems" – practitioner group 2

That would also help in creating these necessary *tailor-made approaches*. As one practitioner argued, every approach or project should be tailored to the specific needs of the target group. Listening to their voices is essential in assessing these needs. This can only happen if governments *stop scapegoating* migrants. That is, in political negotiations, migrants are considered political 'seed money. According to our practitioners, as we are talking about people here, that is inhumane. One practitioner sheds light on the importance of creating safer and better humanitarian corridors allowing and regularizing the movement of migrants instead of criminalizing it.

Practitioners further argued that the *Dublin Agreement* should be improved. That means that a person who loses their case in one country should be able to go to another country and seek protection there at any time. Currently, that is not the case. That diminishes the changes for migrants for the entire EU.

An *integration body* should be established as an administrative unit that supersedes the authority of other ministries. Integration is an issue on many different policy domains and therefore requires the input of many different ministries. Consequently, migration is often carved up into many different ministries. An integration body that supersedes the individual authority of ministries should help with that:

"There should be an integration body that would be part of a specific ministry. The other ministries don't

feel the authority from another ministry because they are at a horizontal level, so it's very difficult for one ministry to give tasks to other ministries" – practitioner group 4

Finally, practitioners argued that migrants should be *included in policy making*. As it is so important to acknowledge the differences of different target groups within migrant communities, having their voice as input in policymaking is essential. As one practitioner illustrated:

"In Ireland for example, we have a very limited understanding of people's needs on the ground. Understanding the distinctions between communities, and various communities, is so important. This idea that migrants are homogenous and that they all have the same issues and that they all come from the same background…..so I think if we are going to have responsive policies and strategies then we first

need to hear at a very micro level the needs of these migrants"- practitioner group 2

Necessary conditions for Ideal Situation 2

In these groups, some more attention was paid to additional conditions, that is, requirements that need to be in place, but are more generic and are not related to a short – or long-term.

First, *political will* is of essence to have a policy that acknowledges the diversity among migrant communities. The necessity of political will is illustrated by this practitioner, saying:

"If politicians support integration, it gives some sort of legitimacy to policy in the country, and vice versa. And then it doesn't happen we can also see its influence in the narrative and attitudes of the general public so it's also very interconnected"- practitioner group 4

And in addition:

"Whatever the agreement is for the politicians or the government at that point, whether there is a will or not, politics is always going to be an important part of whether migrants are included or not in the integration policies and strategies" – practitioner group 4

However, they pointed out that it is often unclear what is meant by 'integration'. As such, having a *common understanding* of integration is also important. As one respondent argued:

"There should be a common understanding of migration, and that it is a multisectoral agenda at the policy level. And it requires interdisciplinary cooperation and multilevel governance." – practitioner group 2

And as mentioned earlier, the voice of migrants should be included in policy formulation. Therefore, to *include migrants*, one practitioner argued:

"A lot of times we talk about different things when we talk about integration. Not just in policy but also in action, when we are having conversations about it … and I feel like the migrant voice is a condition for this" – practitioner group 4

According to the practitioners, the government should have a leading position in considering migrants as a diverse population. As one practitioner pointed out:

"When things are driven by the government, all other sectors seem to buy in. So I think we do need governmental spearheading" – practitioner group 2

Last, the practitioners mentioned a couple of conditions that are related to the legal position of migrants. For instance, to them, the key condition is to give migrants *access to citizenship*. That would give migrants regular access to *integration services.* But to make that possible, legal frameworks should be *harmonized*. As mentioned earlier, policy (implementation) is now organized in silos. Different governmental bodies are responsible for different parts of integration services. Harmonizing these frameworks would prevent migrants from having to go from one administrative body to the other.

Organizational (in) capacity

Ideal Situation

Table 5 shows the ideal situation as formulated by our practitioners.

Problem statement	Ideal Situation 2
Due to lack of proper funding bureaucratic procedures and lack of a clear organization structure, practitioners often miss the resources to adequately address the challenges that migrants face	*Multilevel Governance and Horizontal collaboration to Improve DMPs & Structural Long-Term Funding & Regulating Practitioners' Work*

Table 5: Ideal Situations in Addressing Organizational (In)Capacity

The pathway towards Ideal Situation

Figure 6 displays the second pathway toward an ideal situation in addressing organizational (in)capacity.

