

## Navigating Complexity

A Multi-Dimensional Look at Refugee Resettlement in Norway  
through Collaborative Governance

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## **Abstract**

This thesis thoroughly explores the use of collaborative governance in the resettlement of refugees in Norway. With the global refugee crisis, finding effective ways to manage resettlement is essential. The study evaluates key elements of this model, such as leadership, interdependence, institutional design, inclusiveness, power distribution, trust building, and legitimacy. It also examines the roles of flexibility and values within the governance model. To gain a comprehensive understanding of the historical and current scenarios of immigration and refugee settlement in Norway, the research methodology combines interviews and document analysis. This allows for an in-depth exploration of the challenges and opportunities of the collaborative governance model. This study emphasises how important it is for different groups to communicate effectively, share common goals, manage expectations, and prioritise collaborations. It also stresses the need for humanitarian values, community-building, flexibility, and adaptability during resettlement. Furthermore, the study acknowledges the difficulties in satisfying the various needs and expectations of all parties involved and dealing with conflicting values. Finally, it suggests areas for future research and discusses how these findings could impact refugee resettlement policies and practices.

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Luna Aino Kulsrud

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# 1 Introduction

This study aims to examine the refugee resettlement process in Norway, focusing on the interactive dynamics between national-level actors, middle-level actors, and local-level actors. It will analyse their communication and collaboration methods, evaluate their effectiveness and identify improvement areas. Additionally, the study will explore the roles and responsibilities of these actors and how understanding their roles can impact the resettlement process.

A vital goal of the study is to propose actionable recommendations, focusing on increased role significance and fortified communication to bolster the overall resettlement process. For this research, the term "refugee" is employed to denote individuals who have been accorded asylum or have been resettled in Norway through the legal protocols prescribed by the Norwegian Directorate of Immigration (UDI), henceforth named UDI (NRC, 2022). This research is framed with an understanding that the resettlement process is a multifaceted phenomenon influenced by numerous factors, including the efficiency of inter-agency communication and the degree of understanding and fulfilling assigned roles. The ultimate aim is to offer insightful recommendations that can lead to process improvements, thus enhancing the experience of the refugees, who are central to the process.

The first chapter provides an overview of the study. Then, it introduces the background, focus, context, and significance of the research, along with the research question in its context. Lastly, the structure of the thesis is outlined.

## 1.1 Background and topicality of topic

Many countries, including Norway, face the challenge of resettling refugees displaced due to wars, conflicts, and persecution. Countries like Norway have a humanitarian obligation and a legal requirement to follow the 1951 Refugee Convention and its 1967 Protocol. These international agreements mandate that signatory states provide protection and opportunities for refugees to rebuild their lives (UNHCR, 2021). In Norway, a system

involving various state and municipal entities is used to settle refugees. IMDi is responsible for coordinating and placing refugees in municipalities across the country. This system depends on the level of communication and collaboration between IMDi and the municipalities.

Refugee resettlement in Norway is influenced by multiple factors, with waiting time being significant. IMDi strives to resettle refugees within six months, but external factors like the COVID-19 pandemic and geopolitical conflicts make this goal challenging to achieve (IMDi, 2021). In 2021, Norway reported the resettlement of 4,489 refugees, according to IMDi (IMDi, 2021). Although the number is essential, a more accurate way to measure the efficiency of the process is by analysing the average waiting times for various categories of refugees, such as unaccompanied minors and refugees with families. In January 2022, the waiting time from decision to settlement was recorded to have decreased for all types of cases and individuals compared to the previous year. The shortest waiting time was observed for unaccompanied minors, at 1.5 months, while individuals settling from reception centres had to wait for an average of 3.6 months (IMDi, 2022).

The time refugees wait for resettlement is crucial in determining how effective the resettlement process is. This waiting period indicates how well IMDi and municipalities communicate and work together, how clear their roles and responsibilities are, and how well they can adapt to external circumstances. On the other hand, refugees can be significantly impacted by long waiting times. It can increase their stress and uncertainty, negatively affecting their mental health and well-being. Furthermore, extended waiting periods can hinder their integration into Norwegian society, making it difficult for them to access education, employment, and social services. Therefore, reducing the waiting time is crucial to improve the living conditions of refugees immediately and enhance their long-term integration outcomes (Skogheim et al., 2020, p. 32).

The COVID-19 pandemic has affected waiting times for resettlement, emphasising the importance of flexibility and adaptability in the process. It has caused delays and challenges, impacting the pace of resettlement. The pandemic has also strained the resources of

municipalities, making it even harder to provide necessary services to refugees (Skogheim et al., 2020, p. 22). IMDi and municipalities must improve communication and collaboration to manage these challenges effectively. It is also crucial to continually monitor and evaluate the resettlement process, identifying and addressing bottlenecks promptly. These statistics, while revealing, only scrape the surface of the vast and complex system that is the refugee resettlement process in Norway. The mechanisms governing this process, the actors involved, their roles, the nature of their collaboration, and the potential bottlenecks and challenges require a more in-depth exploration. This study aims to do that precisely.

## 1.2 Research question

Settling refugees in Norway can be challenging and requires effective communication and collaboration among various stakeholders. Moreover, it demands coordination and cooperation, balancing power dynamics, political relations, and vested interests. Given this context, the main research question of this study is:

*What are the challenges and opportunities of multi-actors' collaboration in the case of the refugee settlement process?*

The specific challenge I am interested in is how the involved actors, with their own institutional culture and priorities, can collaborate and focus on the well-being of the refugees without mainly focusing on their organisational self-interest. One opportunity I am interested in is that the actors bring their unique knowledge and strength. How is this strength utilised?

In addition, the study intends to identify the challenges and opportunities for improvement in this area. The following are the study's objectives:

1. Examine the power dynamics and interests that shape communication and collaboration between the involved actors.
2. Investigate how the communication and collaboration process can be improved to serve refugees better and facilitate their integration into Norwegian society.

### **1.2.1 Significance of Study**

The significance of the study can be that it includes the opinions and thoughts of both national-level actors who work in the state with policies and coordination and local-level actors who work with settling refugees in their municipalities. Comparing their answers could contribute to and reveal possible challenges and opportunities, which can be a starting point for further work. Given the escalating numbers of refugees globally, it is incumbent upon countries like Norway to uphold their international duties to safeguard and accommodate these individuals. The research aims to enrich our understanding of different actors' relationships within collaboration and communication when settling refugees in Norway. Furthermore, this research provides new perspectives on the Norwegian case that could help readers better understand the challenges and potential solutions involved in these procedures.

The results of this research could provide valuable information for policymakers at the national and local levels on how to improve the process of resettling refugees. By identifying the obstacles and delays, policymakers can, if needed, take the information and consider them when making decisions to make the process smoother. My research may not drastically alter how Norway handles refugees, but it can assist in addressing gaps in our understanding of how different actors communicate and work together. The study aims to explore social innovation and value-based work in the refugee field in Norway to try to bridge the gap between these areas.

## **1.3 Theoretical framework**

This study is framed within the theoretical lens of Collaborative Governance, which underscores the importance of collective action in policy-making and problem-solving. According to Ansell and Gash (2007), collaborative governance is a formal and thoughtful process involving public agencies and non-state stakeholders working together towards a common agreement (Ansell & Gash, 2008, p. 548). Collaborative Governance is relevant and applicable to this research because it has been proven effective in navigating complex policy challenges, like refugee resettlement, requiring multiple stakeholders' involvement. The

study uses Collaborative Governance as its theoretical framework because it focuses on how different actors interact. This framework is well-suited for examining essential aspects of the research, such as roles and responsibilities, communication and coordination mechanisms, and trust levels.

