

**An investigation into the
indicators of social and economic integration
of refugees in Germany**

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Abstract

Between 2015 and 2020, about 1.5 million refugees arrived in Germany. Due to this new influx of refugees, there has been a political debate in Germany about how immigrants should be managed and integrated into society, however, to date there has been limited research from a local or project perspective. This led to Zimmermann (2016), to question whether Germany was fully prepared to integrate these newcomers into German society and called for further research. To address this call, the study's aim was to investigate how refugees are integrated in Germany from a theoretical and practical perspective, then determine whether the integration policies and strategies adopted were effective.

In achieving this aim and addressing this lack of academic knowledge from a social connection and economic perspective, the study directly drew on three seminal studies, that of Ager and Strang (2002, 2004, 2008), Kuhlman (1991) and Gürer (2019). These studies provided the academic framework to conduct an inductive qualitative strategy to interview four groups of participants from 4 projects from different socio-economic regions. The participants were project managers, governmental officials, project representatives, and recent integrated refugees.

The outcome of the study's findings showed there was a need for Federal government to provide a strategic direction and a commitment to local and project levels as to how to integrate refugees. Part of the process also needed to have established a mechanism by which Federal government can measure the integration process through measurable KPIs. The main academic contribution of this study is the creation of an overarching 11th domain called 'participation' to Ager and Strang's (2008) original model. From the practical perspective, the study contended that there is a need for Federal government guidelines to be established and cascaded throughout all the levels of responsibility, from State to project level. At an individual project level, an integration plan must be used to monitor the progress using KPIs which are informed by Federal government. Based on the outcome of this study, future

studies could build on this initial piece of research by conducting a mixed method study, while focusing on the local community experiences of refugee integration.

Key Words: integration performance; social and economic integration, political guidelines, management of integration

Declaration

I declare that the work in this thesis has been conducted in accordance with the regulations of the University of Gloucestershire. All work is original except where indicated by specific reference in the text. No part of the thesis has been submitted as part of any other academic award. The thesis has not been presented to any other education institution in the United Kingdom or overseas.

Any views expressed in the thesis are those of the author and in no way represent those of the University.

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List of Abbreviations

BA Bundesagentur für Arbeit - engl. FEA
 BAMF Bundesamt für Migration und Flüchtlinge; Federal Office for Migration
 and Refugees
 EU European Union
 FEA Fedearal Employment Ageny - Bundesagentur für Arbeit
 GDP Gross Domestic Product
 JC..... Job Centre
 MBVMarket Based View
 MCS Management Control System
 MIT Massachusetts Institute for Technology
 OECD..... Organization for Economic Cooperation and Development
 PAProblem Area
 PAT Principal Agent Theory
 RBV..... Resource Based View
 SCP..... Structure Conduct Performance
 SWOT Strengths, weakness, opportunities and threats
 UN..... United Nations
 UNHCR United Nations High Commisioner for Refugees
 UREC University - Research Ethics Committee
 WEF World Economic Forum
 WHO World Health Organisation
 WIR..... Work and Integration for Refugees

Chapter One

Introduction

This Chapter will introduce the background, context, and rationale of the study. This will include setting the scene of the research project by providing the problem statement of the study, the aim and research objectives and questions. The Chapter will also set out the current debate, methodology adopted, and the research design which will be outlined in the form of a summary of the remaining chapters of this study.

1.1. Background to the Study

The refugee crisis of 2015 reached its peak in October, which also triggered the initial motivation and interest for this study. Although there have been the recent events in Ukraine, this crisis did not occur during the conducting, analysis and writing up of this study. Instead, this study is focused on the developments in 2020/2021 with an influx of refugees from Afghanistan, which at the time, seemed to indicate that history of dispersed individuals and families had re-occurred again, like the events in the Balkans. With the events of Afghanistan, the refugee crisis has been portrayed through the media coverage of overloaded and often unseaworthy boats coming to Europe, or thousands of people walking along the Balkan route.

As in the past, often these refugees are fleeing from conflict, and are coming to Europe for various reasons, including seeking asylum. For Kuhlman (1991), Kunz (1981), Lee (1966), the refugees coming from Syria have left their home countries because of acts of war. Some people flee from persecution and oppression, or due to natural disasters, such as famines, as seen with parts of Africa. There are also those who flee their home countries on a voluntary basis (Kuhlman, 1991; Kunz, 1981; Lee, 1966), due to economic reasons (Bloch, 2002), or to provide for their families who remain in the country of origin. The result of these repeating migrant and refugee crisis, is that it is estimated that

there are around 600 million people worldwide who are in the process of leaving their home country and migrating (Heinsohn, 2014; Esipova et al. 2011).

These reasons and motivation for leaving their home country, and then wanting to settle in Germany, is however, not the focus of this study, rather this research project is based on understanding the political, social, and economic processes and strategies needed to be followed to integrate these refugees into the host society of Germany. To investigate this, this study will focus on the refugee crisis of 2015, in which there were a reported 1.5 million refugees in Germany (BAMF, 2017; UNHCR, 2019; Price, 2017), which led to Zimmermann (2016) to highlight that Germany did not have the practical mechanisms in place to control and ensure that these newcomers could be successfully integrated into the host society and gain economic independence. Part of this lack of preparedness can be related to the documented lack of Federal guidelines or policies as to how integration can be achieved.

From a professional perspective, this study was based on past personal experience and hear-say that there was potentially no way of assessing the refugee integration process, and there was a disconnect between the project level and Federal and State levels. This led to this study questioning whether this was factually correct, and if there is some form of fragmentation between Federal government systems and those at local administrative and project levels.

At the same time, the funding of these new refugees was being sourced at Federal level, which brings into question the accountability for the usage of these funds. In initially investigating this theme there were also no processes or milestones set out to determine and prescribe the roles required to integrate the refugees at project level.

Based on above, an initial review of existing literature was conducted on what and how Germany was managing this current influx of refugees. However, this initial review found no specific literature related to Germany, but only from an international context, which included the United Kingdom. Of note was the research of Ager and Strang (2002, 2004, 2008), Kuhlman (1991) and Gürer (2019), which have been used to inform this study. However, while these studies were informative, in critically reviewing these seminal sources, it

became apparent based on past experience that there were potential areas of weaknesses, including the lack of qualitative research. Reflecting above, the following problem statement was created and informed by the previous work of Ager and Strang (2002, 2004, 2008), Kuhlman (1991) and Gürer (2019).

1.2. Problem Statement

As shown in Figure 1.1., the main problem of the study is set out as to the integration of refugees in Germany (P1). To address this, and based on professional experience and existing literature, the study developed three sub-questions related to how to effectively integrate refugees in Germany. The first sub-problem was what are the social components needed to be implemented to effectively integrate refugees in Germany, which was informed by Ager and Strang (2002, 2004, 2008). The second sub-problem was related to the economic components of refugee integration (Kuhlman, 1991) and how this can be effectively achieved in Germany, and the third sub-problem is aligned to the political guidelines and directives offered at Federal level to effectively integrate refugees into German society, which was informed by Zimmermann (2016).

Beneath each of these sub-problems is the emerging questions to what, if any, are the current means of assessing the effectiveness of assessing the integration of new refugees into German society. Finally, informed by this, this study will focus on the integration performance in Germany, and what processes and strategies should be followed or adopted.

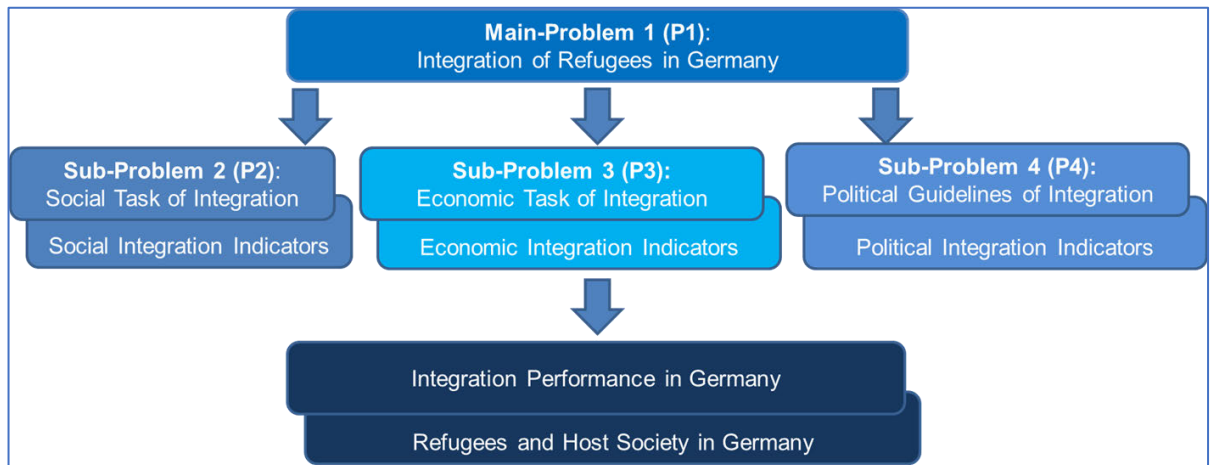


Figure 1.1.: Research Problem

1.3. Research Aim Objectives and Questions

As set out above, the central purpose and rationale of this study was to establish how the current integration of overseas refugees is achieved in Germany. To achieve this, this study decided to adopt a qualitative research strategy to generate a rich insight into four groups of participants: participants in political decision-making positions, refugees who had experienced the integration process, project managerial staff, and finally four operational staff associated with the projects.

The central purpose and rationale of the study was based on a professional motivation and an interest into the academic theme, but also based on the original studies of Ager and Strang (2002, 2004, 2008), Kuhlman (1991) and Gürer (2019), whose studies on closer examination did not investigate the actual refugee integration process from a project perspective, but instead

presented a generic and general view only. There were also other areas of potential weakness, including Ager and Strang's (2008), presentation of the ten domains of integration which are essentially independent of each other and seemed to be presented in a linear manner. This perspective was challenged later by Phillimore and Goodson (2008). Furthermore, while the study of Ager and Strang (2002, 2004, 2008), was seminal, the research was firstly based on a UK governmental initiative (Ager & Strang, 2002), and was not informed by any empirical data. With the work of Kuhlman (1991) the model again provided only a holistic point of view, but like Ager and Strang's (2004), there was no means of assessing and evaluating the integration process, or to monitor the journey of the progress of the individual refugee. Finally, unlike the work of Gürer (2019), this study wanted to focus specifically on the project level by looking at the refugee's journey, as opposed to an overarching high-level. Reflecting these identified potential weaknesses and gaps, this study was driven and informed by Zimmermann (2016), and set out the following research aim, objectives, and questions.

Research aim: to investigate how refugees are integrated in Germany from a theoretical and practical perspective, then determine whether the integration policies and strategies adopted are effective.

Research objective one: To determine and critically identify from four refugee's project, the stakeholders' perspectives towards the current refugee integration processes in Germany.

To address this first research objective, the **first research question** will focus on what the project stakeholders perceive refugee integration is, who is, and should be involved in the process, and how are the programmes created and run.

First research question: what are the stakeholders' general perspectives towards how refugee integration is conducted in Germany?

Leading from this question, the research will then focus on the stakeholders' general perspectives to how the programmes were instigated and ran, to determine whether there were differences between the stakeholders in the four projects. This will include exploring the different roles, perspectives and responsibilities of Federal and State government, the local administration and at project level.

The **second research objective** therefore will be focused on whether the academic existing models presented by Ager and Strang (2002, 2004, 2008), Kuhlman (1991) and Gürer (2019), accurately represent the realities of the German refugee integration process.

To address this objective, the study **second research question** will ask: to what extent do the perspectives of the various refugee stakeholders fit into existing theoretical models, such as Ager and Strang (2004, 2008), Kuhlman (1991) and Gürer (2019)?

It should be noted that throughout the interviews, the actual models and constructs will not be directly referred to, therefore not influencing the discussion or findings. During answering the second research question, the intention of the study is to map out the journey of the refugee, by initially drawing on the model of Gürer (2019).

The **third research objective** is based on evaluating how effective is the refugee able to be integrated into German society, and how the progress is measured and assessed.

Reflecting this objective, the study's **third research question** will be focused on asking: what characteristics, attributes and indicators are needed to be considered and monitored when integrating refugees into German society?

In addressing this question to achieve the third objective, the study will also focus on the different roles, responsibilities, and perceptions of the four tiers

associated with refugee integration: Federal and State government, the local authority, and the actual project.

1.4. Overview of Study

This Chapter, Chapter One has presented the rationale of the research project which was initially informed by the influx of refugees in October 2015. This led to Zimmermann (2016) questioning whether Germany was fully prepared to integrate these newcomers into German society. Reflecting this, this study has conducted an initial literature review and has identified three key studies: Ager and Strang (2002, 2004, 2008), Kuhlman (1991) and Gürer (2019), but has also identified from a professional perspective several potential limitations. Based on these limitations and addressing Zimmermann (2016) concerns, this study has created the research aim and associated research objectives and questions to determine whether refugees are effectively integrated into German society.

In Chapter Two, a narrative literature review will be presented as to the current academic debate around the theme of refugee integration. This will include the critical review of social context of refugee integration, by drawing initially on Ager and Strang (2008) original model and the 10 domains of integration. The Chapter will then progress to present the current debate as to the economic aspect of integration, using Kuhlman (1991) methodology, before presenting the journey of the refugee from a local administrative and project levels (Gürer, 2019). Finally, at the end of the Chapter a conceptual framework will be presented.

Chapter Three will set out the methodological structure of the research project. Taking a qualitative strategy with a post-interview survey, this Chapter sets out the rationale and justification for adopting this qualitative perspective to the research project and design. The Chapter will also provide a profile of the four groups of participants, a justification of the coding strategy used together with the ethical consideration followed in this study.

Chapter Four will present the findings of the data generated and analysis strategy followed. In presenting the findings, the Chapter will present the background to the project, before proceeding to set out the participant's

perspective of what constitute refugee integration based on Ager and Strang (2004, 2008) and Kuhlman (1991) frameworks. Leading from this, the refugee's journey encountered will be reviewed as to whether these constructs have relevance and accurately enable the integration of refugees in Germany to be determined and achieved. Leading from this critical review of the components associated with the social and economic integration processes, the Chapter will then present the perspectives as to how integration can be assessed. Based on these findings, the Chapter will then move on to present the participant's perspectives as to how future integrated strategies from three perspectives: Federal, State, and local levels could be changed. Finally, the findings of the study will be summarised, highlighting the key areas and themes of interest.

Chapter Five will initially draw on the academic debate from Chapter Two, the literature review, before setting out the current understanding and debate related to refugee integration generated from the findings, compared to the earlier work of Ager and Strang (2002, 2004, 2008), Kuhlman (1991), and Gürer (2019). The Chapter finally concludes with the project's perspectives as to greater Federal involvement as indicated by Zimmermann (2016), and the need to be able to measure the process and effectiveness of refugee integration in Germany.

Chapter Six provides a summary of the findings through presenting the academic and professional contribution, by considering how the findings contribute to the theory and understanding, which can then assist in managing the integration of refugees in Germany, but only achieved by greater Federal government involvement which confirms Zimmermann (2016) earlier observation, together with the inclusion of a new domain to Ager and Strang's (2008) model, and the need for three types of indicators. The Chapter concludes by providing the limitations of the study before making recommendations for future research.

1.5. Chapter Summary

The background to this research project was based on the aftermath of the Syrian refugee crisis and the mass influx of refugees to Germany. The influx of refugees led to the questioning as to the effectiveness of the German political and administrative regulations needed to manage this situation. Part of this questioning was how Germany could manage this influx, whether the managing of refugee integration was Federal or local or project led, and whether there was a universal understanding of what integration meant, and finally what was seen as successful integration. These questions were also asked by Zimmermann (2016) who openly called for further research.

To emerge from this initial questioning were three key sources of academic studies: Ager and Strang (2002, 2004, 2008), Kuhlman (1991) and Gürer (2019). Based on this call, four projects across Germany were selected and stakeholders from these projects were studied to address Zimmermann (2016) call for further research.

Chapter Two Literature Review

2.1. Introduction

The UN Refugee Agency has reportedly indicated that in the past two decades there have been an estimated 70.8 million individuals who have been displaced by active war, through conflict, or due to persecution, and these numbers of displaced people are predicted to increase. This prediction was demonstrated by the UNHRC (2020), who highlighted that there were 40 million migrants or displaced individuals between 2011 to 2017, who were seeking new residence, to more than 70 million by 2018 (UNHCR, 2020). In Germany, which is the focus of this study, the country received 1.5 million refugees in 2015, which was the largest number of displaced people in Europe. This large influx of refugees created both a political and social challenges and debate about integrating these individuals into German society. This was a challenging time, with German bureaucracy becoming overwhelmed with the new arrivals, with State institutions, needing to cooperate with civil society and NGOs to ensure that these new arrivals were successfully integrated into the German way of life. This led to writers such as Fratzscher (2018) to conclude that this became one of the post-German reunification economic, social, and political challenges for the country. This challenge of refugee integration in Germany continues, as the country received 200,000 refugee applications for residency yearly (AIDA, 2019). With these displaced individuals, unlike economic migrants, refugees are often not a homogenous group but individuals with varying degrees of education, skills, and professional experience (Campion, 2018). These individuals unlike economic migrants, have also faced crises because of political or racial persecution, natural disaster, or other life-threatening situations, which can adversely affect these displaced individuals. Therefore, these people are from a wide range of backgrounds including the levels of status and education, and from all sectors of the economy. However, for these refugees, there is a common theme rarely considered in their new country of residency, how can these refugees demonstrate their professional credentials and skills, as they

may not have kept relevant documents when fleeing their home country. Based on the current profile of the refugee, it is unlikely that they will speak the language of the host country, German, or have family and professional ties with people there who can provide support and guidance when they arrive. Some refugees also suffer from traumatic stress. Refugees therefore often find it difficult to get work. All these circumstances make refugees the most vulnerable members of society (Campion, 2018; Gericke, Burmeister, Lowe, Deller, & Pundt, 2018; Hakak & Al Ariss, 2013). The outcome of individual refugees being unable to prove their skills and professional background, can lead for example, highly qualified officials and medical doctors ending up working as taxi drivers or parking attendants in their new country (Brandt, 2010).

'Wir schaffen das', was the phrase used by then Chancellor of Germany, Angela Merkel, in 2015. The translation is 'we can handle *this*', with an emphasis on 'this', which referred to the challenges of aiding hundreds of thousands of refugees fleeing Syria (Hesse, Kreutzer & Diehl, 2019). This led to some form of Federal assistance and guidance being provided, which included how to integrate these displaced newcomers in the German labour market and society. Like in Germany, as seen in the remarks of Angela Merkel, the integration of refugees presents one of the major challenges which has become seen as a global megatrend of 'migration' (United Nations, 2020). To achieve successful integration, the process requires multiple agencies, institutions, and bodies to work together at local, national, state and country levels. These include various public agencies, social welfare organisations, employers, Federal government chambers, language schools, educational bodies, teachers, volunteers, and the refugees all cooperating in a coordinated way. Reflecting this challenge there have been a series of calls for greater understanding of how this integration process can be effectively achieved (Hesse, Kreutzer & Diehl, 2019). For writers such as Gürer (2019) integration policies and associated procedures tend to be mostly bureaucratic and, in many instances, the interaction between the refugees and the State is often one way. This can lead according to Gürer (2019) to a lack of understanding between the different agencies and actors, and the expectations of the refugee and the authorities ultimately are not met or understood. This observation led

to Gürer (2019) to call for further research into how to effectively integrate refugees into society, and for Gürer (2019) specifically in Germany. This perspective of Gürer (2019) is supported by Hynie (2018) and Hinger (2020), who have independently highlighted the dilemma can be partly linked to a general consensus as to what refugee integration entails, as there is seemingly a lack of agreement in academia and in practice at state and local levels, and even between different providers and authorities.

In addressing this earlier call of Gürer (2019) and Hesse, Kreuzer and Diehl (2019), this Chapter is divided into two distinct themes, the first theme being social influences, and the second theme, the economic implications of integrating migrants, refugees, and asylum seekers in a host country. In achieving this critical review, the Chapter will draw on and specifically use two seminal models / frameworks: Ager and Strang (2002, 2004, 2008), and Kuhlman (1991). The study will also draw on the models of Gürer (2019) together with other contemporary sources. The rationale for this decision is informed by the lack of any direct international models or frameworks, which can be used at a Federal, State, or local level within a host country. Currently, the UNHRC (2020) while seen as the overarching body for the management of refugees, the organisation's involvement and activities end at the refugee camps, while Ager and Strang (2002, 2004, 2008), and Kuhlman (1991) provides a more local perspective. In reviewing the literature related to the theme of refugees and asylum seekers integration, a common theme to emerge has been the often but over and the mis-usage of the term 'integration' (Ager & Strang, 2008; Robinson, 1998). This over and mis usage of integration has led to a debate as to whether the concept should be 'individualized, contested and contextualised' (Robinson, 1998, p. 118). This theme and debate have been echoed later by Castles (2001), who stated that there was no single accepted definition, which means that the concept remains still contested. For Ager and Strang (2008), key writers in integration, highlighted this contention as having a potential ramification to successfully implement an integration policy, and then questioned how to determine the policy's effectiveness, which is a part of the focus of this study.

Reflecting this lack of consensus, this Chapter will present the current debate around the theme of integration of refugees and asylum seekers in a host

country. But before proceeding in this Chapter, it is necessary to set out the rationale for opting for a traditional or narrative literature review, which is in the next section of this Chapter. Leading on from this section, the Chapter will present the background to migration and refugees, then how the integration of refugees and immigrants is conducted, before reviewing the themes of citizenship, language, and employment, which are seen as being fundamental to integrating refugees and asylum seekers (Ferris, 2020).

2.2. The Rationale for the Traditional / Narrative Literature Review

This section will now set out the decision and rationale for choosing the traditional search strategy in a literature review, before providing a critique of the procedures followed as to how the study reviewed the existing knowledge. In doing this, the two extreme approaches of a systematic or narrative literature search will be presented and then compared, evaluated, before a providing a justification.

2.2.1. A Comparison of Systematic and Narrative Literature Reviews

A literature review needs to be based on critically mapping out, evaluating, and then reviewing existing research to develop a research basis, before devising a research question (Tranfield et al., 2003). In conducting a literature review and search, the researcher needs to choose one of two strategies: a traditional narrative or a systematic review. In the following section, these two approaches will be presented together with a justification as to the selected choice of the approach adopted which was used in this research project. In addition, the section will provide a detailed procedural overview of the selected literature research strategy, commencing with the traditional or narrative approach.

2.2.2. Narrative Literature Review

A narrative review is seen as the traditional literature approach which is often associated with business and related research studies. It should be noted, that even though a narrative review does not set out to review the methodology, which is used and applied, it is recognised as an approach that is widely used. When a traditional or narrative literature review is conducted correctly, the approach can provide a critical analysis of recent publications and up-to-date knowledge related to the theme(s) being researched (Cipriany & Geddes, 2003). Using a narrative or traditional strategy can assist in researching a wide range of academic themes, but it needs to be recognised that this approach often provides a comprehensive and general focused insight. This strategy does not however provide a clear justification as to how decisions are made, particularly around the literature's relevance and validity (Collins & Fauser, 2005). A narrative review tends to be more intuitive based on the researcher's preferences and strategies, (Johnson & Johnson, 1989), but does enable the process to cover broader questions compared to a systematic review. As an approach, the narrative review enables the specific selection of key texts and then enables a deeper focus in a specific field of interest. The narrative approach can also lead to questioning of the assumptions and ideas behind the themes in greater depth.

Based on the above, this approach can assist in the construction of a theoretical insight into the research theme, but there are several identified weaknesses (Rumrill & Fitzgerald, 2001). The narrative review can be achieved in less time compared to a systematic review, which does make the choice more effective for researchers, but may mean missing important insights, due to being too focused. A narrative literature reviews tend to be more subjective, and less objective, and therefore cannot be reproducible or easily replicated compared to a systematic review. A narrative review may also lack the thoroughness as it tends to emphasize the preferences of the researcher. Bent, Shojania, and Saint (2004, p. 249), stated that "In [;] narrative reviews, authors pick [;] the studies they discuss and the depth at which they discuss them. Consciously or not, their biases and interests [;] affect how they present the findings [;]." Therefore, for Bent, Shojania, and Saint (2004) it is possible to conclude that the approach is subjective which

can lead to inconsistencies of research findings and whereby limiting the research outcomes (Ladhani & Williams, 1998; Suri & Schultz, 1998). A systematic approach is often not suitable for inexperienced researchers where they can find difficulties in conducting a substantial and robust review and can lead to themes being missed. This could lead to a limited review of existing literature and become too narrow as opposed to depth and criticality (Cook, Greengold, Ellrodt, & Weingarten, 1997). These limitations have led to evidence-based practice studies, particularly in healthcare calling for a less narrow and subjective approach being adopted (Tanenbaum, 2005). Through following this approach, Tranfield et al. (2003) highlighted the need for quality of the review process to be more systematic, transparent, and reproducible, therefore conducted in a hierarchical way. Even with these limitations, the narrative review approach tends to be the main way of reviewing articles, as opposed to opting for a systematic strategy (Collins & Fauser, 2005), with Tranfield et al. (2003) contending that a narrative review tends to be used in management research.

Other weaknesses include that a narrative or traditional review when conducted, can also be a descriptive process, where the field of study is analysed in an unregulated manner or approach, without a predefined process. In following this strategy, the results, as the approach is not systematic, may not be completely transparent or reproducible for the reader to know how and why the researcher made the decisions for selecting articles and studies. Reflecting this, Tranfield et al. (2003) criticized the traditional and narrative approach, as the strategy assumes that the inclusion of research material is often based on the implicit biases of the researcher. Based on this, it is possible to conclude that the traditional or narrative approach lacks a critical evaluation and transparency. Finally, another potential limitation associated with the traditional or narrative approach is the risk for the researcher to lack the guidance or direction of working through the literature in a logical and systematic approach, which may result in possible “dead ends”, or missing out academic articles, as they were out of the scope or focus of the literature focus, if purely narrative and researcher dependent.

2.2.3. A Systematic Literature Review

In contrast to the traditional / narrative review, a systematic review was originally used in medical research but has gradually become more common in management research. This acceptance in the field of management provides transparency in the literature review, and the processes followed is reproducible (Tranfield et al., 2003). Through following a systematic approach, the concept requires careful planning which is then executed throughout the entire literature research process (Collins & Fauser, 2005). This careful planning uses keywords, definition of sources, then documents the number of 'hits' and the frequency of outcomes, the search period, listing of relevant literature and quality of the outcomes which are then rated, and finally documents those sources which are irrelevant or excluded. All of this relates to being transparent. While this approach is more logical and systematic, the strategy does have several major disadvantages which can affect the results of the literature search, and the outcomes and conclusions of the research project (Bryman & Bell, 2007). One of the key areas of contention is that the systematic literature review is more representative of a quantitative study, as it reports on the frequency of the results, which does not reflect the methodology of this research project.

A systematic review provides an overview and a synthesis of literature and sources which are related to the central theme of the study. As an approach, the systematic review provides a synthesis of the existing literature (Saunders et al., 2016; Tranfield et al., 2003; Greenhalgh, 1997). As a methodology, the systematic review approach assists the researcher to go broader in terms of relevant publications, which are specifically focused on the subject area. Through using this approach, the systematic review attempts to reduce the reviewer's subjectivity, which is associated with the narrative approach. Through adopting a systematic strategy, the literature can be comprehensibly, reproducibly and objectivity presented (Collins & Fauser, 2005). Tranfield et al. (2003) adds accountability, by adding the strategy provides quality evidence. Recognising this, key authors in the field of management (e.g., Dixon-Woods, Agarwal, Jones, Young, & Sutton, 2005; Tranfield et al., 2003), agree that there is a need for a robust critique. By focusing only on one type or kind of evidence, this can lead to inappropriate decisions as alternatives or

contradictions within the overall knowledge base and may result in important literature remaining undiscovered (Dixon-Woods et al., 2005). Tranfield et al. (2003, p. 207) supports Dixon-Woods et al. (2005) and emphasizes that a systematic literature review can be effectively applied to management studies. Therefore, in summary, the potential limitations of a narrative literature review tend to indicate that there is a need for evidence-based decisions to be accurately followed and presented through providing a wider scope of evidence when conducting a literature review in management research. To achieve this, there is a need for reliable sources of evidence-based information to be gathered through using a systematic approach, which Tranfield et al. (2003) advises can be achieved by applying a systematic review technique. Reflecting this, Tranfield et al. (2003) contends there are three steps to the process: Step 1: Planning. Step 2: Conducting. Step 3: Reporting. Therefore, the systematic approach compared to the traditional / narrative strategy provides greater transparency and structured procedures towards planning, conducting, and evaluating the results. While these have characteristics are beneficial, this study opted for a narrative or traditional approach.

The rationale for this decision was because, although acknowledging the associated benefits of a systematic literature review, the study wanted to keep to the ontology position of the study, of being an inductive, subjective, and qualitative in nature. Also, the study recognises that while systematic reviews should be used for more focused topics, narrative reviews are more suitable for comprehensive themes (Collins & Fauser, 2005), and this strategy allows for broad coverage and situational choices. This present research project is also the result of an extended journey on which the research topic and research design has evolved over time. The next subsection sets out the rationale and choice made regarding this comparison of the two possible approaches for the underlying research study.

2.2.4. Summary of the Rationale and Decision for opting for a Narrative / Traditional Approach

The literature review for this study was conducted using a narrative / traditional approach. For this study, there was a need to avoid the potential risk of using inappropriate keywords searches, and then missing important academic knowledge, or going off on a tangent, which was very highly likely, as the whole review depended on its predefined structure. With a systematic approach there is also a need to conduct the searches following a set format and cannot be changed afterwards. However, it can be agreed that certain elements of a procedural or a systematic review requires a planned approach and not simply random strategy which is good practice for a narrative approach (Tranfield et al., 2003; Collins & Fauser, 2005), therefore this literature review was carefully planned.

This careful planning can be seen below in Figure 2.1. Figure 2.1. shows that the Chapter is divided into two sections, 2.2. and 2.3., which will commence with the background of refugees in general how the integration process works. Leading from this, section 2.4. and 2.5., which is the main focus of this Chapter, sets out the social and economic integration of refugees in a host country. The dynamics of integration is then presented section 2.6. It should be noted that as the literature review is narrative in nature, that the Chapter has drawn specifically on strategically selected key authors (e.g., Ager & Strang, 2002, 2004, 2008; Kuhlman, 1991; Gürer, 2019), who are seen as being seminal to this study's theme, as opposed to presenting a wide and varied array of related and unrelated literature as used by a systematic approach. Finally, at the end of the Chapter, a summary of the literature review will be provided.

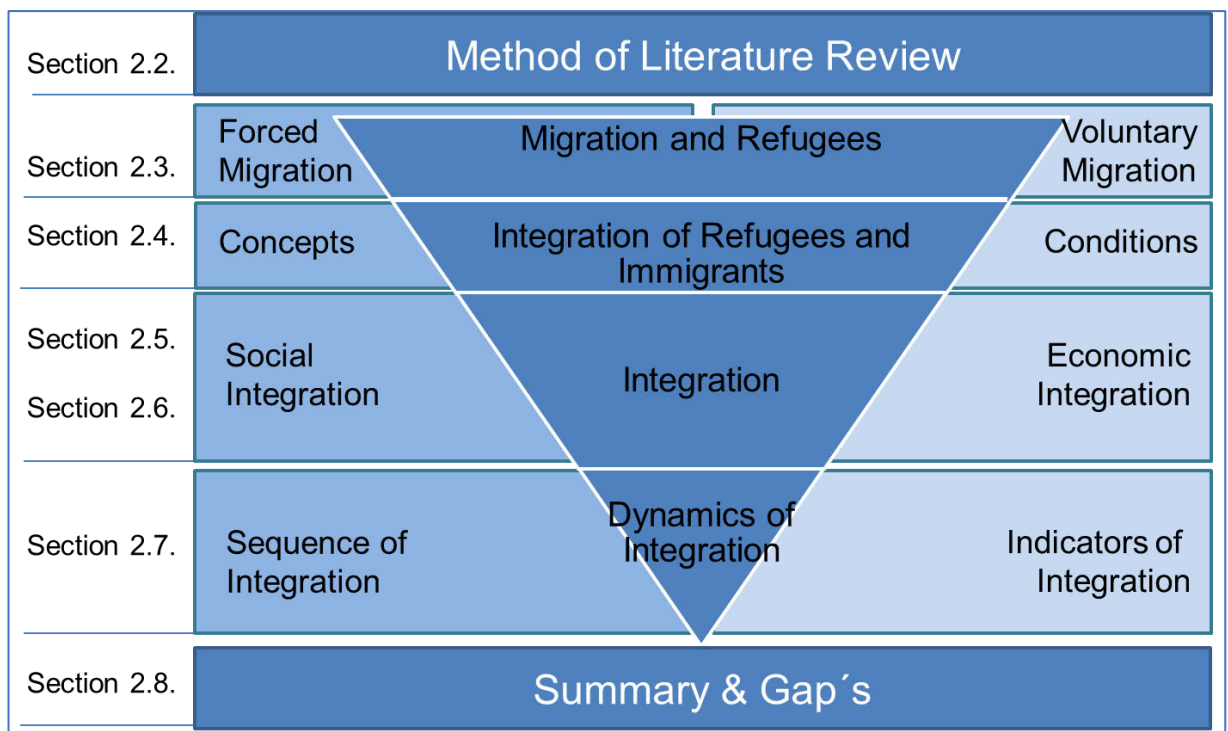


Figure 2.1.: The Structure of the Literature Review

2.3. Background to Migration and Refugees

With increased conflicts around the world, together with economic and environmental changes, has led to the increasing numbers of migrants, refugees, and asylum seekers. This has resulted in a worldwide growth of academic interest into how these newcomers can be successfully integrated into host countries. But this trend of migration, refugees and displaced people are not new. The 20th century witnessed a series of events which have led to a significant displacement of peoples, for example the Great War of 1914 to 1918, and the Second World War (1939-1945), the partition of India and Pakistan in 1947, the Arab-Israeli crisis of 1948, then in 1967, finally the Vietnam War of 1960s and 1970s.

The experiences and challenges associated with integrating refugees as a result of conflict is no better illustrated by the events surrounding the resettlement and rehabilitation of Partition refugees in Pakistani Punjab between 1947 and 1962, and then the Arab-Israeli conflicts of 1948, and later in 1967. In documenting the experiences of the Punjabi refugees, which led to middle and upper-middle class leaving their home country and provinces, lob

(2017) highlighted several challenges associated with trying to resettle these refugees into the Pakistani Punjab, which was made worse by the lack of understanding of the refugee's rehabilitation needs which was compounded by local bureaucracy. In studying these experiences of the refugees, Job (2017) called for heterogeneity rehabilitation policies to be established to assist in resettlement, so these newcomers can be successfully integrated into the new host country. But sometimes the refugees, unlike the Partitioning events of the Pakistani Punjab, is seen as being only short-term, which was how the Arab-Israeli conflict of 1948 and later in 1967 was seen. Initially the Arab-Israeli conflict led to an emergent influx of 600,000 Palestinians being displaced in Lebanon. In setting out the challenges of settlement versus repatriation, Salam (1994) highlighted that by 1982 that there were still between 280,000 and 360,000 displaced individuals, which half of these refugees were living in only twelve camps, and not been integrated into Lebanese society. The main reason was based on the expectation that these displaced individuals would be returning back to their home country, as per the Geneva Conventions, and the Universal Declaration of Human Rights, Article 13, Paragraph 2, and the International Charter of Civil and Political Rights, Article 12, Paragraph 4, which sets out the right to return, which aid agencies such as the UNHCR follow. Salam (1994) contended that the Lebanese government together with the various aid agencies had followed these principles to the Palestinian refugees leaving their homes in 1948 and 1967, and in particular adhering to the United Nations resolution, Paragraph 11 of Resolution 194 which was passed on 11th December 1948, which stated:

'...the refugees wishing to return to their homes and live at peace with their neighbours should be permitted to do so at the earliest practicable date, and that compensation should be paid for the property of those choosing not to return and for loss of or damage to property which, under principles of international law or in equity, should be made good by the Governments or authorities responsible'.

Of this Resolution there are several points of interest, which include the right of return is on an individual basis, independent of national rights. The refugees themselves have a choice between returning or accepting compensation. The refugees have the right to receive compensation for damages suffered

irrespective of whether or not they choose to return. Those wishing to return must also wish to live in peace with their neighbours. However, this right to return has been rejected by Israel, who have contended that the arrival of Jews from Arabic countries constitutes an exchange for refugees fleeing what became Israel, therefore the State has discharged its duties and responsibilities to resettle other refugees, which adheres to the UN Resolution and requirements.

In addressing this dilemma of interpretation, Janmyr (2018) later studied UNHCR response to the Syrian crisis in Lebanon. In Janmyr's (2018) research, the study looked at Lebanon's insistence and position now that it is not a country of asylum, and had therefore rejected the ratification of the 1951 Convention on the Status of Refugees and its 1967 Protocol which emerged following the Arab-Israeli conflict of 1948 and 1967. This rejection of the protocol had led to reduced access to the territory and Lebanon had begun to encourage refugees to return back to Syria. The outcome of this policy has adversely affected UNHCR's own ability to execute its international protection mandate. As a result, UNHCR attempted to operate under international law while the Lebanese government focused on returning the refugees and not wanting to integrate these newcomers, which was reflected in the Lebanese government 2014 statement:

'Lebanon is not a State Party to the 1951 Convention Relating to the Status of Refugees and has not signed its 1967 Protocol. Lebanon implements some provisions of the Convention on a voluntary basis and considers that granting the refugee status to individuals lies within its margin of discretion' (UNHCR and Government of Lebanon, 2014). This theme of government intervention and long-term strategy of wanting refugees to return to their home country or alternatively integrating these newcomers in the country's society, is a theme which will be explored later, but from a German Federal perspective.

Then there has been the mass migration due to natural disasters, such as flooding in Bangladesh and famines in Ethiopia. In the UK, where the origins of refugee integration research first commenced, there were the 1948 HMS Windrush arrivals in UK, which were based on the Empire at the time, offering employment opportunities and residency. With Windrush however, the

integration strategy proved to be unsuccessful, as the Jamaican immigrants after arriving were supposedly being integrated into UK society, but then found out later that their citizenship was being challenged by the UK government (Wardle & Obermuller, 2018). The Vietnam war in the 1960s and early 1970s witnessed mass migration to North America and Australia. In 1975, the fall of Saigon ended the American involvement, which led to thousands of refugees fleeing to countries all over the world. Initially, these were South Vietnamese refugees fleeing in small boats, who arrived in the U.S.A., Canada, Australia, and France. However, the refugees also arrived in the UK via Hong Kong, mainly from the former North Vietnam, as the majority were ethnic Chinese fleeing the ethnic cleansing that took place after the Chinese invasion of North Vietnam in 1979.

As mentioned above, more recently, since 2010, the number of refugees and asylum seekers in the world has grown dramatically. Between 2013 and 2017 alone, the number of refugees in Europe tripled, from 1.8 to 6.1 million (Ferris & Donato, 2019). In Germany alone, which is the focus of this study, since August 2015, when the then German Chancellor Angela Merkel announced the opening of the State to a new influx of refugees (Hasenkamp, 2021), particularly from the Syrian civil war, there have been many challenges associated with the integration of these new citizens. This has led to several integration reports and surveys being published as to the potential effects of the Federal and state governments, particularly in policy practices, as to how these newcomers and existing residents have adapted. These studies included Van Selm (2020) who reported on the German government's refugee integration policy. The Federal policy was based on humanitarian admission, which lasted until December 2018, in which up to 500 refugees were admitted into the country monthly (resettlement.de). During this time, Van Selm (2020) noted that these newcomers were given the right to work and received general welfare payments. In addition, these new refugees were offered 900 hours access to integration courses, which included language programs. For those families who needed or face certain difficulties, they were offered affordable housing (Astolfo & Boano, 2018), but as noted by Van Selm (2020), this was based on humanitarian grounds as opposed to permanent settlement. This

distinction is important to note, as the expectation was that the refugees would be returning to their home country once the conflict had ended. It also should be noted that although Germany relaxed the policy towards refugees being able to seek employment, in most European countries there were often limited access to labour markets for any asylum seeker. Often for this group of individuals there was a pre-determined period of time, which must be followed until the refugee can gain approval to find suitable employment opportunities. During this time, the asylum seeker is often dependent on state and charities for their financial support, which can have a negative effect on the economic and social well-being of the individual, family and even the host country. As noted above, this growth in the number of asylum and refugee numbers, particularly in Europe due to the Syrian crisis, led to writers including Van Selm (2020) to document recent causes of this increase in refugee activities, and how each country responded. Van Selm (2020) documented that that the first major influx of asylum seekers and refugees could be linked to the Balkans crisis in the mid-2000s, then a decade later with Syria, Afghanistan, and Ethiopia. More recently, the 2015 insurgency could be related to the civil war in Syria, which resulted in the world's largest refugee crisis, with six million Syrian citizens being displaced. Interestingly prior to the Syrian crisis, the World Bank (2011) had conducted a study to determine how many Syrians had already settled in Europe prior to the civil war, which was then used to inform the European Union as to their refugee and asylum policies. According to the World Bank (2011) 40,000 Syrians had already settled in Germany and were classified as long-term residents. This led to European governments including Germany to lobby for pursuing some form of managing or organising asylum and refugee admission processes, which would be different from the traditional resettlement policies. However, it has been recently reported by writers such as Van Selm (2020) that measures adopted by these European states have fallen short of being considered a full resettlement program, which offers permanent settlement status, and offering a pathway to full citizenship. The policies were in fact following a semi-integration strategy which were based on short-term protection of refugees, with the provision based on subsidiary or humanitarian grounds.

With this growth in refugees, there have been increasing reports of opposition to this grouping arriving in the host country. This has occurred even though only 15 percent of all refugees who have migrated, now live in developed countries, but the perception in the host country is that there is a significant growth in asylum seekers arriving, which has resulted in strong negative public responses. This is paradoxical, when considering that there is evidence to suggest that there is still general public support for refugees and newcomers, as a national source of strength (Gonzalez-Barrera & Connor, 2019), and there is also overall support for taking in refugees compared to economic migrants (Rasmussen & Poushter, 2019). However, one of the areas of contention and increased academic interest has been how to successfully integrate refugees into the host country, which has led to a series of articles being published (e.g., Gürer, 2019), and interestingly further calls for additional studies to be conducted into how the integration process can be effectively achieved, which will critically be presented later in this Chapter. This theme of integration is particularly relevant as if the integration is ineffective, there are potential economic and social repercussions.

As a grouping, historically 'refugees' and 'migrants' have not been seen as distinct groups (Long, 2013). It was only during the inter-war years, 1920s and 1930s, that the League of Nations' High Commissioners attempted to distinguish between those fleeing conflict, referred to as refugees, and those searching for economic or labour opportunities, recognised as economic migrants. Following the mass displacement resulting from World War II, the establishment of the UN High Commissioner for Refugees (UNHCR) in 1950 and the adoption of the Convention Related to the Status of Refugees protocol in 1951, began to differentiate between refugees and migrants, whereby creating a distinct international system for refugees and how they should be treated and integrated into a host country. The differentiation for the UN Convention was based on the premise that refugees are those persons who are not living in their countries of birth because of persecution, whether that is related to race, religion, nationality, political opinion, or membership in a particular social group, which has forced the individual to leave, and fear has prevented them from returning. This categorisation has now existed for over

70 years and has been recognised by 145 UN Member States, including Germany, and has been enshrined into international law, which is completely different to what constitutes a migrant. To date, there is no consensus about what defines a migrant, which unlike refugees and their status, has led to a longer process of determining responsibilities and obligations to the host country (Ferris & Donato, 2019). This lack of a clear definition is even more interesting when considering that in 1951, the International Organization for Migration (IOM) was established, but this body for migrancy remained outside the United Nations until 2016, when it became an UN-related organization. This lack of acceptance and acknowledgement of migrants is also reflective in the fact there is no one universal definition.

The IOM (2019) cites various definitions for a migrant. The first definition of a migrant can be seen as an umbrella term which covers all types of movement, while another, a second definition, excludes those who are fleeing wars or persecution, which acknowledges the UNHCR's recognition of refugees. The third definition is used by the United Nations Department of Economic and Social Affairs (UN DESA) to facilitate global data collection. The definition of a migrant is a person who is an international newcomer, who is an individual who is residing in a country that is not his or her country of birth. As can be seen above from these three definitions, this lack of clarity and ambiguity has led to both academic scholars, policymakers, and sovereign states, including Germany, to define migrant's dependent of the host country differently, and this also included what constitutes a refugee (FitzGerald & Arar, 2018). More recently, this ambiguity according to Donato and Ferris (2020) has become less clear, with the categories becoming more conflated. Part of the reason can be linked to the fact that many refugees are not fleeing 'individual persecution' as set out in the 1951 Refugee Convention but instead from civil conflict and generalised violence (Karatani, 2005; FitzGerald & Arar, 2018). With this almost blurring of categories, this has led to a series of academic studies which have focused on how to define these concepts, asking how best to study these groupings, and how best can migrants and refugees be effectively integrated in a host country (Donato & Ferris, 2020). The outcome as noted recently by Donato and Ferris (2020) has been the emergence of two

schools of thought: studies which have been focused on the theoretical process as to how to integrate these individuals, and the other perspective through analysing the experiences of the displaced individual's outcomes. In both sets of studies, the focus has been on the domains related to the integration process, such as the refugee's socioeconomic status, spatial concentration, language assimilation, and intermarriage of individuals (Waters & Jiménez, 2005), or alternatively to investigate the integration of refugee groups in particular countries and/or regions of the world. However, as noted by Donato and Ferris (2020) to date there remains gaps in understanding, for example as to how can refugees be successfully integrated.

2.4. Background to Integration of Refugees and Immigrants

There has been considerable literature written about and around the theme of refugee integration (Donato & Ferris, 2020). This can be seen with these studies and the documented Donato and Ferris (2020) Google Scholar searches as to refugee integration from a generalised perspective, which generated in excessive of, one million results. However, as noted by Donato and Ferris (2020), since 2016, there has been a significant reduction of studies published. Part of the reason is that there seems to be a lack of detailed information available for these studies to draw upon. Related to this, writers such as Fazel et al. (2005), Chin and Cortes (2015), and more recently Donato and Ferris (2020), has noted that this group of newcomers are often in a worse physical and mental state than the host residents, and this has meant this grouping tended to be less likely to be reported in studies including those based on employment data.

Finally, as noted above by Donato and Ferris (2020), to emerge from the debate around integration has been the lack of consensus as to what constitutes a migrant and a refugee, which has led to the discussion around how to effectively integrate these new citizens into the host country. Before proceeding in this Chapter, it is necessary to understand the concept of integration. The United Nations High Commission for refugees defined

integration as 'the process by which the refugee is assimilated into social and economic life of a new national community' (Kuhlman, 1991, p. 2), which are one of the three possibilities advocated by the UNHRC for a long-term solution to the problem and challenges associated with managing refugees. The theme of integration of refugees and migrants has been an area of debate as to what constitutes 'integration', which remains still unresolved (Ager & Strang, 2020). This contention can be traced back to the earlier work of Robinson (1988), who indicated that the term of integration was chaotic, and misunderstood, which has led to the concept being individualised, contextualised, and therefore contested as to its real meaning. Other key writers such as Castle et al. (2001) concluded that there is no one single accepted definition, model or theory associated with refugee and migrant integration, and therefore continues to be debated. Since Castle et al. (2001) and Robinson (1988) earlier studies, writers such as Ager and Strang (2004) and Kuhlman (1991) have created models to resolve this debate and contention. Since Ager and Strang (2004) originally published their work, has become recognised as a 'middle-range theory' for representing integration, which attempted to provide 'a coherent conceptual structure for considering, from a normative perspective, what constitutes the key components of integration' (Ager & Strang, 2008, p. 167). This was supported more recently by Donato and Ferris (2020), who stated that 'Ager and Strang's 2008 publication is a foundational piece of scholarship that many, including practitioners and policy-makers, rely on to understand refugee integration' (p. 13). However, even with these recognised frameworks, there remains areas of clarity which need to be addressed. Before investigating the theme of how refugees and migrants can be integrated into the host country, it is necessary to critically explore what is seen as being the components or 'domains' associated with integration. This section will commence with the background to the concept of integration, before looking specifically at the three key components of citizenship, employment, and language acquisition (Ager & Strang, 2008).