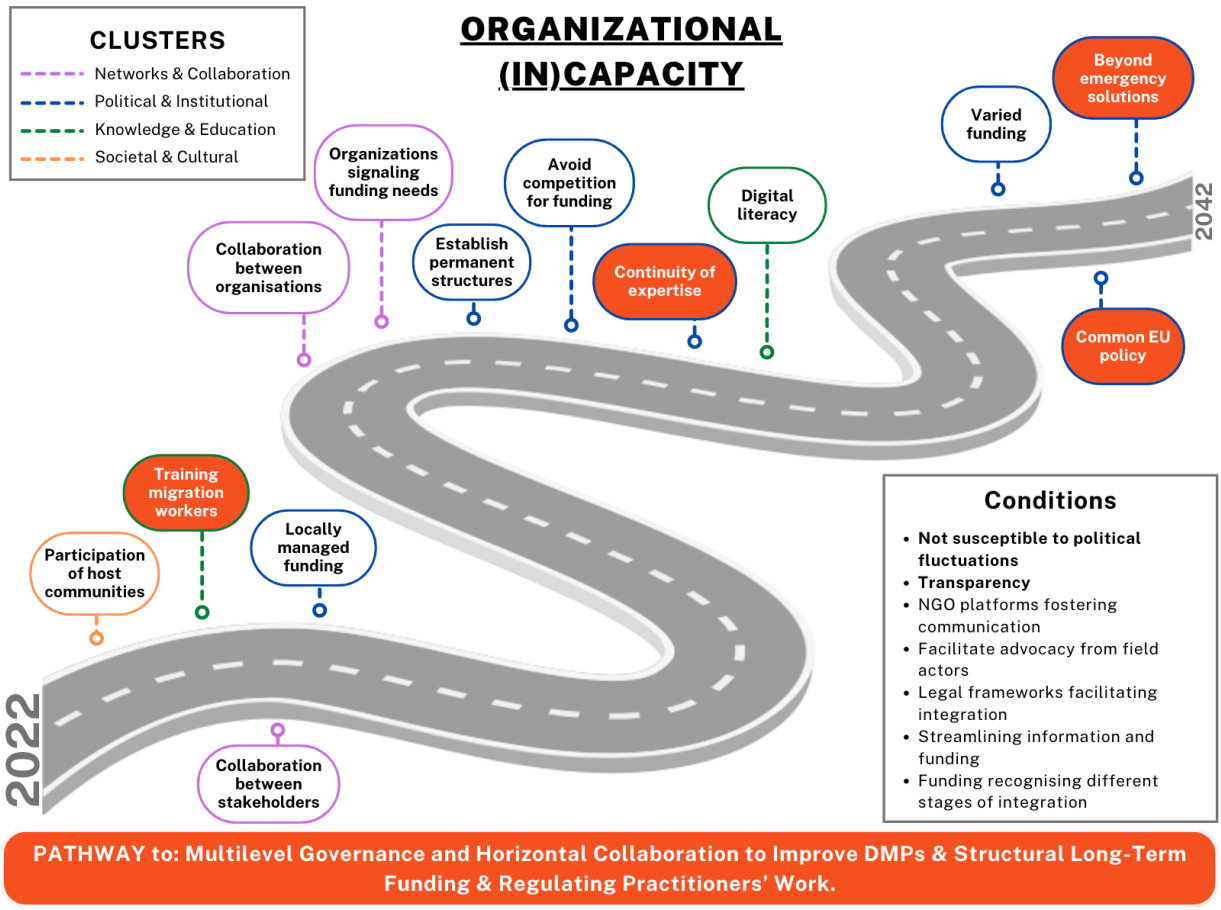

Figure 7 Organizational (In)Capacity Pathway

The journey to identify solutions to the problems defined in phase 1 also entails what was labelled as "Organizational (In)Capacity". Here practitioners signal how the system must be updated, refurnished and improved. This goes from funding schemes to regularization of work to improved networks and collaboration synergies across the involved bodies.

In this realm, practitioners' expertise and experience were exploited to understand how to reach the desired and necessary goals. Matter of fact they flag the importance of specific trainings for the industry employees in order to face the diversity within the communities they work with. In addition they also wish to be able to systematically, constantly and continuously deploy their gained expertise without the risk or fear to have their work cut out due to funding ending or project deadlines. Funding and how its allocated, divided and spread has been a huge discussion points in our co-design meetings. Not only did these meetings give us simples keys, like that of needing better and larger funds. The expertise of the practitioners enabled us to convey in more detail how can this happen. Practitioners in fact address how funding schemes and decision makers should take into account the depth of any integration process:

"Public funding should also recognize different stages of integration of migrants or asylum seekers. People have different needs".

But also how funding should be a consistent element: "Funding should be structural, without being dependent of political will". Moreover, the experts flag the importance of moving beyond the now: "We have short term funding because the general approach by politicians and governments is to answer to an emergency." Another colleague mentions "Since I have started working in this field, I've never had a contract for longer than 12 to 18 months. How does the work continue if funding is always short-term?" In this sense, practitioners call for a more comprehensive EU policy.