The main goal of this research is to thoroughly examine the critical factors that contribute to the refugee resettlement process in Norway, including the specific roles and responsibilities of each party involved. By understanding these roles comprehensively, the study aims to provide a detailed overview of the resettlement process and identify the areas and methods in which these parties collaborate. Additionally, the research will analyse the patterns of interaction between the parties involved in refugee resettlement. The key components contributing to successful collaboration are trust, communication and coordination, and those will be further analysed as part of the theoretical framework (Emerson et al., 2012, p. 19).

## **1.4 Project: “The Case of Support for Ukrainian Refugees.”**

This master's thesis is part of the broader project to support Ukrainian refugees in Norway. It aims to contribute to developing more effective and efficient systems for resettlement and integration. The war in Ukraine has profoundly impacted the Ukrainian community in Norway and the wider society. As the conflict continues to unfold, there is an urgent need for practical support, information, and emotional assistance for those affected by the crisis. In response to this need, VID's Rector, Bård Mæland, initiated an umbrella project in March 2022 to support Ukrainian refugees in Norway. The project seeks to combine organisational and academic measures to build knowledge and resources that can contribute to developing more resilient institutions for social help, both now and in the future.

The project offers a cross-sectoral perspective, allowing students to work with various stakeholders, including civil society organisations, private companies, and municipalities. This can provide valuable insights into the challenges faced by these different groups and

how they work together to support refugees. In addition, being part of this project can offer a unique and practical learning experience, allowing students to combine academic research with social engagement and contribute to developing more effective and efficient systems for resettlement and integration. In this context, it is essential to understand the collaboration and communication between IMDi and municipalities and identify the key factors influencing this process. By doing so, we can gain insights into municipalities' challenges in resettling refugees and identify potential areas for improvement and reform.

## **1.5 Thesis structure**

This thesis is organised into seven primary chapters, each exploring a distinct aspect of the study. Chapter 2 provides a comprehensive review of the theoretical foundations underlying this research. It begins with a detailed exploration of collaborative governance, focusing on its relevance to the Norwegian system. Chapter 3 outlines the research methodology applied in this study. It elaborates on the procedural aspects of the research, providing a succinct overview of the selected case study. It also details the data collection techniques employed and critically examines the strengths and weaknesses of the chosen research design, including its validity and reliability.

Chapter 4 delves into the background and context of Norway's historical and contemporary settlement and integration. It commences with a brief history of immigration to Norway, leading to an introduction to IMDi, an exploration of its role in this field, and the literature that sets the stage for this research. Chapter 5 presents the empirical findings derived from the research. This chapter provides a detailed account of the data collected, presenting an in-depth analysis of the key findings. Chapter 6 serves as the analytical heart of the thesis, discussing the implications of the findings about the theoretical framework and research questions. The last chapter, Chapter 7, summarises the thesis and concludes. It highlights the significant discoveries and perspectives gathered from the research and considers how the study adds to the larger field. Additionally, it recommends potential directions for further research on this subject.

## 2 Theoretical framework

Refugee settlement is, as previously stated, a complex process involving many policy-making and implementation levels. Municipalities play a vital role in settling refugees, but they can only do so in cooperation with government agencies. Each actor has specific responsibilities, and their interactions are multifaceted and dynamic (Steen, 2016, p. 2). Understanding how the different actors involved in a settlement work together to achieve success can be crucial. Each actor has unique goals and concerns, so it could be essential to gain insight into these to facilitate effective communication and collaboration. By doing so, all actors can feel heard and benefit from each other's knowledge, resulting in successful resettling.

The thesis is based on the collaborative governance framework, a formal decision-making process that aims to reach a consensus by involving a diverse group of individuals in deliberation (Ansell & Gash, 2008, p. 548). This refers to organisations in the public sector, different levels of government, and entities in the private and civic sectors (Emerson et al., 2012, p. 2). Collaborative governance is a theoretical approach that assists in achieving public objectives that traditional governance structures may need help accomplishing. Furthermore, it provides valuable insights into the refugee settlement process and the roles played by different actors in Norway. This is because the refugee settlement process in Norway depends on a multi-actor collaboration, and collaborative governance recognises the importance of involving multiple actors and allows for a comprehensive understanding of the roles, responsibilities and contributions of the various actors involved (Emerson et al., 2012, p. 17).

### 2.1 Collaborative Governance

In this study, I draw on multiple definitions of Collaborative Governance to comprehensively understand the concept. Each definition presents unique features contributing to a fuller depiction of collaborative governance's complex processes and structures.

Notably, the work of Emerson et al. (2012) define collaborative governance as follows:

*“The processes and structures of public policy decision making and management that engage people constructively across the boundaries of public agencies, levels of government, and the public, private and civic spheres to carry out a public purpose that could not otherwise be accomplished”.* (Emerson et al., 2012, p. 9).

This definition highlights the importance of constructive engagement across various domains and the collective pursuit of a public purpose. Ansell and Gash's (2008) definition of Collaborative Governance is another cornerstone of this study. They view it as:

*“A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets”.* (Ansell & Gash, 2008, p. 544).

Their perspective underscores the importance of direct engagement, consensus-building, deliberative processes, and the collective aim of public policy or program management. These definitions offer a detailed comprehension of collaborative governance, encompassing its diverse components and showcasing its capability to tackle intricate societal issues such as the resettlement of refugees. In addition, this research will provide a detailed analysis of both definitions.

Further, Emerson et al. (2012) identify four key drivers. Each of these drivers plays a role in shaping the nature of collaborative governance, highlighting how various actors must work together to overcome uncertainty and complexity, all while efficiently managing resources. In refugee resettlement, these drivers can shed light on the dynamics of cooperation between state and municipality actors and how they navigate the complexities inherent in the resettlement process. Finally, Ansell and Gash (2008) outlined six critical criteria. Each of these criteria provides a lens through which we can analyse the effectiveness and potential areas of improvement in the process of refugee resettlement in Norway.



This chapter will delve into a detailed examination of these drivers and criteria and will be conducted within the unique context of refugee resettlement in Norway. This research aims to enhance the understanding of collaborative governance, specifically in the context of refugee resettlement, and offer practical insights that can contribute to enhancing this vital process.

## **2.2 Key Drivers**

As previously stated, Emerson et al. (2012) detect four key drivers that are essential factors influencing collaboration and its results: Leadership, consequential incentives, interdependence and uncertainty. Drivers are essential in determining how collaborations work and what they achieve (Emerson et al., 2012, p. 9). Therefore, to ensure successful multi-actor collaboration and achieve the resettlement process objectives, it is crucial to comprehend the drivers concerning refugee resettlement in Norway.

### **2.2.1 Leadership**

Leadership is the first essential driver. A dedicated and influential leader is crucial in refugee resettlement's complex and multi-actor context. A strong leader can mobilise resources, promote collaboration, and establish a shared vision among diverse stakeholders (Emerson et al., 2012, p. 9). In addition, they can navigate political, social, and bureaucratic challenges, ensuring everyone works together towards common goals. Effective leadership is essential for building trust, fostering cooperation, and achieving positive outcomes, and this also applies to the refugee resettlement process (Emerson et al., 2012, p. 2).