There is also a need to acknowledge that more than three-quarters of refugees live in developing countries (UNHCR, 2019), and that refugee integration in developing countries is, by definition, hugely different from the

integration of refugees in developed nations. In the latter, refugees encounter wealthy government systems and practices designed to facilitate and manage migrant entry and integration. Such government practices can influence refugee integration in specific ways that vary from one country to the next (Fasani, Frattini, & Minale, 2022). But it needs to be noted that 'governments of receiving countries have a number of reasons [or motives] for supporting integration of refugees. Successfully integrated refugees can reduce the cost of social welfare programs, contribute to the economy, pay taxes, participate in the political process, and contribute to civil society' (Ferries, 2020, p. 210). However, there are also three important social and economic components associated with refugee and migrant policy, that of citizenship, the support of language acquisition and employment, which are seen as essential for successful integration. Ferris (2020) noted that 'each of these three components – citizenship, language acquisition, and employment – is distinct. Citizenship has long been regarded as the gold standard and in refugee integration and is seen as critical to the ability of refugees to integrate into their host countries' (p. 210). Reflecting this, the next section will commence with citizenship.

2.4.1. Citizenship

Writers such as Ferris (2020) see that integration to be effective needs to have three fundamental components: the acquisition of the host country's language, access to and in employment, and finally, the 'gold standard', gaining citizenship. Citizenship represents the integration and assimilation of the newcomer into the host country (Long, Vidal, & Kuch, 2018). In the case of Germany for example, according to Ferris (2020) who conducted a comparative study of 11 countries including Australia, USA, Canada and 8 European countries, found that while the German Federal state provided a comprehensive program designed around supporting refugees to find employment or jobs, which include job placement and counselling opportunities, the authors highlighted the criticism that programs tended to prioritise and produce workshops, as opposed to finding permanent employment opportunities (Upwardly Global, 2017; Bevender, 2016). What

Ferris (2020) generalised study did not find out however, was how effective these migrants integrated into German society, but instead provided only an insight into the integration policies of the case study countries including Germany. In terms of citizenship, Ferris (2020) noted that Germany had a policy which required all applicants for citizenship must firstly have remained or settled legally in Germany for eight years without interruptions. This significantly differed from other countries like the UK (United Kingdom) and other EU (European Union) States and was seen as being restrictive. This criterion included consideration being given to how well the applicants had integrated into the German society. Where integration had occurred, then the time for gaining citizenship had reduced to six years. Throughout this period, the applicant needed to cover the cost for supporting themselves and their families, and possess sufficient German language skills, which is at level B1 of the Common European Framework of Reference for Languages and have passed a naturalization test about the German legal system, social system, and living conditions in Germany. Finally, the applicant needed to ensure that they have not committed any serious criminal offenses during this period time.

In the US, and much of Europe, unlike Germany, there is no overarching law on integration, but instead a series of state and national level policies and directives, which means that governments have assigned the responsibilities and expectations to different government bodies. This has led to writers such as Vervotec and Wessendorf (2010) to contend that this has created a potential backlash in the host country in creating a multicultural society. For Long, Vidal and Kuch (2018), this has resulted in the call for some form of gold standard into how to effectively integrate refugees, migrants, and asylum seekers into the host society. This gold standard is based on the combination of economic and social components or *domains* needed for these newcomers to be integrated into the host country.

Although migrant integration is a complex process, there is a clear need for the realization of the differences between different groups at various times of the refugee's journey, which previous studies including Gürer (2019) who have attempted to capture this. But to date, these studies have been primarily

based on taking a global perspective of this theme and have included comparative research studies which have focused on a series of countries, as opposed to focusing on one country only, or have conducted meta-data literature reviews studies and have excluded any empirical data. To address and to overcome these limitations, this has led to a series of authors including Ager and Strang (2021), to call for further research into the integration processes from both a dynamic and contextual perspectives. To address these calls, this study intends to combine both the economic and social aspects of refugee integration, through drawing on proven and academically recognised models of Ager and Strang (2002, 2004, 2008), and Kuhlman (1991). However, before proceeding to critically present these two seminal models, it is necessary to review the three main concepts of refugee integration: citizenship, language, and employment as identified by Ferris (2020).

2.4.2. Language

An important part of an integration policy is language. Ferris (2020) noted that 'language acquisition is also important for gaining employment in the host country, although again there are different perceptions of the extent to which fluency is required' (p. 210). This means for Ferris (2020), that without the acquisition of language, employment is harder to gain, however the extent and proficiency of the host country's language remains unquantified. Most countries who accept refugees, see language as an important part of integration and is often closely aligned to cultural and national identity. For some countries, such as Australia, France, Canada and Sweden, these host countries offer free language classes for all refugees who are unemployed, while Germany and Spain offer exceptions, dependent on personal and family circumstances, and further consideration is given to those newcomers who have a good possibility of remaining in Germany (Ferris, 2020). Part of the language provision in Germany, includes those refugees, migrants and asylum seekers needing to mandatory undertake language courses, which includes German language training together with lessons centred on the German legal system, history, culture, and rights, values, and coexistence in Germany. It

should be noted that while these lessons are not free, exemptions are available for those who are unemployed or face financial difficulties (Ferris, 2020).

Where classes and workshops are established to enable the refugee to learn the host country's language by the State, according to Refugee Action (2019), the integration of these refugee individuals are more effectively acquired, therefore can gain employment earlier. In the same study, Refugee Action (2019) noted that the provision of language skills was also dependent and influenced by the quality of the provision, and the degree of flexibility. The survey of Refugee Action (2019) further revealed that the participation levels were related to whether childcare was considered, and what provision had been made. To overcome the obstacle of childcare and participation levels, countries like Canada have offered both online and in person scheduled classes designed around the childcare commitments. To achieve this, countries like Canada offered greater involvement in the refugee journey, acting as a mentor, therefore taking on an active participative role.

2.4.3. Employment

Fundamental to the successful integration of the refugee, is employment. For writers including Ferris (2020), 'employment is generally necessary for refugees to become self-reliant, to support their families, and to become full participants in their host country (p. 214). From an economic and social perspective, employment is seen as becoming self-reliant, so that the refugee can support their families, and whereby becoming part of the host country. For the host country, often refugee employment is linked to reducing the cost for funding the country's social assistance; however much like the language provision, there are national differences. In Germany, asylum seekers and refugees are offered and provided with some form of basic financial support to assist the individual to cover their initial needs during the settlement process, and this differs compared to other countries like the US, who offers no social assistance. According to DW (2019), Informationsverbund Asyl und Migration (n.d.), migrants and asylum seekers in Germany do not need to work for the

first three months after arriving. Furthermore, those asylum seekers who are unable to work are exempted if they stay in a reception centre during this period. Finally, a refugee or an asylum seeker must receive permission from the municipal immigration office before accepting a job offer, or have lived in Germany for four years, which means they are often dependent on the State during their first few years, which brings into the question whether the integration process is effective? Interestingly, unlike countries like the US, and other European countries such as Turkey, Germany does however during this initial period of settlement, provide support to find employment, which includes placement and counselling opportunities. However, what remains unclear is whether these employment support programmes are in fact effective, and how are these initiatives assessed.

In studying the theme of employment and integration, one of the key seminal authors has been Kuhlman (1991) who focused on economic integration. In studying this theme, Kuhlman (1991) advocated integration to be successful is dependent on the refugee actively participating in the economy, where the individual does have sufficient income or salary which is comparable to the local residents, and general living standards. The refugee also needs to have equal access to the goods and services in the host country. Again, while informative, in critically reviewing the study of Kuhlman (1991), there remains the question as to how to assess and determine the effectiveness of the integration process but from an economic perspective.

2.4.4. Section Summary

Based on the current debate associated with the background to integration of refugees, currently there is no one single definitive definition as to what constitutes a 'refugee' (Donato & Ferris, 2020), and then what makes up the 'refugee integration' process (Ager & Strang, 2021; Robinson, 1988). Reflecting this, any concept of integration which is to be developed to accurately contextualise the individualised journey of the refugee needs to exist and to be quantified (Castles et al., 2001).

Drawing on existing literature, there is an indication that to create an accurate or definitive definition, there are three key components which constitutes integration, namely: citizenship, language, and employment (Ager & Strang, 2008).

Citizenship is understood as being the ultimate goal of integration, which includes the social aspect of belonging in the host country or community, such as the acquisition of the local language and cultural knowledge, and then the economic perspective, such as employment, are met or attained (Ferris, 2020). In Germany in particular, this goal of attaining citizenship is only achieved after residing in the country for 8 years.

Language is the second component of social integration. For Ager and Strang (2008), everyday communication and for taking up a job is essential for integrating successfully into the host community. Furthermore, language is also closely aligned with the cultural and national identity of the host country (Ferris, 2020).

Finally, employment is closely aligned to economic integration, as being financially independent, but this also represents the refugees being less reliant on the state (DW, 2019).

2.5. Social Integration

The literature review will now focus on the social aspects of integrating newcomers. In presenting the current academic debate, the study will draw specifically on Ager and Strang (2004, 2008) conceptual framework. The basis of the earlier work of Ager and Strang was initially based on the UK Home Office 1992 requirement for a wide-ranging evaluation of how to evaluate the effectiveness of refugee projects (Ager & Strang, 2002). Addressing this Home Office need, Ager and Strang (2004), produced a model which was designed around 'indicators of integration' (see Appendix A1), which was applied to the earlier research of Putman's (2000) social capital formulation. This usage of Putman's (2000) study enabled Ager and Strang (2008) to distinguish between three critical forms of social connection: social bonds, bridge, and links. In developing this framework further, the authors suggested that there are ten core *domains* (see figure 2.2.) which are reflective of the normative

understanding of the integration process. The ten domains are grouped into four groupings: Markers and Means, Social Connection, Facilitators and Foundation. However, before proceeding, it needs to be noted these 10 domains are presented as independent entity, and this study will argue that these components should be interlinked. Secondly, there is no ways of determining how successful the different domains are achieved, as there is no means to measure the integration process. Furthermore, on close inspection of the framework, the concept does not provide a comprehensive mapping process to political, social, economic, and institutional factors, and therefore Ager and Strang’s (2008) model acts as a ‘middle-range theory.’

For Ager and Strang (2008), these potential domains are seen as fundamental for attaining ‘full and equal citizenship’, which can be traced back to the 1951 Geneva Convention directive to social rights, employment, social welfare, education, and housing (United Nations, 1951). While these domains of Ager and Strang (2008), are informative, it should be noted that these groupings only act firstly independently providing an indication, and do not provide any way of determining the extent they have been achieved. To address this, Ager and Strang (2008) recommended that the domains needed some means of assessing the refugee integration process and advocated using a quantitative approach to measure the effectiveness.



Figure 2.2.: The 10 Domains of Integration (Ager & Strang, 2008)

2.5.1. Markers and Means

To understand the framework and its relevance to the study, it is necessary to go through each of the ten core domains independently. Under the category of Marker and Means, there are four domains: employment, housing, education, and health. The next section will look at the first of the ten core domains employment, which needs to be acknowledged that as a theme has been extensively studied (Castle et al., 2001; Ager & Strang, 2021). From employment, the section will review housing, education and finally health.

2.5.1.1. Employment

According to Ager and Strang (2004, 2008) employment is an important fact, which is strongly associated and linked to economic independence of the refugee. Being employed enables the newcomer to plan, meet and integrate with other residents of the host country, provide an opportunity to develop their language skills, restore self-esteem, encourage self-reliance, and avoid self-isolation (Tomlinson & Egan, 2002). It should be noted that often refugees are highly educated, but a major barrier to seeking employment are non-recognised qualifications or proof of previous experience. For Duke et al. (1999; Duke, 1996) refugees to be successfully integrated into the host country need to be able to convert their skills, experience, and qualifications into the new country. If the provision of recognising qualifications and experience is provided, then the individual can start to provide the means to support their family, but also being beneficial for the wider community. The question which emerges is whether the employment of the individual can be tracked and traced, and if so, what mechanisms are needed. Also, how is employment measured, as Ager and Strang (2004, 2008), research does not provide the means to assess accurately the process.

2.5.1.2. Housing

The provision of accommodation and housing has a direct impact on the refugee's overall mental, emotional, and physical well-being, and therefore needs to be considered as a means of the refugee gaining the feeling of 'being

at home' (Glover et al., 2001, p.30). To quantify this, Ager and Strang (2021) highlighted the need for range of measurements design to determine the adequacy of housing, for example: physical size, the quality and facilities in the premise or home, together with the financial security of the tenancy. Closely linked to the domain of housing is the social perception of belonging to the local community. As with employment, Ager and Strang (2008, 2021) does provide some form of methodology to measure the effectiveness of housing the refugees, but the approach advocated tended to be associated with a generalised outcome as opposed to being on an individual basis.

2.5.1.3. Education

With education, Ager and Strang (2008, 2021), highlighted that this domain is associated with the skills and competences needed for employment and then becoming active members in the host country. Ager and Strang (2008), qualified by stating that education provided the 'skills and competences in support of subsequent employment' opportunities (p. 172). For those refugees with children, the school is seen as one of the most important contacts with the local community and plays a significant role in creating supportive relationships and friendship groups. If the educational provision is insufficient or inadequate, this can lead to children becoming isolated, not learning the host country's language, and being excluded from the community and society. With this domain, although Ager and Strang (2008) has indicated the importance of this provision, the methodology does not provide any indication as to assessing the individual's engagement, or a means to measure the refugee's progress and outcomes.

2.5.1.4. Health

Interestingly, Ager and Strang (2004, 2008, p.172) noted that health as a core domain, has not been seen as important or 'a core factor' compared to education, housing, and employment. Health, and in particular good health is seen as an important aspect of integration, therefore there is a need to include good supportive health facilities. This provision needs to be reflective and responsive to the refugee's mental and physical well-being. However, linked to

this is the need to consider potential language barriers, or the need to inform the refugee of these facilities. Also, linked to this are the cultural aspects of delivering an effective health provision, with some cultures being reluctant to engage due to certain customs and practices. While health is an important domain, drawing on Ager and Strang (2008, 2021), there was no means of judging the effectiveness of the integration process, particularly from an individualised perspective.

2.5.1.5. Summary of the Markers and Means Domains

In reviewing the markers and means grouping, clearly the four areas are essential and often involve a wide and varied range of stakeholders. In recognising the diverse range of stakeholders, Ager and Strang (2021) have called for additional research into what constituted successful and effective integration, which this study intends to address. Part of this conclusion and call was associated with the limited amount of interview data from the Ager and Strang's (2021) study, and the fact that the representation was generalised and was not based on an individualised perspective.

The other clear weakness was associated with the fact that these four domains seem to operate independently of each other, and this limitation was identified by Phillimore and Goodson (2008), who noted these domains were interlinked. Finally, as identified above, there was no way of measuring or assessing how effective the integration process was. Leading from this identified weakness of Ager and Strang's (2008, 2021), this study agrees with the recognition by Bernstein (2018) that often these domains under the category markers and means: employment, housing, education, and health, can be fragmented in the provision and who is responsible. Part of this disorganisation can be related to the individual bodies and authorities working in an uncoordinated way. Part of this criticism of Bernstein (2018), can be linked back to lack of a clear understand or definition as to what is required to achieve refugee integration, a theme highlighted by Ager and Strang (2008), but also more recently by Hinger (2020). For Hinger (2020) in a German-based study, the research focused on how (dis)integration policies and

practices at the local level tends to be driven at a local level and have become disjointed from the national strategy but lacked any empirical evidence, which led to the writer calling for an integration policy which is two-ways. Potentially recognising this limitation, and partly addressing this call, this study intends to conduct an empirical research project into how these domains function at a local and project level.

2.5.2. Foundation

The last category of Ager and Strang (2008) model is 'foundation'. This domain is associated with citizenship and rights, which is seen as being the central goal of a migrant, asylum seeker or refugee.

2.5.2.1. Citizenship and Rights

In this domain, Ager and Strang (2004, 2008) acknowledged firstly the importance associated with becoming a citizen and gaining the associated rights, the study also highlighted the confusion and disagreement of how integration can be achieved through attaining the ultimate, the right to remain through citizenship. This identified confusion of Ager and Strang (2008), can be linked to the differences associated with what makes up citizenship, or even nationhood. Through conducting a search on citizenship, the definitions associated with regards to integration is often linked to a sense of identity, and nationhood (Saggar, 1995). This sense of *nationhood* of Saggar (1995) implies that citizenship has related values which shape what is seen as acceptance and integration. For example, in Germany, the sense of nationhood has been traditionally based on community of descent, that to say citizenship through 'blood ties', therefore refugee parents are not automatically naturalised citizens (Faist, 1995). This concept of nationhood and integration was explored by Levy (2002), who argued that there are four distinct models: imperial, ethnic, republican, and multicultural. All these models are dependent and interlinked to the subjective themes of blood ties, political participation, and choice of the nation. For Faist (1995), the author identified two dominant models which Western countries adopt or follow: the pluralist political

inclusion, like the US, and ethno-cultural political exclusion, like Germany. Therefore, citizenship and associated rights are dependent on the host country preference and the prevailing political environment. For Ager and Strang (2021), refugee rights are therefore dependent and informed by which government is accountable, and consequently there is no generic global policy which exists that sets out how citizenship can be attained. However, it should be noted that there are basic rights (Duke et al., 1999), for example the need for equality (O'Neill, 2001), the freedom of choice (Baneke, 1999), for justice, security, and independence (ECRE, 1998), which are all enshrined into international law, but the degree of adherence and interpretation/ application is dependent on the host country. What cannot be determined is how successful or effective is the individual refugee's citizenship process in Germany, how it is implemented and then monitored.

2.5.3. Social Connection

The social connection category, is seen by Ager and Strang (2008), as being the 'connective tissue' between the foundational principles of citizenship and the markers and means or the outcomes of employment, housing, education, and health. This perception of Ager and Strang (2008) implies that the integration process is almost two-ways, in which the different aspects of the individual's life, which is represented in the social connection domains, as the refugee gains a sense of belonging. This sense of belonging, Ager and Strang (2008) categorised as being represented by social bonds, social bridge, and social links. For this sense of belonging to exist, there is a need or a necessity for the newcomer to have a fundamental level of social connection and an absence of conflict and 'tolerance' to their presence in the host community. But as indicated in the later study of Ager and Strang (2021), refugees were seeking a more active inclusion with other groups in the community. To understand this desire, Ager and Strang (2002), originally drew on Putnam (1993), and Woolcock (1998) concept of social connection to include social bonds, which is linked to the family, which co-exists in relation to ethnicity, nationality, and religious acceptance of others, which was grouped inside the domain of a social bridge, and finally, social links, which represents the

individual's connection to state and Federal structures. But what cannot be determined is whether the individual's connection is effectively being achieved. The methodology while providing a rich insight into the theoretical application, what is missing is the means to measure the progress. In a more recent study, Hynie (2018) added to the research of Ager and Strang (2008) by including the new dimension to the social connection, which was related to the feeling of being secure and belonging to the host community by being established in their new homes, whereby creating the perception of 'feeling at home'. This theme of feeling secure and belonging is closely aligned to the domains of social bridge and social links, but this inclusion was not made as distinctive as it could be. For Hynie (2018) many of the integration theories tend to define successful integration for refugees and newcomers as having and needing to have equitable access to opportunities and resources, but also the access and the opportunity to participate in the community and society, therefore again attaining the feeling of security and belonging in their new setting. While several midlevel models of integration (e.g., Ager & Strang, 2008) offer a framework for considering how policy affects the process of integration at multiple levels, these models are still not accurately capturing the social dimensions, including social bonds.

2.5.3.1. Social Bonds

With the social bond domain, the framework focused on the proximity or ability of the individual's family to enable them to share cultural practices while maintaining their relationship with others in the host's society. This ability provides the individual with the perception and feeling of being settled. This was demonstrated in Ager and Strang (2021) qualitative study, where several single males indicated that their custom was for the family to decide and select a partner, and without this occurring, they felt anxious. To enable this to occur, earlier Duke et al. (1999), noted the importance of the voice of the refugee as being paramount, and a potential strategy would be for the establishment of contact points which provided cultural and social activities to enable customs and practices to still exist. Closely aligned to the importance of social bonds are the associated health benefits. For Beiner (1993), where there is no ethnic-community provision provided in the host community, there tended to be an

increase instances of depression. Much like the social connection, there is no means of assessing the progress and effectiveness of monitoring the individual refugee. Adding to the debate of Beiner (1993), Hynie (2018) in an analysis of current literature on research and policy towards refugee integration, concluded that the social theme of social bonds is paramount, but needed to be expanded on to include the feeling of being secure and belonging to the local community.

2.5.3.2. Social Bridge

In presenting the social bridge, Ager and Strang (2002), highlighted the associated importance of social harmony, and the need for a linking or bridging of the refugee within the host community. While social bonds through the provision of establishing an ethnic-community provision would be clearly beneficial, there is a need to ensure that this policy does not create silos or ghettos. To address this potentially outcome occurring, there is a need for a strategy to avoid social marginalisation and polarisation of communities and individuals. To understand this more, Ager and Strang (2021) found an important term of 'feeling at home' as an indicator to bridge communities. Other words which emerged from Ager and Strang's (2021) recent research included 'friendliness' as the individual is integrated into the host community. This feeling of friendliness included shared activities where barriers are removed and the perception of being unwelcome disappeared. While this is an important facet, the bridging and integration of the refugee is hard to determine or to assess. This theme of how to assess and monitor the refugee's social bridging into the host community, will be addressed in the main study.

2.5.3.3. Social Link

The final part of Ager and Strang's (2008), social connection is related to how the refugee is linked to the state or Federal's government services. This includes the lack of barriers to access essential services and providing equal opportunity to accessing these facilities. This social linkage for writers including Hynie (2018) are important for the process to be effective. In highlighting this, Hynie (2018) in the study's literature review noted the

importance of feeling secure and belonging to the community, whereby creating the perception of the individual refugee 'feeling at home', which was missing from Ager and Strang's (2004) earlier model. It also needs to be noted, as mentioned above in section 2.5.3.2, that often there are additional services and amenities made available for migrants when they first arrive, which were not necessarily needed for the host citizen, but also there was still the need for general services, such as health care and schools which need to be accessible. What cannot be determined from reviewing the existing literature is how effective is the process of integration and the development and establishment of social bonds. This complexity of general and specific needs was encapsulated in Ager and Strang (2021) interview data, but only capture the experience as opposed to whether the social connection in London and Glasgow were successful.

2.5.3.4. Summary of the Social Connection

The category of social connectivity is an important marker of the interactivity between the host country and the refugee. Without social connection being effectively achieved, integration cannot be seen as being effective, however, what does emerge is how can connectiveness be measured, as currently, the framework of Ager and Strang (2008) and the means to measure (Ager & Strang, 2004), does not offer any indicators to assess the status of the individual refugee's progress.

2.5.4. Facilitators

Moving to the next category, facilitators, this grouping is closely related to how the integration policy can be implemented or facilitated. To achieve this integration process, Ager and Strang (2002) originally saw this process as being the potential removal of barriers and obstacles. In Ager and Strang (2021) later study, the authors noted that barriers included the acquisition of language skills, and the cultural knowledge and awareness from both the host and the refugee, and other aspects such as safety and security.

2.5.4.1. Language and Cultural Knowledge

To be able to speak the main language in the host country, this is seen as an essential attribute for integration, and is central for the entire process. Being unable to speak the native host language is a barrier and a potential isolating factor to full participation (Home Office, 2006). With the 'two-way' integration of Ager and Strang (2021) proposition, as seen with the other domains such as health, language can be a barrier and an obstacle, which can be seen as creating ghetto and silos. The same can be for cultural knowledge. Awareness can only be achieved through the removal of language barriers, as there is a need to have the ability to share experiences and perceptions. For this transfer and sharing of culture to occur, there is a need to consider what services and facilities are needed to be provided, particularly as adjusting to another culture is always problematic. Where there is cultural knowledge, which is shared, barriers are removed, which can lead to greater understanding.

2.5.4.2. Safety and Security

Closely aligned to the 'feeling of home' social bonds are safety and security. This domain of safety and security is also related to being at peace or content with the community, which includes a sense of personal safety. In Ager and Strang (2021) study, there was a sense of not feeling physically safe due to a lack of integration. Closely linked to this perception of safety and security is mental well-being and associated health issues. This might be through the actual harassment and physical threats being made to the refugee, which leads to the individual becoming isolated, key area associated with the need for a social connection. However, in their study based in Glasgow and London, Ager and Strang (2021) provided some qualitative insights into the experiences of three immigrants, but the research did not provide a means of addressing the themes of safety and security and language and cultural knowledge

2.5.4.3. Summary of the Facilitators

The category of facilitators is closely related to integration and the need for the acquisition of language and having cultural knowledge and an awareness. The usage of facilitators can assist in removing barriers, whereby successful

integration can be attained (Ager & Strang, 2021). The integration process potentially needs to commence earlier to avoid isolation and ghettoisation of new refugees (Home Office, 2006). Linked to this is the need for safety and security, so that the newcomer has the perception of being safe in their new environment, which has potential ramifications to the mental wellbeing of the individual.

2.5.5. Usage and Criticism of the Integration Framework

While the original framework of Ager and Strang (2004) was informed and created by the UK's government's Home Office wanting a means to determine the factors of integration, the model was later developed to include quantitative and generic indicators associated with the process (Ager & Strang, 2008). Since its original publication, this work of Ager and Strang (2004), has become recognised as a 'foundation piece of scholarship' (Donato & Ferris, 2010, p. 13). Ager and Strang (2002, 2004, 2008) seminal study have led to series of related research projects being conducted, including: Atfield et al. (2007), Losi and Strang (2008), Spicer (2008), Symth and Kum (2010), McPheson (2010), Hobfoll and Wells (1998), Newbold and McKeary (2010), Phillimore and Goodson (2008), and Lewis (2010). Phillimore and Goodson (2008) for example undertook the first empirical study of Ager and Strang's (2004) framework, which was based on refugees located in the West Midlands, UK. The study was centred on the employment, housing, education and health provision and its connection to refugee integration. Phillimore and Goodson (2008) concluded that the framework could be used to capture the integration process and progression, for example, where the refugees' found difficulties in securing housing or suffering having poor health due to not gaining financial independence. In another study, which drew on 465 refugees, Puma, Lichtenstein, and Stein (2018) used the framework to research and assess the US refugee pathways. For Puma, Lichtenstein, and Stein (2018) found that refugees could progress steadily provided that social bridging had occurred during the integration process. Finally, Cheung and Phillimore (2017) drawing on data from a 2005-2007 UK survey on new refugees, reported that access to

training and employment was effective, but also identified problems as to accessing housing, language proficiency and finances.

However, there have been several calls for modifications and changes to Ager and Strang's (2008) original framework. Hynie, Korn and Tao (2016) using the model of Ager and Strang (2008), emphasised the importance for the need to recognise that changes occur between the relationship of immigrants, the existing community, and the state. This observation has led to other studies including Strang and Quinn (2019) to study Iranian men and found there was extreme isolation amongst this gender grouping, particularly as to the lack of personal relationships, which led to the authors highlighting the need to include the component of 'trust.' Other critics have identified that the complex inter-relationship of the domains and how they interact with each other, remains unclear. For example, Ager and Strang (2008) framework is missing arrows indicating the flow between these domains and the interdependencies of these. For Ager (2010), while there is a recognition that the right of citizenship is fundamental, there is a bi-directional link to other factors like employment, and there is a need to understand more as to how these dynamics occur, which is part of this study's purpose. Finally, as indicated above, there is also a weakness of Ager and Strang's (2008) model that the construct is a generalised representation of the integration process and that the domains remain almost independent. Closely linked to this, are that the domains presented are overarching, and that there is no real acknowledgement or means to assess the effectiveness of refugee integration on an individual basis. There have been calls by Hynie (2018) who highlighted the need to have further domains to represent the participation element of the integration process, and the need to recognise the importance of possessing the feeling of belonging, or 'feeling at home'. However, the importance of participation was not extensively studied by Hynie (2018), but as an attribute for refugee integration, this facet will be explored later in the findings of this study.

One of the key areas of criticism has been the distinct differences between the academic perspective of refugee integration and the actual provision provided by Federal government, how the integration process is implemented, and the experiences of the refugee. This lack of clear understanding as noted by Ager

and Strang (2008), and Robinson (1998) as set out in section 2.1, has resulted in these models while informative, being acknowledged as not accurately representing the entire refugee integration process, a theme which this study will address. This theme of a lack of a clear understanding for Hinger (2020) to conclude that were some of these activities are not successfully being achieved, has led to the refugee not being integrated into the host's community. This perspective is supported by both Gürer (2019) and Bernstein (2018) who highlighted the absence of clear objectives of how to integrate the individual has resulted in varying degrees of success. For Bernstein (2018) this lack of clarity also resulted in a contention as to how to measure or judge whether the integration process is effective. For Bernstein (2018), this lack of consensus has led to a fragmentation of services being provided while also highlighting the lack of responsibility to co-ordinate activities at Federal and state level. To address this, Bernstein (2018) highlighted that often the only means to measure or judge the process is through analysing quantitative data, like employment and unemployment rates, however these data sets tend to be regional orientated, therefore providing a generalised perspective of the entire population as opposed to focusing on the refugee, as an independent entity or grouping.

To address this identified weakness, there have been several recent studies who have attempted to highlight these. Phillimore and Goodson (2008) in studying refugee settlers in Birmingham, UK, highlighted the relationship and cycles of integration, and noted that the processes are not simply a linear relationship. For Phillimore and Goodson (2008) this non-linear relationship indicates a dynamic flow which should be used to inform strategy and policy in the host country, however, to date this recommendation has not been extended beyond the UK. Newbold and McKeary (2010) indicated that there were *pathways* needed to be established, for example access to resources including learning the language and healthcare, but these pathways have not really been established. But more fundamental, as mentioned above, is the fact that each of the 10 domains of Ager and Strang (2008) are not interlinked together but operate independently of each other. Furthermore, there is still no way of measuring the effectiveness of the integration process, and finally, the model of Ager and Strang (2008) was based on a macro-perspective as

opposed from an individual refugee and project level. What remains unanswered still is how can the integration process be assessed or measured, from both an individual basis, but also from an over-arching Federal perspective?

2.5.6. Section Summary

In summary, Ager and Strang's (2008) model of integration provides a suitable framework for representing the refugee's integration. However, the model does originate from the UK and not Germany, and provides only a high-level perspective. Based on this, the question is whether this model can be transferred to Germany, and does it accurately represent the localised projects in the region?

The model of Ager and Strang (2008) on closer investigation, states that there 10 domains associated with refugee integration, but these are independent of each other. This presentation of independent domain was more recently challenged by Phillimore and Goodson (2008) who suggested that the 10 domains are not independent, but are dependent of each other, for example, employment and social connection. This was further extended by Hynie (2016, 2018) who argued that these domains also needed to be potentially individualised to represent the refugee's situation.

To emerge from the literature review related to the social integration of the refugee, was the lack of any general accepted definition of integration, as highlighted by Ager and Strang (2002, 2021). This is reflective of Robinson (1998), conclusion that the entire theme of integration process is almost ambiguous. Furthermore, there is a debate as to whether the integration process is static or dynamic (Ager, 2010), which has led to calls for further research. Finally, while these conceptual models are informative, there are very little means of assessing the effectiveness of the integration process, which Bernstein (2018) highlighted as a necessity.

2.6. Economic Integration

In the area of economic integration, since 2000, there has been several academic studies focused specifically on this theme (e.g., Bevelander, 2011; Luik, Emilsson, & Bevelander, 2018; Andersson, Musterd, & Galster, 2018). One of the key studies in economic integration has been Bevelander (2016), who provided a summary of refugee economic statistics data based on OECD data. In interpreting the OECD data, Martin et al. (2016) noted that immediately after arrival, the refugee often experienced problems with employment and lower incomes compared to existing residents in the host country. Part of these findings could be applied to Ager and Strang's (2008) framework, that of the economic implications associated with integrating of refugees, but there was also evidence that the economic aspects of the integration process needed to have a more comprehensive insight into the refugee's journey, which the original model is unable to provide. However, it should be noted that these two concepts of economic and social integration are seen as being independent.

In attempting to provide this critical insight into the economic integration of the refugee, Vogiazides and Mondani (2020) investigated Swedish refugee's transition experience as they gained their first employment opportunity, before attempting to determine the influence on the social outcome of the migrant. The study was based on a longitudinal deskbound research project, using data from 2000 to 2009. The study of Vogiazides and Mondani (2020) concluded that depending on employment opportunities being made available, led to either the integration immigrant experience being positive, or where the individual experienced isolation and suffered from poor mental well-being. Other studies including De Vroome and van Tubergen (2010), noted that dependent on the background of the refugee and their language proficiency, this had a direct link to the integration experience. De Vroome and van Tubergen (2010) study was based on a large random selection of refugees from Iran, Afghanistan, Iraq, the former Yugoslavia, Somalia, who had migrated to the Netherlands. The study found one of the obstacles was related to language and whether the refugees had some form of family connections. Without family links or being unable to communicate in the host language,

there was evidence of the refugee suffering from economic instability. In a similar study, but connected to asylum seekers in Switzerland, Hainmueller, Hangartner and Lawrence (2016) reviewed the data from 1994 to 2004, as to refugees who had been granted citizenship status. Similar to De Vroome and van Tubergen (2010), the Swiss study revealed that employment and economic integration was directly linked to the waiting time for individual's being processed. This finding was also supported independently by Auer (2018), and Martén, Hainmueller and Hangartner (2019) who agreed that economic integration of asylum seekers was often enhanced by language skills and by the level of assistance provided by the host country. Although these studies are informative, all of these European based research projects have been firstly based on governmental statistical data, and have not been based specifically in Germany or informed by empirical findings. This omission was highlighted by Donato and Ferris (2020), who called for further studies to examine the patterns of both social and economic integration, and to conduct empirical studies to include the refugees' experiences.

2.6.1. Economic Characteristics of Integration

Despite its weaknesses, like Ager and Strang's (2002, 2004, 2008) conceptual framework, Kuhlman (1991), has been recognised as a research model which can be used to represent the economic integration of newcomers to a host country. Since the article was first published there has been more than 2,000 articles published based on this study, indicating its academic credibility. The basis of Kuhlman's (1991) model was based on Harrell-Bond (1986) original study, but contended that successful integration occurs when there is a co-existence between the host country and the refugee and associated community. However, in achieving this, both Kuhlman (1991) and Harrell-Bond (1986) recognised and rejects the notion that economic resources are equally generated and shared, and that one group may 'exploit' the other. In contextualising this possible difference between the refugee and the host country, Wijbrandi (1986), noted that successful integration can only be determined based on the newcomer's income data, such as salary or wages.

This assessment indicates how closely aligned the social and economic characteristics are. However, what was missing from both Wijbrandi (1986) and Harrell-Bond (1986) concepts of integration, which was later identified by Kuhlman (1991), was the need for a lens to look at the social and economic attributes almost simultaneously (see also Appendix A1). Partly addressing this omission, Berry (1988) had studied the integration, assimilation, and marginalisation amongst migrants. However, while Berry's (1988) study was informative from a social aspect, as the research looked at whether the refugee grouping maintained or lost its cultural identity and to what extent these individuals engaged in the social aspects of the host country, the author omitted the economic aspect, which led to Kuhlman (1991) to create the integrated research model. Finally, in representing the economic integration of refugees, which was used by Kuhlman (1991), Goldlust and Richmond (1974) had earlier set out to distinguish the process by introducing two groups: that of the 'pre-migration characteristics and conditions of the migrant', and the 'situation of the host country'. While Goldlust and Richmond's (1974) model captured the length of residence, the economic dimension of the newcomer, the study omitted the influence of domains such as language and to what extent the integration process was dependent on the refugee's assimilation into the host country's culture. Reflecting these omissions, Kuhlman (1991) attempted to create a comprehensive model of refugee integration, as shown below in Figure 2.3.

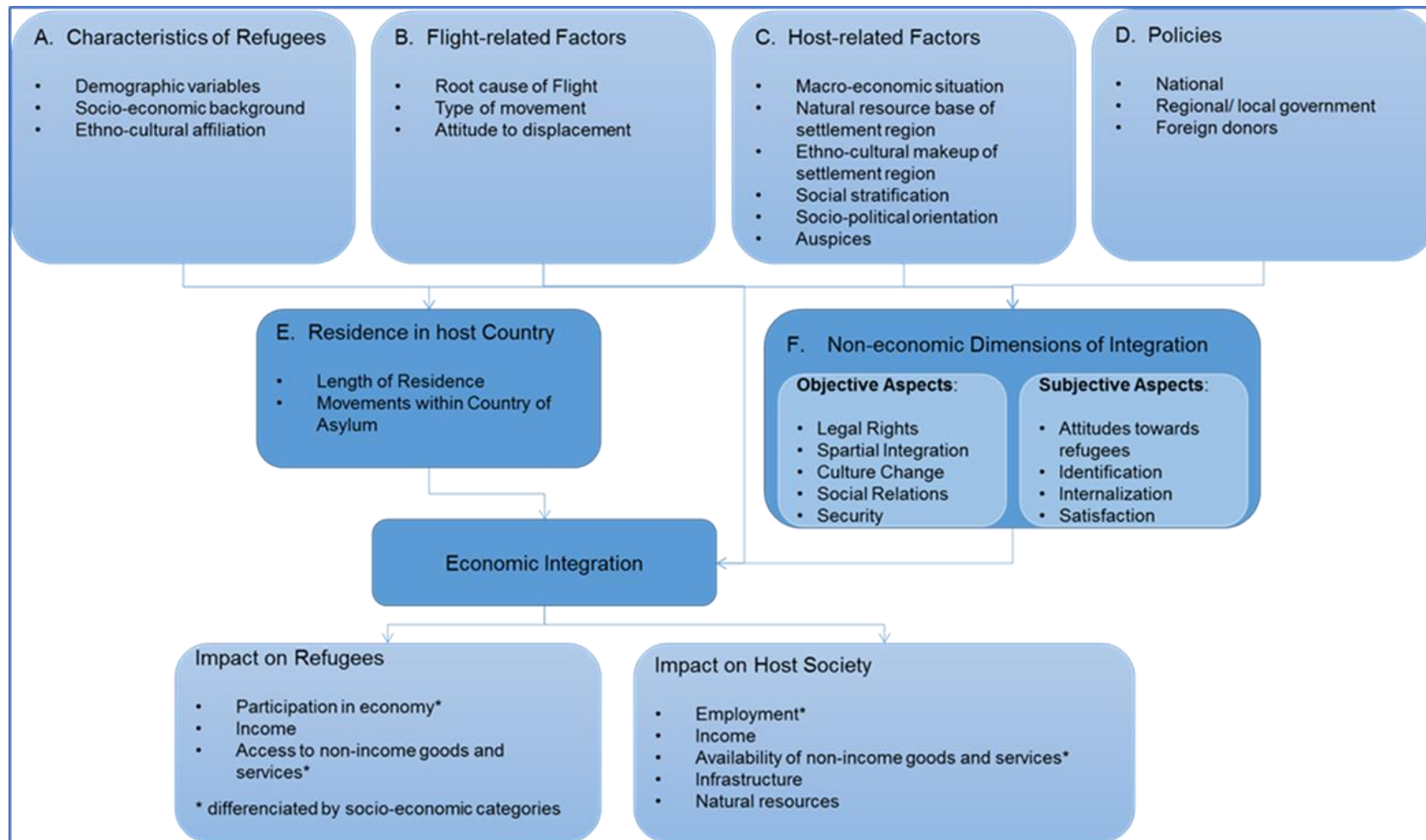


Figure 2.3.: A comprehensive Model of Refugee Integration (Kuhlman, 1991, p. 14)

Based on Figure 2.3. above, the next part of the literature review will be based on Kuhlman's (1991) seminal paper, and the model shown above. As shown in Figure 2.3., the top part sets out the independent factors or attributes of the newcomer or refugee and the host country. These include the characteristics of the individual including their demographic, socio-economic profile and ethnic-cultural background, and the reasons for leaving their home country. The top part of the model then captures the host country's profile as to macro-economic status of the host, natural resources, the ethnocultural background of the host, social and political make-up of the country, before presenting the national, regional, and local policies. However, what remains unclear is what Federal and local government strategies and policies are being followed, which was of concern to Ferris (2020) as to the 'gold standard' requirements of successful integration which were language acquisition, gaining employment and ultimately citizenship.

The centre part of the model draws specifically on the work of Goldlust and Richmond (1974) as to the residency in the host country, before then focusing on the non-economic aspects of refugee integration. In breaking down the non-economic aspects of refugee integration, Kuhlman (1991) focused on the objective and subjective elements, including cultural changes and social relations, and then subjective aspects of identification and the internalisation of the refugee into the community. But on closer examination, missing in this non-economic part of the model was how these aspects are measured and determined. This omission as to how to effectively measure and apply this model, is the basis of this study.

In the lower part of the model are the economic integration factors. To capture the economic dimensions accurately, Kuhlman (1991) focused specifically on the level of participation of the refugee in the host economy, the level of income and the access to non-income services and goods, before looking independently at the host, as to employment levels, average incomes, the availability to natural resources, and the type of provision provided to assist newcomers. These host criteria although grouped under a generalised heading, could be categorised as the initial support provided by the state or Federal government, as discussed above in section 2.5, or the type and accessibility of language courses. What does remain unclear, is whether this

model accurately represents all the facets needed for refugee integration to be successful, and then how can these aspects be quantified?

To understand the model further it is necessary to breakdown the framework further. The upper section of the model of Kuhlman (1991) has the ***characteristics of the individual*** which includes the demographic profile of the individual, which includes age, the gender, and the composition of the family if applicable. The socio-economic background provides information on the educational level of the individual, the original occupation of the refugee, and where they came from, for example from a rural or urban background. The ethno-cultural affiliation of the refugee is captured, including characteristics such as native language, religious background, and place of birth.

The next part of Kuhlman (1991) model focuses on ***flight-related factors***, which relates to the reason or reasons for leaving. This part of the model is based on the earlier work of Gordenker (1987), who proposed that this category needs to include four reasons for why the refugee left or fled - 'flight': international war, internal turbulence, deliberate undertaking change to social circumstances and international political tensions. In including these categories, Gordenker (1987), and later Kuhlman (1991) used this grouping to determine the reason of their migration. For those who are leaving for non-economic purposes, often needed to have additional support, as identified above in the social integration category. Depending on the original reason for leaving, this also related to the economic support initially needed and then its terms of how quickly the individual will be integrated or assimilated into the host country.

Related to the cause of the flight is the type of movement. The type of movement relates to the speed of the refugee's departure from their home country, as to whether it was acute and immediate, was it due to deportation, flight of civilians or based on meeting a pre-defined quota. The model also categorises the attitude to displacement, which is associated with how the host residents and citizens respond to these newcomers. This can include positive or negative perspectives to these refugees. Dependent on the perception, as seen above with the social dimension modelling of integration, this will influence whether the refugees are accepted, perceive they are a part of the

community or feel isolated. Depending on the outcome, this will influence the potential economic benefit to the host country.

The next part of the model is labelled as **host-related factors**. These factors are related specifically to the economic dimension of the integration process. The model represents the macro-economic situation of the host country, which includes and reflects the economic characteristics of the host, as to the ability to finance the re-settlement process. Natural resources refer to the impact which the newcomers will have on the existing environment, while the ethno-cultural composition or makeup relates to whether the region or locality is closely aligned to the new refugees. The social stratification in the settlement region sets out and classifies how close the refugee is to the host country. With the socio-political category, this is whether the host society has the same political alignment and acceptance to that of the refugee, as this part of the model is related to the Federal and state government together with the local immigration policies. The next category, auspices, is associated with whether the refugee's have next to kin or relations in the host country, and if these individuals have a connection to assist in the settlement and integration process.

The final part of the upper section of the model is related to the **policies** of national and regional authorities. As seen above, there are often different integration policies between national governments, and even at regional level. The question becomes whether these national and regional policies are effective and reflective of the needs of the host and the refugees or are disjointed and are driven by other priorities.

Beneath the upper part of the model is **residence in the host country**. Here the length of residence, as noted above (e.g., Goldlust & Richmond, 1974) may include the documentation of the length of stay in the host country, whether the refugee settlement status is permanent or temporary, if the individual is seeking residency or citizenship, and if the refugee is able to seek full or restricted employment, all of which has some impact on the economic situation of the host country. Finally, in this category is the movement within the host country. This indicator relates to whether the refugee has travelled from other countries before finally arriving in the host country. Based on the above, and as noted by Kuhlman (1991) the model while providing a great

deal of information, the concept does have missing categories and is unable to provide a means to measure or quantify the economic implications of the refugee.

The next part of the model is the ***non-economic dimensions of integration***, which is divided into two separate domains: objective and subjective. The objective aspect is based on the legal rights of the refugee, the cultural changes which might occur, together with social relations between the host and the newcomer. The subjective aspect focuses specifically on the attitudes towards the refugee, the internalisation as to how the newcomers can be integrated, and level of satisfaction to the host and the refugee.

In the lower section of the model of Kuhlman (1991) are two categories associated with the ***economic integration***. Economic integration has two separate dimensions: the impact on the refugee and the impact on the host society. The impact of the refugee relates to their participation in the economy, which is associated with socio-economic category, including the level of participation in employment, their income and access to non-income related services, such as health care or education. The final grouping relates to the impact on the host society. This category is linked to employment, but in terms of unemployment or employment rates in the host society, the average income of the refugee compared to the host country, the infrastructure, natural resources available, like land usage and non-income, which is the provision of additional services.

2.6.2. Criticism of the Current Presentation of Economic Integration

Although the model of Kuhlman (1991) provides an interesting insight into economic integration of refugees, there are weaknesses. The model while setting out the characteristics of refugees, the flight and host- related topics and the importance of host policies being established, these attributes and components are presented with arrows which indicate a downward movement of activity, and do not seem to be connected. This lack of clear connectivity presents an interesting question as to whether these components operate in

isolation or do they interact or act independently on each other. The second area of weakness is there is no way to determine how successful the process of integration is, what has occurred, and what aspects need to be reviewed or implemented still. Finally, there is no indication as to whether this can be applied at a local level, the model offers only a generalised overview.

The next identified weakness is associated with the middle part of the model, which is related to the residence in the host country and non-economic dimensions of integration. This also includes objective and subjective aspects of integration, which can provide a rich insight into how the refugees integration in the host country is progressing and provide a focus on the non-economic perspective of the process. However, unlike the upper section, the model does not indicate the connection between residence in the host country and non-economic dimensions of integration, but instead represents the process as being one direction only. There is again no clear presentation of the connection of how these components operate and interact with other parts of the model. There is also no way to determine how successful the process is for the individual refugees, as it seems to be centred on providing a generalised overview only.

With the latter part of the model, which is based on economic integration of the refugee, this grouping is divided into two areas: the impact of refugee, and the impact to the host society. But again, there is the question about whether these attributes operate in isolation, and the model indicates that these domains operate in one direction only as the integration process progresses.

The final weakness of the model is there is no way of determining to what extent, does the 'host society' at Federal and state level determine the integration process at a local and project level, and then how can Federal and state government measure the effectiveness of the progress of the individual refugee on their journey.

2.6.3. Section Summary

In summary, the model according to Kuhlman (1991) is an interesting model which provide some deep insights into economic integration. Besides the economic aspects, the time factor is also introduced into the process of integration. As in Ager and Strang's (2008) framework, the individual components of the model do not seem to be interconnected; they seem to lack interaction or dynamics between other entities, because they are visually represented to operate or are connected one way. Even though the economic complexities have been accurately represented, the question which remains, is how can the integration process be effectively assessed, and in particular, at an individual refugee level?