In this picture, practitioners are also aware of the importance of collaboration. The workload is simply too wide to be on the shoulders of one party only. One of our practitioners emphasizes this by sharing what follows:

"Cooperation between municipal structures and civil society structures. We need to know each other, we need to communicate, we need to work together to find more flexible answers". Another practitioners follows through by adding:

"Platform for collaboration would enable different organizations from the local, regional, national and in the future probably international perspective to collaborate on common issues".

The practitioners journey for a better work environment inevitably touches also on their conditions. These pivotal figures imagine a horizon where their work is regularized and recognized in its vitality. And their words are pretty self explanatory:

"Ideally we are only working 8 hours a day… we don't have short term funding, we don't depend on fundings and we have a stable job where we are mentally okay without these kind of stresses."

A colleague adds: "Understanding that working with migrants is a job, it must be permanent and full time-Employment without precarity and short term funding. In my experience, I have no idea whether next July the project I'm working on will still exists and if not, I cannot be involved any longer".

To complete the picture, another practitioner sheds the light on the fast-paced turn-out ratio of staff and the reliance on volunteers: "Once they (migrants) get used to the activities and participation, then the project is over. And there is also a lot of changes in staff, so they need new people constantly. So I think for them it is very confusing and frustrating".

These bits and quotes showcase how important it is for the practitioner to have a better framework within they can operate and this is clear by some of the steps in the pathway. These steps start from funding and travel to working conditions without skipping the importance of network. The interconnectedness of issues is evident.

Necessary Conditions for Ideal Situation

Interestingly, in this domain more than anywhere else, we notice a strong overlap, both theoretically and practically, between steps and conditions. This is perhaps a signal of the embeddedness of the two section and how mutually inclusive and synergetic the two ultimately. At the top of the conditions, political influence is evident. One practitioners best explains as follows:

"Funding is always dictated by government and governance, and you can have a good governance in the short term and that can flip and change and so the rug is constantly being pulled". This quote rings familiar to other previously reported addressing the longevity of funding and its impact.

But also transparency and communication, recalling the need for further collaborations across axes and bodies. And last, but surely not least, the need to recognize different stages of the integration processes: from reception to inclusion. Ultimately, Organizational (In)Capacity has been to some extent overlooked but what this CD journey showcased is the need for more attention, time and care for those who carry out the daily work and what are their needs as well as how much more they should be part of the decision making processes.

5 SYNTHESIS, CONCLUSION, AND RECOMMENDATIONS

Part 5, the last of this report, is meant to draw a line at what were the learnings of this incredibly insightful journey? From the inception of the project, to the turnaround after the interviews until the co-design trajectory. The introduction mentioned what was the initial building idea of the CD and how things evolved as the project progressed and the following sections shed light on the process, from the problem identification to the solution design. The question though is: what are the learnings of the Co-Design trajectory addressing barriers to integration conducted with practitioners?

Learnings:

No simple solutions. Practitioners were soon to remind any audience how complex and interconnected their realities and subsequent daily challenges are. It's therefore naïve to assume that complex challenges can be solved by simple solutions. This in turns reminds a wider audience, from the general public to politicians and officials that complex problems require complex solutions. Moreover that a fix-all and now injection does not exist. In this sense, pathways provide a better image and understanding of the process needed to reach an ideal situation addressing the selected problem/s. Whereas a pathway spread over an indicative 20 years might not be as attractive, it surely exemplifies the necessary gradual steps that need to be taken, in conjunction with its condition, to solve and improve any problematic situation.

Practitioners structural inclusion in DMPs: mandating their presence. One of the many positives of the CD as a method is its proximity with those who indeed actively face the problem you are trying to collaboratively solve. This meant that their knowledge and expertise was at the forefront as much as it was learned that their voice is not heard nor nearly implemented in the decision making processes surrounding integration work. An evident learning is the need to mandate their presence in the design of funding schemes in order to take their need into account ex ante and work actively instead of passively. This would in turn lead to higher empowerment of practitioners.

From integration to inclusion. Throughout the CD, and even from phase 0, a constant background discussion was that surrounding the meaning of integration, the implementation of it, the common understanding of the term and ultimately its validity nowadays. What emerged from specifically the Discrimination and Policy CDs was the importance of normalizing migration related issues and by doing so, de-problematizing migration as a whole. And so consider migrants as citizens who are instead of citizens "to come". From becoming to being and therefore from integration to inclusion. This is a paradigm change that seems to come out of this CD.