### **2.2.2 Consequential incentives**

Consequential incentives are critical drivers for collaborative action, encompassing internal and external factors that spur stakeholders to engage in collaborative efforts. These incentives can arise from various sources, such as internal factors like problems, resource needs, interests, or opportunities, and external factors like situational or institutional crises, threats, or opportunities (Emerson et al., 2012, p. 8). It is important to note that not all incentives that motivate collaboration are negative. Positive incentives, like grants or new

funding opportunities, can encourage collaborative initiatives. Whether positive or negative, these incentives motivate leaders and participants to engage in collaborative efforts (Emerson et al., 2012, p. 9).

### **2.2.3 Interdependence**

Interdependence is a crucial driver of collaboration, recognising that individuals and organisations often require assistance to achieve their goals (Emerson et al., 2012, p. 9). In the context of refugee settlement in Norway, it is crucial to recognise the mutual dependence between different groups involved, such as government agencies, NGOs, municipalities, and community organisations. This understanding is crucial due to refugee settlement's intricate and multifaceted nature. This awareness of mutual reliance is essential for collaboration and a powerful incentive for actors to seek collaborative solutions (Emerson et al., 2012, p. 9).

### **2.2.4 Uncertainty**

Dealing with complex societal problems, also known as "wicked problems," can be challenging due to uncertainty. Uncertainty often leads to collaboration and sharing of risk among groups. Interdependence is closely tied to uncertainty, as having perfect information about a problem and its solution would allow parties or organisations to act independently. However, when faced with societal problems, collective uncertainty often requires collaboration (Emerson et al., 2012, p. 9). In the context of refugee settlement in Norway, managing complex societal problems and uncertainties related to personal interests becomes highly relevant. Consequently, stakeholders in the refugee settlement process come together to address issues too intricate to resolve individually (Emerson et al., 2012, p. 10).

## **2.3 Six critical criteria**

Ansell and Gash (2007) cite six crucial criteria for successful collaboration. It is essential to comprehend the critical criteria that promote successful collaboration to advance our understanding of collaborative governance and its ability to tackle complex challenges. A

total of 137 cases of collaborative governance were analysed to determine the key factors that lead to successful collaboration (Ansell & Gash, 2008, p. 548). Further, the criteria will be presented:

1. Public agencies or institutions initiate the forum.
2. Non-state actors are included as participants.
3. Participants are directly involved in decision-making rather than merely being consulted by public agencies.
4. The forum is formally organised and convenes collectively.
5. The goal is to reach decisions through consensus, even if it is only sometimes achieved in practice.
6. The collaboration focuses on public policy or public management.

(Ansell & Gash, 2008, p. 545).

Ansell & Gash (2008) suggest a method of Collaborative Governance that emphasises the mechanisms, systems, and circumstances that enable successful cooperation between various parties in tackling public concerns. Table 1 visually represents Ansell and Gash's Collaborative Governance model. It clearly shows the critical elements and their relationships that contribute to the effectiveness of collaborative governance (Ansell & Gash, 2008, p. 550).

**Figure 1**  
A Model of Collaborative Governance

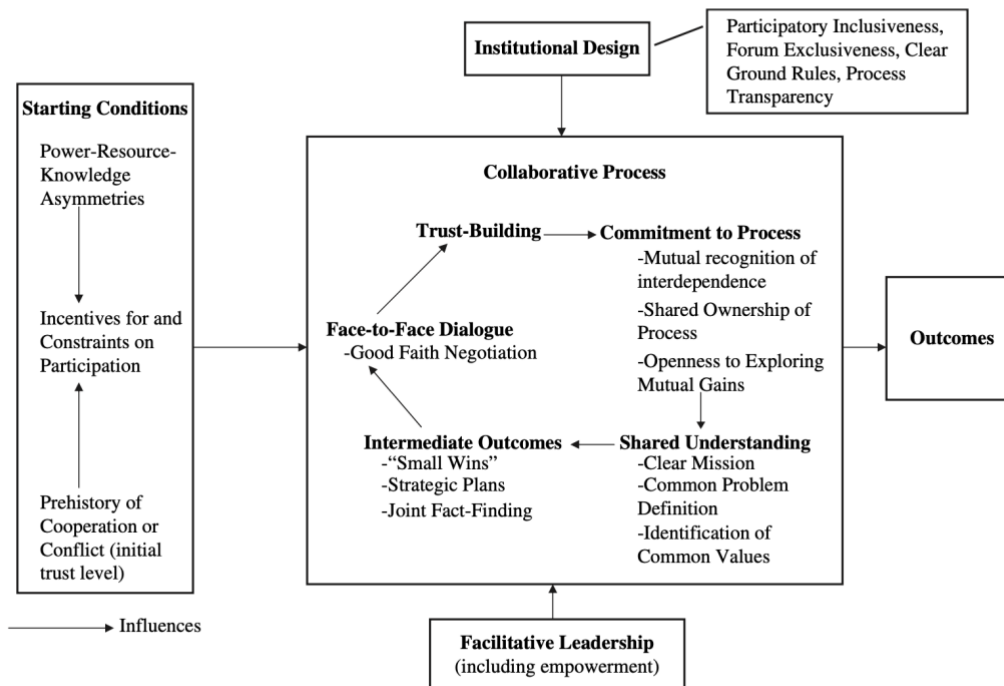


Table 1: A Model of Collaborative Governance by Ansell & Gash

### 2.3.1 A Model of Collaborative Governance by Ansell & Gash

Ansell and Gash's model identifies five essential factors for successful collaborative governance. Table 1 visually represents these components and their connections, making it easier to understand the intricate processes involved in collaborative governance. In addition, the model emphasises how these variables rely on each other and their combined impact on achieving collective goals.

### 2.3.2 Starting Conditions

The starting conditions are the initial context for collaboration, including power distribution, participation incentives, previous collaboration history, and the problem's nature. They prepare the stage for the collaborative process and may affect its course (Ansell & Gash, 2008, p. 550).

### **2.3.3 Effective Leadership**

The model shows that leadership is a critical driver of collaborative governance. Effective leadership facilitates constructive dialogue, fosters trust, ensures fairness, and steers the group towards consensus. Effective leaders should build trust among stakeholders by demonstrating their commitment to the collaborative process, communicating openly and honestly, and treating all stakeholders with respect (Ansell & Gash, 2008, p. 554).

### **2.3.4 Institutional Design**

Institutional design refers to the rules, norms, and structures that guide the collaborative process. This encompasses decision-making procedures, stakeholders' roles and responsibilities, and conflict resolution mechanisms. In addition, it addresses questions about who should be included in the collaboration and how decisions should be made (Ansell & Gash, 2008, p. 555).

### **2.3.5 Intermediate Outcomes**

When stakeholders work together, they progress in small steps called intermediate outcomes. These outcomes include creating a shared understanding, committing to joint action, and building stakeholder trust. Achieving these outcomes helps bring stakeholders closer together, promotes effective collaboration, and keeps everyone motivated and engaged (Ansell & Gash, 2008, p. 561).

## **2.4 Core Elements of Collaborative Governance**

Collaborative governance operates as a coherent and interrelated system wherein the presence and effectiveness of one element often influence the others. It is essential to understand that each aspect, including inclusivity, power distribution, trust-building, learning, institutional design, leadership, and legitimacy, is crucial individually and in their relationship. They all play a role in shaping and being shaped by the other elements.