2.7. The Dynamics of Integration

While the models of Ager and Strang (2008) and Kuhlman (1991) have been seminal in the understanding of refugee integration, the actual process, and associated dynamics of these two frameworks and models have not been full presented. To address this, Gürer (2019) examined the integration process from the perspective of the refugee by focusing on individual and social level experiences. For authors including Fratzscher (2018) the challenge of integration needs to reflect the country where the refugee is settling into. It should be recognised that every country will have its own adaptation and participation strategy together with stages or milestones for the individual refugee to follow. Again, while the models or frameworks, which have provided a critical insight into the theme of refugee integration, missing however was how each stage needed to be designed and implemented (Gürer, 2019). If this process or stages can be determined, theoretically the outcome will be successful integration of the individual into the new host country, both socially and economically, which interestingly Gürer (2019) neglected to highlight. While this can be seen as a potential weakness of the study, Gürer (2019) does provide a critical insight into the phases or steps needed. In presenting

this, Gürer (2019) notes that often the integration policy can be very bureaucratic, with the host country and the community together with the refugees, but this tends to be like a 'one-way street' where the support is given from the institution to the individual, without any due consideration or understanding of the person's need, or a clear awareness given to the different actors in the process. This 'one-way street' of Gürer (2019) has been recognised by the United Nations High Commissioner for Refugees to note that there is a need for a dynamic, responsive, and multifaceted two-way process to be adopted which actively involves both parties (UNHCR, 2005). The European Union has also provided in 2018, a similar requirement and called for action plans to be developed by member States to measure the pre-departure and the pre-arrival progress of the refugee, which includes themes such as learning the host country's official language, access to education and health care, social assistance, the recognition of skills which can lead to employment (Dimitrov & Angelov, 2017). The overall purpose of both the United Nations High Commissioner for Refugees and the European Union has been an attempt to achieve the successful integration of the refugee in the host country. But as noted by Gürer (2019), while there are official procedures, with rules and pre-determined steps, the means to measure the integration journey seems to be set and determined by Federal or State governments, as opposed to being passed down to the local level and does not seem to be applied on an individual basis. To illustrate the challenges associated here with the refugees on their journey of integration, Gürer and Akgül (2020) developed a model to represent the displacement experience of these individuals, including the time taken to integrate, the levels of perceived vulnerability as the refugee's status was uncertain, and then potentially impacting adversely on their ultimate integration into the host community. The model also shows the experiences of the refugee, firstly from an individual perspective, which is then compared to the international level. Here the individual has a high level of vulnerability as they are displaced. Then at a national state level, the refugee although displaced has now become part or begun to settle into a host country. At a national / society / host community level, the level of vulnerability of the refugee is less, as the integration process commences.

However, what cannot be determined is how the integration process is implemented, the stages which are needed, whether these stages effectively represent the refugee journey, and how the integration process progresses.

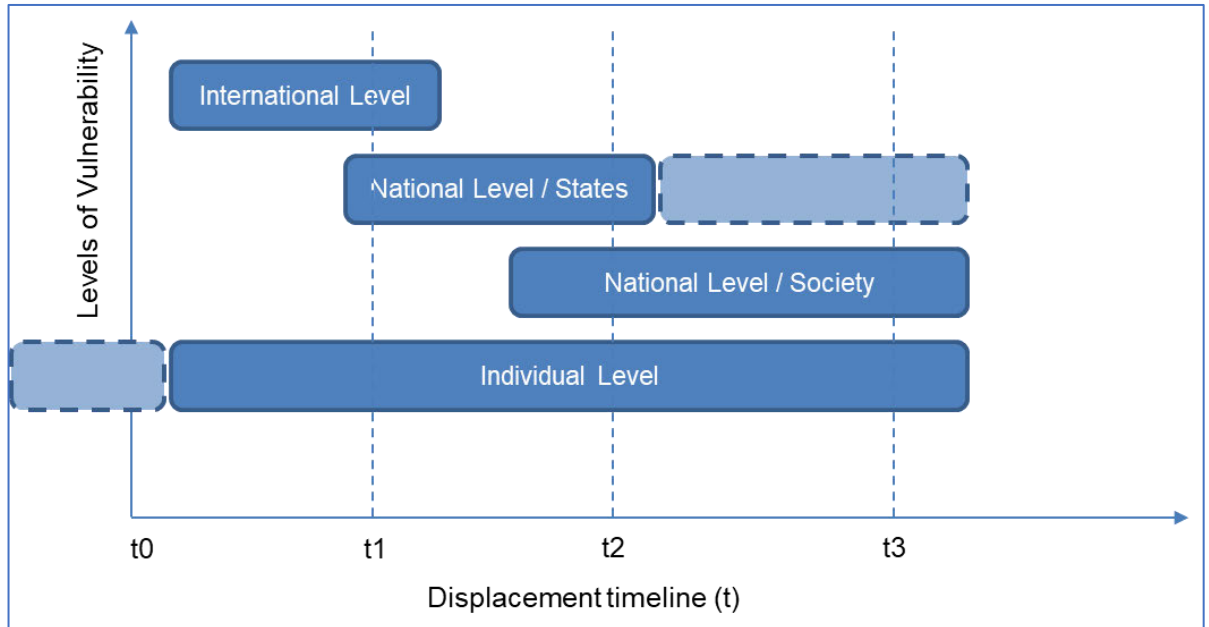


Figure 2.4.: Levels of Vulnerability on a Timeline; Source: Gürer and Akgül (2020, cited in Gürer, 2019, p. 56)

In developing this theme further, particularly about how the state and community attempts to integrate individual refugees, Gürer (2019) noted that the refugee’s perspective is often overlooked or not even considered. To address this Gürer (2019) advocated a new process of integration from the perspective of the individual. To create this new model, Gürer’s (2019) study investigated differences between the host’s expectations and individual perceptions by looking at the refugee’s background, such as the level of education, previous work experience, professional and personal achievements. This enable the study to understand the processes which the refugee followed and their perspectives, as opposed to being based simply on the host’s official definitions and measurements of integration. This way of almost placing the refugee at the centre of the process increased the likelihood of successful participation of refugees into the host community. This was present below in Figure 2.5., which shows the importance of Federal and

state policies and procedures, and how they form the basis of the first stage, where the refugee’s background is considered and is then looped back to align with the requirements of the host country. At the same time the society or the host community’s expectations are also aligned to the refugee’s perspective.

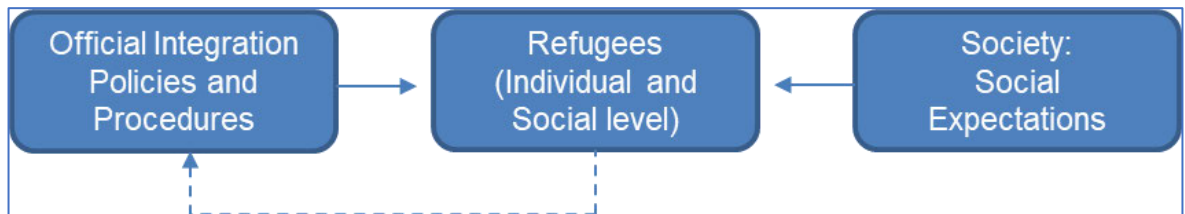


Figure 2.5.: The Interaction between State, Refugees, and the Host Community Expectations; Source: Gürer (2019, p. 55)

To validate this model, Gürer (2019) used semi-structured interviews and focus groups, which was conducted in Germany. The study firstly identifies five distinct phases of refugee integration in Germany. In each phase, refugees were asked about the challenges faced and how it prevented their integration into the local communities. The findings found there were some minor differences in Germany compared to other countries, and therefore concluded the experiences of the refugee could be represented in a general framework to show the processes from the refugees’ perspectives, as show below in Table 2.1.

	Conditions	Impact on the Individual	Social Consequences
Pre-Arrival	Conflict Escape from danger Hiding	Fear Exposed to violence and victimization Trauma	Exclusion and losing social attachments Social status lost Disconnection from family
First contact with the official process	Lack of knowledge about the process Waiting in the refugee camp	Ambiguous bureaucratic process and feeling helpless Communication challenges and losing self-esteem	Not being able to establish social contacts Feeling lonely Exclusion from society
Official Integration Process	Language and integration courses	Losing the value of mother language Not being able to communicate the language of the host nation	Limited social connection due to language disability Seeking help from people speaking the same or a common third language
Entry Points	Developing social and professional mechanisms of engagement More social and professional interaction	Feel more included and get familiar with social norms Obtain information to continue previous professional career	More attachment to society Improve language capacity through interactions Professional networks and a clear understanding of the job market
Long term participation	More stable More interaction with the community Ability to pursue daily tasks without assistance	More positive and taking more responsibility Establishes an individual comfort zone	Better relations with society More social engagements and participation in social events The family starts having daily routines

Table 2.1.: The Five Stages of Integration and the Individual Social Dimension of the Experience; Source: Gürer (2019, p. 57)

Table 2.1. shows how the pre-displacement events experienced by the refugees occurred, and the different stages encountered, until theoretically a

stable living condition was achieved. But throughout these stages, there were changes to many of the aspects of the individual refugee's life. During this process, the individual refugee often faced many uncertainties and loss of their previous life. These uncertainties include the loss of their identity, where their previous professional achievements were not recognised or respected and the loss of social status. Even when the individual reaches a more stable condition after the displacement and when arriving in the host country, most of these related perceptions and problems remained. Here the individual realizes that their previous life, status, level of comfort and security has gone. In some cases, this realisation can lead to mental and physical health issues, as the individual seeks meaning (Matos, Indart, Park, & Leal, 2018). If there is a long-term disconnection from previous professional and social activities, then there is a risk of mental health problems and can result in the failure of the individual refugee becoming integrated into the host community (Norris, 2017). Strang and Quinn (2019) argued that because of multiple losses and experiencing acutely distressing events before fleeing their homes and during their journeys, refugees may develop mental health problems, a loss of their identity and confidence. The entire process of displacement therefore requires a complete understanding of its effects on the individual displaced person, and how the refugee can develop coping mechanism to manage the pressure of the process of integration. Bemak and Chung (2017) stated that most of the time refugees' departure from their country of origin is sudden and often without sufficient time for planning and preparation. Then because of the many uncertainties, such as the ultimate destination, travel routes required to take, determining the means of travelling, and risks associated can put immense pressure on the refugee, which can result in psychological and physical issues (Bemak & Chung, 2017, p. 299).

Reflecting these complexities, the study of Gürer (2019) and the different models presented while informative, the publication on closer examination of the integration process did not focus sufficiently at a local level. Interestingly, the study of Gürer (2019) suggested that refugees should be more involved in the definition of integration. Also, Gürer (2019) noted the importance of assessing the social, and professional interaction at the various 'entry points'

to determine the successful integration of the refugees. These omissions of Gürer (2019) will be addressed later in the study.

As Hinger (2020) indicated in the integration literature, and in particular for Germany, there is a conceptual distinction made between integration and disintegration. For Hinger (2020), political decision-makers and administrators tend to create barriers to make the integration process unattractive and reduce the number of refugees permanently settling. Täubig (2009) introduced the term 'organised disintegration', as a way to represent the Federal government's policy, through which the refugees initially have a 'no status' as refugees. To change this status, there are additional administrative requirements which are needed to be obtained to enable the refugee to remain, as the German Federal government policy and thinking is based on the premise that when the crisis ends, the refugees will return back to their home country.

2.8. Conclusion and Conceptual Framework

In reviewing the existing literature, there is clear evidence that there is a need to monitor and assess the effectiveness of the integration process for refugees arriving in Germany. The integration process needs to have a social and economic component to be understood, incorporated, and then assessed as the refugee begin to be assimilated into the host community. To underpin the integration process, there is evidence to suggest that to ensure that the entire process is effective, there is a need for Federal government support and funding (Theme Two), but what remains unanswered is whether this happens in Germany?

To determine whether the integration process is effective, there is also a need to have a clearly defined definition, as set out by Robinson (1998), as to what constitutes refugee integration, therefore enabling the different parts of the process to be accurately assessed (Theme One). But again, does Germany have a single definition used by all entities and stakeholders involved in the integration process?

Building on the first theme, this study intends to determine whether there are differences between academic and business practice as to how refugee

integration is seen and defined in Germany. Leading from this, the study will then focus on whether the integration process is fragmented as presented by Ager and Strang (2008), or interlinked (Phillimore & Goodson, 2008), then determine if the domains of Ager and Strang (2002, 2004, 2008) are represented accurately from an academic perspective. Finally, this study intends to find out whether these domains operate independently (Hynie, 2018; Phillimore & Goodson, 2008), and if there are any missing components.

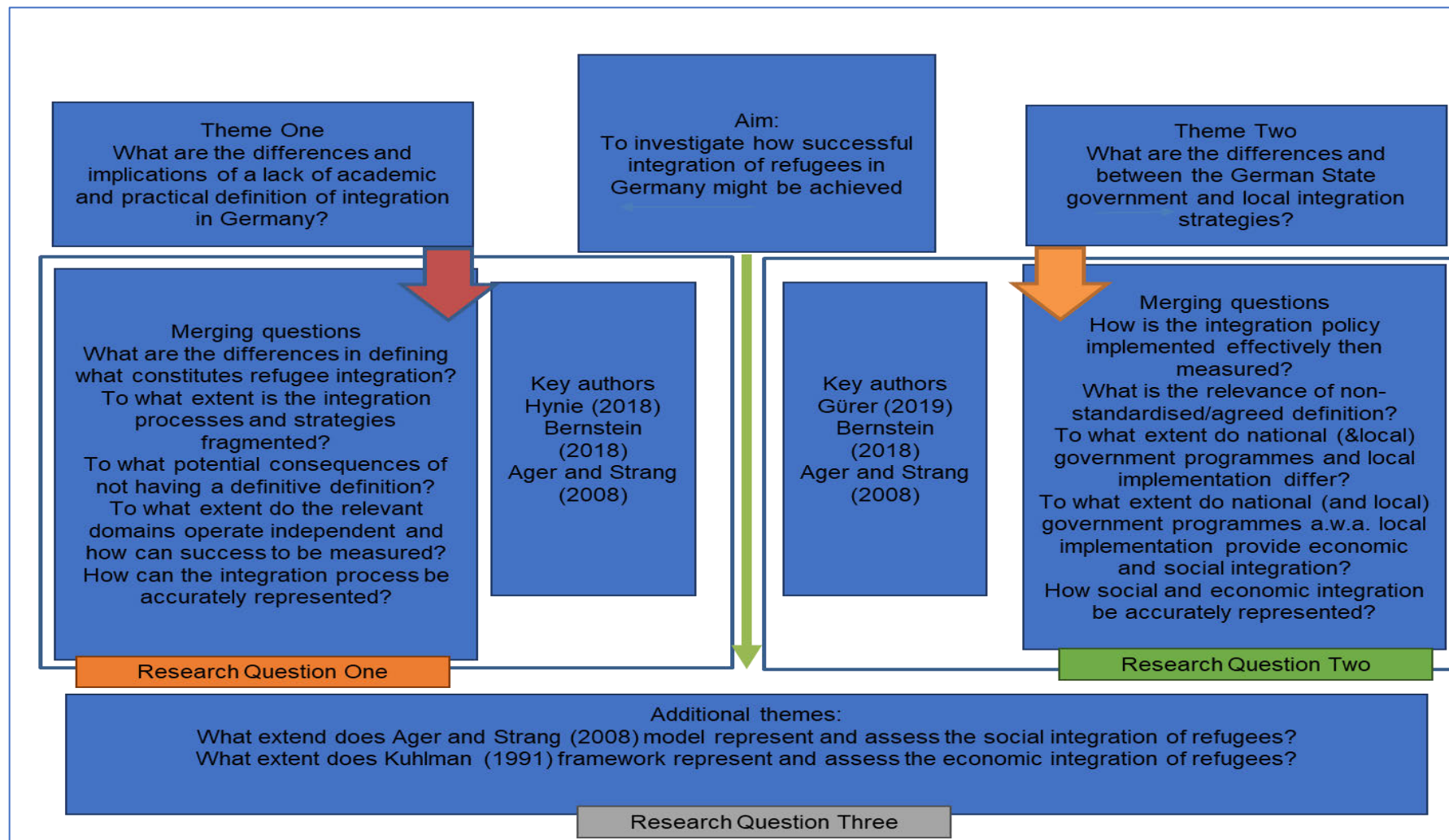


Figure 2.6.: Research Framework

In exploring the second theme in greater depth, this study intends to determine whether there are any differences between German State or Federal government and local level integration strategies. This will include determining if Gürer (2019) model accurately represents the refugee's journey, as the model currently is only an over-arching representation as opposed to a local or refugee perspective. Leading from this, the study then will determine what measurements are used (Hynie, 2018), and should be used to determine the effectiveness of the integration process.

Finally, this study has openly questioned whether Ager and Strang's (2008) model accurately represents the social integration of a refugee, at an individual level, and therefore this study intends to address this weakness. Similarly, the literature review has identified several areas of weakness as how to the economic integration is represented by Kuhlman's (1991) framework. Linked to this, as noted by Bernstein (2018), this study also intends to determine how integration is and should be assessed as to its effectiveness throughout the entire process.

Chapter Three Methodology

3.1. Introduction

A fundamental question for any management researcher is to think about the research project associated with the social reality, and how this knowledge and the reality is acquired. For this to occur there is a need to understand the ontological and epistemological perspectives related to the research project, but it is vital that the researcher needs to be reflective and confident about the methodological approach selected, but the research project needs to reflect the body of knowledge in the area of study. Reflecting this, the Chapter will present the intended research strategy which will include both the philosophical perspective and the practical methods used. Then the Chapter will present the rationale and justification behind these choices before the potential limitations of the study are explained.

Before proceeding Silverman (2013), Halkier (2010) and Blaikie (2007) highlight that most studies and researchers have experienced a number of challenges and considerations, before settling for the most suitable research approach and methodology. Much of these considerations have tensions related to the nature of what is being studied and also the researcher's worldview. The researcher's worldview tends to make-up and represent the individual's mind (Blaikie, 2007), and not based on the existence of independent truths (Silverman, 2013). This study will adopt an approach that can generate a technical account that enables the research results to be an accurate reflection of the participants' own accounts through using their own words in relation to their experiences of refugee integration. In achieving this, the study intends to address the second and third research objectives.

The second research objective is focused on whether the academic existing models presented by Ager and Strang (2002, 2004, 2008), Kuhlman (1991) and Gürer (2019), by adopting a subjective research approach which will enable the study to accurately represent the realities of the German refugee integration process. Through adopting a qualitative approach, the study will

ask to what extent do the perspectives of various refugee stakeholders based on their experiences accurately fit into the existing theoretical models, such as Ager and Strang (2004, 2008), Kuhlman (1991) and Gürer (2019)?

In addressing the third research objective, the study adopted a methodological perspective to evaluate the experiences as to how effective is the refugee able to be integrated into German society, and how the progress could be measured and assessed. To achieve this, the study's third research question focused on conducting a qualitative perspective to understand what characteristics, attributes and indicators are needed to be considered and monitored when integrating refugees into German society.

3.2. Research Strategy

In selecting the correct research strategy, Blaikie (2007, p. 15) identifies two key aspects which inform the researcher's choice, the first one is to 'try to match a strategy to the nature of a particular research project and the kind of research questions which have been selected for consideration,' meaning it needs to be reflective of the individual's 'world-view.' The second perspective is that the research strategy, needs to ultimately reflect 'the adoption of a particular set of ontological and epistemological assumptions' (Blaikie, 2007, p. 6). In determining which is the correct research strategy, Easterby-Smith et al. (2015) and Alvesson and Deetz (2000) both highlighted the distinction between the two main paradigms: quantitative and qualitative perspectives, but also notes that this is not necessarily essential compared to the failure to consider and understand the ontological, epistemological and axiological implications of the research strategy. Reflecting this, the potential research methodologies available will be presented, and how the selection may influence the research outcomes.

3.2.1. Potential Research Methodologies

While Blaikie (2007) highlighted that the selection of a methodology tends to reflect the beliefs or values of the researcher's view of the world, Bryman (2012) noted that both quantitative and qualitative research tend to exhibit distinctive, but contrasting characteristics. These characteristics reflect the epistemological beliefs about what constitutes acceptable knowledge. In determining which research strategy is appropriate, writers such as Bryman (2012), Veal (2017) and Silverman (2013) contend there are two principal research 'paradigms': positivism and interpretivism. The next section will focus on the positivist paradigm.

3.2.1.1. Positivism Paradigm

A positivist approach tends to be grounded in a quantitative paradigm, with its origins in natural sciences. Positivism characteristics often reduce all phenomena to follow certain scientific rules by taking a deductive strategy, which either verifies or disproves a predetermined assumption or hypotheses (Guba & Lincoln, 1998). Positivism has an objectivist conception of social reality, which is based on the collection of numerical data, then adopts a deductive and predetermined approach to understand the relationship between theory and the research. However, Blumer (1956) contends that the usage of a positivist approach often brings into question the reliability of this paradigm when studying the influence of the subject being researched. For Blumer (1956) using a positivist strategy, the role of the researcher and the connection between the individual's perceptions as everyday events can become detached and therefore ignored. This is problematic for this study, as the basis of the research project is grounded in the professional experiences of the researcher. Schutz (1962) agreed with Blumer (1956) by highlighting that a positivist or quantitative strategy due to its scientific approach can fail or neglect to distinguish individuals and the social institutions from the realities of the 'social world.' For Guba and Lincoln (1994), positivism can only generate findings that exist independently of some form of theoretical framework, therefore can become problematic when studying real-world themes such as

beliefs, attitudes and perceptions (Guba & Lincoln, 1994). This is important to consider, as this study is based on the perceptions and the experiences of those involved or have participated in the German refugee's integration process.

Bryman (2015, 2012) highlighted also the objective and value-free nature of a positivist paradigm which means that the researcher needs to be detached from the research. Therefore, to adopt this paradigm could potentially limit the research to be able to investigate only experiences or the perceived experiences through the sample's senses (Bryman, 2015, 2012), as opposed to understanding the rich and reflexive perceptions of those involved or have participated in the German refugee's integration process.

3.2.1.2. Interpretivist Paradigm

The interpretivist paradigm unlike positivism, typically lends itself to be grounded in a qualitative approach. Interpretivists take the view that social research must be generated by interaction, through either the research subjects or between the researcher and the subject. This characteristic of interaction implies that interpretivist research seeks to study the subjective understanding as opposed to objective meaning to social action. By adopting this inductive approach, the research process considers the interdependence of the researcher and subject (Easterby-Smith et al. 2015). Easterby-Smith et al. (2015) also highlighted that the researcher is unable to remain detached or to be removed from the research, but instead the researcher investigates the subject in a subjective paradigm.

3.2.2. Research Approaches

In deciding which research approach to adopt, Rogers (2011) and Guba (1990), suggested that the researcher ought to select a single approach. While there are clear differences between the approaches, Sale, Lohfeld and Brazil (2002, p.43), argued that qualitative and quantitative are incompatible, as 'the two paradigms do not study the same phenomena, therefore qualitative and quantitative methods cannot be combined.' Creswell (2012), Bryman (2012, 2006), May (2011), and Godenough and Waite (2012) noted that these paradigms do not operate in isolation. It should be noted that even though this study adopted an interpretivist paradigm, as the study progressed, that a post-interview questionnaire was used, which was based on the feedback from the pilot study. The two approaches, quantitative and qualitative, are presented in the next two sections.

3.2.2.1. Quantitative Approach

The quantitative approach is closely associated with positivism, and has its origins in natural sciences. A quantitative study, as a research approach tends to be conducted based on a single reality of truth, which can only be explained by following fixed laws, and is often value-free using a deductive method to ensure that the results are valid (Bryman, 2015, 2012). The researcher often interprets the findings mathematically or statistically when presenting the results or outcomes. Using a quantitative study, the researcher will often seek to identify patterns which can be checked and can be repeated in the future based on following the same study and using controlling research variables (Guba & Lincoln, 1998; Miles & Huberman, 1994).

3.2.2.2. Qualitative Approach

While a quantitative approach tends to be closely associated with positivism; a qualitative approach is closely linked to an interpretivist perspective. The qualitative approach sees that the social world is a human construct, and that reality can only be understood from the participant perspective of social interaction (Bryman, 2015, 2012). This approach is centred on developing an inductive theory, which recognises the dynamic nature of the subject being

researched, and not to provide a static analysis of defined variables. Using a qualitative approach permits the study to determine the participant's perception to gain meaning and an insight and understanding as how and why a theme exists. This means that a qualitative approach enables the participants to describe in their own words meaning and perceptions of their social reality, and therefore generates the richness in the data (Bryman, 2015, 2012). Rather than using and needing many participants, a qualitative approach is often reliant on a smaller number of participants, as the approach is not centred on producing or creating generalised patterns. Instead, the approach seeks to discover the perceptions, attitudes, or behaviours, thereby developing a unique insight into the complexities within the real world. Reflecting the central theme of the study, a qualitative approach will enable the researcher to understand the perceptions and experiences of those involved or participated in German refugee integration.

3.2.3. Ontology and Epistemology

Ontology is a branch of philosophy that is concerned with the nature of what exists (Crotty, 1998, p. 8), which is focused on 'how you choose to define what is real,' while epistemology is centred on 'how you form knowledge and establish criteria for evaluating it' (Hatch & Cunliffe, 2006, p. 12). From a research perspective, the ontological positionality is related to the nature of social reality, which is often reduced into two opposing groups: a realist or a constructivist, or objectivist versus subjectivist. The realist or the positivist argue that knowledge is centred on the objective measurement or assessment of an independent external reality, however in this study a subjective or constructivist approach was taken. In taking this subjective approach, the ontological position of a study recognises that the participant's meaning cannot be ignored, and that the external social world is not separated from the individual's social world.

Unlike the ontology, epistemology is based on the theory as to how individuals gain the knowledge of reality, and how the individual gains this understanding (Silverman, 2013; Blaikie, 2007). As a concept, epistemology provides a

philosophical grounding as to deciding what knowledge exists, what is known, and the criteria needed to gain the insights required, while also reflective of the researcher's ontology positionality (Crotty, 1998). Crotty (1998, p. 8-9) stated that epistemology 'is the theory of knowledge embedded in the theoretical perspective and thereby in the knowledge', which means that the epistemological position sets out how the researcher perceives their world. Being an interpretivist study, the epistemological approach in this study proposes that knowledge can only be created and understood from the point of view of the individual who experiences the phenomenon under investigation, the integration of German refugees.

3.3. Research Design

The design of the research involves the selection of the most suitable method before deciding a research framework which could be used to conduct the study. Denzin and Lincoln (2011) defined the research design and strategy as a plan to answer the relevant research questions. Moreover, the research strategy establishes the connection between the philosophical approach and the selection of methods (MacDonald, 2012; Cunliffe, 2010; Glaser & Strauss, 1967) to generate the required findings. For the purpose of this study, the intention was to examine the extent to which integration and associated indicators generated from four integration projects based in Germany, by interviewing four distinct groups of participants: project managers who are actively involved in the integration of refugees, governmental officials who are directly involved in settling refugees in Germany, project representatives who have been involved in implementing the integrated policies in the host community, and recent integrated refugees.

3.3.1. Research Method

In choosing an appropriate research method, consideration needs to be given to exploring, examining, and understanding how refugee integration occurs in Germany. To achieve this, it was necessary to generate a sufficient range of rich data through understanding the perceptions of the four groups being investigated. Consideration was given to conducting a questionnaire as part of the main study, but was rejected as the strategy needed to generate rich data, therefore face-to-face interviews were selected (Crano et al. 2014; Kashy et al., 2000). Using semi-structured interviews provided both a degree of flexibility and also a framework to enable the participants to respond to various issues related to integration of refugees, but also permitted the means to allow new concepts to emerge, which may not have been identified in the original interview protocol. Semi-structured interviews also enabled the researcher to prompt participants to elaborate on and explain areas of particular interest and relevance as they emerged (Hitchcock & Hughes, 2002; Kvale, 1983). However, it should be noted that after the interviews had been completed a post-interview questionnaire was conducted. Once the methodology had been decided on, a pilot study was conducted prior to the main study. The pilot like the main study was informed by the literature review, from which a number of significant themes had emerged based on the key work of Ager and Strang (2002, 2008, 2010), and Kuhlman (1991). The pilot interview and the outcomes will be discussed in section 3.4.1.

3.4. Selection and Profile of the Sample

In determining the sample's profile and reflecting the central purpose of the study, four distinct groupings were selected: project managers who were actively involved in the integration of refugees, governmental officials who were involved in settling refugees in Germany, project representatives who were involved in the implementation of the integrated policies in the host community, and recent integrated refugees. Therefore, all participants interviewed in both the pilot and the main study had some involvement and participation in the German integration process of refugees.

3.4.1. The Pilot Study Profile

The purpose of the pilot study was to determine whether the themes emerging from the literature review, and in particular those of Ager and Strang (2002, 2004, 2008) and Kuhlman (1991), were correct. The pilot study involved three individuals, three project managers from projects which represented a large single city. The criteria for the pilot study was based on immediate access, therefore were drawn from known colleagues or immediate acquaintances. The profiles of the participants for the pilot study are shown in Table 3.1. As the pilot study progressed, it became apparent that the themes which were identified by the literature review were relevant and provided a rich insight into the integration of refugees, but also provided the means to act as a key gatekeeper for the main study. What did emerge from the pilot study was that concept of being able to grade or assess the project's progression between 0 to 5, based on a post-interview questionnaire. The rationale for this inclusion was based on the need to ensure that the participants perspectives could be verified and provided a means to develop future conversations during the interview process. It should be noted, that the usage of the post-interview questionnaire did not change the research design of the study being grounded in a qualitative paradigm.

Project	Project Leader			
	3-5-01	2-5-01	1-5-01	Total
Wiesbaden	1			1
Hamburg		1		1
Bonn			1	1

Table 3.1.: Participants of Pilot Interviews

Finally, the pilot interview lasted 3 hours, which proved to be too long in terms of the feasibility for the participant and the researcher. To address this, the researcher redesigned the questions and reduced the number of core questions being asked, without losing the essence of the study.

3.4.2. The Main Study Profile

The main study consisted of interviews with a sample of 27 participants, drawn from 4 projects. This relatively small sample size is reflective of Robson's (2011) assertion that real world research based on relatively small-scale study is reliable. Finally, the sample, its composition and size were based on the desire to obtain the richest data possible (Creswell, 2012; Lofland & Lofland, 1984). The sample size also considered the limited time and resources available, given that the interviews had to be transcribed in full, and then coded (Cassell & Symon, 2004; King, 1994). The selection criteria for choosing the participants were kept as simple as possible. This was particularly important for the main study; therefore, the criteria used for selection was focused on only accessing those projects who were willing to participate.

3.4.2.1. Selection of Projects

As part of the main study, four projects were selected: Hamburg, Bonn, Wiesbaden and Bammental. The reasons for these projects, are that these were all located in different states in Germany, namely Bundesländer; Hamburg/Hamburg, Bonn/Nordrhein Westphalen, Wiesbaden/Hessen, Bammental/Baden Württemberg, therefore have different political structures. In addition, these projects were also located in a variety of different regional settings, from rural to metropolitan. For example, the project in Hamburg was a network that essentially covers state structures. In contrast, the other projects are open to all people, but especially to those who are not supported by official authorities. The final four research projects selected are shown below in figure 3.1.



Figure 3.1.: Locality of the Projects

3.4.2.1.1. Profile of Projects

3.4.2.1.1.1. Metropolitan Area – City of Wiesbaden and Karben

At the end of 2017, the metropolitan region of Wiesbaden and Karben had about 5,700,000 inhabitants with 2,200,000 of these people living in Frankfurt, to which the city of Karben is an integral part in economic-political terms. In addition, the most politically and economically important cities are the state capital of Hessian - Wiesbaden with about 280,000 inhabitants and the state capital of Rhineland-Pfalz Mainz with about 210,000 inhabitants. Between 2015 and 2018 about 100,000 refugees had come to the state of Hesse (Hessen, 2020).

In 2019, all the big cities in the metropolitan area (Frankfurt, Wiesbaden and Mainz) were governed by Social Democrat mayors (SPD). The cities of Frankfurt, including Karben and Wiesbaden are located in the State of Hessian. In 2019, the State of Hessian was led by a conservative - ecological government (CDU and Greens). The project selected was: 'Sprach-Café

Delkenheim’, which was an ecumenical language café Delkenheim). The “Sprach-Café Delkenheim” was the smallest project of the entire study, with 70 refugees are supported by 15 volunteers. Below in Table 3.2. is the project profile of the Rhine-Main project.

Project Metropol-Region Rhine-Main				
Alias	Function	Stakeholder-group	Date Interview	Duration of the Interview
3-5-01	Project Leader	2,3	06.11.2018	02:19
3-3-02	Project Member (Karben)	2,3	24.01.2019	00:46
3-4-03	Refugee (Syria)	4	05.12.2018	00:56
3-6-04	Project Sponsor (Church)	2,3	07.01.2019	01:03
3-1-05	Political Head of social department	1	20.02.2019	00:59
3-7-06	Deputy Prime Minister, State of Hestia	1	31.01.2019	00:33
			TOTAL	06:36

Table 3.2.: Rhine-Main Project Profile

3.4.2.1.1.2. City of Hamburg

The city of Hamburg had about 1,800,000 inhabitants at the end of 2016, with the metropolitan region of Hamburg housing about 5,300,000 inhabitants. In 2019 about 54,000 refugees were living in Hamburg (Work and Integration for Refugees, 2020), and about two thirds of these refugees were of working age. In 2019 the city of Hamburg was governed by a Social-Democrat mayor (SPD). The city of Hamburg is located in the state of Hamburg. The city of Hamburg is both a city and a state, and the state was also led by a social-democrat (SPD) government in 2019.

The project in Hamburg was WIR (Work and Integration for Refugees). WIR was responsible for around 5,500 refugees who have been helped through the WIR project since it was established. By the end of 2018, approximately 1,700 refugees had been supported to be integrated successfully by 66 employees. The profile of the participants for this project are shown below, Table 3.3.

Project Hamburg				
Alias	Function	Stakeholder-group	Date Interview	Duration of the Interview
2-1-02	Political Head of social department	1	11.02.2019	00:44
2-5-01	Project Leader WIR	2,3	11.02.2019	01:10
2-2-03	Project Member - BA	2,3	11.02.2019	01:06
2-2-04	Project Member - JC	2,3	12.02.2019	01:02
2-2-05	Project Leader (Chamber of Crafts) Mission Future	2,3	12.02.2019	00:52
2-7-06	Federal Minister for Integration, President of Parliament (Berlin)	1	15.05.2019	01:12
			TOTAL	06:06

Table 3.3: Hamburg Project Profile

3.4.2.1.1.3. City of Bonn

The city of Bonn is located in the state of North Rhine-Westphalia, which in 2019 the state was led by a conservative-liberal government. At the end of 2017, the city of Bonn had about 327,000 inhabitants. 94,000 of these people had a migrant background with 53,000 being first-generation newcomers, i.e., people without German citizenship (Bonn, 2020). In 2019, the city of Bonn was governed by a conservative mayor (CDU) with a 'Jamaica' coalition (conservatives (CDU- black), liberals (FDP- yellow) and the ecological party (Greens)).

The project in Bonn was *Project: 'save me'*. The project had a core team of about 10 people together with about 100 volunteer helpers to assist the 300 refugees. At the beginning of the wave of refugees from Syria in 2015, there tended to be more helpers than refugees. In 2018 the ratio was reversed, which resulted in longer waiting times for refugees to join the project.

The profile of the project is shown below in Table 3.4.

Project Bonn				
Alias	Function	Stakeholder-group	Date Interview	Duration of the Interview
1-5-01	Project Leader	2,3	03.11.2018	03:57
1-3-02	Project Member - professional Coordinator	2,3	21.11.2018	01:17
1-3-03	Project Member - volunteer Mentor	2,3	12.12.2018	01:22
1-3-04	Project Member - volunteer Mentor	2,3	18.12.2018	01:03
1-4-05	Refugee (Iran)	4	28.11.2018	00:40
1-6-06	Project Sponsor	2,3	07.12.2018	01:02
1-1-07	Political Head - Integration Commissioner	1	11.01.2019	00:31
1-2-08	Integration Point - BA	2	11.01.2019	00:53
1-2-09	Integration Point - JC	2	11.01.2019	00:53
1-3-10	Project Leader EMFA - Integrations Agency	2,3	17.12.2018	01:07
			TOTAL	12:45

Table 3.4.: Bonn Project Profile

3.4.2.1.1.4. Municipality of Bammental (Rural Area)

The municipality of Bammental belonged to the administrative district of the city of Karlsruhe in the state of Baden-Württemberg (Bammental, 2020), and had about 6,500 inhabitants. In 2016, a new refugee camp for the state of Baden-Württemberg was constructed and about 200 refugees had been admitted. By 2019, the municipality of Bammental was governed by an ecological mayor (Greens). For this study the project selected was 'Flüchtlingshilfe Bammental' (Refugee Assistance Bammental), which involved about 200 refugees who are supported by a full-time care worker from the next largest municipality, Neckargemünd. There were also about 30 volunteers and a mayor who acted as the political representative and the main communicator for the project. Table 3.5. shows the profile of the project participants.

Project Bammental				
Alias	Function	Stakeholder-group	Date Interview	Duration of the Interview
4-5-01	Project Leader	2,3	03.04.2019	01:05
4-5-02	Project Leader	2,3	03.04.2019	01:05
4-2-03	Integration Manager	2,3	03.04.2019	00:32
4-4-04	Refugee (Afganistan)	4	03.04.2019	00:31
4-1-05	Political Head - Mayor of the City	1	03.04.2019	01:08
			TOTAL	04:21

Table 3.5.: Bammental Project Profile

3.4.2.2. The Preparation for Research and Data Generation Stage

The final selection was based on the following criteria: (1) the regional characteristics, (2) the main political party at the state and local level, and (3) the type of integration programmes being offered. The rationale for this decision was made on the premise that the participants and their representative organisations behaved differently based on their regional political and regional setting, together with their integration focus. These differences also would enable the researcher to match the 'political stakeholders' with the 'project stakeholders.'

The recruitment and access of the selected projects was achieved through personal contacts and professional networks. The first stage of organizing the main study involved personal contact with the project leader so that the setting fitted the criteria for project selection. A basic agreement of the organisation to participate in the research project was formally obtained, where the researcher was able to assess the matching of theory and practice terminology. Once the agreement was made, the individual interviews and the document analysis could be scheduled on the project premises. The main reason for wanting to conduct the interviews at the projects, was that the participants could only be reached via the project managers at the place of work. For the group of political decision-makers, these individuals were accessed through a personal network, and were also interviewed at their place of work. As the study progressed, it became apparent that Hamburg was the only project prepared to release related documentation, therefore the intended document analysis strategy was limited.

3.4.2.3. Preparation Process of Project Interviews

Table 3.6. shows the breakdown of the project participants based on the projects.

Project	Stakeholder group one	Stakeholder group two	Stakeholder group three	Stakeholder group four	Total
Bammental	1	2	1	1	5
Wiesbaden	2	0	3	1	6
Hamburg	2	3	1	0	6
Bonn	1	2	6	1	10
Total	6	7	11	3	27

Table 3.6.: Profile of the Participant

Selection of Stakeholder Groups:

The original plan was to interview a minimum of 4 stakeholders from each of the projects at the initial stages of integration, however with the Hamburg project it was not possible to interview stakeholder Group 4 (refugees) for privacy protection reasons. The final stakeholder groups selection was made in accordance with the theoretical model of Ager and Strang's (2008) domains, and availability:

Group 1: the political decision-makers were those who are in direct political responsibility for the outcome of the integration programme. This group were actively involved in the implementation of the policy as from a Federal government or have the discretion to ignore the policy.

Group 2: the project managers were responsible for the social implementation of the policy, which included the responsibility for the focus of the project, and to determine what was seen as success.

Group 3: these representatives were responsible for ensuring the basic needs of the refugees were met based on the project's integration policy in the host community.

Group 4: comprised of refugees who had been through the German integration process, and had experienced potential problems and success.

The following table below, Table 3.6., provides a summary of the projects and the participants. This table is further broken down in Figure 3.2., which shows on the left side, the domains of Ager and Strang (2008), which are then divided into stakeholder groups. On the right side, the four projects are illustrated in their different political and regional settings.

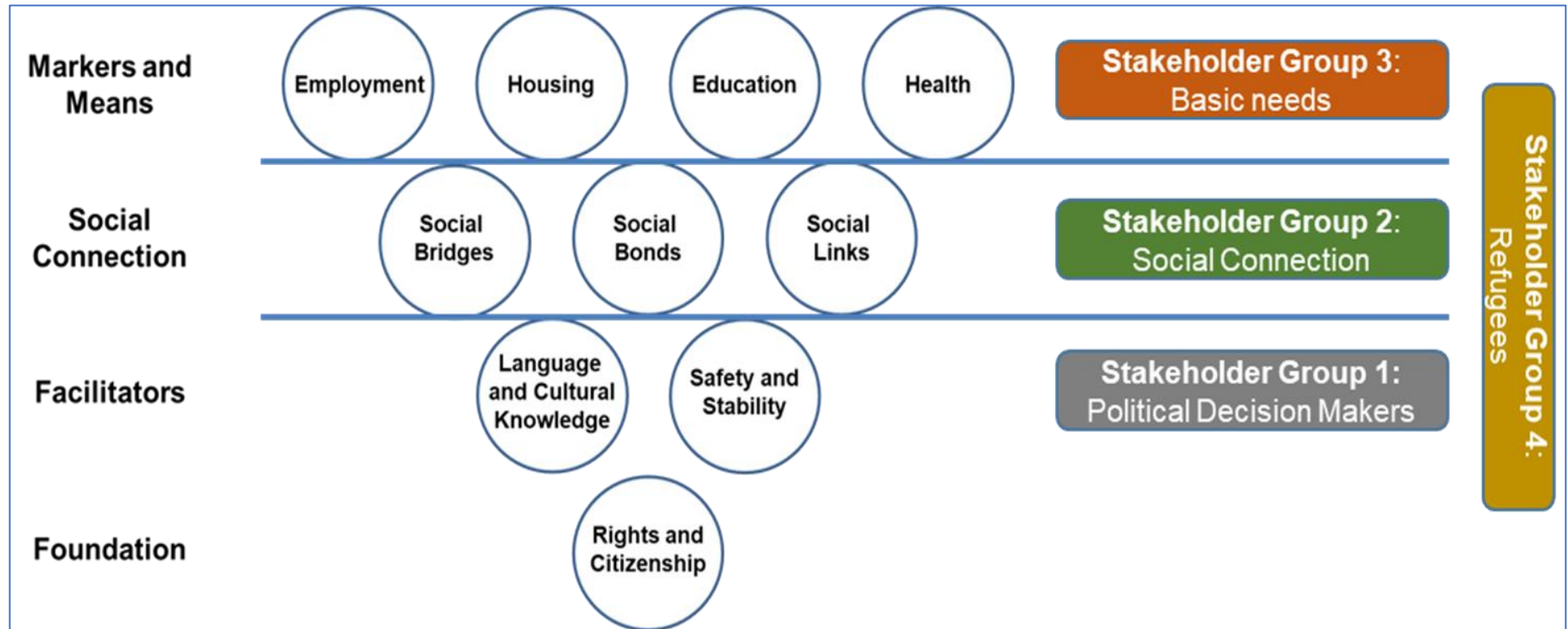


Figure 3.2.: Combination of Stakeholder Groups and Domains based on Ager and Strang (2008) Model

In Figure 3.3., sets out the profile of the projects. The figure shows that one project is in a rural location, one based in a metropolitan area, another in a large city-state, and finally in a mid-size city. The dynamics of the projects from a Federal and State levels are indicated, with the focus shown in different colours.

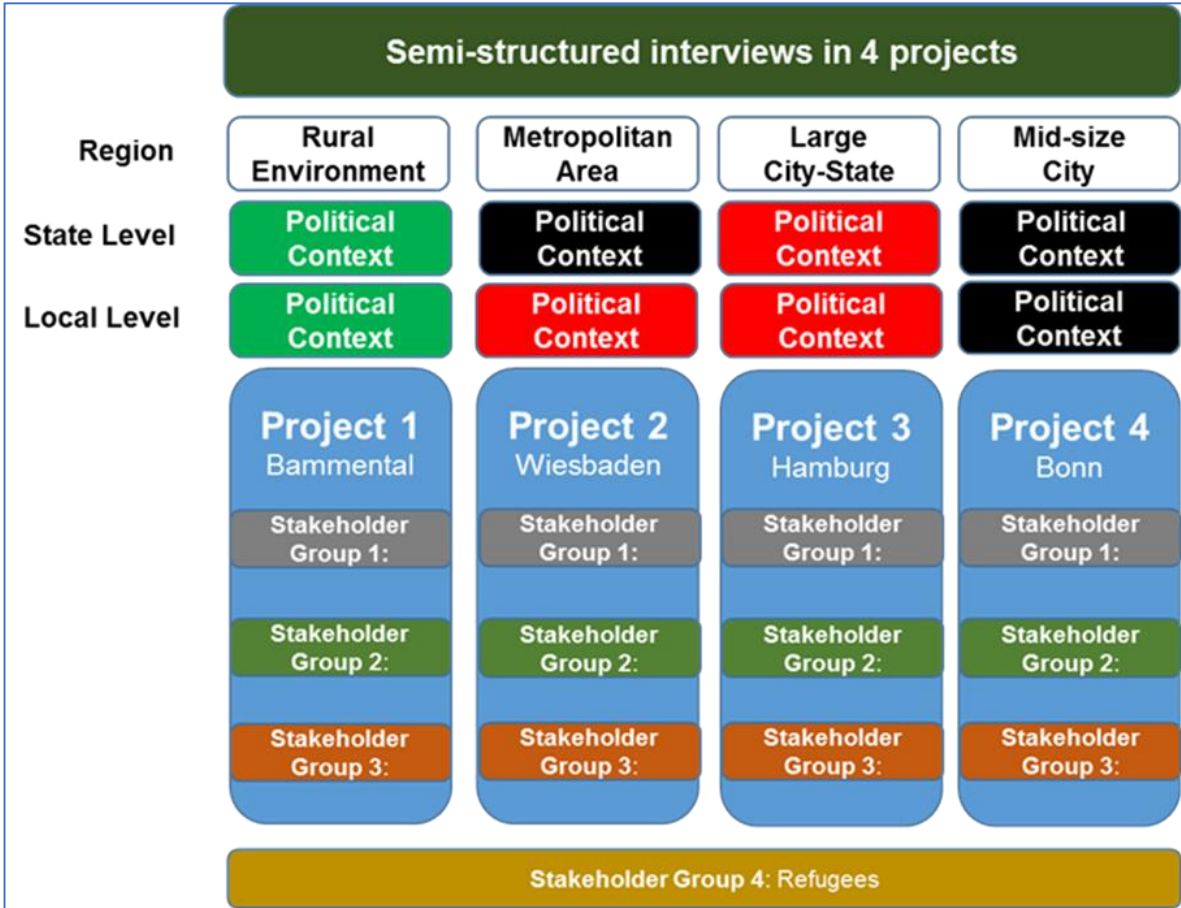


Figure 3.3.: Profile of the Projects

3.4.2.4. Interview Protocol

Each interview followed a two-stage approach, commencing with an in-depth interview, followed by a post-interview questionnaire. This post-interview questionnaire was designed around attempting to calibrate the results (see appendix C1). The in-depth interview allowed the participants to reflect and express their views, from their perspective and role / activity in the integration process, and to discuss what they consider to be successful indicators of

integration. This stage also enabled and facilitated the participants to provide a critical insight into what could be done differently to enhance and achieve a successful integration process. Each participant was given the opportunity to discuss any themes, issues, or perspective they wanted.

In the second stage, the participants were asked about their perceptions as to whether each of the domains of Ager and Strang (2008), had relevance for their projects or experience. The level of relevance of each domain was evaluated via a scoring system, using a Likert scale to measure the participant's attitudes and perceptions as to the importance of each domain. The rationale for this inclusion was informed by the pilot study, and the strategy enabled the study to use the scaling process to assess and provide a reference point and a means to contextualise the interview data.

The final stage, stage-three included a focus group. All the participants shared and recalled different stories of refugee integration, therefore providing a range of different perspectives. This inclusion of the third and final stage, was informed by the identified need to a select group of participants from the first stage, to check and confirm the key findings. The selection of participants for the focus groups was based on the same criteria as for the initial interviews in stage one.