An interesting data set emerging from this process is the spread of clusters across the pathways:

- Networks & Collaboration --> 8 (in 4/5 pathways present)
- Political & Institutional --> 32 (in 5/5 pathways present)
- Knowledge & Education --> 10 (in 5/5 pathways present)
- Framing & Narrative --> 3 (in 3/5 pathways present)
- Societal & Cultural --> 2 (in 2/5 pathways present)

These overlaps are in line with the interconnectedness of the pathways themselves. Ultimately

Ultimately although the report presents three blocks (D, P and OI), the reality just like in its problems also in its potential solutions highlights a connecting line. In fact, many similarities can be noted across pathways (eg. D and P) and this in essence feeds into the last learning point. Policy and its domain can therefore be addressed as the actionable key unlocking a comprehensive approach: policy to decrease discrimination in order to empower organization. This can, amongst other, be a functionable paradigm to adopt.

This work is not short in its limitation and it's as important to report them as well. This CD was purposely aimed at including practitioners in the debate. An argument for other actors can be strongly made, starting from obviously the migrants, community leaders, neighbourhood governance and more. Ultimately what the Co-Design does it to provide a structure to the conversation and it successfully did so by drawing a line in a very segmented world. Some could argue that pathways are still to some extent abstract (limited time, its coverage and scope) but what the paper can advise is to implement more this approach. Expanding the Co-Design reach both in terms of spread but also time could yield incredibly strong results.

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7 ANNEX: INTERVIEW PROTOCOL

Interview questions **18-02-2022**

Welcome! Thank you very much for accepting to take part of this project on behalf of SPRING. I am Adham Aly (etc etc) and today we will talk about issues and challenges that you, as a frontline practitioner together with your organization, face when it come to integration and inclusion of migrants. More specifically, we will address four main domains: labour, education, housing and services. Looking forward for this insightful conversation!

1. Name of organization
2. Position within organization and hierarchy (if applicable)
3. Years working as frontline worker
4. Age
5. Gender m/v/other
6. Country
7. Can you talk to me about yourself and what you do in your organization?
8. What "kind" of migrants do you generally deal with? Keep in mind (don't ask):
    a. [Refugees? Asylum seekers? Children of migrants? Second generation]
    b. gender, age, family trends?
    c. Any specific community (nationality-wise?
    d. Do these categories have an influential impact on your work?
9. What **problems** do you experience in your work?
10. Do these problems relate to: // Do you recognize yourself/your organization in any of the following issues:

- [labor] *skills and education of migrants are often not recognized*
- [education] *the lagging position of children with a migrant background in a classroom*
- [housing] *migrants are often have the same position as other homeless people*
- [access to services] *migrants differ in their rights in terms of access to (health care) services*

11. How do you deal with these problem(s)?
12. Where/from who do you get advice or information when you are dealing with an issue? (only name example's if a participant struggles with the question)
    a. internet research
    b. colleagues
    c. friends
    d. organization …. Such and such
    e. research reports
13. What information/advice are you lacking? If they struggle to answer, think of:
    a. WHO would you like to receive information/advice from?
    b. WHERE would you like to find this?
    c. HOW would you access this information?

Personally, I don't think the following questions are that relevant. I would delete these and only keep question 1-13 and then leave space for follow-up questions and a free-flowing discussion. The questions below seem more survey questions than interview questions to me.

14. Do you think that this problem is addressed sufficiently?
    a. Not at all
    b. Insufficiently
    c. Sufficiently
    d. Too much effort is spent on this problem
    e. Way too much effort is spent on this problem
15. How do you evaluate your own efforts to address this problem?
    a. Way too marginal
    b. Not that sufficient
    c. Sufficient
    d. I'm doing more than is needed
    e. I'm doing much more than is needed
16. What other activities would you like to do in order to address this problem (max. 5)
    a. (per activity) Until now, what has prevented you to do this?
    b. Do you have sufficient knowledge/skills to do this? (yes/no)
    c. If yes, where have you found/learned the knowledge/skills to do this?
    d. If no, where do you hope to find the knowledge to do this/learn the skill to do this?
17. To you, which actors are responsible to make sure that you (as a frontline worker) has the proper knowledge/skills to address this problem? (e.g. management, local government, national government, etc.)

Thank you very much for this insightful interview. It is the foundational data start of our co-design trajectory. Matter of fact, as a follow up, we plan to organize a co-design trajectory to help knowledge provision be better equipped to address the needs of frontline workers. If you would like to participate, please leave your e-mail address so we can reach out to you.

<u>The timeline is roughly as follows:</u>

- December 2021 > invitation for organisations to participate
- January- April 2022 > phase 0, interview and survey organisations + analyse
- April 2022 > phase 1, kick-off co-design sessions
- May 2022 > interim report with the 'Knowledge Mismatch-map'
- May-July 2022 > continue co-design sessions, finish phase 1
- Sept-Nov 2022 > start Phase 2, co-design sessions on problem solving
- Nov 2022 > preliminary report of outcomes co-design sessions
- January 2023 > final report of the outcomes of the co-design sessions

phase 1: two sessions for 4 groups > making a shared problem definition

phase 2: two sessions for the same 4 groups > brainstorming solutions together