### **2.4.1 Inclusiveness**

As the first element, inclusiveness sets the foundation for collaborative governance by inviting diverse perspectives. However, without fair power distribution, inclusiveness risks being merely symbolic (Ansell & Gash, 2008, p. 544). It is essential to involve a diverse group of people in decision-making to legitimise those decisions and ensure that all actors feel a sense of shared ownership (Emerson et al., 2012, p. 17).

### **2.4.2 Power Distribution**

Power distribution refers to the balance of influence among actors involved in a collaborative process. It is commonly understood that power imbalances can hinder the effectiveness of collaboration (Ansell & Gash, 2008, p. 548). Power distribution is necessary to ensure all voices are included, heard, and valued. In addition, when appropriately managed, this balance of power fosters an environment conducive to trust-building (Emerson et al., 2012, p. 16)

### **2.4.3 Trust Building**

Trust, in turn, creates a safe space where stakeholders feel comfortable engaging in collective learning processes. Ansell and Gash (2008) emphasise that trust plays a vital role in fostering cooperation among actors (Ansell & Gash, 2008, p. 552). Emerson et al. (2012) emphasise that trust is crucial in decreasing transaction costs and enhancing collaboration. Clear communication, dependability, and a commitment to working together are essential for establishing trust (Emerson et al., 2012, p. 6).

### **2.4.4 Learning**

Another critical element is learning facilitated by institutional design, which sets the rules and structures that guide how knowledge is shared and applied. Collaborative governance relies on a dynamic learning process that involves stakeholders from different sectors acquiring, sharing, and applying knowledge collectively. This process is crucial for promoting mutual understanding, encouraging innovation, and adapting to changing circumstances (Emerson et al., 2012, p. 15). Ansell & Gash (2008) state that learning is crucial in dealing

with complex, uncertain, and controversial topics (Ansell & Gash, 2008, p. 551). One example could be information sharing, where stakeholders exchange ideas and share their perspectives through workshops and meetings.

#### **2.4.5 Institutional Design**

Institutional design is crucial in promoting learning through open dialogue and knowledge exchange. At the same time, the design of institutions is influenced by the learning and insights gained from the collaborative process. Institutional design refers to the framework of rules, procedures, and structures that facilitate the collaborative process (Ansell & Gash, 2008, p. 550). A well-designed institution can promote inclusivity, balance power, facilitate learning, build trust, and encourage effective leadership (Emerson et al., 2012, p. 15).

#### **2.4.6 Leadership**

Leadership has two critical roles as a core element in collaborative governance. Effective leaders shape the institution's design, build trust, promote learning, and balance power. This helps make the process more inclusive (Ansell & Gash, 2008, p. 550). They should also be able to foster trust, promote learning, and ensure that the collaborative process is inclusive and fair (Emerson et al., 2012, p. 17). When all these elements work well together, it leads to legitimacy. This means that the collaborative process and its outcomes are seen as valid, which helps reinforce stakeholders' commitment to the governance effort (Emerson et al., 2012, p. 17).

### **2.5 Two distinct perspectives**

Renowned scholars Emerson et al. (2012) and Ansell & Gash (2008) have proposed two critical perspectives on collaborative governance. Each perspective sheds light on different aspects of collaborative governance and has some shared concepts. While their models have some similarities, they also highlight various aspects of collaborative governance. This section will examine the commonalities and differences between these two perspectives and assess their impact on understanding collaborative governance.

### **2.5.1 Shared insight**

Both Emerson et al. (2012) and Ansell & Gash (2008) underscore the importance of collaboration among diverse actors to tackle intricate public issues. They argue that successful collaborative governance relies on active participation from government, non-governmental organisations, and the private sector. Leadership fosters collaboration and trust among stakeholders (Emerson et al., 2012, p. 2). Both models also stress the importance of ongoing interactions, negotiations, and actors' dialogues throughout the collaborative process. Finally, both perspectives acknowledge that institutional design significantly shapes collaborative processes and outcomes (Ansell & Gash, 2008, p. 556). To illustrate, consider a sustainable urban planning initiative. In this case, the city government, local businesses, environmental NGOs, community groups, and residents collaborate, embodying the cross-sector collaboration that both models advocate for.

### **2.5.2 Divergent viewpoints**

Despite these similarities, Emerson et al. (2012) and Ansell & Gash (2008) diverge in some aspects of their models. Emerson et al. (2012) identify key drivers that underpin collaborative governance. These drivers emphasise the conditions motivating actors to collaborate and the factors facilitating or hindering the collaborative process (Emerson et al., 2012, p. 2). On the other hand, Ansell & Gash (2008) focus more on the conditions determining collaborative governance efforts' effectiveness. This perspective highlights the importance of understanding the context in which collaboration occurs and emphasises the need to create favourable conditions for collaboration to succeed (Ansell & Gash, 2008, p. 550).

Another notable difference is the way each model treats uncertainty. For example, Emerson et al. (2012) consider uncertainty a driver of collaborative governance, arguing that uncertainty can motivate actors to collaborate to manage risks and share resources (Emerson et al., 2012, p. 19). In contrast, Ansell & Gash (2008) do not explicitly discuss uncertainty in their model. However, it may be implicitly considered under the starting conditions or the collaborative process (Ansell & Gash, 2008, p. 550).



Lastly, the two perspectives differ in their treatment of outcomes. Emerson et al. (2012) discuss outcomes as part of the collaborative governance system, emphasising the importance of shared understanding, joint action, and adaptive capacity in achieving desired outcomes (Emerson et al., 2012, p. 2). In contrast, Ansell & Gash (2008) focus on intermediate outcomes as one of the conditions determining the effectiveness of collaborative governance, such as shared understanding, commitment to joint action, and stakeholder trust-building (Ansell & Gash, 2008, p. 561).

### **2.5.3 Implications for Understanding Collaborative Governance**

The similarities and differences between Emerson et al. (2012) and Ansell & Gash (2008) provide a more comprehensive understanding of collaborative governance. By considering both perspectives, we can gain insight into the drivers that motivate actors to engage in collaboration, the conditions that determine the effectiveness of collaborative governance efforts, and the importance of the collaborative process in achieving desired outcomes.

Understanding why actors collaborate can be aided by Emerson et al.'s (2012) emphasis on drivers. Likewise, Ansell & Gash's (2008) focus on conditions can help us design and implement more effective collaborative governance initiatives. By considering both perspectives, we better understand collaborative governance's complex and dynamic nature and recognise that there is no one-size-fits-all approach. Instead, it requires a nuanced understanding of the context, the actors involved, and the challenges and opportunities of each collaborative endeavour.

## **2.6 Flexibility in Collaborative Governance**

In collaborative governance, flexibility is both crucial and necessary when addressing complex societal issues with social innovation. Social innovation involves creating new ideas, strategies, and solutions to address social needs and challenges. This process is constantly changing and uncertain, with new opportunities emerging, old approaches being discarded, and circumstances requiring rapid adaptation (Willumsen & Ødegård, 2016, p. 27). It allows

actors to adapt to changing circumstances, respond to new opportunities, and overcome challenges by embracing diverse perspectives and approaches (Ansell & Gash, 2008, p. 543). Without this flexibility, actors may struggle to keep pace with the dynamic nature of social innovation, potentially undermining their efforts to address social needs effectively. This section will explore the importance of flexibility in collaborative governance and its role in fostering social innovation.