3.4.3. The Main Study

An interview master datasheet was prepared in advance which included a table and unique numbering system designed to anonymise the interview partners and the project settings. During the interviews, and then through the documenting of the interview data, no names of interview partners were used, therefore the transcript does not have to be revisited or modified.

The interview master datasheet consisted of a numbering system, which contained 3 digits. The first number denoted the project and was assigned a number between 1 to 4. The second number related to the stakeholder group: 1-4 and 5-7 were given to the project leader, while the sponsor and the political decision makers were allocated numbers between 1 to 7. Finally, the third number was a serial number for the interview partners of the project.

To coordinate the face-to-face interviews, the identified project organizations were approached, and asked to provide available appointments. The exact date was agreed by e-mail or via telephone. As part of this process the preliminary questionnaire, which would be used following the interview, was sent to the participant in advance (see appendix C1– first part of Topic Guide).

The interviews were conducted in German, the native language of the projects and now the language of the refugee. For the participants in the Group 4, the refugees, to provide security, an additional project supervisor was invited to be an independent observer. This inclusion of an independent observer also aided the interview process if there was any linguistic misunderstanding, with the project supervisor acting as a translator if the participant had problems in understanding. Moreover, the strategy also was informed by ethical considerations, see section 3.5. Each participant was given a consent letter and information sheet (Appendix C2), prior to the interview, so that the individual was fully informed about the research project and the procedure and could confirm they had voluntarily participated. Permission was also sought that the interviews would be recorded by voice recorder. Finally, the participants were asked to complete and fill in the post-questionnaire as part of the interview process.

3.4.3.1. The Main Interview Format

Throughout the interview, an open mind was maintained, so if an area of interest emerged it could be investigated. To achieve this, the interviews were free flowing conversations which explored the opinions, perceptions, meanings, and experiences of the interviewees. This meant that the interview was often participant-led in terms of the direction of the conversation. The topic guide as advocated by Saunders et al. (2016) was used for the preparation and guidance for the interview conversation and was disclosed to the interviewee in advance.

This interview guide included key questions which was guided and related to Ager and Strang (2008) framework.

Summary of Project Figures	Project	Number of Participants	Duration of Interviews
	Bonn	10	12:45
	Hamburg	6	06:06
	Metropol Region - Wiesbaden	6	06:36
	Bammental	5	04:21
	TOTAL	27	29:48

Table 3.7.: Interview Schedule

The interview protocol commenced with an unstructured question, which encouraged an open conversation, which was divided into three stages. The first stage focused on the key questions related to refugee integration. These questions included: What is your personal understanding of integration?, What are the indicators / criteria of success, for example: success from a social vs. economic perspective?

The next stage had questions focused on enabling the participants the opportunity to provide a rich insight into the theme of refugee integration. These questions included: What role do the personal requirements/ attitude of the refugees/ locals have, for example: age, gender, education, language and skills? What could have been done to improve social and economic integration for your project? What have been the obstacles to success? What would you see are the factors of success, and how important are they as an indicator of refugee integration, and why?

The final stage was a series of summarised questions developed to conclude the interviews in a meaningful way and to give the respective participants the opportunity to highlight areas of particular interest or importance. For further details see appendix C1. Once all the participants perspectives had been understood and the meaning clarified, it was recognized that saturation had been achieved.

Leading from the interviews, the participants were invited to complete a post-interview questionnaire to fully understand the insights generated from the main study. The first questions in the post-interview questionnaire had a

scoring of 1-6, while the subsequent questions have a rating from 'very important' to 'uncertain'.

It should be noted that due to the different education levels of the participants it was difficult to always ask the same question, and at times the question needed to be reworded. Reflectivity and reflection of the participant's experience was an important facet of the study. Many participants thought intensively about their field of work through the type of questions they were asked.

3.4.3.2. The Focus Group Interview Format

Pyett (2003) contended that a 'critical reference group' can be established to *validate* qualitative findings. This group in this study critically examined the results generated from the main interviews to ensure that the conclusions and findings were trustworthy and dependable. The group comprised of three project leaders of the respective projects. The group was asked to comment on the findings.

3.5. Data Analysis

All of the interviews were audio-recorded and transcribed, before being analyzed using a content analysis and coding strategy (Miles, Huberman, & Saldana, 2014). The interpretation of the data was conducted immediately after the data transcription was completed, to ensure that the essence of the interviews is accurately captured (Lincoln & Guba, 1985). The strategy enabled the identification of patterns and themes from the qualitative data which were then assigned to the integration model according to Ager and Strang's (2004, 2008) core domains. Due to the volume of data, it was decided to use NVivo to support this identification of patterns and themes.

In qualitative studies, the most important phase of the research is the analysis of the data (Krzaklewska 2010; Gibbs, 2008; Coffey & Atkinson, 1996; Coffey, Beverley, & Paul, 1996). In analysing the data, it was necessary to assure that the findings generated were trustworthy in nature (Nowell et al., 2017, Lincoln

& Guba, 1985), therefore a thematic data analysis approach was adopted (Clarke & Braun, 2015). In using a thematic approach, individual codes were used to group the data into themes, so that a coherent analytical story could be created, and the research questions can be answered in a meaningful way (Friese, 2019; Creswell, 2012; Lichtman, 2010; McLellan et al., 2003; Wolcott, 1994).

A bottom-up approach was deployed in the data analysis strategy, as it provided a context-free approach, as often the same word or code has very different meanings in different contexts. For example, the word 'employment' can mean a 'job', or 'financial independence', or an integration milestone or status in connection with citizenship and respect. If a top-down approach was adopted, this strategy would have proved to be meaningless, as the number of unexpected similar results could be very large, which would have limited the meaning of a coding strategy. Linked to this decision of using a bottom-down approach, another challenge emerged was that the participants meaning was provided in a particular context, and therefore had very different meanings. This also led to the researcher only using part of NVivo as the smallest nuances could have led to misinterpretation as the software may not detect these differences. As the process of coding began, the analysis procedure was initially based on a mind-map (Saunders et al., 2016) in order to establish an arrangement of ideas and categories. This process commenced with the qualitative data being grouped as part of the reviewing process (Saunders et al., 2016). As the process progressed, the data was labeled, with each label related to a particular idea, theme or concept. The study followed Saldana (2015) proposal of introducing a two-part coding process by creating the codes in a first cycle and summarizing and consolidating the codes in a second cycle. Initially, the first stage of the cycle involved categorizing and coding based on the existing literature. This resulted in the establishment of initial categories. Then in the second stage, new codes and categories were created, which is shown below in Table 3.8.

The mind-map in Figure 3.4., was then converted into a codebook (see appendix C4), which provided a summarisation of the key themes and the areas of interest. As described above, the creation of a mind-map was the first step, as the traditional ways of coding appeared not to be feasible. The

categorisation was an intellectual loop process by first colour-coding the content to create topics. The colouring and the categorisation were checked and then compared with each other. The topics from the intermediate mind-map were related to the research objectives and finally linked to the top-level codes (see Table 3.8).

Coding Categories (Nvivo)	Sub-Categories	Top-Level Codes
Research Objectives	Indicators	Indicators
	Projects	Projects
Gap's	Research Objectives	Indicators
	Congruent political Goals	Basic Understanding
	Congruent political Goals	Political Decision Making
	Congruent political Goals	Bureaucracy
	Congruent political Goals	Indicators
	Logic of Integration	Bureaucracy
	Logic of Integration	Economy
	Logic of Integration	Society
Formal Structure	Key & Sum-up Questions	Basic Understanding
		Political Decision Making
		Bureaucracy
		Economy
		Individuum
		Projects
		Society
		Indicators
		Basic Understanding
		Political Decision Making
	Bureaucracy	
	Economy	
	Individuum	
	Projects	
	Society	
	Indicators	
	Basic Understanding	
	Political Decision Making	
	Bureaucracy	
	Economy	
	Individuum	
	Projects	
	Society	
	Indicators	
	Basic Understanding	
	Political Decision Making	
	Society	
	Indicators	
Content of Integration	Research Framework	Basic Understanding
		Political Decision Making
		Bureaucracy
		Economy
		Individuum
		Projects
	Society	
	Indicators	
	Indicators	

No	Aggregation of Top-Level Codes to Areas of Interest
0	Basic Understanding
1	Political Decision Making
2	Bureaucracy
3	Economy
4	Individuum
5	Projects
6	Society
7	Indicators

Table 3.8.: Summary of the Themes and Codes

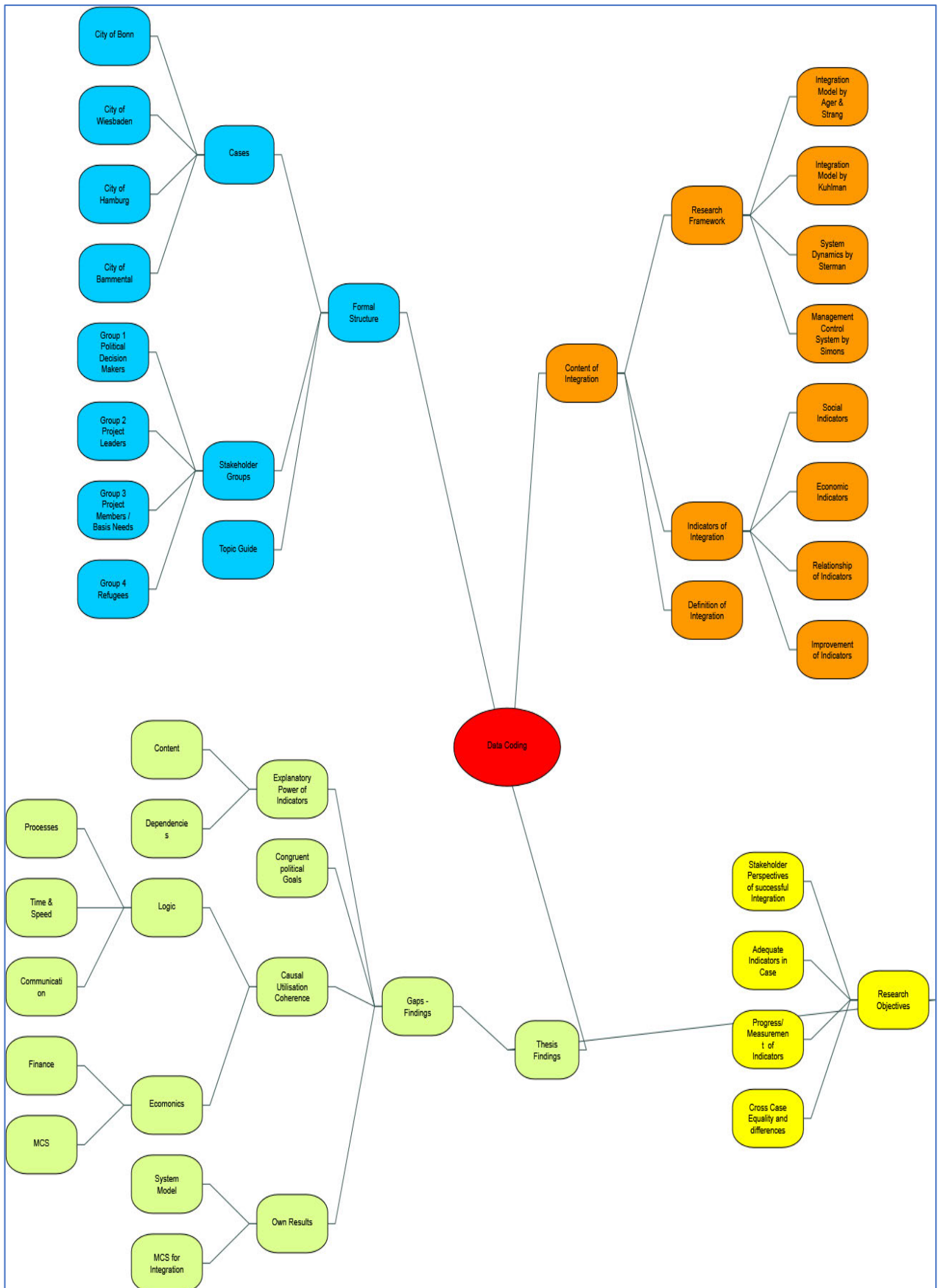


Figure 3.4.: The Mind-map of Coding

Finally, the data generated from the post-interview questionnaires was then consolidated into a 'summary' and used to present and support the qualitative data.

3.6. Ethical Issues

Undertaking research with individual participants, whether they were project managers, governmental representatives or refugees always presents challenges. The following section sets out and discusses the ethical issues surrounding this study. The research was conducted within the Principles and Procedures framework of the University of Gloucestershire (2021). This framework was informed by the British Educational Research Association (BERA) and the British Sociological Association (BSA).

Part of the researcher's responsibilities include ensuring the 'physical, social and psychological well-being of research participants should not be detrimentally affected by the research' (University of Gloucestershire Research Ethics Handbook, 2021), and the participant provides freely informed consent. To achieve this, as mentioned above, the study informed the participants of the nature and aim(s) of the research. The research protocol also included the rationale and purpose of undertaking the study, and how the results will be presented and used. The participants' anonymity must be guaranteed and they must be assured of the confidentiality of the data they will provide. This was achieved by providing them with a written summary of the research purpose and structure and checking that they understood and agreed before their participation started.

The power relationship between the participant and the researcher was also considered. The power relationship begins with the researcher, who is in possession of the information about the study, and the participants, who owns the knowledge and experience needed to perform the research project. To avoid this power relationship becoming problematic, the researcher ensured there was open communications throughout the interview (Bravo-Moreno, 2003). The participant was given the right and the opportunity to object to answering questions at any time during the interview process (Brinkmann &

Kvale, 2005), and the right to withdraw at any stage. Few and Bell-Scott (2002) further contend that during the interview process, the participant should be reminded, particularly during sensitive or intimate parts of the interview, about the nature of the study, the freedom to answer the question or to stop the interview. This was particularly the case for the refugees.

Participant anonymity and confidentiality was maintained throughout the study. Assurances concerning anonymity and confidentiality were given in writing, and repeated verbally prior to the commencement of each interview. Anonymity was achieved using a numerical naming convention and the inclusion of minimal personal information ascribed to any individual to protect their identity. Permission to record and transcribe the interviews was sought on an individual basis. Finally, the recordings were handled with care and stored securely. Confidentiality was enhanced by requesting an interview room at the project location, so that privacy was maintained and there were no interruptions.

As mentioned above, the study while being conducted in German, as the majority were German speakers, and therefore put to ease when the interview was conducted in their same language, for the refugees they were accompanied by a supervisor. The supervisor was invited to be an independent observer and to aid if required, if there was any linguistic misunderstanding, with the project supervisor acting as a translator.

3.7. The Reliability, or Trustworthiness, Dependability, Confirmability and Authenticity of the Study

To ensure that the research design was sufficiently robust, rather than addressing a specific hypothesis, Guba and Lincoln (1994) highlighted four criteria needed: creditability, transferability, dependability or bias, confirmability and finally trustworthiness.

Credibility refers to how believable or trustworthy the study's findings are. For research to have credibility, the researcher must represent the experience of those being interviewed so that they are understandable to the academic reader. This can be achieved through a number of strategies including constant observation, refocusing on those areas that are specifically important to the study, and returning to the narrative so that the participant can check and verify. To assist with credibility, Lincoln et al. (2011) and Guba and Lincoln (1994) advises researchers to ensure that the sample is authentic. In this study, all participants interviewed had a connection to refugee integration in Germany. The pilot study confirmed that the questions and the format could be explored with a purposive sample. Finally, the focus group permitted the findings to be rechecked.

Guba and Lincoln (1994) also advocate *labelling* to enhance credibility when coding the data, with the researcher constantly returning back to specific themes. In this study, a thematic analysis approach was used to code the data and an interview guide assisted participants to cover all the themes. The addition of the post-interview questionnaire also enabled the study to ensure that the content of the findings was credible. Participants were also given the opportunity to check the transcripts, so validating the narrative's authenticity.

Transferability enables future researchers to access the findings and use the approach adopted for later studies. Baxter and Eyles (1997), however note that transferability is less important to the qualitative researcher than credibility.

Dependability is essential for qualitative research. The study should ensure that trust in the research and the integrity of the narrative is assured. Dependability also relates to whether the findings are likely to be applied beyond this study, and like credibility, also ensures other studies can access the data for further analysis. In this study, the interviews were recorded, so that at any stage during the analysis the meaning could be re-assessed, but also field notes were kept. Although the recording can be seen as being intrusive, the process was handled sensitively with the participant's consent

being gained. This strategy enhanced the 'rich' content of the participant's experience, therefore enhancing the dependability of the study.

Confirmability is the degree to which the findings are determined by the participants and not influenced by researcher bias. Huberman (1994) considers that honesty, authenticity, and truthfulness are central to robust qualitative research. Honesty and truthfulness are important ethical issues as is being genuine or true to oneself is attained through providing sufficient context to convince the reader that the narrative has been presented in a coherent and honest way. In this study, the participants were requested to review the transcribed narrative, which assisted the confirmability of the findings. This was also supported by the inclusion of a third stage, the use of a focus group to confirm the findings.

3.8. Methodological Limitations

Compared with an empirical approach, an interpretative methodology can create difficulties concerning the authenticity and reliability of research data. To gain reliability, the requirement is that the research findings are repeatable (Willig, 2013; Johnson & Gill, 2010; Burr, 2015), but this can only be achieved by conducting a generalised study. However, even with the inclusion of a post-interview questionnaire, this reliability from a quantitative perspective cannot be achieved due to participants holding different worldviews. Hammersley (2016) acknowledged that reliability can be a difficult concept within qualitative research when individuals' have their own conceptualisations and perceptions, particularly when researching themes such as the integration of refugees. To overcome this, the data was continually reviewed to contextualise understanding the participant's perspectives to ensure the reliability of the study.

Credibility and justification of the research depends on identifying and highlighting clear gaps in perceptions between the participant and the researcher. To achieve credibility and to justify how the data is interpreted, the method used needs to pay particular attention to the participants' use of

language. To address this, the study was conducted in German, and permitted the participants' to freely express their understanding and perceptions without a language barrier. The inclusion for the refugees of being accompanied by a supervisor, enabled the individual to act as a translator. The researcher also kept notes and constantly returned to related literature related to refugee integration.

One of the challenges in qualitative research, particularly when using an interpretivist approach, is that the method produces an extensive amount of rich, interesting data to analyse. Separating out the data into themes can be considerably challenging. In this study, this challenge was addressed by creating a coding map.

3.9. Conclusion

The methodology was conducted using an interpretivist paradigm and a qualitative approach. A subjective ontological position was adopted, under which the epistemological approach was to create knowledge related to refugee integration in Germany. This was achieved by addressing the study's second and third research objectives. The second research objective was focused on whether the academic existing models presented by Ager and Strang (2002, 2004, 2008), Kuhlman (1991) and Gürer (2019) could accurately represent the refugee integration journey. By adopting a subjective research approach, the study using a subjective strategy was able to accurately represent the realities of the German refugee during the integration process. This included understanding the perspectives of various refugee stakeholders based on their experiences, then how these perceptions fit into the existing theoretical models, such as Ager and Strang (2004, 2008), Kuhlman (1991) and Gürer (2019).

The third research objective was focused on evaluating the experiences as to how effective is the refugee able to be integrated into German society, and how the progress could be measured and assessed. To achieve this, a qualitative perspective was adopted to understand what characteristics,

attributes and indicators are needed to be considered and monitored when integrating refugees into German society.

The study involved four integration projects with four different stakeholder groups which in total for the main study consisted of 27 interviews. Prior to the main study, the pilot interview was conducted which highlighted the need for a post-interview questionnaire, and then a focus group. The interviews were analysed through using a thematic data analysis by using NVivo. To assist in the process a mind-map was carried out group themes and enable ideas to be grouped using a bottom-up approach. The post-interview questionnaire and the focus group enabled the study to confirm the study's findings.

The study followed the Principles and Procedures framework of the University of Gloucestershire (2021), which ensures that the participants were fully informed, their identities were anonymised and were given the right to withdraw at any stage during the interview process. The data was stored safely, and the outcomes of the interviews were used for research purposes only.

Chapter Four Findings

4.1. Introduction

This Chapter addresses the second research question, which is focused on critically identifying and evaluating similarities and differences between the stakeholder perspectives in the four projects studied, compared to the existing theoretical models of Ager and Strang (2008), Kuhlman (1991), and Gürer (2019), in relation to refugee integration in Germany.

In addressing this second research question, the central purpose of the Chapter will firstly present the interview data by providing a critical overview of the integration projects. Leading from this presentation of the backgrounds of these four projects, the interview data related to the participants' perspective of what constitute refugee integration based on the Ager and Strang (2004, 2008) and Kuhlman (1991) frameworks will be presented. This will include a critical insight into these participants experiences, based on Gürer (2019) five stage integration process, to determine the refugee's journey encountered and whether these constructs have relevance and accurately enable the integration of refugees in Germany to be determined and achieved.

Leading from this critical review of the components associated with the social and economic integration processes, the Chapter will present the perspectives as to how integration can be assessed. Based on these findings, the Chapter will then move on to present the participant's perspectives as to how future integrated strategies from three perspectives: Federal, State, and local levels could be changed. Finally, the findings of the study will be summarised, highlighting the key areas and themes of interest. The next section, as mentioned above, will present the profile of the local integration projects and the stakeholders involved.

4.2. Profile of Integration Projects and Stakeholders

Before proceeding, it is essential to present the findings related to the experiences of the project managers who were actively involved in the integration of refugees, together with governmental officials, whose role included the settling of refugees in Germany, the representatives of who implemented the integrated policies in the host community, and recent integrated refugees. Reflecting this, the next section is dedicated at providing a summary profile of the four projects used in this study. Leading on from this, the stakeholders' profile will be presented.

4.2.1. Profile of the Study's Integration Projects

The study is based on investigating the Federal, State, and local levels of refugee integration processes in Germany, and to investigate these tiers of governance, this study contends that there are four hierarchical levels. The first level, is seen as being associated with the Federal and state levels, where guidelines, laws, and regulations are created and funding is allocated. The second level is associated with the local decision-makers and the associated administration. The next level, the third level are the integrated local projects, and finally, the fourth level consists of the project staff and refugees. The focus of this study is primarily focused on the perspectives on German refugee integration projects, which are situated at the third level, which is looking at the project activities in a local setting, and the experiences of those in the fourth level or category.

Each of the refugee integration projects in this study were aligned to the current local Federal and State political settings, for example, the majority of project participants were located in politically left-oriented locations: Hamburg, Wiesbaden and Bammental, and therefore it was assumed, and later confirmed during the interviews, that they were relatively strongly oriented towards a political agenda; while the majority of participants in the fourth location of Bonn, was more politically conservative, and was not politically active in terms of influencing their project.

Metropolitan Region / Wiesbaden: The project was focused on housing of refugees. The project was centred on the political environment which had been informed by an incident in which 2,000 demonstrators in 2017 protested against the influx of refugees, following the murder of a refugee in the municipality. The outcome of the incident led to the decision for the need to set up a project to provide further integration strategies focused on providing community neighbourhood scheme, designed around providing 'social housing', which is one of the domains of Ager and Strang's (2008) domains.

Bammental: This project focused on the integration of the whole community through providing open communication channels to provide and strengthen community cohesion. Part of this focus on communication was to address the issue around cases of reported racism, following the settlement of recent refugees. This increase in racism could be partly related to the local community reaction to the construction of new refugee accommodation, which related to Ager and Strang's (2008) identified need for the provision of housing. This local reaction resulted in a special emphasis being placed on how best to inform the local community, as to the needs of the refugees.

Bonn: The project in Bonn was focused on the emotional integration of the individual refugee, for them to have the 'feeling of being at home.' This could be linked to Ager and Strang's (2008) social connections of building bridges and social bonds. At the time of this study, the indicators on emotional integration and participation had already been designed and was about to be implemented by the project.

Hamburg: The final project was centred on providing employment opportunities for young refugees. This project was based on Ager and Strang (2008) markers and mean, component of employment. There were two reasons for this project to be focused on employment, firstly, from the point of view of the social administration, as the financial independence of the refugees was seen as being crucial, therefore once the refugee was financially independent, they could leave the social welfare system. Secondly, there was

a shortage of skilled workers in the local area, especially in the craft sector, which the local municipality wanted to address.

4.2.2. Profile of the Study's Stakeholders

The study drew on four stakeholder groups, which in total amounted to 27 participants divided amongst the four projects. These participants, were then categorised as follows:

Six participants were political decision-makers, three were refugees who had experienced the integration process, fourteen managerial staff, and finally four operational staff associated with the projects. It should be noted that other stakeholders, such as local residents, or employers, were excluded from the study as they were unable to explicitly provide the critical insight needed as to the integration process. However, some participants did highlight the importance associated with neighbours, like in the case of Wiesbaden, or employer representatives are involved in Hamburg, but stakeholder groups were again seen as being less relevant for the research design.

The refugees. There were three refugees from the Wiesbaden, Bonn and Bammmental projects. The refugees had, on average, been in Germany for about three years, and were able to communicate effectively German. Even though these individuals were proficient in German, the refugees had a German mentor present, so that they could assist in the formulation of the questions if needed.

Project Members: this group was made of project members who may or may not had a formal management role or function, which were classified as managerial or operational staff. Those in a management role were project leaders, project management or team leaders. This grouping also included the political decision-makers. These individuals were also a local level were volunteers.

4.3. The Components of Integration

In this section of the Chapter, the focus is on the components associated with the participants' understanding of the integration process. To understand the participants' perspectives, the thematic analysis approach used the categories proposed by Ager and Strang (2008). In reviewing the components of integration, the interviews commenced with the "markers and means" associated with the economic perspective, with a specific focus on the domains of housing, education, and employment. It should be noted that the domain 'health' was seen or perceived as being as an accepted norm, therefore was rarely mentioned or considered. The category 'social connection' was closely aligned or equivalent to a 'social perspective'. The categories 'facilitators and foundation' were more associated with a political and societal perspective and therefore, were also related to a higher decision-making level, for example, being made by Federal government.

4.3.1. What is Integration?

The study commenced by focusing on the perceptions to what constitutes integration for these participants. While the literature review indicated that the process of integration was formulaic and almost "bureaucratic" in its essence (Phillimore, 2012; Korac, 2003; Bulcha, 1988), particularly as how the refugee's adaption could be achieved in the host country, this study found that the process to be effective needed to be more humanistic, therefore its definition of successful integration needed to be more holistic, and not simply focused on one domain. This holistic perspective was captured in the phrase 'feeling at home', where the refugees were able to build bridges' in the host country. To achieve this, there was a need to have more than one domain focused upon. This perspective was captured by the Wiesbaden Project Sponsor, who highlighted that integration needed to build bridges:

'We have to develop a [future] vision for the entire society; we have to build bridges - each from his [or her] own side [refugees

and members of host society] - to form an integrated and unified society' (Wiesbaden Project Sponsor, 03-06-04).

This perspective of Wiesbaden Project Sponsor was supported by the Bonn Project member who highlighted the need for an independent life but can only be achieved by having flexibility as opposed to being *bureaucratic*.

'In the end, it is of course the [end goal is for an] independent life, [and] the self-determined life that makes it possible here as well... So, integration in the end means participation for me.... And [this is] the prerequisite for such participation. There is of course in a certain form of willingness to compromise, a motivation and to be flexibility' (Bonn Project Members, 01-02-08, 01-02-09).

This perspective of 'feeling at home', as mentioned above was closely associated with the social connections of Ager and Strang (2008), but was missing from the original model. There was not one domain that could accurately represent this criterion. Interestingly, about half of the German project participants, in this study, who had a church or religious background, identified that social identity needed to have the perception of 'feeling at home'. Part of this could be related to providing social, societal and employment equality access and opportunities to all refugees. This was demonstrated by the German project members, who emphasised the need to avoid the usage of obvious nuances or discrimination, such as the asking the question 'Where are you from?', as it assumes the person is an outsider.

To emerge from the findings were also the fact that there was a perception that those participants who were related to the project, saw the Federal government did not provide accurate guidelines, laws and regulations as to how the integration process should occur, and not simply focus on migration. The other theme which emerged as to the integration process was associated with the methodology and means to assess the effectiveness of integration process. These two themes will be presented later in this Chapter. The next

section will then present the Ager and Strang (2002, 2008) model, commencing with the social connection.

4.3.2. Social Connection or Social Perspective

The findings of the study firstly focused on the social connection, in relation to administration and accommodation of the refugees, comparable to Ager and Strang's (2004, 2008) domains such as housing, health, language and cultural knowledge, including the compulsory schooling for children. The interviews revealed there were no Federal or State guidelines as to how the social structure of the integration process could be achieved, therefore the investigated projects needed to develop their own strategies, which often involved engaging with other voluntary organisation connections to help the refugees, to act as mentors.

'You shall measure them [political decision makers and local authorities] by their actions ... we can only do it with [refugees and projects] people. They achieved great things [as mentors, even though voluntarily] when the state failed' (Political Leader Berlin, 02-07-06).

The study also drew on the post-interview questionnaire, to understand the relevance of the social connection as how the refugees' basic needs were being achieved. The questionnaire focused on how important basic needs of the refugee were rated compared to attaining social connections or attaining the necessary language skills and feeling safe / secure, or the desire to gain the rights of citizenship. The findings indicated that the most important attribute was the need for social connection, becoming proficient in the host language and having a secure and safe environment. Basic needs and citizenship were not seen as important, in fact citizenship was seen as being almost irrelevant, as the Federal government held the perception that refugees would voluntarily return to their home country once the conflict which led them to flee had ended.

This was encapsulated in the view of the Political Leader from Wiesbaden:

‘We’re just not ready to accept that everyone will end up staying here, [anyway] that’s the political rationale for saying that if people are only to be offered temporary protection and then have to return to their home countries, then integration isn’t so important’ (Political Leader Wiesbaden: 03-07-06).

Question 4: Please evaluate the importance of the following factors for improving the integration performance in your integration project.						
Data Origin	Question No	Topic	very important	Important	not important	Uncertain
Overall Projects	4b	Social Components				
	4b	Basic Needs	8	12	1	
	4b	Social Connection	17	4		
	4b	Language & Safety	18	3		
	4b	Rights & Citizenship	11	9	1	
	4b	Other (please specify)	1			
Ratio in percent			64,29%	33,33%	2,38%	0,00%

Table 4.1.: Social Components of Integration

For Ager and Strang (2008), and Kuhlman (1991) assumed that the State tended to create the conditions for social connections, however these authors did not provide a guidance as to how this could be achieved. Furthermore, as mentioned above the Federal government did not have regulation or provide legal guidance to how refugees to be integrated, as the focus was seemingly focused on migration as opposed to refugees. Even Korac (2003), who studied governmental programmes as to refugee integration from an academic perspective, did not really provided the critical insight into how Federal and State government can effectively guide and inform refugee integration. This gap of knowledge, then became the centre of attention, with the interviews focusing on the perception of Federal government support.

4.4. Perception to Federal Government Support

From the studies published by Ager and Strang (2008), Kuhlman (1991), Phillimore (2012) and Korac (2003) there was an assumption that there are governmental programmes established, which implies that there are guidelines which inform and direct local projects. However, in this study, these guidelines, regulations and associated legal requirements were missing at the Germany Federal and national State level. This was seen with the perspective of the political leader from Wiesbaden, who saw that there was a need for a more pro-active support:

‘The answer to the question which must be given in the longer term, [for example] how do we organise integration on a permanent basis... I believe that the federal government in Berlin has to respond and has the ultimate responsibility’ (Political Leader Wiesbaden, 03-01-05).

The perception of the political leader from Wiesbaden was based on the lack of any common vision, no harmonised definitions, and categories or domains which needed to be followed when integrating refugees, which really needed to be established and passed down from Federal level. There was also a lack of data which could be used to determine the effectiveness of the programme. The result was that projects tended to be focused on certain domains, and not providing a holistic refugee experience. This could be attributed to the fact that decisions were made at a local level, without any real Federal guidance, and tended to neglect or omit the individual perceptions or experiences of both refugees and those who are dealing with these individuals who operate at a project level. This can lead to refugees not being successfully integrated as important components or domains, which for the political leader from Bonn saw as important to include:

‘For us [here at the local level], of course, a society without exclusion, discrimination, Islamophobia, and anti-Semitism needs to be avoided, and therefore it is incredibly important for integration

and migration for an intercultural society to be created (Political Leader from Bonn, 1-1-17).

The study then moved onto understand the perceptions towards political decision-makers and their priorities. To achieve this, the study focused on the social cohesion of what integration offered, for example providing value to society, where the refugee becomes a taxpayer or not needing to be dependent on the social welfare system. For the political leader in Wiesbaden, the focus on integration of refugees was on the need for social cohesion:

‘So, I would say that the overarching political [and Federal] objective is simply the cohesion of society. So, we simply want to a society in which, as far as possible, everyone is somehow in exchange with everyone. And that, of course, life brings something, too, of course, if people find work here too, especially in times of a shortage of skilled workers, paying taxes, et cetera. That is then also a direct economic advantage’ (Political Leader in Wiesbaden, 3-7-06).

This perspective of the political leader from Wiesbaden was shared by the Hamburg Project member, who highlighted the importance of the refugee attaining financial independence, and how this domain assists in the integration process:

‘The goal for federal, state, and local level is to qualify these humans [refugees] in such a way and on an individually suitable level that it can earn its living here on a long-terms basis with its work... Financial independence and as side effect naturally also in the society arrives’ (Project Member Hamburg, 2-2-03).

This theme of financial independence was seen also in the comments of the Wiesbaden’s Project Sponsor, who highlighted that attaining financial independence meant that they become less of a burden on the welfare state:

'In contrast to this [the vision of society cohesion] are the local authorities' approaches regarding integration: respectively definition and focus of these approaches, which appears to be much more small-scale and pursues the goal of *getting out of the social welfare system*' (Project Sponsor Wiesbaden, 3-6-04)

From the comments of the Wiesbaden's Project Sponsor, it is also possible to see that there is a potential mismatch between Federal, State, and local levels and goals. This mismatch can lead to different integration strategies being implemented across Germany, which can result in different outcomes and success rates. Arguably, the integration strategy should be initiated at Federal level, with directives, guidelines, laws, and funding then passed down to State, local and then project levels.

4.4.1. Federal Level of Finance and Funding

Leading from the findings associated with the Federal government's involvement, the study then progressed to investigate the funding of the integration process. It should be noted that financial resources provided by the Federal authorities to support integration in Germany for the years 2015-2020 was estimated to be approximately 5 billion Euros. From the interviews with the project teams, it seems that financial resources were accessed and made available through requests from the project. This mechanism for accessing financial resources, introduced two emerging themes, the perception associated with no top-level strategic planning at Federal government, and that funding was often seen as being inadequate. The first theme was associated with the perception that there were no Federal top-down planning processes which provided directives and guidance for the projects, therefore no support was available or provided, example assistance needed to create the necessary services to meet specific needs or challenges. Secondly, the funds could only be partially requested as there was no Federal guidance set out as to how to access these funding pools:

'Federal government in 2017 could not spend all of the money that was reserved for refugees; [a majority of] over 5 billion Euro' overall budget [could not spend] (Project Leader Bonn 01-03-10).

As the interviews progressed as to investigating the challenges associated with funding, the theme for the need for have emergency Federal assistance emerged as being critical at the beginning of the refugee crisis. This included funding and finance for initial medical care, the establishment of camps and accommodation, the provision of compulsory education for children, and language courses for adults. However, the participants highlighted that there was no established Federal plan or strategy in place for accessing funds or how the budget for these services and amenities could be accessed.

The participants also highlighted that there were no individualised plans or strategies set at Federal or State levels to accommodate the individual needs of the refugee, but instead what was provided was a generic solution, which ignored the individual refugee background and circumstances, meaning that the potential outcome may not be suitable for the refugee. There was also the perception that without an individual plan or any recognition at Federal level, that there was also no way to accurately measure the effectiveness of using funds during the process of integrating refugees. This could be seen with the perception of the Bonn's Project Leader:

'The minimum goal [for an individual refugee] is, of course, the wish is for all of them, that they should become financially independent and not make trouble [involved in criminal activity]. That was the minimum target for the refugees. ...the change in performance [duration of language acquisition or employment comparing to the local population] is not measured anyway. So, if you don't have a goal, you can't measure a change in performance' (Project Leader Bonn 1-5-01).

When asked as to what means and methods were used to measure the efficiency and the effectiveness of Federal funding, the response from the project teams were that there was no mechanism for judging or assessing. This

included the lack of performance management as to assessing the integration process from a refugee-to-refugee perspective as to their individual journey, or from the comparative local, State and Federal levels, where the refugee is compared with the local population. This could be based on looking at employment or unemployment rates, the duration to find a job or reported criminal offences or being a victim of crime. The project leader from Wiesbaden, encapsulated this, by the lack of monitoring:

‘Performance management at Federal level or even at local level...
Nope. There's no such thing’ (Project Leader Wiesbaden 3-5-01).

4.5. Assessing the Economic and Financial Independence of the Refugee

Partly linked to the need to assess the effectiveness of the refugee integration process, the study moved to determine how to ascertain the refugee’s progress in gaining economic and financial independence, by drawing on the interview checklist, as shown below in Table 4.2. The post interview questionnaire asked the project team participants to rate whether a strategic target or a strategic risk dashboard was important, compared to a performance toolkit, or management of alternatives of economic indicators. The findings of the study indicated that the project team saw management of alternatives of economic indicators, strategic target dashboard or performance toolkits as being the most preferable. These pre-interview findings then informed the interviews, which found while there were no existing means to assess the integration process, there was a recognised need for this form of assessment:

‘Management systems.... We have an incredible number of control indicators, but, as I said, for control. That’s not one now, so that’s classic controlling, but it is not a goal now [for an individual measurement or comparison of refugees]. But of course, we have goals, which are the integration rate in progress as an example. We have goals (integration rate), that would be the topic of training places. There are some parameters that you can be used: for

example, how long are people [refugees] unemployed' (Project Member Hamburg, 2-2-03).

Question 4: Please evaluate the importance of the following factors for improving the integration performance in your integration project.						
Data Origin	Question No	Topic	very important	Important	not important	Uncertain
Overall Projects	4c	Social Components				
	4c	Strategic Target Dashboard	5	10	2	4
	4c	Strategic Risk Dashboard	3	10	4	4
	4c	Performance Toolkit	5	11		5
	4c	Other (please specify)	1			
Ratio in percent			22,62%	48,81%	9,52%	19,05%

Table 4.2.: Assessing the Financial and Economic Components of Integration

4.6. Refugee Journey

While there is clear evidence for the need to assess the progress of the refugee's progression, which is currently not readily available, the study then focused on understanding the actual journey of the refugee. The rationale for this, was that to fully understand the monitoring of the integration process, the progression route needs to be fully understood.

Therefore, to understand and to monitor the refugee's journey, the study focused on the experiences of the refugee and those of the project teams. The refugees were interviewed as to their journey up until they entered the labour market, as this was seen as being when integration had been achieved. In recalling the journey, the interviews revealed that the Federal government prerequisite of qualification accreditation had been a major challenge and barrier which had prevented the refugee in gaining suitable employment. The refugees highlighted the need for accreditation of qualifications to be more sympathetic and to be recognised over an extended period of time, so that adequate work can be attained. The refugees also noted that they wanted to gain greater financial independence from the State's support, by taking up work, and not to be dependent on external authorities, but the current Federal requirements were not designed around refugee integration and were seemingly more devised toward those newcomers seeking migration.

From the project perspective, these individuals saw those refugees as being able to resolve the skills shortages in Germany, as they often possess the necessary experience. However, even though all the participants in the projects had an interest in the refugees taking up work, there were a lot of requirements and criteria needed to be met before the refugees could gain employment or work, which partly contradicted the refugee's perspective. For example, the project team cited the need for the refugee needing to attain adequate level of language skills, as well as possessing the recognition of qualifications which were compatible with Germany. For the project team, like with those in Bonn, it was assumed that it would take on average about 3-5 years before employment would be possible for a newly arrived refugee.

'So, labour market integration is already the key in this respect. A lot has to happen for it [the inclusion of language and cultural knowledge acquisition, recognition of qualifications] to succeed at all...' (Project Leader Bonn 01-05-01).

To understand the perspectives of the refugees further, and then the project team, the interview data were able to construct the journey of the refugee, and their progression in the form of a sequence of integration, as shown below in Figure 4.1. This journey was informed and inspired by Gürer (2019) five stage integration process, which advocated that there is a *pre-arrival stage*, the *first contract with the official process*, then the *official integration process*, before the refugee enters the *entry point* and finally, the *long-term participation in society*.

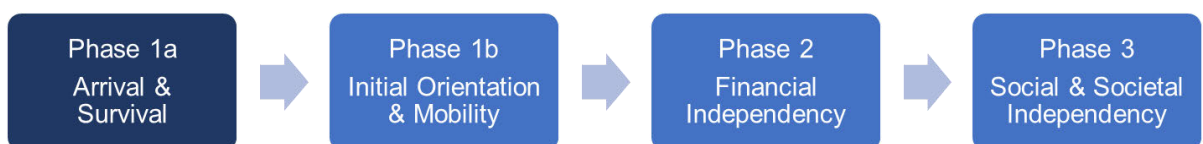


Figure 4.1.: Sequence of integration

4.6.1. Phase 1a – Arrival and Survival

The sequence of the refugee journey for this study commenced with phase 1a, which represented the arrival stage in Germany, which often involved to varying degrees of intervention and participation at Federal and State government, the local authority and at the project level. This phase covered the emergency aid needed when the refugee first arrived, and included 'medical protection of both the refugee and the local population against any diseases' (Project Leader Bonn 01-05-01). The first phase ended with the refugee being allocated to a region or city, as they left the refugee camp and went to a temporary place of residence. This first stage was encapsulated in the perspective of the Bonn's Project Leader:

'So right at the front you need emergency aid [at the early arrival stage]. A roof over their head, what to eat, medical care, clothes, classic emergency aid, what is needed at the moment and everyone [the refugees and the German administration] is also interested in seeing a doctor in time so that they don't drag anything into the country' (Project Leader Bonn 01-05-01).

It should be noted that the pre-arrival of Gürer (2019) five stage integration process, was not seen as relevant, as there were little or no Federal, State, local or project involvement. Furthermore, the reasons for the conflict or crisis was not seen as being of particular importance to these bodies.

4.6.2. Phase 1b – Initial Orientation and Mobility

The next part of the first phase of integration, phase 1b, started with the commencement of attending language courses, designed around equipping the refugees with the essential language skills and cultural awareness of the German culture. This stage's importance was shared by the Bonn's Project Leader 01-05-01; the Project Leader in Bammental 4-5-01, 4-5-02, and Project

Leader of Wiesbaden 3-5-01. However, while there was a consensus of the importance of these two programmes, the level of German language proficiency was unclear. Almost all participants with managerial functions in a project, mentioned that language acquisition was important and also a necessity for the refugee to be integrated successfully. However, it was also recognised that the level of German proficiency was dependent on the individual, and their future need or role, which is often not considered at Federal level. For example, B1/B2 certificate was perceived as sufficient for everyday communication, and was adequate for someone who was doing manual work, while for someone in the role of a medical doctor, the level of German would need to be at C1/ C2. Without this consideration, the integration process could not successfully be achieved, as the individual would not possess the correct level of language proficiency:

‘The requirement is C2 [language certificate for all refugees, independent of a past pre-qualification or future employment plan] ...for someone doing cleaning duties, like a clean lady. She doesn't need a C2. Success is proven when she can communicate with colleagues in her field of work to the extent that she can do her job. This is her career. Maybe she needs B1 or B2... and if you measure her, she's successful' (Project Leader Bonn 01-03-10).

The phase ends with the refugees being able to live relatively independently, for example doing the shopping, therefore having achieved initial autonomy, but many still needed some help or assistance, such as financial support from the authorities. This stage may also include organising schooling for the children:

‘But at the latest when I arrive in the municipality [from the initial arrival camp to the (final) destination of living for refugees], the German course is due, the children have to go to school' (Project Leader Bonn 01-05-01).

From a refugee perspective, Phase 1b of initial orientation and mobility, this stage was symbolised by encountering various challenges and frustrations. For

all the refugees interviewed, the process of undertaking the orientation part, like the checking of qualifications and undertaking the language programmes, took a very long time. This was demonstrated by one of the refugee participants, who recalled losing at least one year due to needing to wait for the commencement of language training, but then having to repeat the process again, as they had moved to a new locality, indicating a lack of administration and monitoring.

‘...and then we learned the alphabet [in the initial arrival camp].
And then we were here in Bammental [final destination of living].
Then we learned alphabet again’ (Refugee Bammental 04-04-04).

For the refugees, there was also the questioning as to why certain providers of established services, followed particular methods and strategies, as often these compulsory services did not appear to have any quality checks. For example, as to the pedagogical competence of the language tutors, the quality of the learning content being delivered, or even as to the learning speed. The main difficulty seemed to be related to the almost generic prerequisites or assumptions made for learning the language, which had led to some more competent students becoming bored, while others could not keep up with pace of the programme.

[Interviewer:] ‘You [as a refugee], as someone who has studied, are in the same [language and cultural knowledge] courses as someone who is illiterate... [Refugee respond:] Yes, I meant that’ (Refugee Bonn 01-04-05).

4.6.3. Phase 2 – Financial Independency

The second phase of gaining financial independence, for the Project Leader from Bonn and the Bammental Project Member, was dependent on the refugee gaining or mastering a certain level of language competency, and also

had settled into suitable housing. The phase ended with the refugee finding suitable employment, which then led to the individual attaining financial independence, as they are able to support themselves and other dependents:

‘...then they [refugees] slowly need an [single] apartment [and not a mass accommodation like the initial arrival camp] where they can close the door behind them. And the increasing autonomy about the way they organize all their everyday life’ (Project Leader Bonn 01-05-01).

4.6.4. Phase 3 – Social and Societal Independency

With the increase of financial autonomy and self-confidence, the third phase of participation, Phase 3, the refugee then moved into the social and societal independency stage of integration, where the individual can take up employment / paid work, have leisure time, undertake sporting activities, and engage with cultural and political activities. In the case of children, this phase tends to begin slightly earlier in Phase 1, via attending kindergarten or through schooling. For the Project Member from Hamburg, this stage was linked to the ending of state support and the reduction of emotional stress levels amongst refugees, as they begin to fully integrate into German society:

‘One also speaks of stress. This level of stress decreases when certain parameters come together. Family reunion has been clarified. They are no longer in the large [mass] accommodation. You are now in your own accommodation [single apartment]. You now also have the financial opportunity [refugees get their own money due to social welfare or first employment] to sit down. And then they come down a bit from their stress level, from their emotional stress level’ (Project Member Hamburg 2-2-04).

Underlying this perspective of the Hamburg Project Manager, was the need for an individual integration plan to be designed for each refugee, but also

instigated at Federal level. This individualised plan should be regularly supervised, to ensure that the milestones and targets are monitored and achieved. This theme of potential integration indicators will be presented in the next section.

4.7. Integration Indicators

Based on the journey of the refugee above, this section focuses on investigating the indicators which could be used to assess and monitor the effectiveness of the integration process. It should be noted that from the participants during the interviews, the models, and frameworks of Ager and Strang (2008), Kuhlman (1991) and Gürer (2019) only informed the interview process, and the content of the methodologies were not disclosed to the interviewees. Furthermore, none of the sample had mentioned or referred to these concepts. However, as the interviews progressed it was possible to map the interview data to the various domains, for example, the economic perspective can be assigned to Ager and Strang's (2004, 2008) 'markers and means', the social perspective of the findings, to the 'social connection' level, and the political perspectives to 'facilitators', and 'foundation'.

4.7.1. Existing Indicators in the Field

All the project teams stated that the institutions and projects used data and indicators which were aligned to the data generated from Federal Employment Agency. However, the projects and policy makers had only access to aggregated data, and did not enable them to drill-down to an individual level, therefore only provided a generalised high-level perspective. All projects did have access to statistical indicators regarding unemployment rates, education status and household size, but again the data was only available at a regional high-level and could not be used to focus on the refugee participation. In addition to these common indicators of integration, there were also project-

specific indicators, which differed from project-to-project, therefore provided an inaccurate picture at State or Federal level.