### **2.6.1 Flexibility and Adaptive Capacity**

Flexibility in collaborative governance promotes the adaptive capacity, enabling stakeholders to learn from experience, iterate on their strategies, and adjust to the evolving needs of their communities (Folke et al., 2005, p. 448). Adapting is crucial when it comes to complex social issues like resettling refugees. Innovative and context-specific solutions are often needed. Collaborative governance can help promote a culture of experimentation and learning. This allows for developing and implementing novel approaches that cater to diverse populations' unique needs and aspirations (Westley et al., 2006, p. 103).

### **2.6.2 Embracing Diverse Perspectives**

A flexible approach to collaborative governance encourages actors to be open to diverse perspectives, fostering a more inclusive and equitable decision-making process (Emerson et al., 2012, p. 11). This openness can lead to the discovery of innovative solutions that may not have been considered otherwise, as actors draw on their unique experiences, knowledge, and values to address social challenges. By creating a supportive environment where diverse perspectives are valued and respected, collaborative governance can cultivate the creative potential of actors and facilitate the emergence of innovative ideas and practices (Bryson et al., 2006, p. 52).

### **2.6.3 Navigating Uncertainty and Complexity**

To effectively manage social issues, it is essential to have flexibility in collaborative governance. This is because social issues can be complex and unpredictable, with factors like changing social contexts, political climates, technological advancements, and evolving community needs or preferences. This can create challenges and opportunities that require

quick adaptation to remain effective (Ansell & Gash, 2008, p. 554). Flexibility helps people adapt to change by promoting an open and agile mindset. For example, it allows individuals to assess their strategies based on new information, experiences, or feedback and make any needed changes. This may include adjusting goals or action plans, reallocating resources, trying new approaches, or shifting focus in a new direction (Folke et al., 2005, p. 449).

Additionally, flexibility in collaborative governance allows for forming new partnerships as conditions change. These partnerships can bring fresh perspectives, additional resources, and different forms of expertise, enhancing the collective capacity to address complex social issues (Willumsen & Ødegård, 2016, p. 33). Encouraging flexibility promotes ongoing learning, which is crucial in managing uncertain and complex situations. When collaborative governance fosters a culture that sees mistakes and failures as chances to learn and grow, it progressively helps individuals and groups enhance their approaches and methods (Ansell & Gash, 2008, p. 549).

#### **2.6.4 Balancing Stability and Change**

To achieve social innovation, it is vital to balance flexibility with stability. This ensures continuity and progress towards shared goals (Emerson et al., 2012, p. 11). To ensure stability and flexibility, it is crucial to establish clear goals, develop shared norms and values, and create both formal and informal structures (Bryson et al., 2006, p. 53).

### **2.7 The Role of Values in Collaborative Governance**

Successful collaborative governance relies heavily on a deep understanding of the motivations and values of the actors involved. Different factors influence how each person involved in a collaborative effort approaches the process. These can impact their decisions and ultimately shape the direction and outcome of the collaboration. Knowing the values and motivations of each individual can help tailor strategies that align with their goals, increasing their investment in the project and enhancing overall cohesion and effectiveness.

### **2.7.1 Humanitarian values**

Collaboration is crucial in addressing complex social issues, such as refugee resettlement, and humanitarian values are essential in fostering it. These values prioritise alleviating human suffering, upholding human dignity, and promoting social justice (Slim, 2015, p. 23). They act as guiding principles for stakeholders and set a moral compass that directs their actions and decision-making processes. Humanitarian values promote empathy and understanding among the public, leading to broader support for initiatives addressing social issues.

As shown in the literature, engaging local communities and promoting a sense of belonging is essential for creating an environment where refugees feel welcome and can positively contribute to their new communities (Westoby & Ingamells, 2010, p. 53). By emphasising the importance of human dignity and social justice, humanitarian values encourage actors to prioritise community building and work together to create inclusive and supportive environments.

Moreover, humanitarian values can help address power imbalances within collaborative processes. As actors actively engage in dialogue and listen to diverse perspectives, they develop a deeper appreciation for each other's motivations and values, fostering trust and finding common ground (Lederach, 2005, p. 87). This approach enables actors to work towards more equitable and inclusive outcomes, ensuring that the interests and values of all actors are respected and considered.

### **2.7.2 Community building**

As a core value, community building is instrumental in nurturing social cohesion and integration, particularly in diverse and heterogeneous settings. It is important to create places where people from different backgrounds can come together, build relationships, and work together to improve the community's health and wellbeing (Putnam, 2000, p. 22). In collaborative governance, prioritising community building can help people work together to solve social issues and create a sense of belonging for all, including marginalised groups like refugees. Understanding the importance of community building relies heavily on social

capital. Social capital refers to the networks, norms, and mutual trust enabling collaborative efforts and pursuing shared objectives, a crucial element of community building (Putnam, 2000, p. 19).

The platform allows those involved in collaborative governance to help refugees settle into their new communities by providing opportunities for them to participate in local activities and events. This helps refugees feel a sense of belonging and promotes social cohesion (Westoby & Ingamells, 2010, p. 50). In collaborative governance, it is crucial to prioritise community building by being attentive to the varied needs and desires of the people involved. This approach ensures that all voices are heard and respected during decision-making, promoting inclusivity and addressing any potential power imbalances (Bryson et al., 2006, p. 51).

Regarding refugee resettlement, building a solid community has significant advantages for refugees and their host communities. For refugees, it enhances their mental well-being, strengthens their feeling of belonging, and increases their chances of integrating into their new home in the long run (Ager & Strang, 2008, p. 380). Likewise, hosting communities benefit from improved social cohesion, reduced tensions between different groups, and a more inclusive and harmonious society (Cheung & Phillimore, 2014, p. 945). Hence, the value of community building influences collaborative governance processes and impacts outcomes, reinforcing its crucial role in fostering social innovation.

## **2.8 Refugee settlement**

Refugee settlement and integration have become pressing issues in contemporary societies, especially given the global refugee crisis. Consequently, developing practical governance approaches that facilitate refugees' successful resettlement and integration has become essential. Collaborative governance has emerged as a promising framework for addressing these challenges, enabling diverse stakeholders to work together to achieve shared goals. Several studies have explored the intersection of refugee settlement and collaborative governance in this context, highlighting this approach's potential benefits and challenges.

The Ager and Strang (2008) framework is integral to the conversation on refugee integration. It emphasises several critical aspects of integration, such as building social connections with the host community and other refugees and accessing necessary services like housing, education, and healthcare. Collaborative governance plays a vital role in this process by coordinating the efforts of various stakeholders, including government bodies, NGOs, and community organisations. The framework suggests that by using collaborative governance, we can effectively support different aspects of integration (Ager & Strang, 2008, p. 395).

Another relevant study is by O'Toole and Burdess (2005), who investigated collaborative governance's role in resettling refugees in Australia. They found that collaboration among different levels of government, service providers, and local communities led to more efficient resource allocation and improved service delivery for refugees. Moreover, their research underlines the importance of fostering trust and shared understanding among stakeholders to enable effective collaboration (O'Toole & Burdess, 2005, p. 394).

Arora-Jonsson and Larsson (2021) offer an example of exploring the challenges of migrant integration in rural areas of Sweden and the role of collaborative governance in addressing these challenges. The authors assert that rural areas are often neglected in discussions of migration and integration and that the particular features of rural communities necessitate customised approaches to integration (Arora-Jonsson & Larsson, 2021, p. 20). Furthermore, they highlight the importance of collaborative governance, bringing together various stakeholders, including local government, civil society, and migrant communities, in addressing the specific needs and concerns of migrants in rural areas.

Although the literature has made valuable contributions, certain areas require further exploration. This study aims to fill some of these gaps by examining how values play a role in collaborative governance, specifically in refugee resettlement. This focus is essential because values can significantly impact the decisions made by those involved in collaborative efforts. Furthermore, this study will contribute to the literature by examining the significance of flexibility and adaptation in collaborative governance processes. While previous studies have addressed the need for adaptability in refugee resettlement efforts, a more thorough

examination of this aspect within the collaborative governance framework is necessary. By investigating how flexibility and adaptation can improve the effectiveness of collaborative governance in refugee resettlement, the research can provide valuable insights and recommendations.

## 3 Methods and research design

This chapter presents the research methodology, design, and data collection techniques employed in this study to answer the research questions and achieve the research objectives. The main research question is approached using qualitative research grounded in case study methodology. I can thoroughly examine complex real-life situations in a particular setting using this approach. This sheds light on the complexities of collaboration involving multiple parties during the refugee settlement process in Norway.

To collect data, semi-structured interviews and document analysis are utilised. Semi-structured interviews allow for the collecting of detailed data from actors involved in the refugee settlement process, making it a critical component of the research design. Furthermore, given the complex nature of the 'multi-actor collaboration' phenomena and the need to understand the various factors, it is essential to investigate a specific case within a real-world context (Yin, 2018, p. 4). Therefore, a phenomenological approach will examine the perspectives, actions, and results of actors involved in the refugee settlement process.

### 3.1 Case study

The case study methodology is a qualitative research approach that enables a thorough examination of a particular event or phenomenon. It involves gathering information from various sources, such as interviews, observations, and document reviews, to create a detailed understanding of the subject being studied. This method helps study complicated phenomena in their natural settings, which allows for a thorough comprehension of the details involved (Strumińska-Kutra & Kołodkiewicz, 2018, p. 5).

This research uses the case study method to investigate how multi-actor collaboration works in the refugee settlement process in Norway. Various data sources are examined to understand the challenges and opportunities involved in this process (Strumińska-Kutra & Kołodkiewicz, 2018, p. 2). Although the case study approach is flexible, it has some limitations. For example, its ability to be replicated and applied to other situations is often



criticised. This is because the selected case may not accurately represent other similar cases, which can impact the validity of the study's results (Goodrick, 2014, p. 11).

This thesis research aims not to create a model that can be used universally but rather to ensure a comprehensive understanding of a specific context. It is crucial to consider researcher bias or subjectivity to ensure accurate research results. This can affect how cases are chosen, variables are analysed, and data is interpreted. Bias can occur when researchers have preconceived notions about the topic being studied, leading them to select cases supporting their beliefs or interpret data to confirm their hypotheses (Flyvbjerg, 2006, p. 230).

It is vital to approach this study's findings cautiously when applying them to similar contexts. Refugee settlement processes vary in complexity, and what works in one may not work in another. Nevertheless, the case study provides valuable insights for managing collaborations between multiple actors in resettlement processes. Considering each context's unique factors, these insights can be adapted and applied to contribute to a better understanding of refugee integration efforts.

### **3.1.2 Purposive sampling strategy**

In selecting the case study for this research, a purposive sampling strategy was used to identify a case that would enable the achievement of the investigation (Emmel, 2013, p. 2). The case study selected for this research is the refugee settlement process in Norway and the challenges and opportunities of multi-actor collaboration. This case study was chosen based on several criteria, including relevance, accessibility of data, uniqueness, and suitability for addressing the research questions.

Relevance was a crucial criterion in selecting the case study. The research explores the challenges and opportunities of multi-actors' collaboration in refugee settlement processes, specifically in Norway. Norway is a country that has received a significant number of refugees in recent years, making it a relevant case to examine. In addition, the issue of

refugee settlement is a critical political and social issue affecting not only Norway but many other countries worldwide. The accessibility of data was another critical criterion in selecting the case study. Data availability determines the achievability of conducting the research (Emmel, 2013, p. 3). In this case, Norway is a country that is renowned for its transparency and openness to data. Furthermore, the Norwegian government provides easy access to relevant data, making it an ideal case for this research.

Uniqueness was also considered in selecting the case study (Emmel, 2013, p. 4). Due to its distinct approach, Norway's settling of refugees is a fascinating subject. The country has a decentralised system where the central government and municipalities share responsibility. This provides an excellent chance to study how multiple parties can collaborate regarding refugee settlement and the challenges and opportunities that arise.

The case study selection was based on the critical factor of suitability. Norway's refugee settlement process was chosen because it relates to the research questions. The process involves several key players, including the central government and municipalities, which allows one to examine the challenges and advantages of multiple actors working together. Additionally, the settlement process is constantly ongoing, which allows for evaluating its effectiveness and identifying areas for improvement.

It is worth mentioning that while other sampling methods were considered, they were not chosen. Random sampling, for example, might not have given the relevant and accessible data we needed. Quota or stratified sampling would not have ensured the unique and specific features of the Norwegian case, especially related to the collaboration between multiple actors in the refugee settlement process. Therefore, I concluded that the strategic sampling approach best fits this study. It allows achieving of the research goals efficiently.

## **3.2 Method and data sources**

I used two main methods to collect data for this case study: conducting interviews and studying documents. These methods gave me a deeper understanding of the research question and provided different perspectives. However, to ensure that the information I gathered was accurate, it was essential to have more than one source confirming it. Therefore, I used multiple sources to verify the same information, increasing the study's validity and credibility and reducing the chance of chance affecting the research findings (Bryman, 2016, p. 67).

In scientific research, it is crucial to have transparency and the ability to verify findings. To ensure this, I will explain how data is collected and used, making it easier for others to replicate and verify the results. While it may be challenging to implement this, it is crucial to ensure the research is solid and dependable (King et al., 1994, p. 13). I carefully investigated data from different sources to ensure accuracy and objectivity and check their quality. This helps to remove any potential biases or subjectivity that may exist. Moreover, cross-referencing data from multiple sources enhances the reliability and validity of my findings (Bryman, 2016, p. 67).

I aimed to gather robust and dependable qualitative data to comprehend the case study fully. Using interviews and document studies offers valuable viewpoints and insights into the research question. I thoroughly explained the data collection process to ensure transparency and verifiability, making replicating and verifying the findings easier. By collecting data from multiple sources, I may have increased the accuracy and reliability of the results, providing a comprehensive and nuanced understanding of the subject being studied.

### **3.2.1 Interview**

Researchers widely use the interview method to gather data on a specific topic or theme. There are various types of interviews, including structured, unstructured, and semi-structured. In this study, the research design opted for a semi-structured interview to enable a natural and informal conversation that elicited authentic and comprehensive responses

from participants (Brinkmann & Kvale, 2015, p. 11). The study aimed to gather viewpoints and understandings from essential individuals who are part of settling refugees in Norway. The interviewees for this study were selected based on their roles in the settlement process, encompassing both state and municipal administrative levels.