Metropolitan Region / Wiesbaden: All project participants in this region were sure that their project had no dedicated indicators. The only indicators used were set out by the political decision-makers as to housing of the refugees, so that any creation of a ghetto could be identified and then dealt with. Other integration domains were seen as unimportant.

Bammental: All the project participants in this area agreed that the project had no dedicated designed indicators. Instead, the political decision-makers had pursued an intensive communication concept, to strengthen community cohesion and to address any potential political radicalism. Again, like Wiesbaden, other integration domains were ignored.

Bonn: All project participants in Bonn, noted that the Bonn project had been designed and introduced its own indicators. The social and societal indicators were qualitative in nature and attempted to capture the individual refugee's integration performance. This was achieved by chronologically reviewing the refugee's journey through the sequence of integration milestones. However, at the time of the research, although the indicators on emotional integration and participation had been designed, no results were available. Furthermore, no indicators could be identified among the political decision-makers, which indicated that these indicators were aspirational and retrospective, as opposed to providing real-time information.

Hamburg: This was the only project with an administrative link to the Federal and State governmental organisations and their objectives. However, even in this project, all project team participants had noticed that the data was being used systematically and did not provide a refugee or project perspective, even though the original data producer, the FEA, was part of the project. What the participants did indicate was that several of the indicators used could assess the effectiveness of the integration process, but this data was not available for the project to use.

4.7.2. Groups of Indicators – Understanding of the Participants as a Comprehensive Integration Indicator

The participants were asked as to their opinions on the use of comprehensive indicators, as to being a means to assess their projects effectiveness. From the interviews, three groups of indicators emerged as being suitable means to assess refugee integration: statistically quantitative indicators, qualitative indicators and mixed or comparable indicators. The qualitative indicators were generated from datasets characterised by needing to gather conceptualised qualitative data. The classical quantitative indicators were based on data sourced through statistical means, while the mixed or comparable indicators were more focused on comparing local and refugee data, like employment rates or victim of crime data. The next section will focus on the classical quantitative indicators, before presenting the project team's perspectives as to the qualitative and comparative indicators.

4.7.2.1. Classical Quantitative Indicators

Most of the project team participants, and particularly those who held a management function or role, identified several key *classical quantitative indicators*. The first category of a quantitative indicator was those collected mainly by the government agencies, e.g., on the employment or job data, victim of crime data, educational levels, having their own apartment, children in school and possessing the correct qualifications. These indicators can be seen as being equivalent to Ager and Strang's (2008) category of 'markers and means', particularly as to the domains of employment, housing, and education.

The second type of quantitative indicator were associated with existing language levels, and those who achieved A1 to C2 qualification in German proficiency. This indicator was also aligned to Ager and Strang's (2008) domain of 'language and culture'. This need for a quantitative indicator, was encapsulated by the Bonn Project Leader, who stated that:

‘Integration, that is achieved when people can speak German, when they have understood our culture and have internalized it to such an extent that they no longer touch everything...Level assessment from A1 to C2’ (Project Leader Bonn 1-5-01).

4.7.2.2. Qualitative Indicators

The second group were the *qualitative indicators*. Even though qualitative in nature, most of these indicators could be gathered through conducting a conventional survey or questionnaire. These qualitative indicators tended to be related to the social experiences between refugees and the citizens of the host country. For most of the project team participants, again particularly those who held a management function or role, highlighted three important types of qualitative indicators.

The first category identified was the need to assess ‘social contacts.’ The social contact indicator was based on measuring the interactions between refugees and the citizens of the host country, e.g., having German friends, belonging to German WhatsApp groups, or being a member in a sports club. These indicators can be measured via a survey or questionnaire.

The second category was related to ‘emotional integration’, which represented the refugees’ emotional situation, especially regarding their ‘feeling-of being-at-home’. This qualitative data could be gathered via some form of ‘customer-based’ satisfaction survey or questionnaire, which may include the incorporation of other themes such as the desire to stay in Germany, wanting or seeking naturalisation, or wanting to apply for family reunion.

The third category was linked to the personal characteristics of the refugee, and the individual’s participation within the host society, e.g., level of openness, preparedness, willingness, acceptance, and tolerance, themes which had been highlighted by Kuhlman (1991). In illustrating this, the Hamburg Project Leader stated:

'I believe that the very first thing is how a person perceives himself [herself], how he [she] feels and how he [she] has arrived in society' (Project Leader Hamburg 2-2-05).

4.7.2.3. Mixed or Comparative Indicators

In the third group, were the *comparative indicators*, which are also, for the most part, non-surveyed based. These indicators would show the differences between the refugees and the citizens of the host country through gathering the data from known statistical sources, but then permit the project, the local authority, then at State and Federal levels, to drill down into the data. This study found that half of the project participants, and mainly those in management roles, were able to identify the importance of having this form of indicator. For these participants, there was a need to have data on housing, equal opportunities, on the social connection of the refugee, and then for the project to be able to compare the dataset with the local population.

The political leader in Wiesbaden identified the need to assess whether the housing and local amenities were equally available for the local population and the refugees. This need for comparative data on equal opportunities for housing was also important to the Bonn project, while the project leaders in Hamburg identified equal opportunities in the labour market as being essential. Finally, for Bammental, the project identified the need for comparative data on women integration into the community and the measuring of cultural awareness training. For the Political Leader from Wiesbaden, these indicators needed to cover several themes or datasets:

'The two criteria I can think of are, on the one hand, the housing situation. In other words, someone lives in a kind of ghetto, where he [she] is surrounded only by his [her] own people, who also isolate themselves a little. Or is someone somewhere at home in a well-mixed area, where he [she] also has contacts to local neighbours and so on. And the second, of course, is in Germany, I would say, participation in club life, in everything that has to do

with it. I mean, we have so many clubs, [membership in voluntary] fire brigades, something else' [a lot of participation opportunities] (Political Leader Wiesbaden 3-7-06).

4.7.2.4. Additional Indicators

To emerge from the findings also, but from a refugee perspective, was the need for some form of a special comparative indicator related to the speed of language training. This emerged from the interviews and the refugee journey, which was encapsulated by a Wiesbaden refugee:

'I lost eight months to learn German at all.... language is an important indicator. And if I lose eight months [due to administrative inefficiencies] it's not good. ... If in courses in which language is studied it makes sense to distinguish qualification profiles, i.e. to put the academically trained into their own course and the illiterate into another course, everything basically refers to the language indicator' (Refugee Wiesbaden 3-4-03).

4.7.2.5. Summary of Potential and Existing Indicators

In summary, the study found that the indicators used needed to be expanded on and to include a quantitative, qualitative, and mixed or comparative means of assessing the effectiveness of the integration process. The study also found these indicators were driven by the local or at project levels, as opposed to, by Federal government, and there was no standardisation. The interviews found that for the project team participants 'markers and means' such as housing and employment were important, which are closely aligned to Ager and Strang (2008) original methodology, however was very much informed by the local authority, as opposed to the Federal government. The language indicator was also seen as being important, and interestingly, some the characteristics associated with Kuhlman (1991) were also considered to be vital, as was social participation, a key theme of Gürer (2019). Finally, there was little

Federal or State involvement, and access to the means of drilling down into data sets and to do a comparative analysis was not available.

4.8. Future Integration Strategies

Building on the indicators perceived to be essential for refugee integration, the study then moved on to enquire what was needed to be introduced and then what were the potential barriers which would need to be addressed. This part of the study revealed that there was a consensus as to needing to have a Federal and State intervention, through creating the regulations and directives, which could then be cascaded through to local or project levels. Identified, were the inadequate guidance and infrastructure from Federal and State levels to effectively integrate refugees, and the project teams did not have a very clear idea of the strategic direction of Federal and State governments policies. There were calls for an overarching Federal vision as to how refugees should be treated and then integrated into society. In reaching this conclusion, the study proposed that the holistic strategy, vision, direction, and guidance should commence at Federal level. These directives should then be cascaded into State and local levels, whereby being more holistic, rather than appealing to the current political trends and concerns.

In presenting this concept of Federal directed vision, directives, and guidance, the Wiesbaden Project Sponsor noted the importance of needing to create a society based on a single vision, as opposed to different interpretations, which often produced a wide array of integration practices and outcomes.

‘The most important thing is the idea of having one society or having one vision... a society living together peacefully which experiences each other [refugee and local population] in its diversity as enrichment’ (Project Sponsor Wiesbaden 03-06-04).

Leading on from this theme of needing Federal directed guidance and directives, the interviews moved on to understand the implication to each of the levels of government, then as to the impact at local authority and finally at a project level. The interviews revealed that at Federal level, this tier of

government was the key financier of the refugee integration process, therefore budgets and funding was seen as being paramount.

4.8.1. Federal and State Level

To emerge from the interviews was that at Federal level, there was a need for clear strategic guidelines and budgeting accountability to exist which informed the overall decision-making process. In explaining the relevance of strategic guidelines, the interviews revealed that bureaucracy was a key concern and problem which prevent integration occurring. All the refugees highlighted the need for some form of underlying level of simplification of bureaucratic processes at Federal level, like for example to increase the speed of processing of applications, so that the integration process can commence earlier. This speeding up of the integration process could lead to the refugees being able to start their lives in the local community earlier, as opposed to being seen as 'outsiders' for a longer period of time. A key process which should be changed at Federal and State levels was associated with the recognition of overseas qualifications and experiences, which would assist the refugee to find employment and become self-sufficient:

'I think that I have lost about 1 year in recognition of my qualifications' (Refugee Bonn 1-4-05).

The project in Hamburg agreed with the perspective of the Bonn Refugee, and called for the need for greater simplification of the bureaucratic processes at Federal level. This included the adoption of electronic data and data protection requirements, because at present the process required the 'cooperation of 70 organisations without electronic data transfer generates great inefficiencies' (Project Leader Hamburg, 2-05-01). In expanding on this theme, the Hamburg Project Leader added there was a reliance on a paper-based system, which tended to slow down the process.

'Due to data protection regulations, no electronic data exchange can be conducted; cooperation takes place via paper documents' (Project Leader Hamburg 2-05-01).

The participants also highlighted the need for a consistent guideline associated with a standardisation of data but at Federal level. For the project team at Bammental who operated at a community-political level, these participants identified the need for clearer Federal directives and guidelines, as often there is misunderstanding of the requirements. This misunderstanding can lead to delays and conflict:

[Refugee] Statements: 'I lost my passport' [meaning that the administration could not check refugees birthdate; the refugee claims to be a minor in order to obtain simplified residence rules] or "I have an UMA [unaccompanied minors] ticket – so I'm 15', [the refugee looks like 25 years old man with beard] – needs to adjust some important details... nobody has a problem at all with accepting people, but they don't like to get fucked' (Political Leader Bammental 04-01-05)

For the project teams, there was also a recognition that the integration of refugees was not considered part of the current political agenda in 'Berlin', as often the Federal decision-makers tended not to have a shared or common objectives and guidelines which are linked to the State or local levels:

'The answer to the question which must be given in the longer term, how do we organise integration on a permanent basis... I believe that the federal government in Berlin has to respond' (Political Leader Wiesbaden 03-01-05).

Based on the perspective of the Wiesbaden's Political Leader, there was an indication of no unified Federal level instructions, guidance, directives, or regulations. Instead, there were various competences and responsibilities which have been devolved to local administration or project level, and

therefore are open to different types of interpretation and definitions. Often budgets were created at Federal level but then imposed or passed down in a generalised manner as opposed to being more individualised. This was the same for funding, as budgets were often based on the number of refugees, immigrants, foreigners, or asylum seekers, as opposed to their specific needs.

Other themes to emerge at Federal level included the need to change the guidelines associated with corporate responsibility and budgetary practices of Federal funds. Part of this can be linked to the inflexibility and a degree of strategic uncertainty at Federal level. This lack of strategic uncertainty was seen in the comments of the Hamburg project member:

'Strategic uncertainties [e.g., planning of 50 language trainings programmes next month; in fact, 50 iterations of different courses will be provided] ... actually being alert, that the first thing. Flexibility...then that would be a phone call: "watch out, here, watch out. That could be that we don't start." So, "let's do this, we'll move it around," I don't know, let say, "four weeks." [as four weeks after the language training commenced, 50 refugee learners were missing]. Then the carrier says, "all right". They are then set up in such a way that they do something different with the people... You have agreed a certain degree of flexibility with your carriers, so to speak, so that it is more suitable' (Project Member Hamburg, 2-2-03).

To illustrate this Federal and local disconnect, from a social context, the Wiesbaden's political leader highlighted the complex nature of real estate and the associated social costs, and how Federal government was out of touch:

'Real estate is a highly complex subject indeed, because of course we have many, so we basically have the directive that we want to rent decentrally and accommodate decentrally... we have rising costs in avoiding homelessness...But there is also poverty migration...Are they entitled to social benefits? ...And then we have

to accommodate them. Then we said. Hotel costs are rising. They [number of refugees] have tripled since 2010, I think...We said that we are doing property management that uses all the properties we have rented to accommodate refugees for the accommodation of people affected by homelessness' (Political Leader Wiesbaden, 3-1-05).

These findings are reflective of the work of Penninx (2009), who highlighted the need for decisions and actions to be integrated and consolidated throughout all three levels: Federal, State, and local, then finally to the project. However, despite the participants perception that Federal funding and finance was essential, there was a consensus that at Federal and State levels, there was a need to allocate funds based on individualised needs, which was dependent on the project's meeting the Federal government's directive for refugee integration. What also emerged was the need for some form of KPIs to be introduced, which could then be used at a local level, a theme covered in the previous section.

4.8.2. Local Level

The interviews then moved to focus on the local level. To emerge from the interviews was the theme of needing to have some form of mentoring and more importantly, the recognition that funding needed to be directed at Federal level. Reflecting this acknowledgement, the participants put forward several areas for improvement. These areas included the need to assess and evaluate the effectiveness of the integration process. The study found there was a perceived absence of any shared Federal guidelines, which had led to individual guidelines at a local level being created. Consequently, these local level integration policies tended to address local political needs and priorities, as opposed to national needs.

This disconnect between Federal guidance had also led to the lack of available data to assess the effectiveness of refugee integration, and therefore making it almost impossible to assess the effectiveness of the programmes.

'The main decisions are made on the federal level. But the main realities are at the local level... there is an fascinating field of analysis and redesign...Put all your emphasis on the local community' (Political Leader Berlin 02-07-06).

The other theme to emerge was the importance of mentoring refugees. There was a consensus among all German project teams that the integration of refugees in Germany was not possible without mentoring, or at least the process would take longer because the bureaucracy around integration was too complicated and often incomprehensible, which was made even more difficult when refugees may not possess or understand German. There was a consensus in the Project teams that mentoring should be primarily a voluntary activity, however, this mentoring needed to be structured, professionally financed and managed. For the Bonn project, mentoring process was essential, but the interviews revealed that voluntary assistance via mentoring tended not to be financed by the State, therefore was perceived as being locally funded, which adversely impacted of the local and project finances:

'Voluntary commitment needs to be mandatorily required professional coordination and Federal funding' (Project Leader Bonn 01-05-01).

4.8.3. Barriers and Challenges for Future Integration Strategies

The post-interview questionnaire focused specifically on identified potential barriers, including the lack of information in reporting, having no guidelines, lack of training available for refugees, lack of funding, engagement or mentoring and regulatory bureaucracy. In Table 4.3., there was a consensus for both refugees and management as to regulatory bureaucracy being the largest constraint. For project management teams, the lack of information in reporting, and means to assess progress, together with management capacity were the next largest obstacles, while for the refugees it was lack of adequate

services, engagement by the projects team, and the speed of services, which were rated as high.

Question 5: How critical are the subsequent barriers to be evaluated in order to achieve the improvements in the integration?							
Data Origin	Question No	Topic	very important	Important	not important	Uncertain	
Overall Projects	5	Lack of information, reporting	9	9	1	2	
	5	Lack of guidelines (expectations)	6	9	3	3	
	5	Lack of skills (project members)	3	10	5	3	
	5	Lack of trainings (refugees)	7	10		4	
	5	Lack of management capacity	9	8	3	1	
	5	Lack of adequate services	9	6	4	2	
	5	Lack of adequate speed of services	9	8	3	1	
	5	Lack of adequate funding	4	11	3	3	
	5	Lack of adequate processes	5	11	1	4	
	5	Lack of engagement	9	5	4	3	
	5	Regulatory bureaucracy	13	7		1	
	Ratio in percent			35,93%	40,69%	11,69%	11,69%

Table 4.3.: Barriers for Integration

4.8.4. Summary of Emerging Themes

The interviews revealed that there was a perception at Federal and State levels that there was significant number of bureaucratic processes which needed to be addressed and improved, including a faster recognition of qualifications and work experience which could enable the refugee to seek employment earlier. For all the participants, ‘employment’ was seen as a key economic success factor of integration. The findings found that the ‘social connection’ domain, was also important for all participants, and there was an emphasis as to the importance of needing to have tolerance between refugees and German citizens, so that the newcomers have a sense of ‘feeling at home,’ which can then be nurtured and developed whereby creating a cohesive society. For this study, ‘social connection’ was also seen as a key societal success factor for integration.

Almost all the participants confirmed that integration process needed to have the inclusion of a ‘facilitator’ role, through the establishment of a mentoring system. But these mentors needed to be formalised, to be structured and financed correctly at Federal and State level. Through facilitating and mentoring, the participants saw this an integral and important aspect of integrating refugees. Interestingly, it should be noted that at the ‘foundation’

level of Ager and Strang (2008), was considered as the norm, therefore was not mentioned by any of the participants directly.

4.9. Chapter Summary

This section summarises the findings of the various stakeholders associated with the integration of refugees in four projects based in Germany. All participants in the project teams saw the importance of the integration of refugees in Germany needing to be directed and guided at Federal level. This included a Federal vision of refugee integration, shared milestones to enable the project teams to achieve the desired vision, and the assurance that integration domains are addressed, and not focusing on one or two areas only. There was a consensus that the integration process needed to be less bureaucratic, and that the transition stage included a streamlining of the recognition of qualifications and work experience, which means that the refugee can seek and gain employment earlier.

From the interview data, there were different definitions as to what 'integration' meant to the different projects and each was slightly different compared to Ager and Strang (2004, 2008), Kuhlman (1991) and Gürer (2019). All of the participants could define and provide a holistic definition of integration, and then as to what constituted integration success. The participants also provided personal definitions but were not necessarily aligned to the Federal or State levels criteria indicating a slight disconnect between projects and Federal understanding of the integration process. This disconnect could also be related to the fragmentation of the current integrating refugees' policies in Germany, which has resulted in projects being driven by local and political agendas and not necessarily the country's needs.

While there was no real awareness of academic models, the interview data could be linked to Ager and Strang (2004, 2008) Kuhlman (1991) and Gürer (2019), constructs. However, while some of the domains were relevant including employment, language and housing, this study found that these

domains tended to follow a sequence or the journey of the individual and were invariably inter-dependent of the refugee, therefore needed to be individualisation. This finding challenges Ager and Strang (2004, 2008) original assertion. Furthermore, Ager and Strang (2004, 2008) model did not include the important domain of 'participation'.

This study also identified that there was a need for the inclusion of indicators as a means to determine success, however there were no clear guidelines as to how to assess the effectiveness of the integration process. To be effective, the findings revealed that there was a need for qualitative, quantitative and comparative indicators, as a means to assess the progression of the integration process, but on an individual basis, but also based on Federal directives and guidelines. This needed to include the ability to assess a project based on a Federal baseline, and also against other projects. There was also the need for the projects to have the ability to assess datasets which were based on the local population and the refugees.

Finally, the interviews revealed that a major impact to the integration process has been the bureaucratic processes which have needed to be followed. To address this, the interviews revealed a need for streamlining the Federal requirements, such as providing courses for language acquisition and the speeding up of recognition of qualifications and past experience, so that the individual can seek and attain suitable employment earlier. Furthermore, social contacts should be accelerated so that refugees can begin to 'feel at home' sooner, and therefore able to participate actively in society earlier.

Chapter Five

Discussion

5.1. Introduction

Based on the findings as presented in Chapter Four, this Chapter will present a critical interpretation of the findings together with the existing academic debate drawn from the literature review (Chapter Two). The Chapter commences with the current understanding and debate related to refugee integration, by drawing on the key work of Ager and Strang (2002, 2004, 2008), Kuhlman (1991), Gürer (2019), Ferris (2020) and Robinson (1998). The Chapter commences with the debate around the academic and practical realities of instigating and then implementing a refugee integration policy.

5.2. The Debate around Academic and Practical Realities of Refugee Integration Policy

From the outset of the study, even when conducting the pilot interview, the study decided that the models of Ager and Strang (2004, 2008) and Kuhlman (1991), together with Gürer (2019), Robinson (1998), Ferris (2020) were not conclusive. The reason for this assumption was based on the recognition to fully understand the experiences and perception of integrating refugees, the study needed to be conducted at a local level. Currently, the seminal research publications have primarily been either a high-level desk-based research project, or the empirical findings presented from a generalised theoretical perspective. To address this gap, this study focused specifically at the local and project levels and involved only those participants who were or are involved in related refugee projects.

To commence the study, the interviews focused on Robinson (1998) perspective that there was no clear or shared definition as to what a 'refugee' or 'integration process' meant. The study found that none of the participants

from the projects, whether they were the project leaders, project management or a team leader were aware or knew of, any academic construct to illustrate their definition or perceptions. However, from the outset, although not aware of the different models, there was an awareness of the different components which made up the academic constructs. While not mentioning specifically Ager and Strang's (2004, 2008) four groupings and the associated ten domains, there was an awareness of these domains and categories used. Interestingly, the projects seemed to be aligned or focused on certain parts of Ager and Strang's (2008) model, rather than engaging in all the domains. For example, in relation to *Markers and Means*, employment was the focus of the Hamburg and Bammental projects. This domain was seen as being essential by these two projects, as without paid work, the refugee would remain dependent on Federal funding and therefore the host society. In contrast, housing was the focus for the Wiesbaden project. For both the project team and the refugees, housing enabled the individual and their family to settle and establish themselves in a safe environment within the community, and then seek suitable employment.

Although education was not the primary focus of any of the projects, for the project teams and the refugees, they independently highlighted the importance of education and the need for the children to recommence their education, but also for the new adult refugees to potentially be reskilled or update their existing qualifications. Finally, with health, there was always a concern from the refugees that they needed to ensure that their personal and family's well-being was maintained. The importance of this domain was also made even clearer, when considering what some of the refugees had experienced.

As for the *social connection* category: social bridges, social bonds, and social links, these three domains were, to varying degrees, depending on the refugee's situation, as being important. Unlike the Hamburg, Wiesbaden and Bammental projects, for the Bonn project, the focus was on communication and links to the community. Here the emphasis of the integration process was on the refugee being integrated through establishing links in the host community, where the newcomers became part of the local community and society, by actively encouraging the creation of social links. Here social bonds

with their cultural community were nurtured, but also encouraging the extension of these connections into the host society, whereby creating a social bridge. But while these social connection domains had relevance, this study found that missing from Ager and Strang's (2008) model, was the need for 'participation'.

In the area of *facilitation*, the provision of language teaching was necessary but was also contentious, as there was a great deal of concerns raised as to the different language courses provided and the need for some form of individualisation to determine levels of proficiency. All the projects and the refugees mentioned the importance of safety and stability, but these two domains were often gained through the social connection and the creation of social links and social bridges, which can be attained through employment, housing, and education. What is interesting, is that the project teams and the refugees seemed to imply that these domains are inter-related and are dependent on the individual needs of the refugee. This inter-connectiveness was similar Phillipmore and Goodson's (2008) perspective.

The last domain and category, *foundation*, rights, and citizenship, was not mentioned specifically, and as the interviews progressed, all the project teams while recognising the importance of the domain, did not see it as being equally important compared to the other parts of the integration process. Instead, citizenship was seen as being achieved once the integration of the refugee has been accomplished. The next section of this Chapter will focus specifically on the key domains of Ager and Strang's (2008) social integration model.

5.2.1. Social Integration (Ager & Strang, 2008)

This section is dedicated to present the debate around social integration by drawing on the seminal work of Ager and Strang (2002, 2004, 2008). Based on a study conducted in the UK to represent the Home Office's need for a framework to represent indicators of integration, and informed by Putman's (2000) earlier study, the model presents ten independent components. These

components or domains are grouped into four domains: Markers and Means, Social Connection, Facilitators and Foundation. Since its original publication, the model has become recognised as a 'middle-range theory.' The first domain, Markers and Means, included the components of employment, health, education, and housing. For Ager and Strang (2020), there is a need for adequate housing to be provided when the refugee arrives, as one of the basic needs of an individual, as presented by writers including Maslow (1943), is the necessity for shelter. Closely aligned to housing, is the need for health care. Access to health care is vitally important when the refugee arrives and then as they begin to integrate into the host society. Part of the health care provision needs to include and be responsive to the cultural background of the refugee. The domain of education is also vitally important, as often these refugees have children, who need to be educated, and even those adult refugees may need to be retrained. Linked closely to education is the necessity for the refugee to learn the host language, which in this study is German. The final component is employment. Employment is a main consideration as once the refugee is in paid work, they firstly become economically independent, while also part of the workforce, and therefore integrating into society. Paid work can enable the refugee to provide for their families and themselves, whereby regaining their self-pride, and finally are contributing to the host country by paying taxes. However, while the four components of housing, health provision, education and employment are relevant, the model of Ager and Strang (2004, 2008), does not accurately indicate the interconnected nature of these components or how these attributes need to be documented and applied on an individual basis.

Ager and Strang (2008) model also had a category and domains related to social connection. This grouping included social bridges, social bonds, and social links. With these components, there is an emphasis on the necessity to establish and maintain a connection to the host community, or as Ager and Strang (2008) indicated, the need to create a 'connective tissue' between the host and the refugee. The social connection relates to how the host community sees the refugee and the refugee themselves. This domain relates to the social bonds, such as the family and the family connections, which may include the connection to religious organisations. Closely aligned to this was

the theme of feeling secure and belonging. This sense of belonging relates to being a part of the local community, through work or employment, where they live, in terms of housing, and 'feeling at home' (Hynie, 2018). To encapsulate this social connection, Ager and Strang (2008) introduced social bonds, which are related to how the refugee can share their cultural practices and how accepted they are in the host community. The social bridge of Ager and Strang (2008), is the linking of the refugee to the host community in terms of engagement. The last component is the social link, where access to facilities is provided to the refugee to assist them to settle. While this study, particularly for the Bonn project, agreed as to the importance of the components in the domain of social connection, this study identified an emerging theme, which was the necessity for 'feeling at home.' The study also identified an important new domain, which emerged from the social connection, that of 'participation.' However, as the study progressed, this new domain of participation was seen as being relevant throughout all of Ager and Strang's (2008) model, except for the foundation category.

Connected to the domains of social connection was also the need for mentoring of refugees. Although it could be argued that the role of mentoring could be related to all the domains, the social element of mentoring provides the means for the refugee to connect to the local community by creating strong bonds, social bridges, and links with the existing societal members, whereby breaking down the possibility of enclaves of refugee groups being created. What does also emerge from the study was that the interconnected nature of the Ager and Strang's (2008) model, but also that all three domains under the social connection category while relevant, for some projects, its teams, and its refugees, the importance of these components may not be necessarily equal. When reviewing the finding from the post-interview questionnaire, the study drew on question 4b (see section 4.3.2.), which was focused on the social components of integrating refugees. From the post-interview questionnaire, the study found that meeting basic needs was seen as important, however were not paramount compared to the need for social connection with other refugees, but seen as being more important than integrating with the local community, indicating the importance of mixing with likeminded individuals as they settled in. As for language and safety, these two domains were rated

high, which could be linked to the need to speak German, which would then enable the refugee to seek work, gain economic independence, provide for their family, which could only be achieved by having a proficient level of German. But as this study found, the standard of language remained contentious as to level of German needed. As this study found, the current generic approach does not reflect the ability of the refugees or their role and profession. This prescribed level of proficiency therefore can become irrelevant and act as a barrier for refugees to become citizens in the host country. In relation to safety, this study drew on the Wiesbaden project, which was focused on housing of the refugees, and was established following the incident in 2017, where 2,000 demonstrators protested after the murder of a refugee in the municipality. This event made the safety and security an important concern for the locality, which resulted in why other domains were seen as being less important.

5.2.1.1. Markers and Means

As noted above, three out of the four projects: Wiesbaden, Bammental, and Hamburg were aligned to the markers and means domains. For the Hamburg and Bammental projects, employment was seen as important, whilst Wiesbaden focused on housing. The in-depth discussion will commence with the domain of employment.

5.2.1.1.1. Employment

According to Ager and Strang (2004, 2008) employment is an important fact, which is strongly associated and linked to economic independence for the refugee in terms of integration. Employment can enable the refugee to settle in the host community, develop language skills, restore their self-esteem, encourage self-reliance, and avoid self-isolation (Tomlinson & Egan, 2002). It should be noted that often refugees are highly educated, but as the findings indicated, often refugee qualifications can be a major barrier to seeking employment due to the qualifications and experience are being not recognised or possessing the necessary proof. This study agrees with Duke et al. (1996)

who highlighted that the refugee to successfully integrate into the host country, needed to convert their skills, experience, and qualifications which was problematic due to the over-bureaucratic Federal processes which needed to be followed. One of the questions which was raised during the literature review, was whether it was possible to track the progression of the refugee's employment opportunities. While the existing models of Ager and Strang (2004, 2008), Duke et al. (1996), and even Gürer (2019) are unable to represent this accurately, this study found there was a need to be able to track and monitor the progress of the individual's journey, from a qualitative and quantitative perspective, which will be presented in greater detail in section 5.2.3.

5.2.1.1.2. Housing

In investigating the theme of housing, the Wiesbaden project was focused on housing. As noted by Glover et al. (2001), accommodation and housing have a direct impact on the refugee's overall mental, emotional, and physical well-being, and needs to be considered when wanting the refugee to attain the feelings of 'being at home' and having the sense of security. This study was partly based on Ager and Strang (2008) contention that there needed to be a means to measure the adequacy of housing, including the physical size, the quality and facilities in the premise or home. For the Project Lead in Bonn, there was an acknowledgement for a safe environment to be created, whereby the refugee had the feeling of safety and security, by closing the door of their own apartment. For Wiesbaden, although the project was focused on employment, the housing provided needed to be allocated to breakdown potential ghettos being created, and instead to have homes which are located in mixed areas, which can enable the refugee to participate in the local environment.

5.2.1.1.3. Education

For the next domain of Ager and Strang (2008) education was associated with the skills and competences needed for seeking employment, where the refugees could ultimately become active members in the host society. While none of the four projects were focused specifically on education, for those

refugees with children, the study found that school was seen as one of the most important contacts with the local community and can play a significant role in creating supportive relationships and friendship groups. Education was also linked to the need for gaining the necessary language skills.

This study found that where the educational provision was inadequate, then the children were often isolated, and therefore were not being integrated into the local community, and therefore were unable to gain the necessary language skills.

5.2.1.1.4. Health

Like education, health although not a specific focus of the four projects, this study still found that there was a linkage to this domain. Ager and Strang (2004, 2008) noted that while the health domain was under the category of marker and mean, as a component of integration, it was not seen as important compared to education, housing, and employment, but without good health there is often a linkage between being able to seek suitable employment and become an additional cost to the local community due to health issues. The study found that often the refugee due to their experiences had certain mental and physical well-being issues. Associated with the health of the refugee, was the need of the individual to find suitable housing and gaining the feeling of security, therefore ensuring that their mental wellbeing is maintained. Linked to this was also potential language barriers, which combined with cultural taboos, can lead to a reluctance to engage with the health provision provided.

5.2.1.2. Facilitators: Language, Culture, Safety and Security

The next set of Ager and Strang (2008) categories is the *facilitators*. The facilitators relate to gaining the necessary language skills and cultural knowledge, together with the perception of safety and security. Language, emerged from the study as being an important aspect of integration, but also was challenging. Without the understanding of the host's language, the refugee can become isolated from the host community, therefore unable to successfully integrate into society and the community. Without possessing the suitable language skills and cultural knowledge, this can also impact on the

mental health of the refugee, and prevent the individual from gaining suitable employment. However, as a theme, language proved to be problematic, with some of the refugees recalling some of the challenges faced when learning German, and the need to attain certain levels of language proficiency.

In Germany, unlike some parts of Europe, the country enabled the refugees to access language courses, but this is dependent on the individual's personal circumstances, and whether they are likely to remain in the country. Germany also insists and provides mandatory language courses, which includes lessons centred on the legal system, history, and culture, together with rights and values of the German citizen. However, except for those unemployed, these programmes needed to be funded by the refugee. This study did find that there was a need for greater local intervention, while also having the means to monitor and assess the refugee's progression and engagement.

5.2.1.3. Citizenship and Right of the Migrants

The last category, foundation, comprised of the rights and citizenship, was seen as the completion or end of point of integration, but was not really mentioned in this study. While citizenship was seen as the ultimate goal, or the 'gold standard', there was a recognition that the individual needed to fulfil several criteria. To remain in the country for a period of 8 years, and during this time had proven to live independently providing for themselves and their dependents, and also attained the B1 Common European Framework of Reference, the necessary language skills, together with the passing test on the German legal system, social system and living conditions in Germany. Consequently, this domain was not directly mentioned, although when asked about it, the study found that this domain was seen as the end goal, but due to the time needed to achieve it, other domains were more seen as being important. From a Federal level, refugees' gaining citizenship was not a priority, as there was an expectation that these individuals would be voluntarily returning back to their home countries. As a result of this expectation, funding, policies, directives and requirements related to refugee integration were not

seen as being a Federal priority, therefore the integration policy was devolved to local level, without any clear state direction, guidance or accountability.

5.2.1.4. Summary

In summary, this study has drawn on the model of Ager and Strang (2008). The study found there is relevance to the 10 domains of Ager and Strang (2008), however the findings of this research project also indicated that dependent on the circumstances of the refugees, their background and even progression, these domains relevance and importance shifted. Furthermore, these domains are interlinked and do not operate in isolation, which agrees with Phillimore and Goodson (2008), but this study has provided a unique individualised perspective. What was interesting was that the final domain 'foundation', was not seen as important. Finally, this study also identified that a new overarching domain referred to as 'participation' was needed. This participation domain referred to the need for the refugee to have assistance to gain suitable employment, to understand the Federal requirements, such as language proficiency, and access education for their dependents. Refugees also needed assistance to attain suitable housing to feel secure, to be able to access health care, and enable them to establish and maintain a social connection within the local community. Finally, closely aligned to this, was the need for individualisation of this model, which needed to have a dedicated integration plan and mentoring system established at a local level, but funded and supported by Federal government, to ensure that these newcomers can 'feel at home,' which is fundamental to integrating refugees. While Ager and Strang's (2004) study provided some form of quantitative indicators, as noted by Hynie (2018) there is currently no means to access suitable datasets, and these studies have focused on providing a generalised high-level perspective only.

5.2.2. Economic Integration (Kuhlman, 1991)

Leading from the social framework of Ager and Strang (2004, 2008, 2020), there has also been a great deal of academic interest into the economic integration of refugees, which has included the work of Kuhlman (1991). According to Bevelander (2016), the refugee on their arrival needs to have financial and economic support, however based on Ager and Strang's (2004, 2008) original framework, how this is achieved is unclear and the implication for the individual. To address this identified weakness, there have been several studies conducted, including Vogiazidas and Mondani (2020) who in a deskbound research project identified that employment opportunities are paramount for successful integration of refugees. Like Kuhlman (1991) and Vogiazidas and Mondani (2020), this study agreed that the key to integration was to gain economic independence. With economic independence, the individual can provide for their family as to housing, access to health care, enable the family to feel safe, and ultimately gain the rights as a full citizen. What this study does however find, is that often the economic circumstances of the individual refugees should be considered on an individual basis, as opposed from being seen as being holistic.

The second finding of this study, as highlighted above in section 5.2.1.4, as to the lack of any means to measure and assess the effectiveness of the integration process. To support and to contextualise this claim, the study found that part of the integration process was often dependent on factors of influence on economic integration, such as the characteristic or profile of the refugee, and their socio-economic background including their work experience and the reasons for the refugee to leave, which can have a direct impact on potential mental health issues. Reflecting this, consideration needs to be given to the macro-situation of the host country, and how the refugee can be socially stratified or integrated in the local community, which needs to be informed by local and national policies, as presented in Kuhlman's (1991) model.

Based on the findings of this study, the refugee integration process was seemingly conducted on a local basis, which was reflective of the agenda of that region, as opposed to being directed and informed by Federal government. Some of the projects, as seen in Bonn, were focused on the

objective aspects of integration, such as providing the refugee with a safe and secure environment, therefore focused on changing the attitudes of the local host towards the refugee. But again, although the participants did not mention specifically Kuhlman's (1991) concept, or the various attributes, there was a recognition of some of these facets, but were very much individualised. The final three projects, Hamburg and Bammental which were focused on employment, and Wiesbaden, which was based on providing housing, these were more focused on the *impact on refugees*, such as the central purpose of participating in the economy and gaining financial independence, and the *impact on the host society*, as to employment and income, and access to the host's infrastructure, such as health care.

However, to attain the economic integration as proposed by Kuhlman (1991), part of the barriers of the refugee's participation in the economy and gaining financial independence through paid work, this study found that Federal and State regulations slowed the process of recognising qualifications and working experience. This was supported by De Vroome and van Tubergen (2010) who contended that employment and economic integration are linked to waiting times for the individual to be processed. The same was seen with the refugee needing to follow language proficiency requirements, and there was no way of determining the effectiveness of the projects at both a local and Federal level, which agreed with Vogiazidas and Mondani (2020) secondary data analysis and Hynie (2018) studies.

To fully understand the complexities of integrating refugees, the study also drew upon Gürer and Akgül (2019) models of refugee vulnerability and asked the participants to map out how they saw the integration process. As presented in Chapter Four, section 4.6 noted the process could be represented in three-phases, and the findings unlike Gürer and Akgül (2019), were more localised, which better represented the refugee's journey, as presented below.

5.2.3. The Integration Process or Journey of the Refugee

Using Gürer (2019) five stage integration process, this study has introduced a new concept of the refugees' journey, which was presented in Chapter Four, section 4.6, which included three phases as opposed to five. Phase one, was linked to the arrival and initial survival (phase 1a), then the initial orientation and mobility (phase 1b). Phase two, was associated with the financial independency and finally, Phase three: social and societal independency. The findings indicated that the refugees seemed to or needed to follow certain milestones throughout the integration process. Each milestone needs to be achieved to reach the next phase of the integration process. The study found that a certain sequence of steps should be followed, which should be in a logical sequence, for example: (1) *language* acquisition, (2) attaining *employment*, and (3) actively *participation* in the host community. This process also needs to be reflected in the potential wait times, for example, the recognition of qualifications, and then the means to monitor the process. Some of the steps could also be completed in parallel without creating further backlogs and delays.

Most of the participants into this study contended that integration for the refugee needed to be individualised and have a personal dimension. The basis of this finding, which challenges the existing models of Ager and Strang (2004, 2008, 2010), Kuhlman (1991) and Gürer (2019) this study found all the refugees considered their circumstances as being unique to them, and that for integration to be effective needed to have individualised plans and strategies created, but be suitably flexible to accommodate personal needs, but informed by Federal directives and guidance. This also included the recognition that certain domains of integration, as advocated by Ager and Strang (2008) were more important than others, therefore these domains needed to be interlinked more closely and then prioritised. For example, with the recognition that if qualifications and the completion of training are delayed, then the process for searching for a suitable job or role under the domain of 'employment' will also be affected. The same with finding suitable housing can have a positive influence on the perception of being safe and security and reducing health issues.

Linked to this, is the need for the refugee integration process to be individualised but also project focused, whereby paying attention to the needs of the local community and the refugees during this process, but also informed by Federal government. Finally, although Ager and Strang (2008) did place the domains in some form of sequence and then attempted to prioritize them under four groupings, this study contends that there is a more individualised sequence which needed to be recognised, which is dependent on the refugee, their progression, and needs, and therefore this progression must be carefully monitored and assessed. To understand the journey fully, it is necessary to return back to Gürer (2019) five stage integration process, commencing with the pre-arrival.

5.2.3.1. Pre-Arrival

Due to the study's focus, the pre-arrival motivation behind the refugee leaving their country of origin, was omitted from the study, although the ramifications and the consequences did influence the refugees' interviewed. In this study, the model commenced with Phase 1a, which was associated with the arrival and survival stage of the refugee's journey.

During the early stages, this research project found that the local project needed to put into place the basic and fundamental facilities for the refugees, such as 'a roof over their heads', 'food' and 'medical care'. As noted in the literature review, in section 2.7, this study found there was a perception that Federal level integration had informed the entire integration process, which was that these newcomers would eventually return to their home country when the war or oppression had ended. As noted in this study, there was a need for Federal government intervention from the outset which set out the directives, guidance and funding needed to enable the refugee to be integrated successfully.

5.2.3.2. First Contacts

For Gürer (2019), the refugee's first contact with the German integration process was often represented by a general lack of knowledge of the processes and procedures. Here the refugee may be located or housed in refugee camps. Gürer (2019) stated that the process can be ambiguous and often bureaucratic with the refugee feeling helpless, and communication can be challenging. At the stage, the refugee is unable to establish any form of social connections, and often is feeling lonely and may have mental health issues, as they are excluded from the host society. Unlike other previous studies, this research project identified the need for greater participation, hence the need to expand on the Ager and Strang's (2008) domains of Social Connection and include the role of a mentor to assist the refugee during the early stages of settlement.

5.2.3.3. Official Integration Process

This stage related to the need to gain the necessary language skills, and associated courses to commence the integration process, for example access to cultural awareness programmes. For the refugee, this stage may result in the individual losing their native language, but also being unable to communicate in the host country. The social implications are that the individual refugee can potentially become socially isolated. From the findings of the study, in Phase 1b, the *initial orientation and mobility*, this stage represents the refugee's commencement of attending language courses and cultural awareness programmes. But as identified in the findings of this study, there is a need to ensure that the provision is reflective of the refugee, their status, and future needs. To achieve this, there must be some form of individualisation of the processes and procedures. It should be noted that in gaining new language skills should not mean the loss of the original cultural and language skills of the refugee. At the stage of gaining the necessary language skills and level of proficiency, the refugee should be able to still be permitted to seek employment and become financially independent. Throughout this process, there is a need for a mentor to be available to assist the process of integration, and to avoid the loss of identity and becoming isolated. If this occurs, the refugee's mental well-being may be negatively affected.

5.2.3.4. Entry Points

With the category of entry points in Gürer's (2019) model, there is a development of social professional skills of engagement. Here the refugee has increased social and professional interactions within the host community and society. Here the refugee feels more included within the prevailing social norms of the host society. At this stage, refugee's local language skills are improving, and this can lead to the establishment of new social networks. In this study, this stage was presented as being Phase 2, *financial independence*. This study found that for the refugees and the project teams at this stage, that there were concerns surrounding the lack of integration directives at Federal level, and that the refugee could become potentially isolated, and potentially becoming or being perceived to be involved, in criminal activity. At this stage there is a need for greater involvement of the mentor as the individual refugee progresses.

5.2.3.5. Long-term Participation

Finally, for Gürer (2019) long-term participation is now established, with the refugee gaining greater interaction with the community and able to operate and function without assistance. At this stage, the refugee becomes more socially responsible and participates in the host society, through gaining suitable employment and becoming financially independent. For this study, this is represented as Phase 3: *social and societal independency*, as the refugee moves towards greater integration, and is less dependent on the State involvement and support. The mentoring process also begins to slowly reduce its input and involvement.

Based on this finding, nearly all project related participants saw sustainable financial independence being only achieved through gaining suitable employment that corresponds with their qualifications and includes adequate payment. As for determining the success of a project, successful refugee integration needs to extend beyond employment and include active participation in other activities such as joining sports clubs or becoming actively involved in community service. Nearly all participants agreed that essentially the three phases of the progress to integration of refugees in

Germany was based on three core components: language, employment, and participation. To achieve this, there was however a need to have target agreed assessments, which are informed by Federal government directives and guidance, which are subject to regular reviews at both Federal and local levels.

5.2.4. Summary

Gürer (2019) model and this study's proposed construct, as presented in Chapter Four, are similar, with the exception that this study was focused on a localised level. At the early stages of the integration process, this study found that refugees tended to be dependent on mentors to find their way through the Federal requirements and protocols while also gaining cultural and linguistic skills. From this stage, the refugee begins to seek employment opportunities and therefore gain financial independence. The final phase of integration is participation, which is where the refugee takes control over their own lives and become socially and societally engaged.

5.3. The Responsibilities of Integration

Leading on from the integration process, this section will focus on the different levels of Federal, State, and local involvement of integrating refugees. The section will commence at the Federal level, where this study contends that there is a need for this governmental body to be the instigator of the entire process, through the setting up and establishing the directives, regulations, and funding. As noted from the findings, currently there is a lack of active Federal involvement.

5.3.1. Federal and State Level

At this level of involvement, there was evidence from the Wiesbaden project that the State or Federal levels perceived that the integration of the refugee was not seen as being a long-term goal. The premise of this thinking assumed that when the conflict or the reason for fleeing had ended, then the expectation was that the refugee would return voluntarily to their native country.

Consequently, the Federal and State levels were more focused on integrating migrants. From the findings of this study, there was a perception amongst the projects that there were no guidelines and objectives set out and then passed down to the local project level. These guidelines and objectives also needed to be enshrined into Federal regulations and directives, but also informed by Ager and Strang's (2004, 2008) domains and criteria.

5.3.2. Local Level

At a local level, there was a need to have the administration of the integration process informed by the Federal and State legislation and guidelines, together with the funding allocated based on the project's needs. This study found that although the local level focused on the individual refugee, this was not consistently applied, and often excluded some of the domains or facets of Ager and Strang (2008), and instead focused on one domain, or neglecting the entire process. To address this, the local political and community needs, must be superseded by the Federal government requirements.

Another finding at local level was the lack of accountability and the means to assess the progress of the refugee. To assist in this process, this study found that there is a need to have accurate and relevant data. This data needs to be relevant to the local integrated project but informed by Federal and State guidelines. At present, as found during the interviews, there was limited information available to assess the effectiveness of the integration process. Furthermore, the study revealed that there was inaccurate information as to which domains were effectively achieved, and this needed to include all the facets of integration, as opposed to a single entity.

5.3.3. Project Level

At the project level, similar to the local level, rather than focusing on one domain in the integration process, there was a need to have a greater emphasis on other domains and markers. It should be noted that at a local level, the project needs to be closely aligned to the individual refugee's needs, and include all authorities and associated stakeholders, but also to assess the activities. Even though many of those involved at the project level are volunteers who assist in the integration of refugees, there was a need to have greater guidance from the Federal, State, and local levels, including the ability to access reliable data, guidelines and funding.

5.3.4. Summary

In this study, there were different levels of responsibility associated with the integration process, which included involvement at Federal, state, and local levels. The study found that the Federal political decision-makers did not perceive refugee integration as being particularly relevant, as the assumption was that the refugees would return to their home country once the conflict had ended. This study found that this assumption might not be the case as the refugees were seeking permanent residency, and therefore there was a need for Federal government to accept that most refugees may remain in Germany, therefore regulations and guidelines need to be designed which are then cascaded from the Federal to the local and project levels. These Federal directives needed also to be informed by Ager and Strang's (2004, 2008) 10 domains.

At the local level, there was a need to follow and adhere to Federal guidelines and to be aware of and then also adopt the integration domains of Ager and Strang (2008). Furthermore, while recognising that the need for individualisation of integration plans, all the domains needed to be addressed, and not based on local and project needs. There was also the need for accountability through the establishment of KPIs, based on Federal and State

qualitative and quantitative data, which can be used in a cumulated and aggregated way.