Qualitative researchers commonly use semi-structured interviews to explore complex topics and obtain open-ended insights from participants. The researcher asks questions about a specific topic without pre-determined answers. This allows for further clarification and elaboration on the participant's responses through additional questions. (Brinkmann, 2014, p. 437). In addition, Silverman (2020) suggests that semi-structured interviews are a flexible research method since researchers can modify questions based on the answers they receive (Silverman, 2020, p. 177). This flexibility allows participants to elaborate on their responses and explore challenging topics that are difficult to measure quantitatively, such as emotions, attitudes, and values. As a result, researchers can obtain more detailed and nuanced data by allowing participants to express their opinions and perspectives (Silverman, 2020, p. 178).

The interviews took place either at the respondents' offices or online, depending on their preferred location and schedule. They typically lasted 30 to 60 minutes, depending on logistical constraints. To ensure accuracy, all interviews were recorded with the respondents' consent, and detailed transcription of the interviews was conducted afterwards. Although recording interviews can raise concerns about the possible limitation of free expression, none of the respondents seemed to be significantly impacted by the recording process. In addition, each participant was allowed to decline the quotation or stop the recording whenever they wished.

Throughout the study, the interview guide was the framework for all interviews. I continuously adjusted the questions and structure to ensure that the necessary information about the settlement process was obtained. Since the interviews were physical and digital, they had somewhat different layouts, but I strove to make it natural for both parties. Some respondents were experienced in participating in such interviews, and others were not, which was evident in how specific and less specific answers they gave to the questions. Most

respondents talked a lot on their own, however, some needed more guidance to answer in-depth.

Another thing I noticed after the first interview was that it was clear that several of the questions in the interview guide were relatively similar, so here, I strived to be flexible. I skipped over questions we had already covered. I could have had an even greater focus on this in the work with the design of the interview guide. The majority of individuals contacted expressed an interest in participating in the study. However, due to their busy schedules, conducting interviews proved time-consuming.

Consequently, the study interviewed two distinct groups of respondents: state and municipal administrative officials. While there were some variations in communication patterns between the two groups, no significant trends emerged. As expected, state officials demonstrated a positive attitude and exhibited great understanding towards municipalities, emphasising a case-oriented approach. Conversely, administrative staff primarily spoke from their professional expertise, reflecting the nature of their roles.

### **3.2.2 Respondents and Selection**

Seven individuals, who were directly involved in the refugee settlement process, served as key respondents to this study. They were purposively selected based on their knowledge, experience, and role in the settlement process, which allowed them to provide substantial and context-specific insights. The selection of these respondents followed a purposive sampling strategy, which is commonly used in qualitative research to ensure that the participants are well-suited to the research questions and objectives. In addition, this sampling strategy allows the selection of participants with the required knowledge or experience related to the phenomenon under investigation. In this case, individuals with direct roles and experience in the refugee settlement process were chosen.

The respondents included public officials from IMDi, KS, county councils and refugee offices in the municipalities. The individuals selected had diverse roles and responsibilities within their respective organisations and offered different perspectives on the refugee settlement

process. Nevertheless, their collective insights provided a balanced and comprehensive understanding of the phenomena under study. Each respondent was approached individually, and the purpose of the research was explained to them. They were assured of anonymity, and their consent was obtained before the interviews. The semi-structured interviews allowed for flexibility in the conversation while ensuring that the critical research topics were covered. The respondents' roles are described in chapter four to understand the different levels' perspectives better. When looking into their answers and perspectives, it is relevant to see whether they are from the state or municipality to understand the different points of view better.

Regrettably, due to time constraints and the project scope, representatives from the UDI were not included in the interview process. However, on reflection, their input could have significantly contributed to the study, considering their central role in the asylum process, from processing applications to deciding who gets asylum. In addition, their insights could have provided a broader perspective on the systemic issues and intricacies of the refugee settlement process in Norway. Furthermore, in potential future research, this gap could be addressed by incorporating the perspectives of UDI officials, which could enhance the understanding and interpretation of the findings.

### **3.2.3 Document analysis**

This study utilises document analysis as one of the primary research methods to understand the refugee settlement model in Norway thoroughly. Data collection involves reviewing written materials such as parliamentary notices, consultation letters, general studies, and reports from public organisations and private research institutions (Brinkmann & Kvale, 2015, p. 160). Written materials were selected based on their relevance to the research questions and availability. Additionally, previous studies and research on refugee settlement were analysed to interpret the other data in the thesis.

Analysing documents has various benefits, such as reviewing vast amounts of data and studying historical or archived materials. Additionally, this approach reduces the risk of researcher bias or subjectivity since the researcher's viewpoints or opinions do not impact the data. However, document analysis has some limitations, including the possibility of incomplete or unreliable materials, the inability to control the data collection process, and the challenge of studying non-textual materials (Bryman, 2016, p. 305).

In order to make sure that the data collected was reliable and accurate, I selected materials that were both relevant and readily available. To confirm the materials' credibility, I ensured they had a clear authorship and publication date. During the data analysis, I identified themes and patterns in the materials, interpreting them based on the research questions. I maintained the analysis's accuracy by carefully reviewing and cross-checking all selected materials with other sources to verify their content. Additionally, I ensured that the confidentiality and privacy of the materials were respected, and no sensitive or personal data was used without explicit consent (Silverman, 2020, p. 196).

### **3.3 Analysis of data material**

When analysing qualitative data, there are no strict rules or procedures. However, there are general approaches that can ensure practical analysis. The first step is to organise the data to see how it relates to the research questions. This may involve transcribing or translating the raw data to become more familiar (Silverman, 2020, p. 115). Organising data can provide a clearer understanding of available information and reveal emerging key themes and patterns.

Various methods were employed to become more familiar with the data collected in this study. The original interview recordings were listened to multiple times, and the transcripts were thoroughly reviewed. In addition, all textual materials from the involved actor's web pages, reports, and meeting minutes were carefully examined and analysed. This process allowed for a comprehensive understanding of the data and helped identify relevant themes and patterns in the information gathered. By thoroughly reviewing all materials, I gained a deeper insight into the topic under investigation.

To analyse the interview data, I opted to use a method called systematic text condensation. This method is based on Giorgi's phenomenological analysis and has been adapted by Malterud (2011). Systematic Text Condensation (STC) is an approach to analysing qualitative data that provides a detailed and thorough explanation of a phenomenon based on the experiences of those who underwent it. This study delved into the complexities and difficulties of collaborating with various parties in refugee resettlement in Norway. The STC process has four steps and is used to condense data while preserving the unique perspectives of each participant (Malterud, 2011, p. 98).

To begin the STC process, the raw data must be carefully reviewed. This includes reading through the collected data to gain an initial impression and identify any initial themes. In addition, the transcripts from the semi-structured interviews were carefully read multiple times to fully immerse in the data and fully understand the participants' experiences and perspectives (Malterud, 2011, p. 98).

In the second step, I needed to identify and sort meaning units. These text segments share a common theme or idea (Malterud, 2011, p. 101). To do this, I carefully examined each transcript line by line and highlighted the relevant meaning units that align with our research objectives. This careful approach helped me ensure that no valuable insights were missed.

The codes I landed on in this process were:

*Multi-Actor Collaboration:* This phrase signifies the cooperative efforts between the various entities involved in the refugee resettlement process.

*Communication:* This refers to the exchange of information between the actors involved in the process. This could be further broken down into sub-codes like "personal communication," "online communication," "practitioner communication," and "problem-based communication."