5.4. Determining the Effectiveness of Integration

Drawing on the work of Gürer and Akgül's (2019) model of level or stages of vulnerability based on the refugee's timeline, and then Gürer (2019) concept of the interaction between State, refugees, and host community, this study found evidence that the processes followed as the refugee progressed, was mirrored in Germany, but from a high-level. What was missing in these models of integration, was how to determine the effectiveness of integration. These concepts, particularly as to the Gürer (2019) model missed was the means to determine the effectiveness of the process at an individualized level. From the outset of the study, all the participants irrespective of being part of the project team or a refugee, confirmed that there was no common integration approach at Federal or State levels (Level 1) that could be used as a 'top-down' directive at a local level (Level 2). For example, there was no way to establish a guideline which was Federal informed or a means to assess the progression of the project at a State and local refugee level. This therefore indicates that there was no standardized methodology or recording system / database, as all the local integration stakeholders tended to choose different definitions as to how to define and then assess the integration process, and how this should be achieved. Instead, the current practice was focused on target groups and ages of refugees for their programmes, then use different approaches to achieve local integration. This finding confirms the perspective of Robinson (1998), who contended there is no one definition, and without a clear and accepted definition, it is difficult to quantify and measure afterwards.

The study also found that there was no integration process or procedures followed at local level (Level 2) but did identify a shared understanding of integration. The study identified that the project (Level 3) focus seemed to differ due to political priorities of the decision-makers. All the project participants emphasised that their project had a project focus, that is to say,

what the project considered to be of particularly importance in the context of integration in Germany.

5.4.1. The Components to Determine Quantitative Success Criteria

Clearly from the findings, this study has extended the current perspective as to how refugees can be integrated into German society, to include now 'how' and 'what' needs to be included and assessed throughout the entire process. One of the key methods to assess success was proposed by determining the refugees explicit and implicit experience, knowledge, and ability. For example, the management of the projects highlighted the assessment can be achieved through the testing of knowledge, like around rights and duties of German citizens, before needing to undertake the formal training programme. Another strategy could be determining whether the individual refugee has attained or possesses the necessary language skills, while also recognising the need for a differentiation of language proficiency dependent of the refugee's role in society. For example, while a B1/B2 certificate is perceived as sufficient for everyday communication for a manual worker, someone in a more professional role most probably needed to have C1/C2 communication skills. Then there was the more implicit knowledge of living in Germany, such as an awareness and knowledge as to German societal rules and protocols, such as the requirement for citizens to recycle and separate their waste.

The next criteria highlighted was the need to determine and assess how effective the integration process was, in relation to the refugee's progression, and highlighting instances where the individual was not assimilating into the local community. Most of the project participants highlighted examples and consequences of refugees 'attracting unwanted attention' or fulfilling the negative perceptions of being involved in criminal activity, as often success of a programme was based on whether these newcomers had become accepted in the community and had not become perceived negatively by local residents. The next component of success identified was related to whether the refugee was financially independent and was participating in the local community. By being economically independent meant that the refugee could be financially

contributing to society, and no longer dependent on the host community. All the project participants viewed the economic components as being important, but found it hard to measure this domain.

The final component of determining success was the progress of the refugee's integration from a social integration context, as opposed to the economic perspective. Although not specifically mentioned by any of the project participants, the social components based on Ager and Strang's (2008) domains was seen as being critical, which included the need for participation in the community and to have some form of mentor to assist in the early part of their journey. However, as mentioned earlier, Ager and Strang's (2008) 'rights and citizenship' domain was not seen as being relevant to consider or assess, as its fulfilment was the completion or end point of the integration process, and was not a Federal government's objective.

5.4.2. The Components to Determine Qualitative Success Criteria

In relation to the quantitative means of measurement, there was evidence to indicate that currently some of the key data was too generic or high-level. While there was accurate information as to language skills amongst adult refugees, this study found that there was no employment and unemployment rates available as to local residents and refugee participation. To effectively assess the integration process, this study agrees with Hynie (2018), and contended that there was a need to have the ability to drill down to determine the extent to which refugees are gaining financial independence. There was also only a generic indication as to refugee participation in education and training, and the same with crime rates and being victims of crime. What is interesting, is the lack of data as to the mental health and well-being of both local residents and the refugee community, which could also be used as means assess the effectiveness of the integration process.

5.4.3. Comparative Indicators Criteria

The final means to assess the effectiveness of the integration process was the identified need for some form of comparable indicators. These indicators included comparing local residents with refugees as to employment and unemployment rates, how long the refugee is out of work compared to a local worker. The study also included how long the refugee took to complete the language skills or the cultural awareness programme, or participation levels in related community activities. The idea is that when refugees are not completing the various statutory programmes, or not engaged with the local community, then the mentoring process would assist in motivating the individual. It should be noted that this is driven and directed at Federal level.

5.4.4. Section Summary

In summary, while agreeing with Hynie (2018), and builds on this research, this study also contends that there is a need for a standardised dataset being made available, which is generated and supported at Federal level. These datasets need to enable the monitoring and assessment of the refugee's progression, from the local, project, community, and Federal levels. These datasets also need to be German-wide, whereby establishing regional and national comparisons based on a Federal government baseline. To achieve this, this study found that a new set of indicators was needed to be designed, which included the established of quantitative indicators, but also qualitative and comparative measurements, which the project and local levels can drill down and interrogate the progress of the refugee throughout their journey.

5.5. Chapter Summary

The social integration model and recommended indicators of Ager and Strang (2004, 2008) provided the context and academic underpinning for this research project. However, this study contends that the model is missing an important 11th but overarching domain, which is referred to as ‘participation’. The study also found that it was necessary that the integration model of Ager and Strang (2008), as advocated by Hynie (2018), needed to be individualised through the usage of integration plans, and then for the refugee’s progression to be measured using quantitative, qualitative, and comparative indicators. The integration and measurements of the refugee progress also needs to follow Gürer (2019) sequence of events, but to be localised as opposed to being at a high-level. From the perspective of the indicators and monitoring, there is a need from Federal government to set out directives, regulations, and funding, and then provide standardised data from which reporting KPIs can be assessed. The study while agreeing with Hynie (2018), this study does also call for the need to have the ability to drill-down on these datasets.

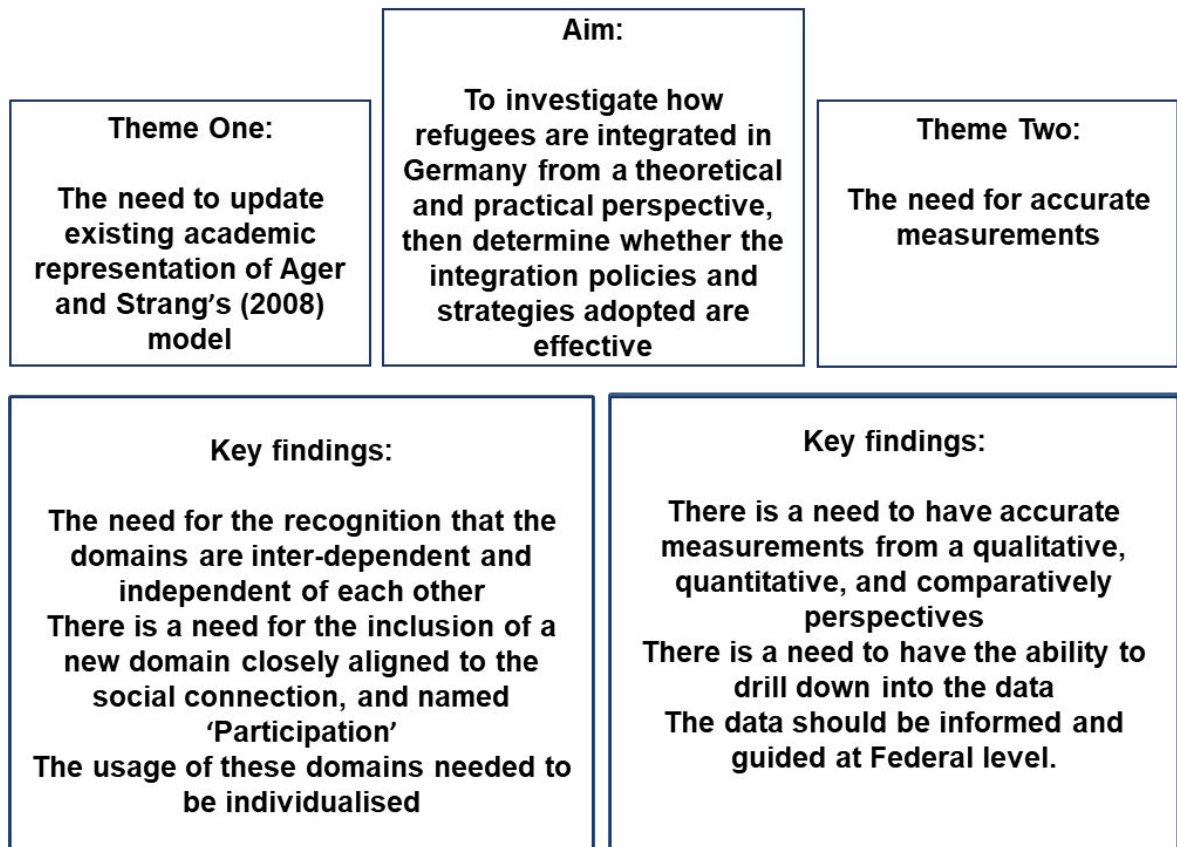


Table 5.1.: Connection of Aim, Themes and Key Findings

Chapter Six

Conclusions

6.1. Introduction

Following the report on the study's findings, as presented in Chapter Five, this Chapter presents the conclusions. The Chapter also considers how the findings contribute to the theory and understanding of how to manage the integration of refugees in Germany. In conclusion, the Chapter presents the limitations of the study before making recommendations for future research.

6.2. The Purpose of the Study

The purpose and rationale of this study was to establish which perspectives were considered essential for successful integration of overseas refugees in four German projects based in different socioeconomic regions in Germany. To achieve this, this study adopted a qualitative research strategy to generate a rich insight into four groups of participants: participants who are in political decision-making positions, refugees who had experienced the integration process, project managerial staff, and finally four operational staff associated with the projects.

The premise and rationale of the study was based on the original studies of Ager and Strang (2002, 2004, 2008), who contended there are ten domains which are essential for the newcomer to have address so that the final domain, the gaining of citizenship is attained. These domains were grouping to four categories: markers and mean, social connection, facilitators, and foundation. While this study was seminal, the research was first based on a UK governmental initiative and was not informed by an empirical data. Secondly, the original study provided these ten domains were presented as being independent on each other, and although grouped together there was no direct connection provided. Finally, the Ager and Strang (2008) model lack any way of assessing whether the domains were needed and whether they were

achieved. The study focused on refugees from an economic perspective, drawing on the original work of Kuhlman (1991). The findings this study while using the model of Kuhlman (1991) highlighted that there was no means of assessing and evaluating the integration process, and the monitoring the journey of the progress of the individual refugee.

Finally, the study documented the refugee's journey by using Gürer (2019), but the findings provided a rich insight into the individual experience, while also identifying key areas of concern and barriers. These findings will be presented later in section 6.4.

The central purpose of the study was to determine how refugees are integrated in Germany from a theoretical and practical perspective, before assessing if the integration policies and strategies adopted are effective or are problematic as identified by Zimmermann (2016). To find this, the following the research objectives and questions were addressed:

Research objective one: To determine and critical identify from four refugee's project, the stakeholders' perspectives towards the current refugee integration processes in Germany.

To address this first research objective, the **first research question** focused on what the project stakeholders perceive refugee integration is, who is, and should be involved in the process, and how are the programmes were created and run.

What were the stakeholders' general perspectives towards how refugee integration is conducted in Germany?

Leading from this question, the research then focused on the stakeholders' general perspectives to how the programmes were instigated and ran, to ascertain whether there were differences between the stakeholders in the four projects. This included exploring the different roles, perspectives and responsibilities of Federal and State government, the local administration and at project level.

The **second research objective** therefore focused on whether the academic existing models presented by Ager and Strang (2008), Kuhlman (1991) and Gürer (2019), accurately represented the realities of the Germany refugee integration process.

To address this objective, the study **second research question** asked: to what extent did the perspectives of the various refugee stakeholders fitted into existing theoretical models, such as Ager and Strang (2008), Kuhlman (1991) and Gürer (2019)?

It should be noted that throughout the interviews, the actual models and constructs were not directly referred too, therefore not influencing the discussion or findings. During the answering the second research question, the intention of the study was to map out the journey of the refugee, by initially drawing on the model of Gürer (2019).

The **third research objective** was based on determining and evaluating how to effective is the refugee journey to becoming integrated into German society, and how the progress is measured and assessed.

Reflecting this objective, the study's **third research question** will be focused on asking: what characteristics, attributes and indicators are needed to be considered and monitored when integrating refugees into German society? In addressing this question to achieve the objective, the study focused on the different roles, responsibilities, and perceptions of the four tiers associated with refugee integration: Federal and State government, the local authority, and the actual project.

Reflecting this objective, the study's three research question was focused on asking: what characteristics, attributes and indicators are needed to be considered and monitored when integrating refugees into German society? In addressing this question to achieve the objective, the study also focused on the different roles, responsibilities, and perceptions of the four tiers associated

with refugee integration: Federal and State government, the local authority, and the actual project.

6.3. Overview of the Study

Since 2015, there has been about 1.5 million refugees who have come to Germany as a refugee or having claimed this status (UNHCR, 2019; BAMF, 2017; Price 2017). These displaced people tend to be in distress when they first arrive, and therefore need to have additional humanitarian help and assistance to settle and eventually settle in the host country. These process of providing this assistance is guided by human rights directives, which are based on the 1950 European Convention on Human Rights legalisation. As a result, the initial strategies, funding and ultimate directive is a Federal government responsibility.

At the same time, there is also a financial, economic, and societal concerns, which need to be considered, for example in a purely economic sense, refugees when they first arrive are arguably financed by the social system in Germany through taxation. Therefore, to avoid overburdening the social systems, rapid integration of migrants is needed so that the newcomers can become financially independent and shorten the length of time spent in the social welfare systems. At the same time, there is a need for the refugees, from a purely social context, to gain financial independent for their own self-esteem and become members of the host community and society.

Reflecting this, the aim was to investigate how refugees are integrated in Germany from a theoretical and practical perspective, then determine whether the integration policies and strategies adopted are effective. To achieve this, the study commenced with conducting a comprehensive and critical literature as to what was existing theoretical application of refugee integration from both a social and economic context. With this academic understanding, the intention was to determine whether these theoretical models and concepts were applied in from a practical refugee project perspective, through conducting a series of interviews from the project

team's perspective, both in the project and political leader's point of view, together the refugee. In research this, the research identified the need to update the existing academic frameworks and recognised the lack of Federal government intervention together the omission of a real means to monitor and assess the effectiveness of these refugee integration programs. This will be discussed in the next two sections, commencing the key findings associated with the academic contribution of the study.

6.4. Overview of the Findings and Contributions

Through conducting a critical literature review, this study found that there were three central academic models which independently document and illustrate the complexities of refugee integration. While there have been subsequent models created, the three models used in this study, are seen as the seminal constructs, therefore have recognised as core methodologies. The first integration model was developed by Ager and Strang (2002), who origins were based on an UK governmental initiative. The model of Ager and Strang (2008, 2004) identified there were ten domains which are divided into four categories: markers and mean, social connection, facilitators, and foundation. The presentation of the domains of Ager and Strang (2008, 2004) seem to see the domains as operating independently of each other and there was no indication as to whether these domains would or should change dependent on the individual refugee's circumstances. This is particularly important when considering that each refugee's journey and circumstances are often unique. From the findings of this study, there was an emphasis on certain, while other important integration aspects were either neglected or omitted. In this study, there were three of the four projects, linked to the markers and means grouping, with Hamburg and Bammental focused on employment and Wiesbaden to housing. The other grouping was related to social connection, which was focus of the Bonn refugee project. What emerged from the findings, was that firstly the last domain foundation was completely neglected as it was seen as either an accepted outcome or that the Federal government did not

see refugees remaining in Germany in the future, when the conflict in the home country end, the individual would return home.

When reviewing the domains of Ager and Strang (2008), based on the interview data, there were two emerging themes which currently was omitted. The first theme missing was associated with the need to for the inclusion of an additional domain, which could be aligned to the social connection, but was not confined only this category. This new domain would be called 'participation.' The participation domain was also with the need to have greater participation in the host society, therefore there was a need to have established social bridge, social bonds and social links between the refugee and the host society. To achieve this, the participants highlighted the need for some form of mentoring scheme to assist the refugees. Linked to this, there was also a need to have these domains and including the new category to have some form of means to measure and assess the refugee's integration. The new category of participation has also relevance to the markers and means, which includes employment, housing, education, and health. The new participation domain includes the refugee gaining employment, and the need for the individual to gain suitable employment as soon as possible therefore gaining economic and financial independent, self-esteem and being able to support themselves and their dependents. With housing, as with employment there are often there are bureaucratic processes to follow, and these individual need to find suitable housing and shelter to satisfy their basic needs. When established in suitable housing, the refugee can participate in the local community. At the same time, there is a need to ensure the housing is suitable, and refugee ghettos are not created. With education, the refugees with children need to find suitable to schooling for their dependents. When the children are settled in a school, the refugee can participate in the community through meeting other parents and family in the community.

The facilitators grouping, which represented the language and cultural knowledge domain and the safety and stability, this seemed to be important for some projects, but for not all. This study contends that language is needed so that the refugee can gain suitable employment, but the level of language needs to be reflective of the individual newcomer, which is not currently considered. Language and the cultural knowledge are also needed so that the

refugee can start to join into the societal activities like joining sporting groups and can modify their behaviour to reflect the host country. But the cultural knowledge should also be applied to the host country, so that the local community has an awareness the newcomer's background whereby creating some form of empathy.

What also emerged from the interviews, was the integration process while federally funded the actual integration focus was determined at the local administrator level and tended not to be operated at providing a holistic outcome. The study did however find the importance of individualising the domains, but there was a need for these domains really needed to be linked to the strategic direction of the refugee policy. Furthermore, there was also a need or necessity for some means to assess the effectiveness of the refugee integration, which will be expanded on in the section related to the practical contributions of the study.

Contribution to the implementing practices of refugee integration in Germany

As a professional doctorate, the contribution to business or operational practice is the central part of this study. To commence, the researcher came with over 20 years of knowledge of the integration of refugee and migrants' integration processes, however this background only informed and motivated the project, as opposed to influencing the outcomes and findings. To ensure that the research was grounded in an academic perspective as opposed to a personal account, the study drew on three key sources: Ager and Strang (2002, 2004, 2008), Kuhlman (1991), and Gürer (2019).

At the study commenced the interviews revealed several themes which have led to be integration process to be potential problematic as to its effectiveness, and these included the need for Federal and State directives, regulations and guidance, the necessity for these to then inform the local and project level's strategies. For those in political related roles, there was an acknowledgement that the funding for projects were Federal funded, but the actual funding exercise and activity was based on achieving a strategic goal. Instead, the project requested funding, and the funds were allocated without any real

direction. Part of the reason for this, was the Federal government did not expect these refugees to be remain in or settle in Germany, but rather return to their home country once the conflict has ended. As a result, the Federal government was not committed to integration process for refugees, but instead for migrants. This found there was a call and need for more proactive Federal guidance to how refugees should be integrated into Germany. This call was reflective of Zimmermann (2016) original questioning whether the Federal German government was prepared for this new influx of refugees. To achieve this, there would be the need for the pre-active Federal guidance, which would to consider and account for all the facets and components of the refugee integration from the social and economic perspective. This needs to include the recognition that the 'domains' of integration needs to be streamlined and designed around the individual refugee as opposed to a generic outcome. This study found that while at project level there was a motivation to integrate the refugee, there were a several bureaucratic requirements which were set at Federal level, which slowed down the process. This included the need for the refugee to apply through using a paper-based system as opposed to computerise one, and a lack of guidance. To address this identified theme, led to the participants in this study highlighting the necessity for a mentor to guide the refugee through the various formal requirements. But again, the projects highlighted the often-disjoined nature of the integration process and the fact that the lack of Federal government intervention had resulted in projects being drive by local political demands as opposed to national needs. Furthermore, there was no means to assess the effectiveness of integration process.

The second theme to emerge, based on the need for Federal instigated guidance is for the need for the means to assess the effectiveness of the integration process. This study found that there is currently very little means to accurately assess how the integration process has progressed and the effectiveness, particularly as there is Federal funds being used and if unsuccessful, then these newcomers will remain outside of the host community. This will make the projects more accountable in using Federal funds but also will be aligned to the national strategy for integrating these newcomers into German society.

The final theme identified in this study, as mentioned above, was that the refugee process needs to be individualised. It was recognised that often the refugee will have their own individualised needs based on their experiences and background, and that a holistic approach does not provide an effective solution. Therefore, to achieve this, there is a need to recognise that there is a need to avoid of focusing one or two specific themes or domains, and neglecting the others, but also not requirement all aspects to be covered, if not relevant. To achieve this, the findings of this study highlighted the need for directive to be passed down at Federal level, but also to informed at local and project level.

Recommendations for future refugee integration in Germany

To address the first theme, this study calls for Federal government to provide greater guidance to local administrators and at project levels. To achieve, Federal government needs to provide a clear definition and strategy as to integrating refugees. This needs to include what constitutes integration and the domains at a high-level which are needed to be addressed. Linked to this, was that Federal funding must be aligned to the project based on meeting the criteria set out at the government level, then making the local and project level accountable to for outcomes but then accurately reporting back on. Linked to this, Federal government requirements need to become fully integrated citizens and part of German society, and how this can be assessed and evaluated.

This assessment, monitoring and reporting is the second theme for the recommendations. To achieve this, there is a need for this to be set up at Federal level, where quantitative, qualitative, and comparative data can be accessed. This study recommended that qualitative data was needed to assess the refugee's progress and experiences, for example how the individual refugee had attained the necessary language skills or whether the skills gained were appropriate, for example as to whether the refugee needed B1/B2 certificates for their role in society or if C1/C2 communication skills was better. This study further recommends the means to assess extent to which the refugee could sustainably be financial independence and participate in the

local community. Through being economically independent meant that the refugee could be financially contributed to society, while also not being dependent on the host community. All the project participants viewed the economic components as being important and or very important. To achieve this, this study calls for the establishment and funding for mentors who can assist in the navigating of the different regulations and requirements, while also acting an assessor as to the refugee's progress to becoming integrated into society.

In relation to quantitative means of measurement, there was a need for accurate information related to language skills completion rate amongst adult refugees, employment, and unemployment rates, but also the means to drill down to determine the extent to which refugees are gaining financial independence. There was also only a generic indication as to school participation, and the means to access the refugee participation is unavailable, and the same with crime rates. This study also called for data related to mental health issues amongst the refugee community, to assess the effectiveness of the integration process.

The last means to assess the effectiveness of integration process, this study highlighted need for a comparator to other projects, States or at Federal as to employment and unemployment rates, how long the refugee is out work compared to a local worker, the number of reported crimes as a victim, which also permits the 'drilling down' into the dataset. The study also recommends that there is comparative data on how long the refugee has taken to complete the language skills or the cultural awareness programme, so highlighting where the refugees is progressing more slower than expected indicating the person being disengaged. Finally, the dataset could include level of participations of participating in sporting activities.

Drawing on Gürer's (2019) model, an adaptation of the construct was developed below in Figure 6.1. The model consists of two 'funnels' or 'triangles', which represent the levels of responsibility before, during, and after the completion of the integration process. The left-hand side funnel,

represents the guidelines needed to be provided from Federal level, labelled as ‘international’, which is then passed down to the levels below. This left-hand side funnel also indicates the ownership of the data which is needed to assess and then report back on, the effectiveness of the integration process. The right-hand side of the model has an inverted funnel, which represents how the data is presented back to Federal level, in terms of quantitative, qualitative and mixed data / KPIs. The middle section of the model has Gürer’s (2019) categories of responsibly levels and also a representation of the refugee’s journey as seen in the timeline on the x axis.

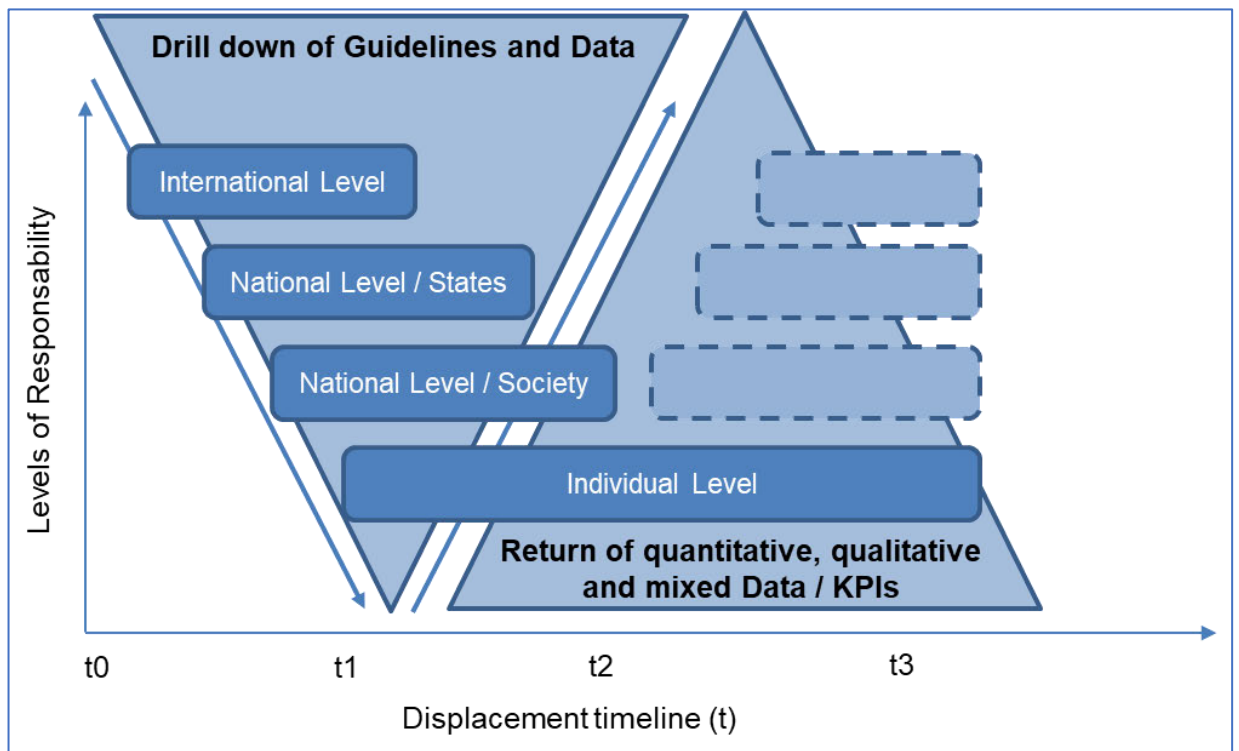


Figure 6.1.: Summary of the Contribution of Knowledge

Contribution to academic understanding of refugee integration in Germany

From the outset the various models of Ager and Strang (2002, 2004, 2008), Kuhlman (1991), and Gürer (2019), were used only as a reference point for the interviews, and then for the coding of the data. The actual content of the

models and constructs were not revealed to the participants, therefore avoiding any form of bias or influence.

To emerge from the interviews was there was a general unawareness of these key models and constructs. However, even though they did not recognise or have knowledge of the domains, there was an awareness of them. These domains were interestingly informed by local level priorities, as opposed to Federal or national needs, as they the project team saw that there a little Federal guidance. As the interviews progressed, there was a recognition that the domains did not operate isolation or autonomously with each other or only in their groupings but were interlinked and dependent of each other.

Furthermore, the interviews revealed that there was a missing domain in Ager and Strang's (2008) original model, that of participation (see figure 6.2.). Participation represented the refugee's participation as to social connection, but also in employment, learning the language skills and culture awareness, through to housing and education. The next theme identified was that Ager and Strang's (2002, 2004, 2008) model although informative missed that provided only a generic insight into the refugee's needs, and these domains were often different based on the individual.

Drawing on the work of Kuhlman (1991), this study found the academic representation of this construct, was too high-level and only provided a generalised perspective and seemingly neglect the more individualised aspects at a local level. Some of the components of Kuhlman (1991) model were representative, while others were not relevant. Finally, there was no way in which the refugee integration process, the journey or effectiveness could be assessed. Reflecting this, this study highlighted the need for the means to assess how each of the parts of the model can monitored and reviewed.

The final model drawn upon was Gürer (2019). This construct set out the journey of the refugee by presenting five stages: pre-arrival, first contact with the official process, the official integration process, entry points and long-term participation. This study found while finding Gürer (2019) model informed, did not accurately capture the entire journey of the refugee's integration journey, therefore presented a three-stage presentation. This study argued that

focused and needs also be prepared to take particular attention to as the needs for the local community and those of the refugees during this progress. In comparing the earlier model of Gürer (2019), this study agrees that there is a sequence or process, but also a need to recognised dependent on the refugee have different levels of priority and needs to be identifiable.

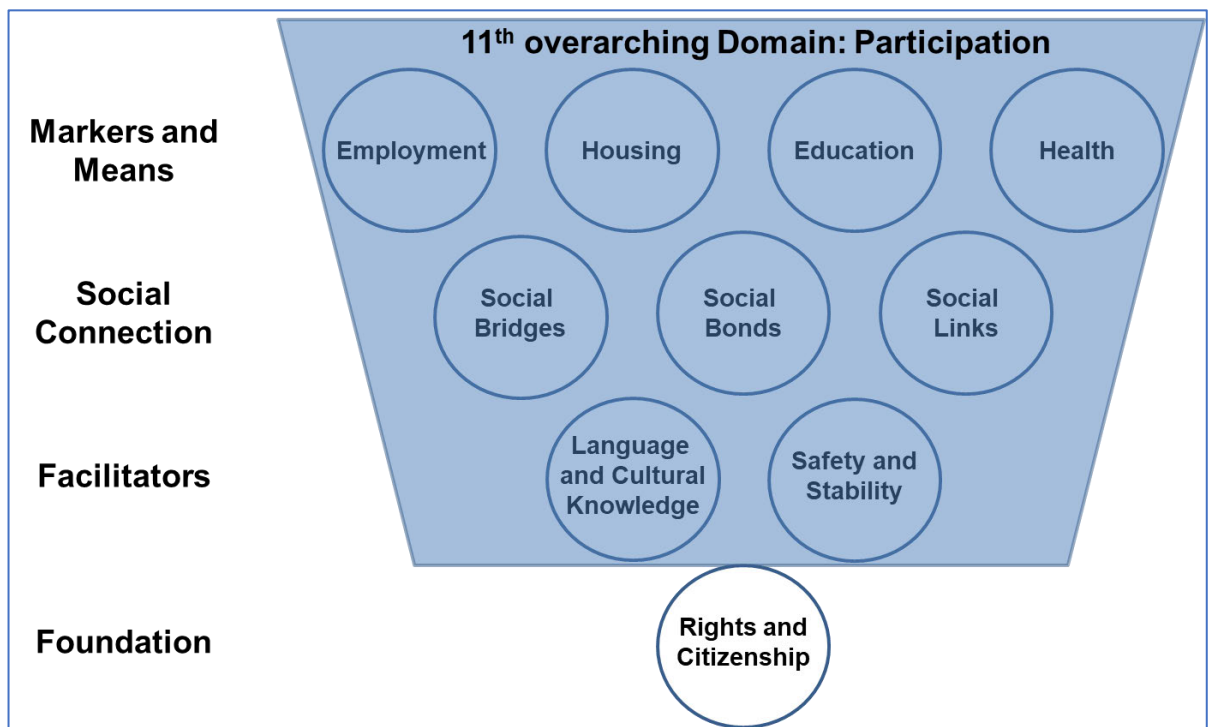


Figure 6.2.: Academic Contribution of the Inclusion of the Participation Domain

Recommendations for academic contribution to refugee integration in Germany

From an academic perspective, this study has introduced several news and unique ways to looking at integration of refugees. The first change to academic understanding is the introduction and development of Ager and Strang's (2008) now model which includes the inclusion of participation as new domain. However, this new domain although closely aligned to social connection of Ager and Strang's (2008) grouping does not operate only this category, but rather it operates throughout all the domains until the refugee is fully integrated and become a citizen.

Both Ager and Strang (2002, 2004, 2008) and Kuhlman (1991) while being informative, did provide a generalised holistic representation of the process of refugee integration, while study has provided a more localised insight. In creating this localised insight, this study has identified that not all the components or domains are necessary the same priority, that the process does not always follow a linear progression and that some of the aspects of integration requirements need to be designed on an individualised basis.

The finally academic contribution is the updating of Gürer (2019) model to provide a project level journey map which represents the individual refugee progress. In presenting this, this study argues gives more a depth insight into the progress and possible challenges a refugee may face.

In relation to the academic relevance of these models to being applied this in practice, this study calls for Federal and State government to first direct the integration process, but by drawing on these academic models as reference points. At the local and project levels, this study also calls for those at participating in refugee integration to have an awareness of these constructs, and to provide a more holistic strategy to their current practices.

Figure 6.3. below provides a summary of the contribution of the study represented in four elements, namely: Federal/State level, local or project level and the integration processes which are needed to be followed. The first level represents the Federal/State level, where directives and guidelines are initially instigated and also the origins of funding is sourced. This top level does not operate in isolation, as the Federal and State level is connected closely to level 4, which includes the initial orientation and mobility of the refugee, the need for financial independence, and finally the social and societal independence of the individual.

The next level down, level 2 is the local / project, where the actual integration policies and associated activities are implemented and where societal coherence is shaped.

Beneath level 2, is level 3, which represents the integration process, in which the newcomer is required to pass through a series of milestones or

requirements associated with integration, which includes the initial orientation and mobility of the refugee, the need for financial independence through gaining suitable employment, and the final stage, the social and societal independence of the person, which is attained by becoming economically independent. Finally, level 4, are the 10 domains advocated by Ager and Strang (2004), which now has an arching domain called 'participation'.

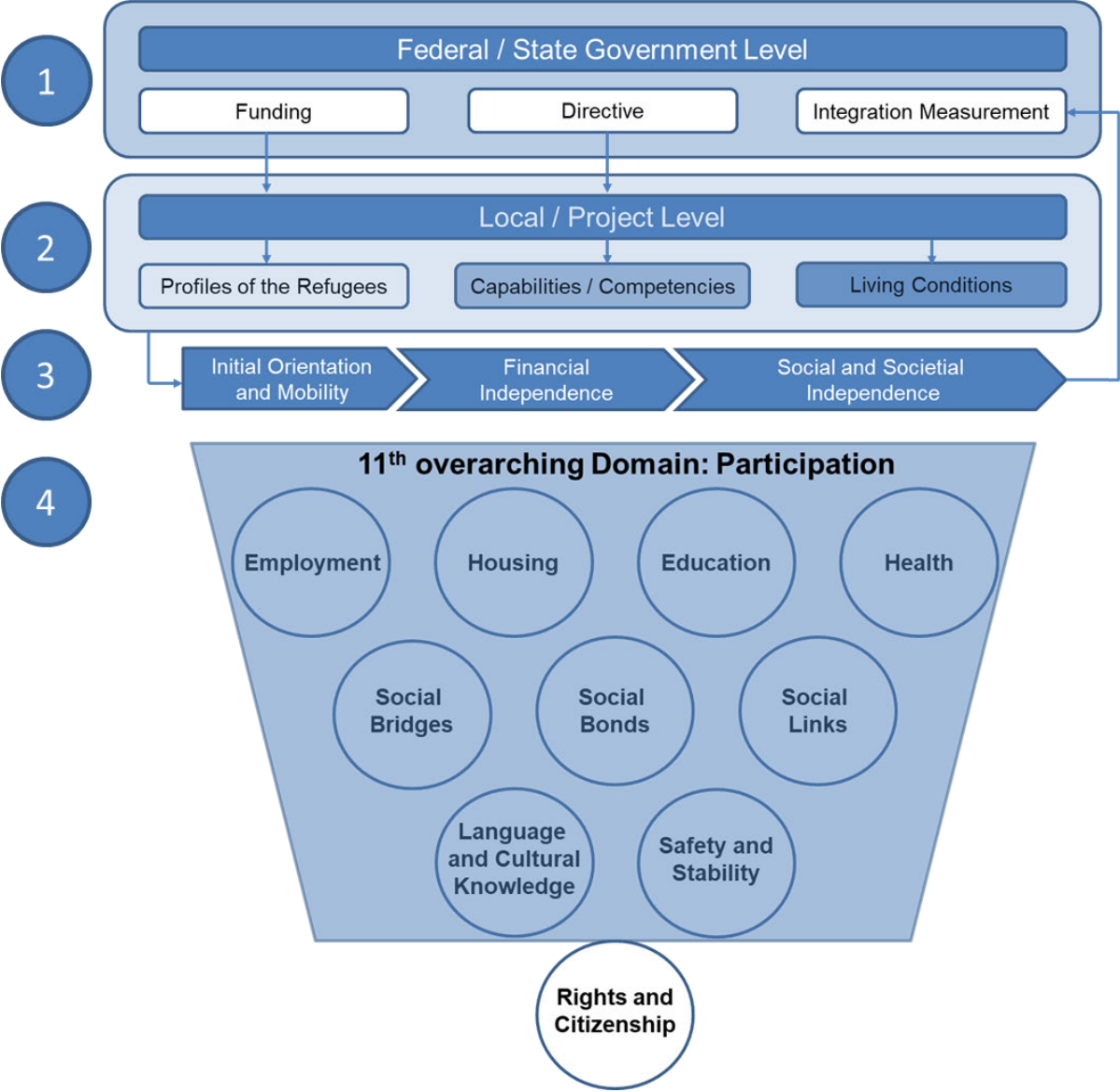


Figure 6.3.: Connection of Levels of Integration and Domains of Integration

6.5. Limitations of the Study

The first identified limitation of the study is associated with the focus on four projects. Hamburg and Bammental were focused on employment of the refugees, while Wiesbaden was based on housing of these newcomers and finally, Bonn as to communication and social links. It could be argued that this very small group of projects provided a little insight into the complexities of German's current integration strategy, however as the findings as presented in Chapter Four has revealed, this study has identified the gap between Federal active involvement in terms of directive and guidance, and the local and project levels application. Linked to this possible criticism is that number of participants, as the study drew on four stakeholder groups, which in total amounted to 27 participants, which were divided amongst the four projects. These participants included six participants were political decision-makers, three were refugees who had experienced the integration process, fourteen managerial staff, and finally four operational staff associated with the projects. While the number of participants is small, it should be recognised that the study was intended to generate a rich insight into integrating refugees as opposed to provide a generalised outcome to the theme. What this has achieved through the interviews has been to identify several weakness and limitations to the current Germany refugee policies and practices, which could not have been achieved through conducting a large study.

6.6. Further Research

While this study has provided a unique qualitative insight into local and project level as refugee integration, there are themes which needed to be considered in the future. The study needs to be extended to included also Federal government perspective to refugee integration, therefore this study recommends that future research includes members of Federal government participation. As a qualitative study, with only a post-interview survey conducted, it could be argued that the research was very focused to generate a rich insight into a selected number of projects, reflecting this, this study would recommend that a mixed method approach would be adopted to provide

both a focus qualitative perspective together with a more generalised quantitative outcome. Finally, as recognised in the limitations, the study focused on project team members and refugees, this study also sees the benefit for future studies to include the local community as an interesting population to be studied but would need to be conducting sensitivity from a quantitative perspective.

6.7. Concluding Reflection

This research journey started with the TV pictures in October 2015 showing the arrival of thousands of refugees at Munich Central Station. While watching the events the question which emerged at the time was how these masses of new refugees are being managed and then integrated into German life. At the time of this new influx of refugees, it appeared that there was an uncertainty as to how the integration of these new refugees in Germany could be achieved. The basic motivation and understanding of this questioning commenced and was shaped by over thirty years of business and executive experience. This management experience included how can these refugees be assessed and evaluated and what can or cannot be measured.

As the research progressed the way of thinking changes, as did the intended approach. For me, as a person from the business world, a deep insight into the world of social and societal challenges emerged as being critically important. This change of thinking also changed my thinking from a professional in the business world.

A peer of mine on the programme described during an intensive discussion on the topic this change in perspectives those we view the world in 2 dimensional or 2D, then as you journey on, a third dimension or 3D lens is used. This third dimension to my thoughts has enriched my own thoughts and I now come up with a more considered and reflective solutions. Part of my new way of thinking, has also led to me consider now to seriously consider to publish the findings of this study, and to in some ways influence how the Federal and local projects to better integration of refugees and immigrants in Germany.

6.8. Chapter Summary

The purpose and rationale of this research project was to identify the perspectives for the successful integration of refugees in Germany. To achieve these 4 projects from different socio-economic regions as well as 4 stakeholder groups were used. In conjunction with the seminal work of Ager and Strang (2008) on the 10 domains of integration, Kuhlman (1991) on the characteristics of refugees, together with Gürer (2019) on the five stages of integration, a comprehensive picture of integration in Germany was created. The main academic contribution of this study was that to enable the successful integration in Germany of new refugees, an overarching 11th domain 'participation' needs to be established linked to Federal government informed and supported KPIs.

From the practical perspective, there is a need for Federal guidelines to be established and cascaded through the levels, through State, to local, then project levels. At the individual level, an integration plan has to be used in order to cumulate the integration KPIs directed and informed by Federal government.

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Appendix A – Literature Review

Appendix A1 – Indicators of Integration

Kuhlman (1991) contradicts the usefulness of some indicators such as participation in the national economy because there is no realistic standard to compare the position of the refugees and nationals. Likewise, he argues that in terms of income level every ethnic group has its place in the social structure and thus also in the economy. As a result, income levels vary between ethnic groups, with little relevance to social reality. This also means that refugee positions in the socio-economic scale are relatively low - but that does not mean that they are not well integrated.

Treadgold & Court (2005) points out that many indicators assume that there is one large majority of an ethnic group in the host country whose values, norms and economic performance are to be considered as standard. The Scottish Refugee Council (2010) assumes that if there is a second large group in one country, which differs in ethnicity, religion or economic position in the society, this group logically considered as not integrated. Another point is a pluralistic society without the majority group is linked to the question of what standards should then apply.

The Scottish Refugee Council, 2010 further mentions that integration is a sequence of processes. However, it remains unclear when these processes are considered complete and what kind of integration has taken place. In the course of this, a comparison and a measurement are required. Phillimore & Goodson (2008) add that indicators make a possible and desirable contribution to understanding refugees compared to the host population.

However, integration is multi-dimensional and cannot be explained by indicators alone. Rather, integration also includes the inter-connections as well as the factors that have a negative impact on the integration process.

Treadgold & Court (2005) further differentiate integration by pointing out that integration involves many processes. As a result, it is possible that, although a sub-process is "successfully" completed, it could have negative consequences for another sub-process.

Whilst some of the authors have mentioned the above analyses and the given indicators, other authors (Ager & Strang, 2008; Kuhlman, 1991) generate their own set of indicators.

Associated Indicators to the Models of Integration

Chapter 2.2 "Migration" introduces the migration model by Kuhlman (1991). Corresponding indicators have also been developed for this model.

Kuhlman's model (1991) describes the logical enhancement of the preceding models (Bulcha, 1988; Kunz, 1981; Goldlust & Richmond, 1974; Lee, 1966) and describes the consolidation of the essential components of integration until this time in the early nineties. Kuhlman (1991) explains the determinants or suggestions for indicators of the model as follows:

Indicators of Integration		
Character	Category	Sub-Category
A	Characteristics of Refugees	
A1		Demographic variables – age, sex and household composition
A2		Socio-economic background – educational level, occupation before flight (Skills), rural or urban refugee
A3		Ethno-cultural affiliation – ethnicity (if identifiable) as indicator for cultural background / specific variables: native tongue, religion and place of birth
B	Flight related Factors	
B1		Root cause of flight – typology of the conflict that cause flight
B2		Type of movement – acute, anticipatory or intermediate movement
B3		Attitude to displacement – restoration activists, passive hurts, integration-seeking realists, eager assimilationists, revolutionary activists, founders of idealist colonies
C	Host-related Factors	
C1		Macro-economic situation – capacity of the country to integrate the influx, assessment of the impact of refugees in the region of settlement, structural and/or conjunctural characteristics of host economy
C2		Natural resources – capacity of a region to receive refugees without suffering environmental deterioration, type of economic activities (incl. productive resources and available technology)
C3		Ethno-cultural makeup – ethnic composition of hosting region in order to assess cultural compatibility
C4		Social stratification (soziale Schicht) – socio-economic classes of the region population, impact of refugees to different classes (in plural societies C4 is correlated to C3)
C5		Socio-political orientation – host society welcomes immigrants in principle, cultural diversity vs monistic tendency
C6		Auspices – availability of assistance from co-ethnics
D	Policies	
D1		National – national policies relating to refugees, partly official statements
D2		Regional/ Local government – policies followed by regional or local authorities, local sensitivities
D3		Foreign donors – policies of aid agencies (UNHCR and international agencies) and non-governmental organisations (NGO's)
E	Residence in Host Country	
E1		Length of residence – time duration (important determinant of progress in integration)
E2		Movements within country of asylum – simple indicator: one vs various locations, more sophisticated indicator: study of mobility and reasons for moving
F	Non-economic Dimensions of Integration	
F1	Objective Aspects	
F1.1		Legal rights – status and rights accorded to refugees
F1.2		Spatial integration – refugees live in rural or urban areas, separate clusters from the indigenous population
F1.3		Cultural change – changes in cultural patterns to increase comparability
F1.4		Social relations – degree of refugee participation in local organisations, relations at the level of primary groups, host-refugee relations in general
F1.5		Security – increase in delinquency (real or perceived)
F2	Subjective Aspects	
F2.1		Attitudes towards refugees – antagonism on the part of the host population (or lack of it)
F2.2		Identification – identification of refugees with host society
F2.3		Internalization – internalization of refugees with host norms and values
F2.4		Satisfaction – general satisfaction of refugees in the host country
G	Economic Integration	
G1	Impact on Refugees	
G1.1		Participation in economy – degree of participation (differentiated by socio-economic categories)
G1.2		Income – degree of an acceptable standard of living
G1.3		Access to non-income good and services (differentiated by socio-economic categories)
G2	Impact on Host Society	
G2.1		Employment (differentiated by socio-economic categories) – degree of employment (or unemployment)
G2.2		Income (differentiated by socio-economic categories) - degree of an acceptable standard of living
G2.3		Access to non-income good and services (differentiated by socio-economic categories)
G2.4		Infrastructure
G2.5		Natural resources
Source: Kuhlman (1991)		

Figure A1: Indicators of Migration/ Integration; Source: Kuhlman (1991)

According to the research project, Kuhlman (1991) offers mainly comprehensive indicators that have emerged from a migration model and are not specified subsequently. In contrast, Ager & Strang (2004, 2008) provide the following specified indicators that were developed within the framework of social integration. However, this model lacks economic indicators.

While the left column is shown in later model areas, Ager & Strang (2004) distinguish between two political levels and a practical level in the right-hand column.

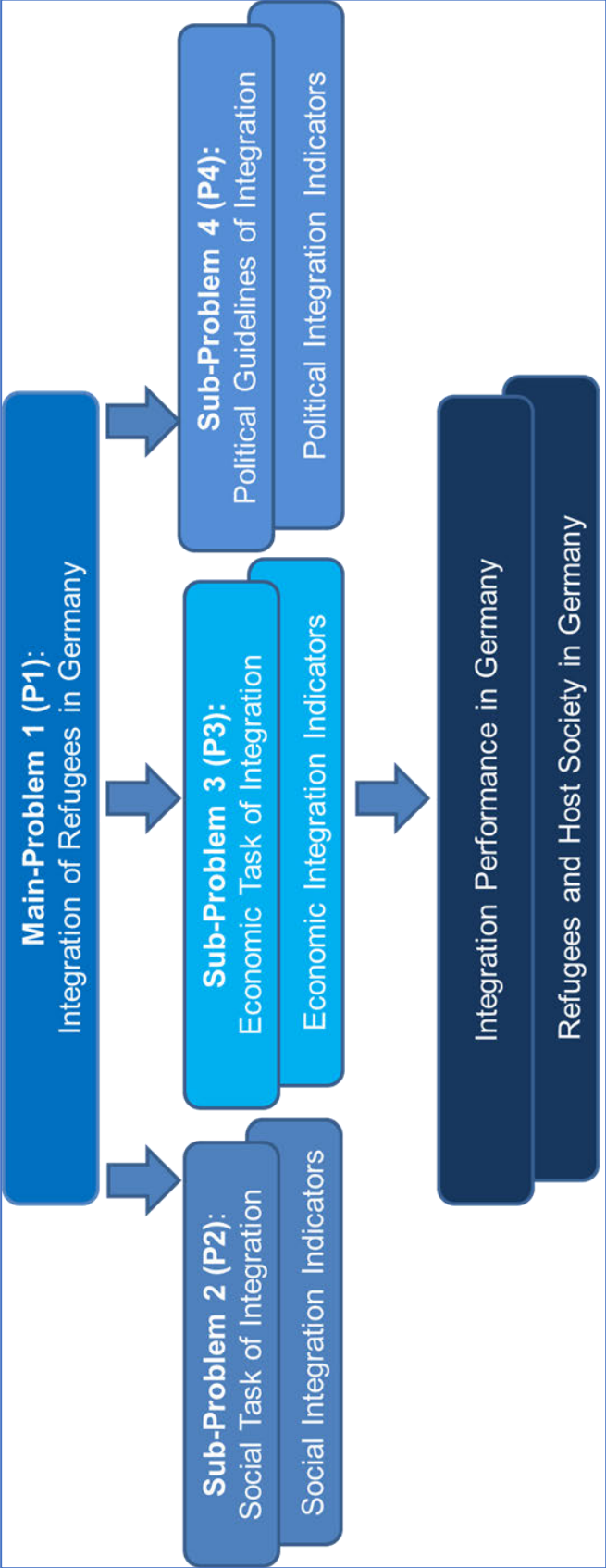
Area	political level - core	political level - other	Practical level
Employment			Uptake of services by refugee clients of, JobCentrePlus, vocational training programmes, local enterprise company business start-up initiatives, professional accreditation programmes
	Employment and unemployment rates of refugees (compared with rates amongst the general population)		Number of local employers employing one or more people with refugee status
	Average annual earnings and/or income for refugees and/or refugee households		Mean length of time before securing employment after being granted refugee status
		Rates of under-employment (number of refugees with professional and university qualification holding manual employment)	Rates of under-employment (number of refugees with professional and university qualification holding manual employment)
		Rates of refugee self-employment	Reported satisfaction with employment amongst refugees
Housing			
	Proportion of refugees living in owner-occupier and secure tenancy (or assured tenancy) conditions (compared with general population)		Proportion of refugees living in owner-occupier and secure tenancy (or assured tenancy) conditions (compared with general population)
	Proportion of refugees resident in housing areas targeted for renewal and support		Proportion of refugees living in most deprived ten per cent local authority wards (using Index of Multiple Deprivation definition)
		Housing occupation/overcrowding for refugee households (compared with general population and allowing for)	Reported satisfaction with housing conditions
Education			Number of homeless refugees
	The percentage of children from refugee families achieving – specified key stages (or equivalent) at primary level – five or more GCSEs/Standard Grades at A*-C – two or more 'A' level or Advanced Higher passes – admission to university		The percentage of children from refugee families achieving – specified key stages (or equivalent) at primary level – five or more GCSEs/Standard Grades at A*-C – two or more 'A' level or Advanced Higher passes – admission to university
	Number of refugees completing vocational qualification		Number of refugees completing vocational qualification
			Number of children of refugee parents participating in pre-school education
Health			Proportion of refugee children participating in lunchtime and 'after school' clubs (compared with general population)
	Morbidity and mortality rates compared with general population		Refugee children's reported satisfaction with, and experience of, school
	Immunisation, antenatal care and cervical and breast screening (coverage compared with general population)		
		The number of refugee doctors and nurses joining professional registers	Proportion of refugees registered with General Practitioner (compared with general population)
		Strategies identifiable at health authority/board level for addressing priority health needs amongst refugee populations	Utilisation rates of specialised services (e.g. antenatal care, mental health services, chiropody services, NHD Direct etc.) by refugees (compared with general population)
Social Bridges			Refugees reported satisfaction with service provision
	The proportion of refugees who report actively mixing with people from different ethnic backgrounds in everyday situations		Refugee involvement in Patient Advisory & Liaison Services and similar initiatives
	Number of refugees undertaking voluntary work in the community in the past month		Patient information available in culturally-appropriate form regarding service entitlements, provision and relevant health risks
		Reported public attitudes to refugees	
		Perceived friendliness of local people (by refugees and non-refugees)	Participation rates of refugees in youth clubs, childcare facilities, sports clubs etc. (in relation to ethnic diversity of locality)
Social Bonds			Extent to which school sports teams, out-of-school activities and children's friendship networks span the ethnic/religious composition of catchment area
			The proportion of refugees who report actively mixing with people from different ethnic backgrounds in everyday situations
			Number of refugees undertaking voluntary work in the community in the past month
			Reported public attitudes to refugees
Social Links			Numbers actively engaged with Refugee Community Organisations
	Number of registered refugee community organisations (current totals and those operational for two years or more)		Frequency of community arts events, cultural festivals etc. celebrating traditions of refugee communities
	Number of reported social contacts with members of own ethnic group		Number of refugees regularly attending places of religious worship or involved in religious group or association
		National press and media coverage of events promoting diverse cultural heritage of refugee communities	Number of contacts with relatives (in person and by phone) in last week reported by refugees (compared to general population)
			Sense of 'belonging' to neighbourhood and local area reported by refugees
Language and cultural knowledge			
	Proportion of refugees demonstrating English* language fluency at ESOL level 2 within two years of receiving refugee status		Utilisation of local services and amenities by refugees
	Proportion of people living in areas of significant refugee settlement who feel that local ethnic differences are respected and valued		Number of refugees assuming office or representational functions with local community organisations or committees (e.g. playgroup board, patient group, residents' association, neighbourhood renewal partnership, warden scheme etc.)
		The availability and uptake of public-sector interpreter and translation services for refugees	Number of refugees active within school PTAs or governing bodies
			Number of refugees on membership roll of, and assuming political office through, registered political parties
Safety and stability			Number of refugees employed by local council
	Proportion of refugees living in areas with high reported crime rates (upper quartile)		Knowledge of local services and facilities amongst refugees
	Number of racial incidents involving refugees recorded by police		Number of refugees reporting regular accessing of English* language media (television, radio and/or newspapers)
			Knowledge of customs, culture and history of refugee communities within non-refugee local population
Rights and citizenship			
			Proportion of refugees reporting experience of racial, cultural or religious harassment
			Number of racial incidents involving refugees recorded by local police
		Mean length of residence at current address across refugee households	The proportion of residents in areas of refugee settlement who feel that their local area is a place where people from different backgrounds can get on well together
			Level of fear/insecurity reported by refugees
Rights and citizenship			Refugees' reported level of trust in the police
			Reported incidents of bullying and racist abuse in schools involving refugees
			Mean length of residence at current address across refugee households
			Number of refugees reporting satisfaction with local area as a place to live
Rights and citizenship			
	Mean length of asylum application procedure for successful claimants		Mean length of asylum application procedure for successful claimants
	Rates of application for citizenship by refugees		Access to – and utilisation of – legal and welfare benefits advice by refugees compared to general population
		Acceptance rate of family reunion applications by refugees	Refugees' reported sense of equity in access to services and entitlements
		Proportion of refugees involved in political party or trade union in past 12 months (compared with general population)	Number of refugees voting in local and parliamentary elections
	Number of refugees consulted in the course of general public surveys	Rates of application for citizenship by refugees	

Table A1: Indicators of Integration; Source: Ager & Strang, 2004

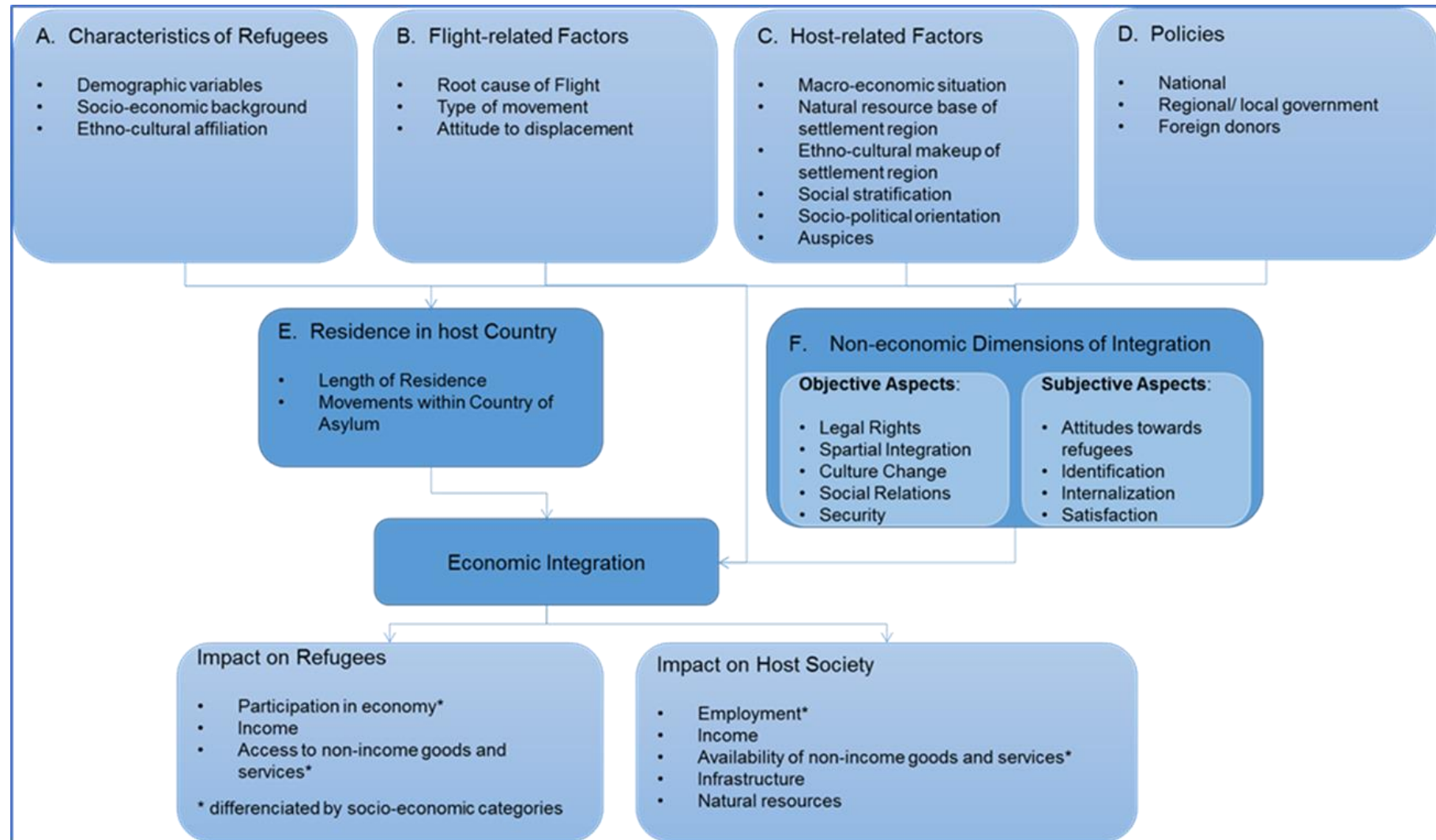
Ager & Strang (2004) also emphasise the limitations of their integration model. Firstly, the model does not explain the relationship of the domains with each other because those relationships are too complex. However, they explain the importance of these interdependencies for politics and practice and emphasize that they are still unclear and justify further systematic study. Secondly, no process is described, i.e. it is neither a hierarchy nor an order of the domains. Ager & Stang (2008) explicitly emphasise that only the factors themselves are discussed and the interdependencies between the factors are very complex. Conversely, this means that there could also be negative influences on other factors that could jeopardize the success of the integration but there is no scientific statement on this.

Ager & Strang (2008) argue their own limitations insofar as the structure of the model is intended to reinforce the idea that ethnic identity is maintained and strengthened, which in turn should in no way limit integration into the host society. Here a temporal contradiction has become obvious because a neglect of one's own culture leads to increased assimilation. By contrast, the neglect of social contacts with the host society leads to an increase in multiculturalism. Ager & Strang (2008) accentuate that the compatibility of the theory of social capital with integration should be further investigated.

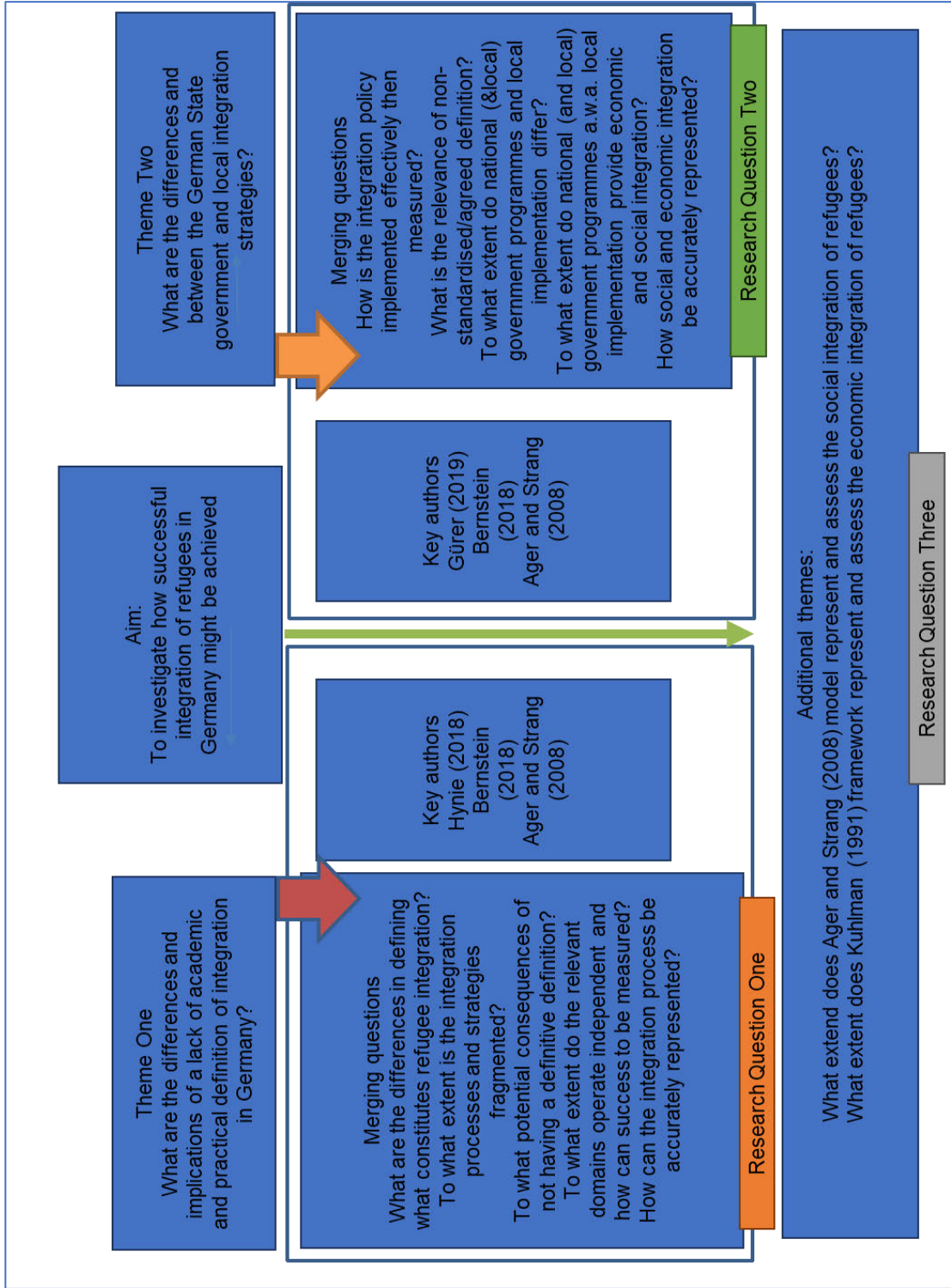
Appendix B – Figures & Slides



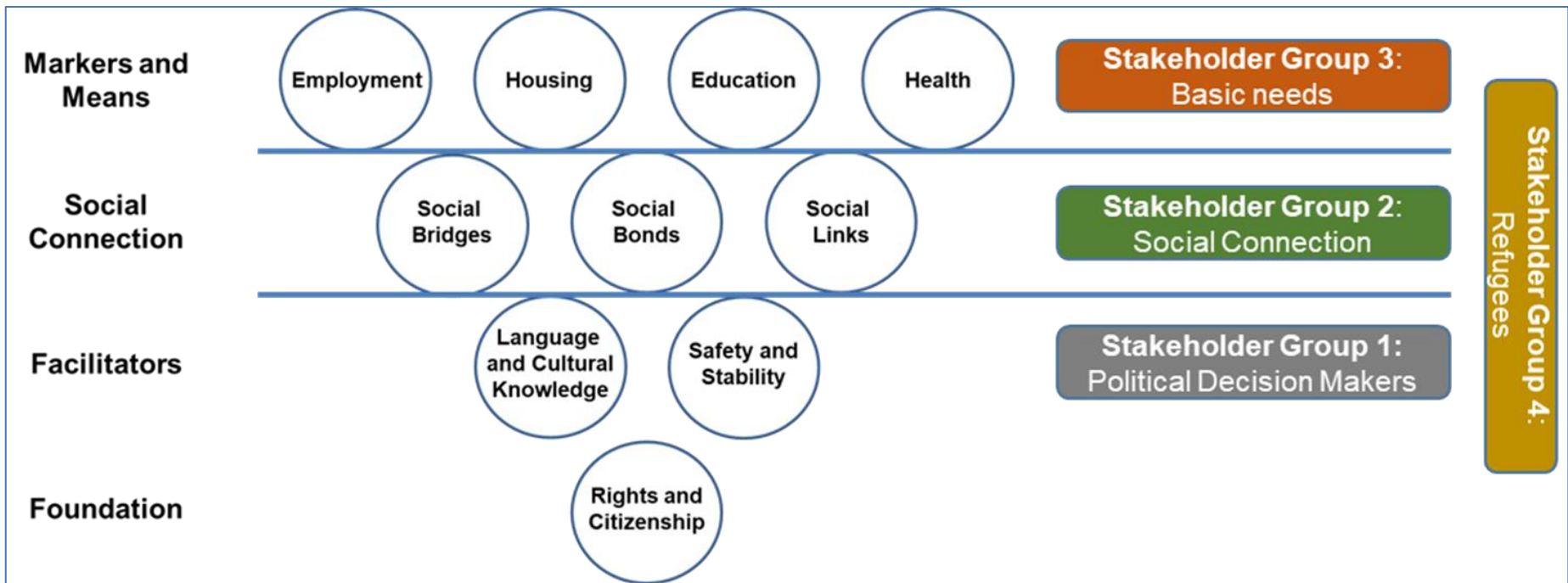


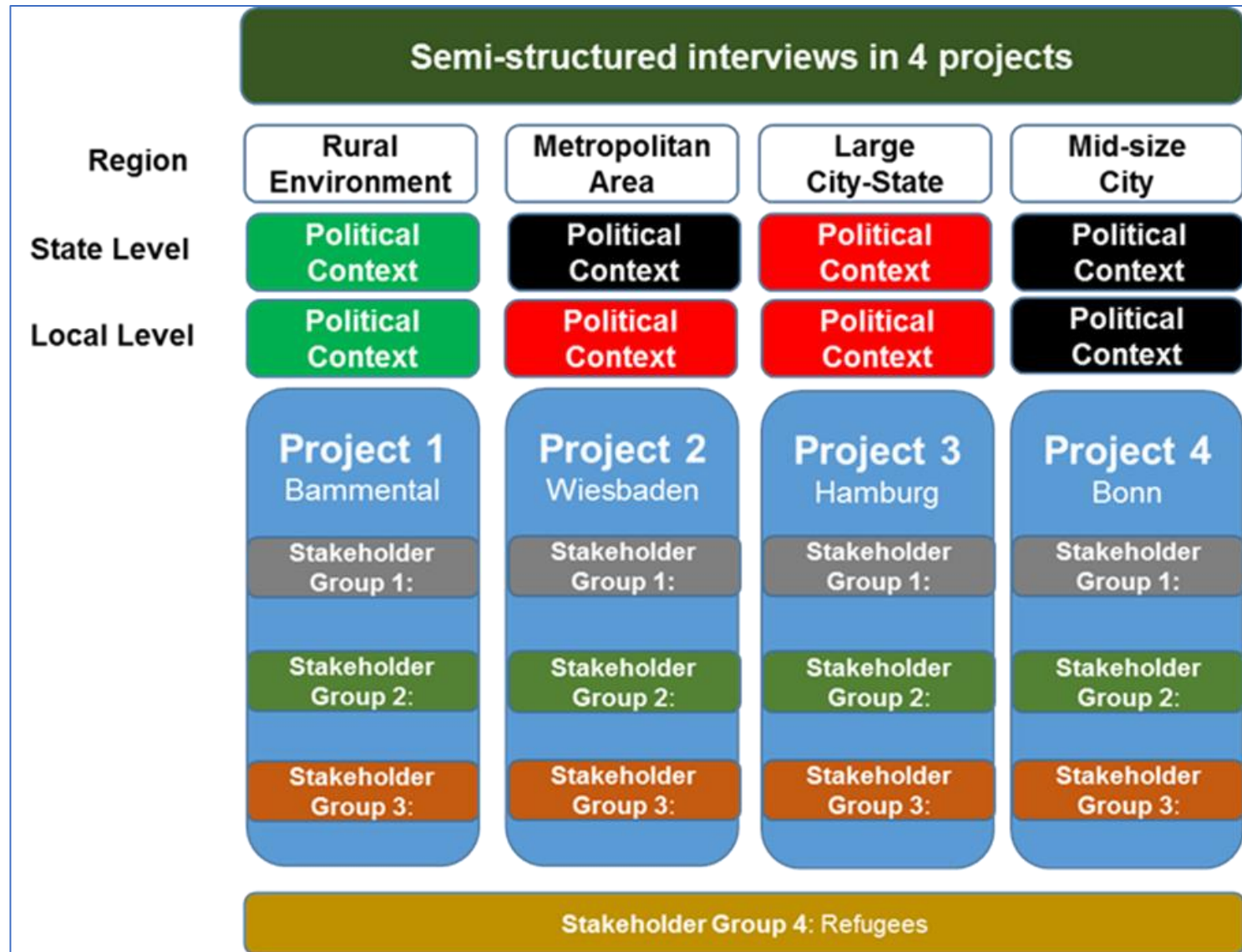


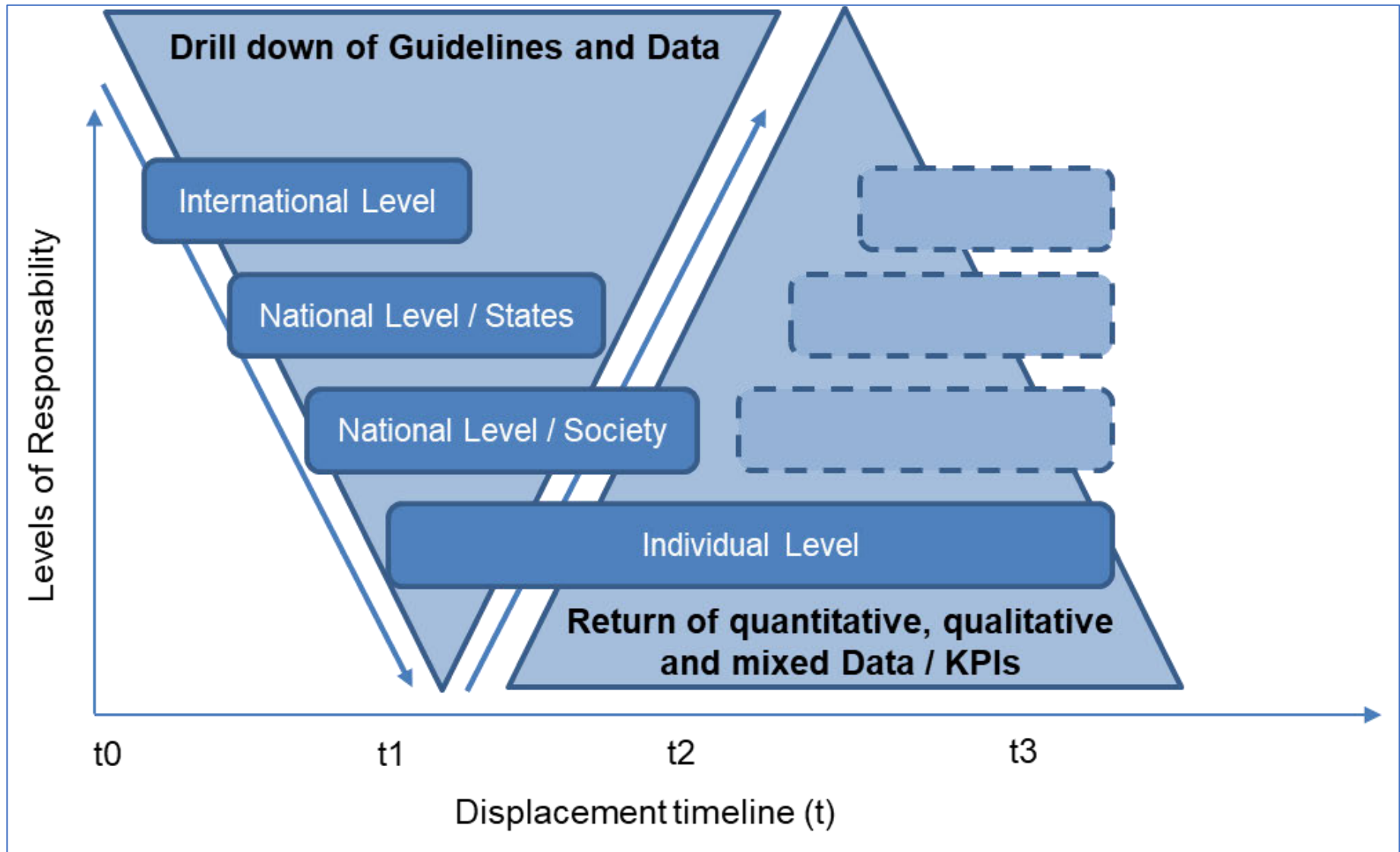
	Conditions	Impact on the Individual	Social Consequences
Pre-Arrival	Conflict Escape from danger Hiding	Fear Exposed to violence and victimization Trauma	Exclusion and losing social attachments Social status lost Disconnection from family
First contact with the official process	Lack of knowledge about the process Waiting in the refugee camp	Ambiguous bureaucratic process and feeling helpless Communication challenges and losing self-esteem	Not being able to establish social contacts Feeling lonely Exclusion from society
Official Integration Process	Language and integration courses	Losing the value of mother language Not being able to communicate the language of the host nation	Limited social connection due to language disability Seeking help from people speaking the same or a common third language
Entry Points	Developing social and professional mechanisms of engagement More social and professional interaction	Feel more included and get familiar with social norms Obtain information to continue previous professional career	More attachment to society Improve language capacity through interactions Professional networks and a clear understanding of the job market
Long term participation	More stable More interaction with the community Ability to pursue daily tasks without assistance	More positive and taking more responsibility Establishes an individual comfort zone	Better relations with society More social engagements and participation in social events The family starts having daily routines

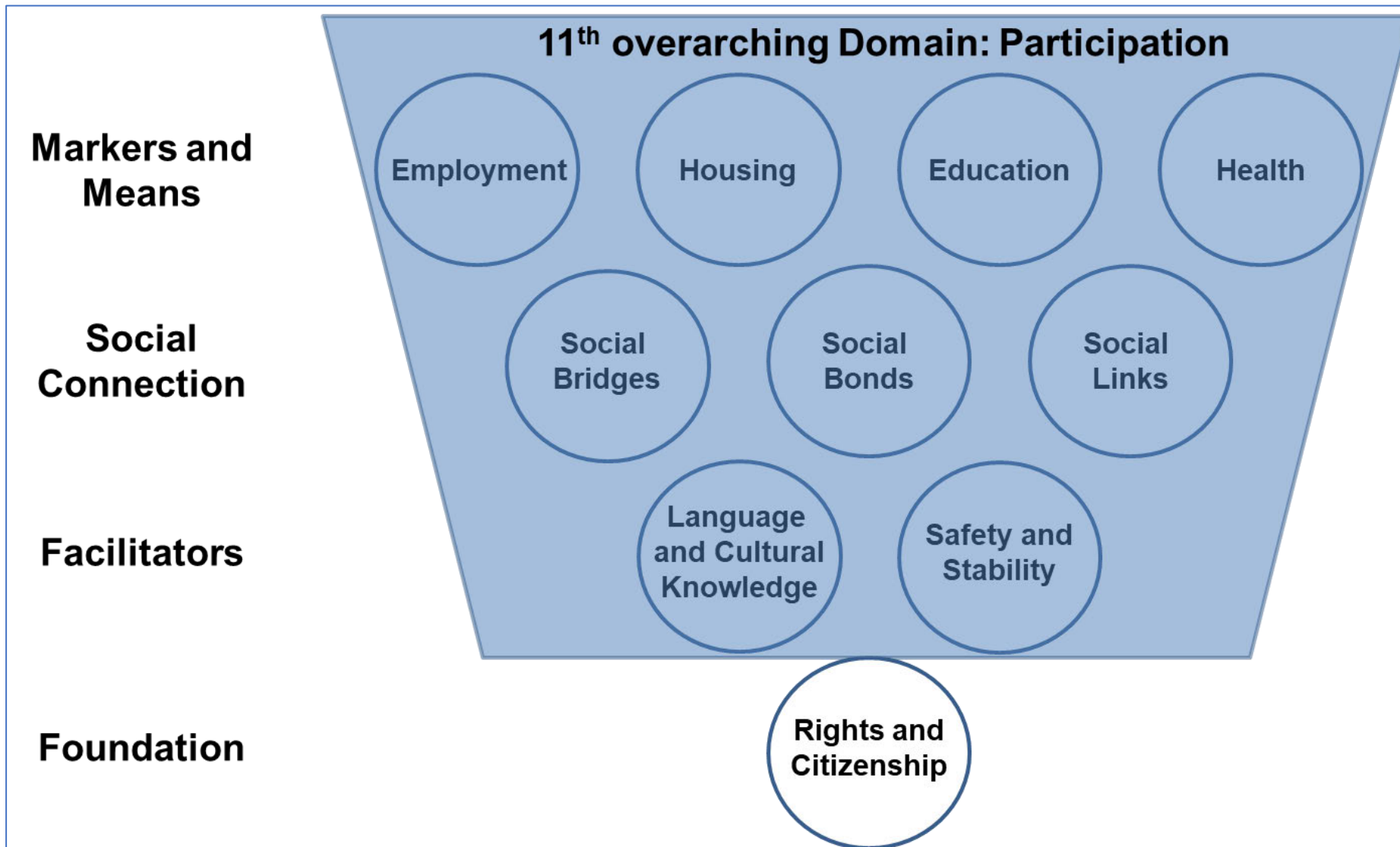


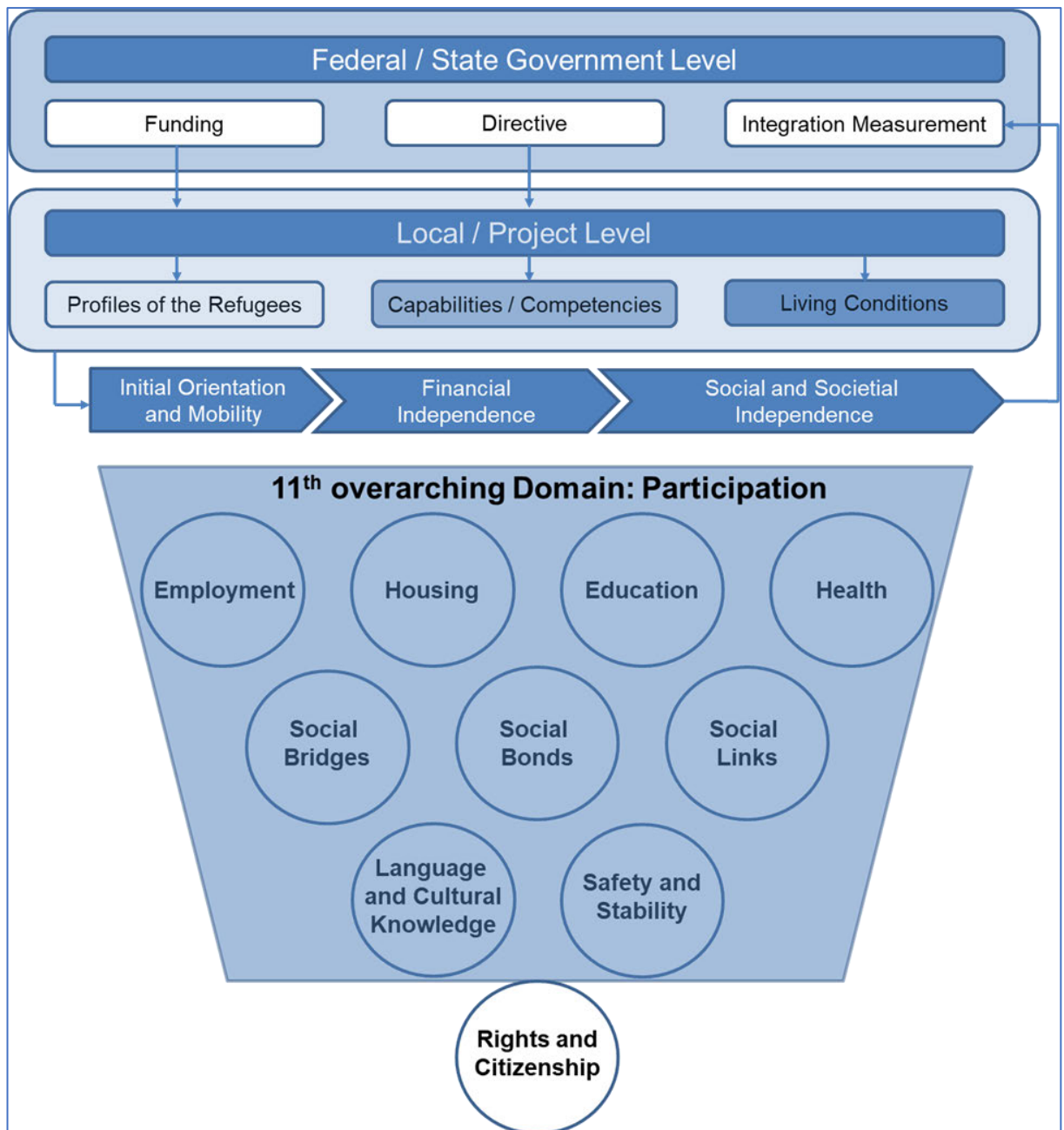












Appendix C - Methodology

Appendix C1 –Topic Guide

Topic Guide for Interviews
Version 2 matched

10.11.2018

A. Introduction

Introducing (researcher):

- What are we doing here – the whole purpose
 - Administration of interview – consent letter, voluntary participation, ethics, permission for the recording of the interview, agreement of the transcript with the interviewee later on
 - Interview process: in principle a semi-structured interview which means: introduction for a basic understanding, a free part of talking to gather insight and qualitative information/data followed by a more structured part (paper questionnaire) with predominantly Y / N questions to complete at the end of the interview.
 - Introductions: who is the researcher? Who is the interview partner? Bilateral agreement about procedure, confidentiality, volunteering
-
- Was machen wir hier - der Zweck
 - Administration des Interviews - Einverständniserklärung, freiwillige Teilnahme, Ethik, Erlaubnis zur Aufzeichnung des Interviews, Abstimmung des Transkripts später mit dem Befragten
 - Interviewprozess: Im Prinzip ein semi-strukturiertes Interview - das heißt: Einführung für ein grundlegendes Verständnis, ein freier Teil des Gesprächs, um Einblicke und qualitative Informationen/Daten zu sammeln und dann einen Teil (Papierfragebogen) mit vorherrschenden Y/N-Fragen zu strukturieren, die am Ende des Interviews abgeschlossen werden können.

- Einführungen: Wer ist der Forscher? Wer ist der Interviewpartner? Bilaterale Vereinbarung über Verfahren, Vertraulichkeit, Freiwilligkeit, etc.

Introduction (warm up questions):

- Warm up: personal questions about background, experience, etc

B. Semi-structured Part

Key Questions:

- What is your personal understanding of integration?
 - What are the indicators (criteria) of integration – from your perspective? In general, and in your context (based on the stakeholder group)?
 - What are the indicators (criteria) of success (social vs. economic) for you in this context? In general, and in your context?
 - What influence do these indicators (criteria) have- in general and in your context?
-
- Was ist Ihr persönliches Verständnis von Integration?
 - Was sind Indikatoren (Kriterien) der Integration - aus Ihrer Sicht? Im Allgemeinen und in Ihrem Kontext (basierend auf der Stakeholdergruppe)?
 - Welche Indikatoren (Kriterien) für den Erfolg (sozial vs. wirtschaftlich) gibt es für Sie in diesem Zusammenhang? Im Allgemeinen und in Ihrem Kontext?
 - Welchen Einfluss haben diese Indikatoren (Kriterien)?- Im Allgemeinen und in Ihrem Kontext?

Question Guideline:

- Social / Economic Components:
 - **Services:** Which services (social, economic, social connectivity) are necessary for refugees to become established (gain a foothold) in Germany? Welche Leistungen (sozial, ökonomisch, Soziale Konnektivität) sind notwendig, damit Flüchtlinge in Deutschland etabliert (Fuß fassen) werden können?
 - **Time / Speed:** Are the services provided at the right time? What about new needs (and the time perspective)? How fast does integration work (weeks, month, years, decades)? Werden die Leistungen (des Staates & im Projekt) zur richtigen Zeit erbracht? Was ist mit neuen Bedürfnissen (und der Zeitperspektive)?

- **Legal and Governmental Foundation:** Is there a possible power imbalance between refugees and natives (and local authorities – government service representatives, employer, housing agency representative)? *Gibt es ein mögliches Machtungleichgewicht zwischen Flüchtlingen und Einheimischen (und lokalen Behörden - Regierungsvertreter, Arbeitgeber, Vertreter der Wohnungsvermittlung)?*
- **Characteristics:** What role do the personal requirements / attitude of the refugees / locals have (age, gender, education, language skills)? What role does the volition or personal attitude play in integration? *Welche Rolle spielen die persönlichen Voraussetzungen/ Einstellungen der Flüchtlinge/ Einheimischen (Alter, Geschlecht, Bildung, Sprachkenntnisse)? Welche Rolle spielt der Wille oder die persönliche Einstellung bei der Integration?*
- ⊖ **Project Organisation:**

What, if any, role does the project have (this organisation independent of the content of the integration - for example the interaction / exchange of working groups, the communication or the engagement of the project members)? *Welche (wenn ja) Rolle spielt das Projekt (diese Organisation unabhängig vom Inhalt der Integration - zum Beispiel die Interaktion / der Austausch von Arbeitsgruppen, die Kommunikation oder das Engagement der (ehrenamtlichen) Projektmitglieder)?*
- **People and technical equipment:** Are the people (helpers) / resources allocated appropriately? What other resources are missing (personnel, finance, logistics, accommodation, supplies, etc.)? *Sind die Personen (Helfer) / Ressourcen richtig zugeordnet? Welche anderen Ressourcen fehlen (Personal, Finanzen, Logistik, Unterkunft, Versorgung, etc.)?*

- **Causality:** what is the logic (process) of integration (-programmes)? Is there a change in needs over time? *Was ist die Logik (der Prozess) von Integrations(-programmen)? Gibt es im Laufe der Zeit eine Veränderung der Bedürfnisse? Wie müßte die Logik des Integrationserfolgs aussehen?*
- **Success:**
What would have to be done to improve social and economic integration in this project? What are the obstacles to success (outside the project)? What would you see as success indicators and why? *Was müsste getan werden, um die soziale und wirtschaftliche Integration in diesem Projekt zu verbessern? Was sind die Hindernisse für den Erfolg (außerhalb des Projekts)? Was sind für Sie Erfolgsindikatoren und warum?*
- **Research Objective:**
In your opinion, which indicators for the integration of refugees do you have in your project? How is success measured? How has the measurement of success in the project changed over time? *Welche Indikatoren für die Integration von Flüchtlingen haben Sie Ihrer Meinung nach in Ihrem Projekt? Wie wird der Erfolg gemessen? Wie hat sich der Erfolg im Projekt im Laufe der Zeit verändert?*
- Task for Political Decision Makers:
- **Quality:** Assume a shortage of management: what is really important? What is not? Who determines the quality level (especially between the organisations)? Give examples of good practice situations. *Nehmen wir einen Mangelverwaltung an: Was ist wirklich wichtig? Was nicht? Wer bestimmt das Qualitätsniveau (insbesondere zwischen den Organisationen)?*
- **Performance Management:** Is there a performance goal for refugees? Is there a performance goal for the administration? If so, which dimensions has the goal? How do you (or your organisation) react to the performance change of the refugees or the administration? *Gibt es ein Leistungsziel für*

Flüchtlinge? Gibt es ein Leistungsziel für die Administration? Falls Ja, welche Dimensionen hat das Ziel? Wie reagieren Sie (oder Ihre Organisation) auf die Leistungsänderung der Flüchtlinge oder der Verwaltung?

- **Processes and Results:**

The central social and economic question will be: how is the entire process (social content, resources and quality) managed? Would a toolkit be helpful to manage the integration? Who defines the input, who the result? What will be the vision?

Die zentrale soziale und wirtschaftliche Frage wird sein: Wie wird der gesamte Prozess (soziale Inhalte, Ressourcen und Qualität) gesteuert? Wäre ein Toolkit hilfreich, um die Integration zu managen? Wer definiert den Input, wer das Ergebnis? Was ist die Vision?

- Special Task for Refugees:

- **Time:** When did you arrive in Germany - in months and / or years? Wann sind Sie in Deutschland angekommen - in Monaten und / oder Jahren?

- **Personal situation at the moment:** What is your social situation; what is the economic situation?; how do you experience your time in Germany? Wie ist deine soziale Situation - wie ist die wirtschaftliche Situation? Wie erlebst du deine Zeit in Deutschland?

- **Employment:** Do you have a job (Y / N)? How long did it take to get a job and why? How did you find this job (agency, friends, advertisement)? Does the job match your qualification? *Hast du einen Job (J / N)? Wie lange hat es gedauert, einen Job zu bekommen und warum? Wie haben Sie diesen Job gefunden (Agentur, Freunde, Werbung)? Entspricht die Stelle Ihrer Qualifikation?*
- **Training:** Have you been offered training? Does the training suit you? Did you successfully complete the training (degree, rating)? Which course would have been useful and at what time? *Wurde Ihnen Schulungen angeboten? Passen die Trainings zu Ihnen? Haben Sie die Ausbildung (Abschluss, Bewertung) erfolgreich abgeschlossen? Welches Training wäre zu welchem Zeitpunkt sinnvoll gewesen?*
- **Integration Project:** Is this integration project or its people helpful for you? What would have happened if the project had not existed? Please explain or give an example. *Ist dieses Integrationsprojekt (oder seine Mitarbeiter) für Sie hilfreich? Was wäre passiert, wenn das Projekt nicht existiert hätte? Bitte erklären Sie oder geben ein Beispiel.*
- **Personal Preferences:** Has anyone asked you about your long-term plans on where you would like to have your center of life (Germany vs. Home Country)? Would this question have been useful, or would you have been afraid of negative consequences? Has anyone asked you if you would like integrate? *Hat dich jemand nach deiner langfristigen Perspektive gefragt, wo du deinen Lebensmittelpunkt haben möchtest (Deutschland vs. Heimatland)? Wäre diese Frage nützlich gewesen, oder hättest du Angst vor negativen Folgen gehabt? Hat dich jemand gefragt, ob du integriert werden möchtest?*
- **Success:** What might be done differently or better to improve your situation? *Was könnte anders oder besser gemacht werden, um Ihre Situation zu verbessern?*

- Sum up Questions
 - In your opinion, what are the three most important criteria or indicators of the integration of refugees in Germany?
 - What works especially well in the context of integration? Which aspects in particular should be improved? In general and in your context?
 - Do you think there are one or more criteria that make a person "integrated"?
 - Was sind Ihrer Meinung nach die drei wichtigsten Kriterien oder Indikatoren für die Integration von Flüchtlingen in Deutschland?
 - Was funktioniert im Kontext der Integration besonders gut? An welcher Stelle sollte insbesondere verbessert werden?

C. Structured Part – Questionnaire Survey

Improving Integration in Integration-Projects in Germany

Follow up Questionnaire

Please could you respond to the following questions by ticking the appropriate box or boxes? **Könnten Sie bitte die folgenden Fragen beantworten, indem Sie die entsprechenden Kästchen ankreuzen?**

1. How do you rate the integration activities with a school grade (from 1 (very good) - 6 (insufficient))? - please tick. **Wie bewerten Sie die Integrationsaktivitäten mit einer Schulnote (von 1 (sehr gut) - 6 (ungenügend))?** - bitte ankreuzen.

	1	2	3	4	5	6
Project-Integration-Activities / Aktivitäten						

2. How do you rate the success of the integration activities with a school grade (from 1 (very good) - 6 (insufficient))? - please tick. **Wie bewerten Sie den Erfolg der Integrationsaktivitäten mit einer Schulnote (von 1 (sehr gut) - 6 (ungenügend))?** - bitte ankreuzen.

	1	2	3	4	5	6
Project-Integration-Success / Erfolg						

3. How important would be the improvement of the integration services? **Wie wichtig wäre die Verbesserung der Integrationsleistungen?**

very important / sehr wichtig	important/ wichtig	not important/ nicht wichtig	uncertain/ bin unsicher

4. Please evaluate the importance of the following factors for improving the integration performance. **Bitte bewerten Sie die Bedeutung der folgenden Faktoren für die Verbesserung der Integrationsleistung.**

	very important sehr wichtig	important wichtig	not important nicht wichtig	uncertain bin unsicher
Context Components Kontext Komponenten				
Individual Characteristics Individuelle Merkmale				
Host Region Characteristics Merkmale der Gastgeberregion				
Other (please specify) Sonstiges (bitte angeben)				
Social Components Soziale Komponenten				
Basic Needs Grundbedürfnisse				
Social Connection Soziale Verbindung				
Language & Safety Sprache & Sicherheit				
Rights & Citizenship Rechte & Bürgerrechte				
Other (please specify) Sonstiges (bitte angeben)				
Economic Components Ökonomische Komponenten				
Strategic Target Dashboard Übersichtsplan für strategische Ziele				
Strategic Risk Dashboard Übersicht für strategische Risiken				
Performance Toolkit Instrumenten Spektrum				
Management of Alternatives Umgang mit Alternativen				

Other (please specify) Sonstiges (bitte angeben)				
Logic Components Logik Komponenten				
Adaption Services to Needs Anpassung der Leistung an die Bedürfnisse				
Profiling Refugees and Region Profilerstellung von Flüchtlingen und Region				
Matching of Profiles Abgleich von Profilen				
Other (please specify) Sonstiges (bitte angeben)				

5. How critical are the subsequent barriers to be evaluated, in order to achieve the improvements in the integration? *Wie kritisch sind die nachfolgenden Barrieren zu bewerten, um die Verbesserungen in der Integration zu erreichen?*

	very important Sehr wichtig	important wichtig	not important nicht wichtig	uncertain bin unsicher
Lack of information, reporting Mangelnde Informationen, Berichterstattung				
Lack of guidelines (expectations) Fehlende Richtlinien (Erwartungen)				
Lack of skills (project members) Mangelnde Qualifikationen (Projektmitglieder)				
Lack of trainings (refugees) Mangelnde Qualifizierungen (Flüchtlinge)				
Lack of management capacity Mangelnde Verwaltungskapazität				
Lack of adequate services Fehlende angemessene Leistungen				
Lack of adequate speed of services Fehlende angemessene Geschwindigkeit der Leistungen				
Lack of adequate funding Fehlende ausreichende Finanzierung				

Lack of adequate processes Fehlende adäquate Prozesse				
Lack of engagement Mangelndes Engagement				
Regulatory bureaucracy Regulierungsbürokratie				
Other (please specify) Sonstiges (bitte angeben)				

Appendix C2 - Participant Information Sheet & Consent Letter

Teilnehmer Informationsschreiben

Principal Investigator:

Carsten Mechlinski

Researcher / Forscher

Faculty of Applied Sciences, University of Gloucestershire

Oxstalls Campus, Oxstalls Lane, Gloucester, GL2 9HW

Titel der Studie:

Eine Untersuchung der Indikatoren für die soziale und wirtschaftliche Integration von Flüchtlingen in Deutschland

Sehr geehrter Teilnehmer,

Ich bin Forscher an der University of Gloucestershire in England. Ich möchte Sie einladen, an einer von mir durchgeführten Forschungsstudie teilzunehmen. Die Studie befasst sich mit der Art und Weise, wie Flüchtlinge aus vielen Ländern in Deutschland integriert wurden, und ich möchte Ihre Erfahrungen verstehen.

Die Studie ist freiwillig und Sie werden nur aufgenommen, wenn Sie Ihre Zustimmung geben.

Ich möchte Sie zu einem Gespräch über Ihre bisherigen Erfahrungen einladen. Das Interview dauert ca. 1 Stunde. Ihre Teilnahme an dieser Studie ist völlig freiwillig und alle Informationen, die Sie mir zur Verfügung stellen,

werden streng vertraulich behandelt und nur von mir eingesehen. Keine Information wird an Dritte weitergegeben.

Das Interview sollte in den öffentlichen Räumen des Projekts stattfinden - z.B. im Café. Es ist geplant, dass neben uns sowohl ein Vertreter des Projekts (oder eine Person Ihres Vertrauens - eventuell auch ein Übersetzer) anwesend sein sollte. Diese Person ist auch anwesend, wenn Sie sich entscheiden, das Interview zurückzuziehen - geben Sie dieser Person oder mir ein Signal und wir werden das Interview sofort beenden.

Wenn Sie mich kontaktieren möchten, finden Sie hier meine Kontaktdaten (Handy).

Das Ethik-Panel der Forschungsabteilung der Universität Gloucestershire hat diese Studie genehmigt. Bitte wenden Sie sich an Dr. Emily Ryall, Vorsitzende des Unterausschusses für Forschungsethik der Fakultät für Angewandte Wissenschaften der Universität Gloucestershire, wenn Sie Bedenken haben.

(Tel: , E-Mail: Dr. Ryall hat keine direkte Beteiligung an der Studie.

Wenn Sie an dieser Studie teilnehmen möchten, lesen und unterschreiben Sie bitte das Einwilligungsformular.

Vielen Dank

Carsten Mechlinski

Formular zur Einwilligung nach Aufklärung

Titel der Studie:

Eine Untersuchung der Indikatoren für die soziale und wirtschaftliche Integration von Flüchtlingen in Deutschland

Principal Investigator:

Carsten Mechlinski

Researcher / Forscher

Faculty of Applied Sciences, University of Gloucestershire

Oxstalls Campus, Oxstalls Lane, Gloucester, GL2 9HW

Bitte die Ja/Nein-Antworten umkreisen oder ankreuzen

Haben Sie verstanden, dass ich Sie gebeten habe, an einer Forschungsstudie teilzunehmen?	Ja	Nein
Haben Sie das beigefügte Informationsschreiben gelesen und eine Kopie erhalten?	Ja	Nein
Haben Sie ein Verständnis für die Vorteile und Risiken der Teilnahme an dieser Forschungsstudie erhalten?	Ja	Nein
Haben Sie Verständnis dafür, dass Sie den freien Kontakt zum Forschungsteam haben, um die Gelegenheit zu nutzen, Fragen zu stellen und diese Studie zu diskutieren?	Ja	Nein
Haben Sie ein Verständnis dafür erhalten, dass es Ihnen freisteht, die Teilnahme zu verweigern oder Sie die Studie jederzeit und ohne Folgen zu beenden, und dass Ihre Daten auf Ihren Wunsch hin gelöscht werden?	Ja	Nein
Haben Sie verstanden, dass ich Ihre Daten vertraulich behandeln werde?	Ja	Nein
Haben Sie verstanden, wer Zugang zu Ihren Daten hat?	Ja	Nein

Name in Druckbuchstaben:

Bevorzugte Kontaktnummer:

E-Mail:

Datum

Unterschrift des Teilnehmers

Appendix C3 - Locations & Project Profiles

Key Data - Refugees in Germany

According to the State Office for Political Education in Baden Württemberg (2020) around 1.5 million people seeking refuge were living in Germany in November 2017. People seeking refuge are those who reside in Germany for humanitarian reasons. Of these people, around 870,000 (or 54%) have a "humanitarian" residence permit. This number includes asylum seekers, recognized refugees, and people with subsidiary protection status. This means that "only" these 54% of people are entitled to integration services in a comprehensive sense.

Conversely, this means that the other 730,000 people (or 46%) do not have these entitlements. 160,000 of these people had their asylum applications rejected. In principle, this means that these people have to leave the country. However, about 75% of this group have a "toleration", in other words, their obligation to leave the country is suspended. In total, this means that about 40,000 people are obliged to leave the country. Conversely, this means that around 690,000 people (or 43%) live in Germany for longer periods of time. These people are not entitled to state integration entitlements and are therefore dependent on non-state integration services.

Location Profile Metropolitan Area Rhine-Main

Size, Ratio and Politics – Metropolitan Area (City of Wiesbaden and Karben)

It is not easy to convert an exact ratio for the region, since the city of Mainz belongs to the metropolitan region, but is assigned to another state. In order to create a ratio however, 300,000 inhabitants were subtracted from the metropolitan region (Mainz is on the periphery). This means that the ratio should be about 5.4 million inhabitants to 100,000 refugees.

For the purpose of simplicity, the interviews from the metropolitan region (e.g. Karben) have been assigned to the city of Wiesbaden.

Project Basics & History

The project "Sprach-Café Delkenheim (ecumenical language café Delkenheim)" was originally founded as an initiative of the catholic archbishopric Limburg, including a substructure in the city of Wiesbaden for refugees. The initiative in Wiesbaden was established in 2015. At that time, the refugees were mainly Syrian. The project is a predominantly voluntary project, which originated from a church initiative and is sponsored by the Catholic Church.

Support Service/ Programmes – Project „Sprach-Café Delkenheim“:

As the name of the project suggests, it is a voluntary language café and offers a meeting place for social contacts. Other thematic groups have also formed, such as handicraft groups for women. In addition, a mentoring program has been established.

Connectivity to Research Project – Project „Sprach-Café Delkenheim“

A comprehensive topic guide was developed at the beginning of the research. During the initial discussions, a pilot project was agreed upon. This pilot had to be conducted in such a way that the complete topic guide was discussed, because this topic guide is considered relevant and significant by the project management. After the overall discussion of the entire topic guide, it was tailored to the needs of the project stakeholders in terms of content and time. Because of this, the relevant questions could be asked and answered, and the respective interviews would be limited to a maximum of one hour (design to time), but the research objectives could still be answered.

Location Profile City of Hamburg

Project WIR - Basics & History:

The work and integration for refugees' project (WIR) was founded at the beginning of 2015 before the refugee crisis due to changes in the labour laws for the integration of immigrants into the labour market. The main players are the Labour Administration (Federal Employment Agency (BA) and the Job Centre (JC)) and the Social Administration (City of Hamburg). This means that it is a government programme.

The target customers are employable people with good prospects of staying i.e. explicitly not only people from the 50% plus states, but also people with the status of permit and toleration. Since there is a large Afghan community in Hamburg, most immigrants and the largest customer potential are recruited from this group. In addition, people with formal or non-formal competences are addressed. Refugees who do not qualify for this programme are managed by other institutions. The offer of the WIR project is intended for a maximum of 50% of the total number of refugees of working age.

At the beginning of 2017, the scope of customers was restricted. The group of under-25s was transferred to a special institution.

Support Service/ Programmes – Project WIR

The WIR project offers an optimized consulting process that essentially comprises two perspectives. The first perspective is the refugee perspective in which the individual perspective of the refugee is discussed and transferred to a job placement plan (integration plan) to promote integration into the labour market. The second perspective is the view of the optimized administration in which the administrative paths are shortened, and the coordination of the departments is also improved by the spatial and personal proximity of the employees.

The refugees are prequalified in a so called "arrival centre" by means of a self-assessment. This self-assessment is further qualified with regard to formal knowledge such as an academic degree, and non-formal knowledge, such as school, work experience, and languages. With the assistance of a point system, a kind of "low-profiling" is conducted. A competence ranking

introduces people to the WIR project. The usual duration of a person's stay in the WIR project is 12-24 months. The essential service consists in an intensive support of the assigned people (adequate customer-consultant relationship). In theory, three portfolio elements are offered: Refugee Service, Employer Service and Life Situation Counselling. The Life Situation Counselling is partly also offered in Arabic and Fasi, and contains the elements of family counselling, housing situation, senior situation, trauma, and foreigner legal counselling.

The Refugee Service contains an individual plan comprising three components: recognition of qualifications including financing of supplementary qualifications, via another organisation, professional orientation with the support of the chambers of trade and industry and the health sector, and individual training sessions such as language training. However, the WIR project does not create any original initiatives, but rather tailors the existing government initiatives for the individual customer (refugee).

The Employer Service offers the possibility that a potential employer can report traineeships and job offers and within the framework of WIR an initial "matching" of potential is conducted.

Special characteristics of the project:

In the context of a political inquiry, some questions concerning the topic of integration performance have been answered directly or indirectly. There is a "refugee monitor," which is calculated from statistical data. This means that data from the Federal Government (BA) is derived for the Hamburg region. There is no further specialised "integration monitor." As an estimate about 50% of the immigrated people are covered, which is similar to the situation for the whole of Germany. Due to data protection issues on the part of the project, no refugee has been interviewed within the framework of this project.

An interesting aim of WIR is "speed & sustain" as well as the topic "perspective planning." Furthermore, there seems to be an internal performance monitoring for these topics, which has not been revealed to this study. The WIR project is funded until 2020, which suggests that integration is associated with a project character and that there is no underlying long-term strategy.

Connectivity to Research Project – Project WIR

Even before the topic guide was created as the basis for the interviews, initial discussions were conducted, which formed the basis of the pilot. The interviews were conducted at the end of the data generation phase. This project represents a large single city. The degree of organisation of the projects decreases with the size of the city - as has been assumed in the preceding chapters. This means that this project has the highest degree of organisation.

Location Profile City of Bonn

Size, Ratio and Politics -City of Bonn

About 7,000 people of this group are of Syrian nationality. The statistics do not show how many of these people are refugees. However, this report points out that the proportion of the population of Syrian descent has risen sharply by about 190%.

Project "Save Me" - Basics & History

The "Save Me" project was originally founded as an initiative in Germany as part of a UNHCR resettlement initiative for particularly vulnerable refugees. The initiative in Bonn was founded in 2009, in a constituent meeting of 12 non-profit organisations (including pax christi, pro asyl, caritas – SaveMe, 2020). At that time, these were mainly christian-Iraqi refugees who, due to their ethnicity, probably had no possibility of returning to Iraq and therefore had to be resettled in Germany. The project is mainly a voluntary project, which is now supported by two full-time staff and has emerged from the refugee aid organisation.

Support Service / Programmes - Project "save me"

The project has established three main programmes: a mentoring programme, a leisure programme and a language programme.

Mentoring programme: The project qualifies and provides so-called "mentors." This means that a mentor is assigned to a refugee or a group such as a family as a "helping hand" for all areas of the integration model according to Ager & Strang (2008). However, the theoretical background of "Save Me" is a German integration model according to Esser (2009), which is comparable in principle. In terms of classification, the areas of assistance are basic needs, i.e., employer search, health care and trauma management as well as education and training. Additionally, the mentor is regarded as "German contact" and functions as both a personal contact and as an intermediary guide, who for example is in contact with authorities. The mentor also functions as a language and culture guide.

Leisure programme: The project has established a comprehensive programme for activating refugees. The programme also has a cultural level with theatre or cinema visits. Additionally, there are hiking or cycling tours.

Language cafés: These language cafés serve people as meeting places to strengthen social connectivity, but also to practice the German language.

Connectivity to the research project – Project "Save Me":

A comprehensive topic guide was developed in advance of the research study. During the initial discussions, a pilot was agreed upon. This pilot was conducted in such a way that the complete topic guide was discussed because the "Save Me" project management considered this topic guide to be relevant and significant overall. After the discussion of the entire topic guide, it was tailored to the needs of the project stakeholders in terms of content and time so that the relevant questions could be asked and answered and the respective interview was limited to a maximum of one hour (design to time), but the research objectives could still be answered.

Location Profile Municipality of Bammental

Project Basics & History

The project "Flüchtlingshilfe Bammental - Refugee Assistance Bammental" was founded originally as an initiative of the local ecological-political party (the Greens) for refugees. The initiative in Bammental was established in 2015. At that time, the refugees who were accommodated in a state-owned initial refugee facility were mainly Syrian.

The project is predominantly a voluntary project, which has evolved from a political-social initiative.

Support Service/ Programme

Essentially, a mentoring programme is offered, which functions as a kind of "helping hand" and covers all aspects of the Ager & Strang (2008) integration model. However, no theoretical frame of reference is used in this project. The project is based on the vision of an "intact village community" in which everyone stands up for and helps each other, especially the refugees.

The special feature of this project is the communication from the project to the citizens - especially to the opponents (called the right-wing parties in the press and public) of the refugee hosting on site. Due to the offensive engagement with the refugee issue - especially by the mayor - an intensive debate could be conducted in the village. This debate addressed the concerns and fears of the local population and the result of the federal election in 2017 gave the lowest election result of the right-wing party (AfD: 5.7%; Bammental, 2020), in contrast with the result in the state of Baden-Württemberg (AfD 12,2%; Statistik-BW, 2020).

Connectivity to research project

Initial interviews had been conducted before the topic guide was created as the basis for the interviews, which formed the basis of the pilot. Due to time delays, the interviews were only conducted at the end of the data generation phase. However, all stakeholder groups have been interviewed as envisaged in Section 3.1. This project represents the rural area. The degree of organisation of the projects decreases in proportion to the size of the city - as

previously assumed in the chapters. Nevertheless, a common vision seems to unite people to effect much more than what an organisational form can achieve.

Appendix C4 - Codebook

In the form of a codebook (including the associated referencing) and as a table representation derived from NVivo:

Coding Categories	Referencies
Thesis Findings	12
Research Objectives	0
Stakeholder Perspectives of successful Integration	21
Progress~ Measurement of Indicators	15
Cross Case Equality and differences	0
Adequate Indicators in Case	13
Gaps - Findings	0
Surprising Box	5
Own Results	5
System Model	0
MCS for Integration	0
Explanatory Power of Indicators	5
Dependencies	0
Content	0
Congruent political Goals	19
Causal Utilisation Coherence	12
Logic	0
Time & Speed	0
Processes	0
Communication	0
Ecomonics	1
MCS	0
Finance	0
Formal Structure	0
Topic Guide	0
Sum-up Questions	25
Social & Economic Compoments	17
Refugee Components	5
Political Decision Maker Components	13
Key Questions	24
Content of Integration	0
Research Framework	0
System Dynamics by Sterman	26
Management Control System by Simons	20
Integration Model by Kuhlman	11
Integration Model by Ager & Strang	13
Indicators of Integration	16
Social Indicators	0
Relationship of Indicators	0
Improvement of Indicators	0
Economic Indicators	0
Definition of Integration	5

Figure C4: NVivo Codebook

Appendix C5 – REC Approval



Dr Emily Ryall
Research Ethics Committee Chair
Reader in Applied Philosophy

OXSC014, Oxstalls Campus,
Longlevens, Gloucester, GL2 9HW

Tel:
Email:

Carsten Mechlinshi
Via email

Friday 5 October 2018

Dear Carsten

Thank you for your application for ethical approval.

I am pleased to confirm ethical clearance for your research following ethical review by the University of Gloucestershire – Research Ethics Committee (REC).

Please keep a record of this letter as a confirmation of your ethical approval.

Project Title: An investigation into the indicators of social and economic integration of refugees in Germany.

Start Date: Friday 5 October 2018

Project Completion Date: Saturday 30 November 2019

REC Approval Code: REC.18.48.1

If you have any questions about ethical clearance please feel free to contact me. Please use your REC Approval Code in any future correspondence regarding this study.

Good luck with your research project.

Regards,

Dr Emily Ryall
Chair of Research Ethics Committee



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Appendix C6 - Translated Transcript

Translated Transcript: 20190111 Project Save me, Bonn, respondent 1-1-07

(I = interviewer, B = respondent)

[00:00:02] I: What is your understanding of integration?

[00:00:04] B: It's always so difficult to say, because everything has been said a thousand times before and there are so many different facets. But, to put it briefly, integration is the process of a person himself and the process of a society, that people come here, feel at home, work, earn their livelihood, live, raise children and similar things. Integrating in a structural sense, in a cultural sense, in a social sense, but not one for oneself in a quiet chamber, but people from all sides. Integration is not a process that one person can conduct on his or her own, there are always several sides to it.

[00:00:50] I: And in this context, what would be success for you, that is, success of integration?

[00:00:58] B: Success of integration for me is actually when you also fulfil individual areas of how integration is defined. In Germany, there is always the expectation that integration must actually fulfil everything that the person who wishes it to do has in mind. Citizen A says: yes, someone must be integrated, if that is what is required. Citizen B says: No, that is not so important, but something else. Of course, that is not possible. There are already certain things that have been laid down that belong to integration. All the definitions result in this, and I think they must be fulfilled, but they do not all have to be fulfilled at the same time. You have to be able to communicate well in German. You should have an educational qualification. And /or a vocational qualification and/or aspire to it. And one should be able to find one's way in our society as far as cultural and social integration is concerned, in other words, one should be part of society. But you don't have to be able to speak German perfectly,

have a great job already and fulfil all the social requirements. I do not see it that way.

[00:02:09] I: So for you, if I understand it correctly, these are intermediate steps that can be achieved in the various areas, and in the business area, this would be called milestones. That would also be the point for you that there are milestones in different areas, and if they are achieved, then that would be a success for you.

[00:02:28] B: Right. And there's no arbitration board that decides when that is. Because we also have citizens who come as specialists or who come as academics who also lecture or who are professors or do research in English, and nobody expects them to be perfectly committed, involved or participate in all social issues in German. This is just one example. That's why I always think it's important not to make certain perfect demands on migrants, which may exist in theory, that many Germans without a migration background don't meet. That's why I always find the concept of integration a bit in need of explanation. I always say at events: "Integration is not a car wash. You get in at the front and out at the back and you're integrated."

[00:03:21] I: Okay. Good. I would like to interview you in particular as someone I would like to see as, what I call, a political decision-maker in the field of integration. Is that correct or is that rather not correct?

[00:03:42] B: No, that is not quite right. So, administration does not understand itself as politics. That is so. I am not a political decision-maker.

[00:03:52] I: How would you define your position then? [00:04:26] I: I would like to talk about the goal you want to achieve with what you do. Well, I know from my administrative work that you say what you would rather not have. I would like you to present the whole thing in a positive light: What is it that you want to achieve with your work?

[00:03:56] B: I would say because we don't have so much time now that I naturally work with politics. Administration, that's the way roles are distributed, makes proposals, brings in drafts or implements resolutions, or is happy when its own proposals are adopted and can be implemented. But administration cannot work alone, or only on a very small scale. In this respect, it is always an interplay within the municipality, and this is ultimately also the case at state and federal level.

[00:04:26] I: I would like to talk about the goal you want to achieve with what you do. Well, I know from my administrative work that you say what you would rather not have. I would like you to present the whole thing in a positive light: What is it that you want to achieve with your work?

[00:04:56] B: Of course, these are very different things and I am a bit unusual in an administration. Of course, we also have areas with us that are absolute administrative activities. That is absolutely clear. But, of course we also have areas that are not present in every community, but which are now in most of them, but which are not as common as setting up and running kindergartens, issuing driving licenses, planning and directing road traffic. That is of course not the case with us. Perhaps I will limit it to three objectives. The first objective is, of course, that we want our work to help people who live as immigrants in Bonn or who come to Bonn for the first time, to make them feel at home here, to put their integration in quotation marks, to give them support when they need it, to act as a kind of guide when they need it, to enable them to take part in events, in offers, so that they also know about them, so that we support people who are immigrants, who organise themselves in immigrant self-organisations, because we think that is good, or because it is an important commitment, and so on and so forth. That would be one part of it. The second part is that it is important to us that all those who contribute something professionally in the field of integration, or who contribute something as a commitment, should also, it cannot be said, do it together; that is not possible, but that we pull together. Integration is a cross-cutting issue. There is a huge number of actors and organisations, institutions and facilities. And there are the most diverse specifications as to who does what, why, why, why. And in

my view, there must be a position in the municipality that has an overview, that knows that there is the area of welfare organisations, there is the area of labour market integration, there is the area of migrant self-organisation, there is the area of refugee assistance and so on and so forth. And it is our task as a staff unit to have this overview, to know who is there, who is there for what. That is very confusing in integration and migration work, because it is also promoted by various governmental agencies, yes, with various forms of support and, of course, a lot of it comes from civil society itself. And we have seen in refugee aid, and many in the administration and also in urban society have noticed that we were the only ones who knew where things were going, where are the refugee advice centres, what do they actually do, how do we found a refugee initiative, why are the church communities suddenly in refugee aid. All this has been thought out, developed, pushed forward, and even held together to some extent. And that is a permanent task of a municipal integration unit. And the third thing, to limit it to three points, is that an important goal for us is that all institutions work in such a way that they are open to all people and can be used by them, i.e. that authorities open themselves up interculturally, that the whole health sector, which is very complexly organised in Germany, is perceptible for immigrants. Where do I have to go with what? What do I get? What am I entitled to? That educational institutions open up, offer something for everyone, not just for a certain population group. So I will say the whole goal of intercultural opening and the concrete implementation of diversity, not just as a nice colourful photo, but actually in the institutions, in the staff, in the target group, in one's own work and also in opening up to the outside world. This is a very important aspect of municipal integration work, because without it, it is impossible.

[00:08:48] I: I'm just trying to interpret what you say now. I would have paraphrased it now with, I say, an offer of information. But I don't know if it is what you said...

[00:09:00] B: Not at all. Not at all. Not at all. No.

[00:09:00] I: So because you just said...

[00:09:03] B: Let me give you some examples from the refugee aid. A job centre that has application forms that nobody understands, that even volunteers who speak good German understand only with difficulty. Something has to change here. It has to open up. Either bureaucracy pilots or interpreters must be made available. But you can't expect that. The same applies to educational institutions that say yes, "Migrants don't come to us. We don't know why." Then we say, "Well, we'll just have to take a look." "Yeah, it's not us. We've been doing this programme for a long time and it's going well." It is. It's because if I want to offer something for parents, for young people, for families, then it must also take into account their living environment. Or, when the health system says: "There is actually everything (incomprehensible word). We also don't understand why migrants don't find it." Then communal integration says: "Because it is so complicated and also has no proper advice, that it is inscrutable if you have not grown up knowing about it: Where do I go and when? What can I do? What am I entitled to? Where do I have to make which application? How do I deal with all this?" This is very special in Germany. Now, it is a good example, because in the refugee aid and in the time of the reception of the refugees it was also an example of how incredibly complicated it is, including the subject of therapy and so on. Something must change in this area too. And from 2015 onwards, a great many institutions will have changed in this area, they will have seen that we have to provide more information, we have to explain more about ourselves, we have to make ourselves more multilingual. That was also a bit of a success for us. We were very pleased. We were very supportive. We did something like that ourselves. We also expected the same from the city of Bonn, ne?

[00:10:44] I: Okay. I got, I think I understood what you said. That in addition to the information that I have just put in front, they are also doing concrete projects to implement how things can and must get better.

[00:11:05] B: (unintelligible word) whether these are now projects. But of course it is part of our work and the city of Bonn is a member of the Charter of

Diversity. That is of course our work. So, in the refugee situation it was quite acute that many called and said: "What could we do that they find their way to us? It just became so clear. It was very enlightening for everyone. No, we'll definitely do that.

[00:11:25] I: Okay. Now we have talked about the topic, what are your goals. Are there also avoidance goals where you say that I don't want that to happen?

[00:11:38] B: Yes, I did not mention it among the first three, because it always needs some explanation. For us, of course, a society without exclusion, discrimination, Islamophobia and anti-Semitism is an incredibly important basis for integration and migration and for an intercultural society. And that is of course also (incomprehensible word) our task, that we are also contact persons for the unpleasant things that happen, that we give advice in individual cases on the one hand, but on the other hand also make events on these topics, that we are also in alliances. We are in the European Coalition of Cities against Racism. This is a coalition that not only babbles, but also expects very concrete steps from the municipalities. We must say quite clearly what we are doing, how we are going to prevent discrimination and so on and so forth. This is one of those areas that is difficult and that has escalated very much at the moment, because there are many people in society who are full of emotion and certain people do not want it or are upset about certain things. And that's just one thing, where you always work for something so that it stops. This is, for example, an area that I have also established here, in the staff department, and which is also very important to us.

[00:13:00] I: Now what you said, whether anti-Semitism, Islamophobia, whatever, these are the parts, so to speak, that come from the host society. Are there also avoidance targets for migrants?

[00:13:17] B: They don't all come from the host society, they come from everyone. This is very mixed. So, this is something that we have learned very well in recent years. There are also many conflicts among immigrants

themselves, also about who is here and why. This is not only the host society. There is a certain form, which some like to call xenophobia or hatred of foreigners, which is actually rather from people without a migration background. But, there is also this from immigrants towards immigrants. There is also anti-Semitism, also by Muslims towards Jewish citizens, and there are also many Russians among the Jewish citizens today, who do not look openly at everyone else. That is not really the case, however, that it only affects the host society. It affects everyone. We also addressed this very early on in our work with refugees and made it clear that refugees themselves can have reservations, even against people from their own country who belong to a different group. And this has been confirmed, even after refugee aid was only quite surprised when I always brought this up. That is so. That is something deeply human and it is everywhere.

[00:14:34] I: We have now talked about goals, avoidance goals. Are there any indicators in your area how you measure these goals, whether it's positive or negative, how you measure or track them, I say, or how you represent a change?

[00:15:00] B: This is the wish of communal integration that there should be such a thing. That there should be integration monitoring in the long term, where targets and indicators for achieving the objectives are developed. Some people also claim that they are already doing that. But that is not true. Up to now, integration monitoring has actually only consisted of statistics. And that is where the problem arises. As a task, integration is completely divided up into different areas, which are often very separate from each other. This means that I do not have any labour market figures and the Federal Agency only has them for one particular area, which is not necessarily only the city of Bonn. And that is actually the case with every integration topic. School is then a state matter, kindergarten is on the municipal level and so on and so forth. And that makes it incredibly difficult and time-consuming to agree on which statistics are the right ones to use and where to get them from. We have this in the current project with the state, where it has also come up again for a certain group of people. And you have to agree on this, if you are in a position to

reach that yourself. There are many things for which the local authority is not responsible at all when it comes to integration. So, they also... It is always a bit of, yes, a bit of an eyewash, when you write in it, you have to be reached, but as a community you have to say yourself: We are not really the labour market. And we are just a small piece in the mosaic, because of course we have a personnel office and they should of course open up interculturally and increase the proportion of people with a migration background. But that is the problem at the moment, that everyone is talking about it, and the federal government has now also talked about it again, I believe, either in the coalition agreement or... At some point it came up again. I always have to smile a bit because this has been going on for so long and many people hope: "Great, then we will know exactly when integration is achieved and we will see what the steps are and who is doing it. And then I have to put the brakes on politics a bit and say: "Yes, but to make it serious, you have to bring together a lot of things that aren't... and talk about things where different levels of government are responsible. That's difficult." And in the end, you are left behind, there are one or two municipalities, which have such works, but more than explaining statistics and that you are striving to increase the share here and that is supposed to change, you do not have, because you are not necessarily the one who can bring it forward. That is why I always say that, on the one hand, I think it is nice, but, on the other hand, it is still a bit foggy, because integration is not a purely municipal task, not a purely state task and not a purely federal task.

[00:17:39] I: I have a question, because you mentioned the topic of statistics. After all, statistics always implies that the information I need for integration would be fully available. Is that so?

[00:17:55] B: No, of course not. That is the second crux of the matter. Very difficult.

[00:17:58] I: So, you were just talking about diversification...

[00:17:59] B: No, I simply said that integration monitoring is always invoked and that it is also a basis. Of course, if you have that at all, then the very first question is always: Who collects the statistics and according to which criteria? That is where politicians are always quite astonished when I tell them that the criteria do not match up at all. The federal government does it that way. The country counts like this. We count like this. Of course, that's terrible. Because of these transitions, and also because of the duration of labour migration, it is becoming increasingly noticeable. With some of them I don't even see any more. To take the example that they have a migration background in the statistics, because they have been naturalised for a long time. Yes, but this is a group of naturalised first-generation migrant workers, for whom we have huge needs. They are totally neglected. Maybe I don't see that in the statistics. Or when it comes to refugees, everyone thinks of those who have come since 2015. There we have the figures. Yes, but a huge number of people were here before 2015. And we can't just concentrate on these, because many of the old problems lie with those who have been here for so long. It is really really totally exhausting with the statistics, because everyone does it differently, either for a different area, a different definition of foreigners, migration background, what is now recorded exactly and what is not. Of course, the DSGVO now also makes all the statistics difficult if you want to investigate more closely, because you are not actually supposed to recognise anywhere when it comes to individual persons, but that is a problem for us, for example. Of course, we would like to see more statistics, especially now, for example, on elderly migrants, where there is a great need for action in the areas of advice for senior citizens, care advice, culturally sensitive inpatient and outpatient care and so on. It is of course always difficult, even though less and less anything can be given out now, right? On the one hand, I find it understandable that we should not always be able to see if someone has an immigrant background, but if we want to measure integration and if we want to draw conclusions for action from figures and from analyses and indicators, what do we have to do better? Then it is bad if I always only know half of everything. And that is a little bit the dilemma of this integration monitoring.

[00:20:09] I: I'd like to go to a part now that, so to speak, puts the intervention a little in the foreground. When we have just talked about statistics, about goals, all these things, then you have a certain direction. And I would like to direct the conversation to the alternatives. So, what I mean by way of example is that you might have imagined that before the wave of refugees arrived in 2015, I would like to have migrant workers, I would like to have the academics who could do all these great things. Or rather the following groups of refugees came. They created an offer, language offer, integration courses, which were for a certain target group. What do you do when you find out that I have something specific planned, for example integration courses for academics. But they never come. The illiterate people from the family reunion are coming. How do you deal with that?

[00:21:22] B: Well, that is such a total dissatisfaction with the communal integration work, because we are always at the grassroots level. We are not far away. We see exactly who is coming, we also see what is needed. And already the state and the federal government are very far away from that. And especially in the refugee situation it was very bitter. And we were one of the first municipalities to always address this issue and I was very pleased because this distribution of refugees to many more municipalities than before. That was good. I always voted for it, because it meant that all municipalities had the topic and it was also good for some refugees, because they came to municipalities where there were a lot of resources. But the problem is always that distribution is one thing, but then of course nobody knows what kind of people they are or what is needed locally. And that's just the way the situation was: many refugees, distributed everywhere, a huge range of measures for certain language courses, but only certain ones, only those with a secure place to stay were allowed in. Not the others. So the local authorities said: "Guys, it's not possible." And these are exactly the same things where we are at odds, where we also, in my opinion, do not have any reasonable structures for communicating communal integration work to the federal and state governments. The German Association of Cities and Towns has no integration structures of its own. There is no integration committee. It is always part of some other committee, the Legal Affairs Committee, the Health Committee,

Youth and so on. I find that extremely unprofessional. It annoys me. The local authorities have no common... They do a bit about the Association of Local Authorities, but it's not enough. I think it's too little, so the municipalities have no direct influence. And then there's always the possibility that things can change, either through the Association of Cities and Towns, or through politics, or through associations and organisations. But that is tough. And the story with the language courses, which are so lacking in demand, and which were supplemented by offers for young refugees, which have again filtered out who is allowed to use them and who is not. But then these have escalated very much, because just then many communities have seen that it is not possible. We treat people unfairly. And then there was also feedback on state and in particular on the federal government. But that is always a problem for us, because we can see that. We usually know that already and then we think: "Who came up with that again?" In my view, municipal integration must always have a position like ours as a cross-sectional unit. It does not have to do everything itself. We don't do German courses or anything like that ourselves. We are based with the Lord Mayor. That is a good thing. It gives us weight in an administration and it must continue like this right up to the top. Otherwise the confusion will continue. That the courses come for people who aren't there, that there are offers for those who need something, but aren't there. That's been a lesson to many, I think. I was also pleased, and the federal government has been emphasising this recently, that it is making an effort to take all this into account. But that has to become permanent. It must be easier to signal from bottom to top what has to be done differently.

[00:24:21] I: Now they have just tried the part where it's about the interaction between the community, state and federal government. Is there such a thing, for example, when it comes to purely municipal matters? I'm thinking, for example, of housing situations where people have rented, I don't know, houses that are like shelters where no one has come afterwards or something like that?

[00:24:49] B: I have now taken the other one, because it is very important. And the local authority is only involved in language courses through the VHS, but

otherwise (not?). Yes of course, of course. As a municipality we have always attached great importance to the fact that the administration itself does not offer things that are not needed, but that it does what is needed. Let me give you an example. Many people have always said to me: "Yes, the staff unit always wants extra services for young refugees, but we have everything. Then I said, "How do they find their way there?" "Yeah, they can't get there." "Why not?" For the first time there was a multilingual flyer of the Youth Welfare Office, which was widely distributed through the Refugee Aid, where it was explained: What do we have? Who do we have it for? And who can get there how? That has never been done before. These are the kinds of things that we, as a staff unit, are always after. That where the municipality can do something itself, it absolutely has to do it. It affects many areas of administration. And in the case of housing it is the case that on the one hand it is a municipal issue, but on the other hand it depends on what services people receive, what status they have, so that from the very beginning we, as Bonn, have strongly promoted the administration, that we have always rented units that are as small as possible, that we have often rented houses for refugees, where they have apartments. And now we are also trying to get the houses we have rented, when the refugees have a status, to tell the providers: "Please make rental contracts with the refugees themselves now, so that this residential use is maintained." Well, we actually did a lot of that. We are also doing it ourselves as a staff unit, we have already done so, let's reinforce it now, that we... we have now published a multilingual brochure on the subject of housing, because an astonishing number of people have found a flat and now there is such a big gap that we are working on it again, we have done that together with the refugee aid, that we are taking a closer look in districts, because of course I also understand when some people say: "Yes, then I don't know whether they won't be deported after a year. They don't know that themselves." Or, "I can't communicate if there's something wrong with the garbage or the kids." We'll have people there to go along and take care of it. What is a bit of a sticking point in Bonn is our location surrounded by the Rhein-Sieg-Kreis. We don't have many open spaces to build on. And the development also takes time. So, Bonn is in this housing emergency situation for immigrants and people without migration background anyway. Rents are

rising and building is lagging behind. A lot has happened. Much more has been built in the last few years than decades before. But it has its natural limitation in the narrow boundaries of Bonn surrounded by a district. And there is also the administration in the meantime, which has taken the refugee situation in its stride, so that you have to consider that you have to plan. We regularly have a jour fixe on the subject of refugees, where we also consider apartments, refugees and students, apartment buildings that we have rented, that the providers please continue to use them, that we also have the smallest possible dormitories, if they are larger, as generously as possible, because quite a few refugees have already moved out and have apartments. As I have said, however, what is actually necessary for everyone in the population, and that is what we also find when it comes to housing, is that the social services and we all agree that we do not favour any particular population group, but that we have to give equal consideration to single parents with children, to recipients of transfer benefits and to families with many children, all of whom have no migration background. And of course, a lot still has to happen in the area of construction. But as far as immigrants are concerned, it has actually worked well in the refugee admissions process, as such routes are already being used.

[00:28:39] I: Thanks. I understand. If you had to summarise the topic of integration, what would you consider to be the most important indicators that promote integration?

[00:29:10] B: Well, what I find more important now than I used to, is learning the language as quickly as possible, because now everything is completely focused on language, including all online offers. There are such great things through the internet and smartphones. Great. Especially for immigrants. Really great. But you really have to be able to find your way around relatively quickly, otherwise you won't get anything out of it. That's what I say to people who say: Yes. Long time already, are very broken hearted. That won't work in the long run. Then in my estimation and experience, and according to my personal understanding, it is very important that you contribute to it and that people do it themselves, that they feed themselves and live alone, that they have their own

apartment, that they no longer live in any group accommodation and that they earn their living. Because these are both things, they are incredibly important to have that feeling: I have arrived. And in a way, I'm a part of it. I have a role here. I'm not just here. It's really important. It's also a tremendous emotional uplift. Everything else is halfway through, it's not motivating, it's nervous, it's unsettling. If you really want to achieve integration, then these three things are absolutely necessary.

[00:30:38] I: I have so far, sorry, only two things with...

[00:30:40] B: Language.

[00:30:41] I: Language, financial independence.

[00:30:44] B: Job or work and living.

[00:30:47] I: And living.

[00:30:44] Okay.

[00:30:48] B: Very important. These are really three very important things. I would say that these are the basic conditions.

[00:30:52] I: Good. Then I would say: Thanks for the conversation.

[00:30:57] B: You are welcome.

Appendix D - Findings

Appendix D1 – Post Interview Questionnaire Analysis

Detailed information on the distribution of respondent responses concerning the integration projects.

Question 1:

Question 1: How do you rate the integration activities in your project with a school grade (from 1 (very good) - 6 (insufficient))? - please tick.									
Data Origin	Question No	Key-Word	1	2	3	4	5	6	Average
Overall Projects	1	Project-Integration-Activities	2	16	3				2,05
Metropolitan Region	1			3					2,00
Hamburg	1		2	2	1				1,80
Bonn	1			6	2				2,25
Bammental	1			5					2,00

Figure D.1.1.: Questionnaire Analysis, Question 1

Question 2 :

Question 2: How do you rate the success of the integration activities in your project with a school grade (from 1 (very good) - 6 (insufficient))? - please tick.									
Data Origin	Question No	Key-Word	1	2	3	4	5	6	Average
Overall Projects	2	Project- Integration-Success	2	10	8	1			2,38
Metropolitan Region	2			1	2				2,67
Hamburg	2		1	2	2				2,20
Bonn	2		1	4	2	1			2,38
Bammental	2			3	2				2,40

Figure D.1.2.: Questionnaire Analysis, Question 2

Question 3 :

Question 3: How important would be the improvement of the integration services?						
Data Origin	Question No		very important	Important	not important	Uncertain
Overall Projects	3		10	10		1
Ratio in percent			47,60%	47,60%		4,80%
Metropolitan Region	3		1	2		
Hamburg	3		2	2		1
Bonn	3		5	3		
Bammental	3		2	3		

Figure D.1.3.: Questionnaire Analysis, Question 3

Question 4a :

Question 4: Please evaluate the importance of the following factors for improving the integration performance in your integration project.						
Data Origin	Question No	Topic	very important	Important	not important	Uncertain
Overall Projects	4a	Context Components				
	4a	Individual Characteristics	11	8	2	
	4a	Host Region Characteristics	6	14	1	
	4a	Other (please specify)	1			
Ratio in percent			40,48%	52,38%	7,14%	0,00%
Metropolitan Region	4a	Individual Characteristics	2	1		
Metropolitan Region	4a	Host Region Characteristics	2		1	
Hamburg	4a	Individual Characteristics	4	1		
Hamburg	4a	Host Region Characteristics	1	4		
Hamburg	4a	Other (please specify)	1*			
Hamburg	4a		*legal framework; absorption capacity of the labour market			
Hamburg	4a		Securing political acceptance			
Bonn	4a	Individual Characteristics	2	4	2	
Bonn	4a	Host Region Characteristics	2	6		
Bammental	4a	Individual Characteristics	3	2		
Bammental	4a	Host Region Characteristics	1	4		

Figure D.1.4.: Questionnaire Analysis, Question 4a – Context Comp.

Question 4b :

Question 4: Please evaluate the importance of the following factors for improving the integration performance in your integration project.						
Data Origin	Question No	Topic	very important	Important	not important	Uncertain
Overall Projects	4b	Social Components				
	4b	Basic Needs	8	12	1	
	4b	Social Connection	17	4		
	4b	Language & Safety	18	3		
	4b	Rights & Citizenship	11	9	1	
	4b	Other (please specify)	1			
Ratio in percent			64,29%	33,33%	2,38%	0,00%
Metropolitan Region	4b	Basic Needs	1	2		
Metropolitan Region	4b	Social Connection	2	1		
Metropolitan Region	4b	Language & Safety	2	1		
Metropolitan Region	4b	Rights & Citizenship	1	1	1	
Hamburg	4b	Basic Needs	4	1		
Hamburg	4b	Social Connection	3	2		
Hamburg	4b	Language & Safety	5			
Hamburg	4b	Rights & Citizenship	4	1		
Hamburg	4b	Other (please specify)	1*			
Hamburg	4b		*extra offers for women			
Bonn	4b	Basic Needs	2	5	1	
Bonn	4b	Social Connection	8			
Bonn	4b	Language & Safety	5	3		
Bonn	4b	Rights & Citizenship	5	3		
Bammental	4b	Basic Needs	1	4		
Bammental	4b	Social Connection	4	1		
Bammental	4b	Language & Safety	5			
Bammental	4b	Rights & Citizenship	1	4		

Figure D.1.5.: Questionnaire Analysis, Question 4b – Social Comp.

Question 4c:

Question 4: Please evaluate the importance of the following economic factors for improving the integration performance in your integration project.						
Data Origin	Question No	Topic	very important	Important	not important	Uncertain
Overall Projects	4c	Economic Components				
	4c	Strategic Target Dashboard	5	10	2	4
	4c	Strategic Risk Dashboard	3	10	4	4
	4c	Performance Toolkit	5	11		5
	4c	Management of Alternatives	6	10	2	3
	4c	Other (please specify)	1			
Ratio in percent			22,62%	48,81%	9,52%	19,05%
Metropolitan Region	4c	Strategic Target Dashboard	1		1	1
Metropolitan Region	4c	Strategic Risk Dashboard		1	1	1
Metropolitan Region	4c	Performance Toolkit		2		1
Metropolitan Region	4c	Management of Alternatives		1	1	1
Hamburg	4c	Strategic Target Dashboard		5		
Hamburg	4c	Strategic Risk Dashboard		4	1	
Hamburg	4c	Performance Toolkit	1	4		
Hamburg	4c	Management of Alternatives	2	3		
Hamburg	4c	Other (please specify)	2*			
			*Economy; not only short-term securing of resources			
Bonn	4c	Strategic Target Dashboard	4	2		2
Bonn	4c	Strategic Risk Dashboard	3	2	1	2
Bonn	4c	Performance Toolkit	4	2		2
Bonn	4c	Management of Alternatives	4	1	1	2
Bammental	4c	Strategic Target Dashboard		3	1	1
Bammental	4c	Strategic Risk Dashboard		3	1	1
Bammental	4c	Performance Toolkit		3		2
Bammental	4c	Management of Alternatives		5		

Figure D.1.6.: Questionnaire Analysis, Question 4c – Economic Comp.

Question 4d:

Question 4: Please evaluate the importance of the following factors for improving the integration performance in your integration						
Data Origin	Question No	Topic	very important	Important	not important	Uncertain
Overall Projects	4d	Logic Components				
	4d	Adaption Services to Needs	16	5		
	4d	Profiling Refugees and Region	11	7	2	1
	4d	Matching of Profiles	7	10	3	1
Ratio in percent			53,97%	34,92%	7,94%	3,17%
Metropolitan Region	4d	Adaption Services to Needs	3			
Metropolitan Region	4d	Profiling Refugees and Region	2		1	
Metropolitan Region	4d	Matching of Profiles	1		1	1
Hamburg	4d	Adaption Services to Needs	4	1		
Hamburg	4d	Profiling Refugees and Region	2	2		1
Hamburg	4d	Matching of Profiles	2	2		1
Hamburg	4d	Other (please specify)	1*			
Hamburg			*special support for new immigrants			
Bonn	4d	Adaption Services to Needs	6	2		
Bonn	4d	Profiling Refugees and Region	4	3	1	
Bonn	4d	Matching of Profiles	2	2	2	2
Bammental	4d	Adaption Services to Needs	3	2		
Bammental	4d	Profiling Refugees and Region	3	2		
Bammental	4d	Matching of Profiles	1	3		1

Figure D.1.7.: Questionnaire Analysis, Question 4d – Logic Components

Question 5:

Question 4: How critical are the subsequent barriers to be evaluated in order to achieve the improvements in the integration?							
Data Origin	Question No	Topic	very important	Important	not important	Uncertain	
Overall Projects	5	Lack of information, reporting	9	9	1	2	
	5	Lack of guidelines (expectations)	6	9	3	3	
	5	Lack of skills (project members)	3	10	5	3	
	5	Lack of trainings (refugees)	7	10		4	
	5	Lack of management capacity	9	8	3	1	
	5	Lack of adequate services	9	6	4	2	
	5	Lack of adequate speed of services	9	8	3	1	
	5	Lack of adequate funding	4	11	3	3	
	5	Lack of adequate processes	5	11	1	4	
	5	Lack of engagement	9	5	4	3	
	5	Regulatory bureaucracy	13	7		1	
	Ratio in percent			35,93%	40,69%	11,69%	11,69%
	Metropolitan Region	5	Lack of information, reporting	2	1		
	Metropolitan Region	5	Lack of guidelines (expectations)	2	1		
	Metropolitan Region	5	Lack of skills (project members)		2		1
Metropolitan Region	5	Lack of trainings (refugees)		2		1	
Metropolitan Region	5	Lack of management capacity	1	2			
Metropolitan Region	5	Lack of adequate services	3				
Metropolitan Region	5	Lack of adequate speed of services	3				
Metropolitan Region	5	Lack of adequate funding	1	2			
Metropolitan Region	5	Lack of adequate processes		2		1	
Metropolitan Region	5	Lack of engagement	3				
Metropolitan Region	5	Regulatory bureaucracy	2	1			
Hamburg	5	Lack of information, reporting	2	2		1	
Hamburg	5	Lack of guidelines (expectations)	1	1	2	1	
Hamburg	5	Lack of skills (project members)	1	2	1	1	
Hamburg	5	Lack of trainings (refugees)	2	2		1	
Hamburg	5	Lack of management capacity	1		2	1	
Hamburg	5	Lack of adequate services	2		2	1	
Hamburg	5	Lack of adequate speed of services	1	2	1	1	
Hamburg	5	Lack of adequate funding	2		2	1	
Hamburg	5	Lack of adequate processes	2	1	1	1	
Hamburg	5	Lack of engagement	2		2	1	
Hamburg	5	Regulatory bureaucracy	3	1		1	
		Other (please specify)	2	1			
			Language qualification for the target groups; legal guidelines/residence status; data protection requirements significantly complicate processes				
Bonn	5	Lack of information, reporting	2	4	1	1	
Bonn	5	Lack of guidelines (expectations)	2	3	1	2	
Bonn	5	Lack of skills (project members)	2	3	2	1	
Bonn	5	Lack of trainings (refugees)	4	3		1	
Bonn	5	Lack of management capacity	3	5			
Bonn	5	Lack of adequate services	3	3	2		
Bonn	5	Lack of adequate speed of services	3	3	2		
Bonn	5	Lack of adequate funding	1	5	1	1	
Bonn	5	Lack of adequate processes	2	5		1	
Bonn	5	Lack of engagement	2	3	2	1	
Bonn	5	Regulatory bureaucracy	5	3			
Bammental	5	Lack of information, reporting	3	2			
Bammental	5	Lack of guidelines (expectations)	1	4			
Bammental	5	Lack of skills (project members)		3	2		
Bammental	5	Lack of trainings (refugees)	1	3		1	
Bammental	5	Lack of management capacity	3	1	1		
Bammental	5	Lack of adequate services	1	3		1	
Bammental	5	Lack of adequate speed of services	2	3			
Bammental	5	Lack of adequate funding		4		1	
Bammental	5	Lack of adequate processes	1	3		1	
Bammental	5	Lack of engagement	2	2	1		
Bammental	5	Regulatory bureaucracy	3	2			

Figure D.1.8.: Questionnaire Analysis, Question 5 – Barriers