*IMDi Activities:* This denotes the various actions undertaken by IMDi in coordinating the resettlement process.



*Voluntary Principle:* This phrase represents the idea that municipalities in Norway have the autonomy to decide the number of refugees they can accommodate.

*Trust-building:* This signifies the establishment of trust between different actors, which is crucial for the success of the resettlement process.

*Resource Constraints:* This represents the limitations on resources like funding and housing, which pose challenges for municipalities.

*Managing Expectations and Priorities:* This refers to the difficulties in balancing the integration of refugees into local communities with their well-being.

*Political Environment:* This signifies the influence of politics, such as shifts in immigration policies and funding priorities, on the resettlement process.

*Collaborative Governance:* This phrase represents the theoretical lens used in this research to understand the dynamics of power distribution, institutional design, trust-building, leadership, and communication involved in the resettlement process.

During this stage, it was essential to carefully consider how to condense the participants' responses while still preserving their original meanings. Therefore, the last step in the STC process is to combine the condensates of each code group into an analytical text (Malterud, 2011, p. 104). This text is intended to summarise all the experiences and perspectives within the code group, providing a complete understanding of the challenges and opportunities of multi-actor collaboration in the refugee resettlement process. Since the research question is centred on the difficulties and opportunities of collaborating with multiple actors, the focus will also be on those perspectives while looking at the findings and discussing those in light of collaborative governance.

### **3.4 Reliability and validity**

Reliability and validity are crucial aspects of qualitative research, as they determine the research findings' accuracy, credibility, and trustworthiness. Multiple sources have been used to ensure the reliability of the data collected in this study (Johnson, 2019, p. 1). This strategy aims to reduce the potential for inaccurate information and establish consistency and stability in the research findings, thereby increasing the likelihood of replicating the results over time.

The validity of qualitative research refers to how well the research findings accurately represent the phenomenon under investigation. This study employs several measures to ensure the validity of the results, including triangulation and reflexivity (Johnson, 2019, p. 7). Triangulation was achieved using multiple data sources and methods, thereby validating the research findings. To ensure accurate results, I gathered information from multiple sources, including documents and interviews with individuals involved in the refugee resettlement process. By cross-referencing these sources, I aimed to increase the credibility of the research findings and was able to identify and correct any potential biases or inconsistencies.

Another critical factor for ensuring validity is reflexivity, which involves critically examining one's role in shaping research findings. Throughout the research process, I consciously reflected on my values, assumptions, and biases, recognising how they could potentially impact my interpretation of the data (Johnson, 2019, p. 7). For example, I remained vigilant of my bias towards expecting specific patterns or themes in the data. I constantly checked this by revisiting the raw data and questioning my assumptions. This automatic process minimised potential negative impacts on the validity of the results, bolstering the overall truthfulness of the research findings.

The thesis acknowledges the limited external validity of the study, as the primary focus is on the interactions and collaboration dynamics between specific actors during the settlement phase rather than drawing generalised conclusions about other regions or actors (Johnson, 2019, p. 6). This lack of generalisation is purposeful and articulated, limiting the scope of the study. However, by aligning the findings with those from related master's theses, the study's external validity may be fortified, offering additional insights and perspectives on similar research contexts. Still, caution is imperative when generalising the findings beyond the confines of this study.

### **3.5 Challenges with the method and data collection**

When conducting qualitative research, addressing potential challenges in the method and data collection process is essential. One such challenge is maintaining objectivity, as participants may hesitate to provide negative or critical feedback that could harm their organisation. This can result in partial or incomplete data, compromising the research findings' validity. To address this, researchers can establish a trustworthy environment that encourages participants to provide honest and accurate answers, emphasise confidentiality and anonymity, and build rapport and trust with participants (Johnson, 2019, p. 7). In addition, open-ended questions and non-leading language can also help obtain unbiased responses (Bryman, 2016, p. 405).

Another challenge is access to relevant and reliable data. Differences in how the collaboration process is carried out between municipalities may make it difficult to draw general conclusions. To ensure data relevance and reliability, the interview questions were carefully designed to address all relevant aspects. In addition, multiple data collection methods, such as document analysis and interviews, were used to triangulate findings and ensure validity and reliability (Johnson, 2019, p. 7).

However, it is essential to acknowledge that despite these efforts, some limitations may still exist. For example, the data collected may only partially capture all key factors or reflect the collaboration process in other municipalities. These limitations may affect the reliability and validity of the research findings. Therefore, it is crucial to address these challenges and regulations and take steps to ensure the accuracy and trustworthiness of the research conducted (Bryman, 2016, p. 403).

### **3.6 Research ethics**

Research ethics is a critical aspect of any research project. It ensures that the research is conducted safely and ethically and respects the rights and welfare of the participants (Israel & Hay, 2006, p. 1). One of the key ethical considerations in research is obtaining informed

consent from participants (Israel & Hay, 2006, p. 60). In this study, informed permission was obtained from all participants before the start of the research project. In addition, participants were provided with a detailed explanation of the purpose and objectives of the study and what participation would involve. They were also informed of their right to withdraw from the research. I also suggested that if they wanted me to send the assignment to them afterwards, I would happily do that. This was something the participants responded well to.

Confidentiality is another crucial ethical consideration in research. Participants have a right to privacy, and the researcher must ensure that their personal information is protected (Israel & Hay, 2006, p. 77). To preserve confidentiality, a numerical coding system was used to keep track of participants. The participants were also informed that their participation in the research project would remain anonymous. The participants were informed of their right to withdraw from the research at any time if they felt uncomfortable or experienced any harm.

Finally, research ethics involves ensuring that the research is conducted to respect the rights and welfare of the research participants. This study was approved by the Norwegian Centre for Research Data and the Privacy Ombudsman for Research (NSD) to ensure that it adhered to ethical guidelines and principles. NSD provided procedures for storing and processing sensitive data (NSD). All data was saved on a password-protected computer, and all audio recordings were deleted after the interviews were transcribed.

## 4 Background and context

This chapter explores the past and present circumstances of immigration and refugee settlement in Norway. Further, the significant events, policies, and institutional modifications that have influenced the country's handling of immigration and the integration of newcomers into the community will be presented. It is essential to grasp this context to correctly interpret the research results and determine their implications for policy and practice.

### 4.1 Historical context and current context

Norwegian immigration history has undergone significant changes. Initially, migrants arrived from neighbouring countries. However, labour shortages in the 1970s led to a guest worker program that altered the immigration landscape. Family reunification dominated immigration in the 1980s and 1990s after the program ended. In addition, asylum applications increased in the 1990s due to conflicts in the former Yugoslavia (Hermansen, 2017, p. 18).

The government has played a central role in refugee settlement, with significant changes in responsibilities over time. In the 1970s and 1980s, the government was responsible for resettling refugees and often placed them in reception centres while awaiting permanent housing (Østby, 2016). In the 1990s, refugee settlement was transferred to the municipalities, with financial support provided by the government (Seeberg, 2015). In 2007, the government established IMDi to support and coordinate settling refugees in municipalities. IMDi has since played a vital role in helping integrate refugees in Norway, focusing on ensuring that cities have the necessary resources and support to provide adequate settlement services (IMDi).

In recent years, the Syrian conflict has significantly impacted immigration in Norway, causing an influx of refugees. This shift has led to changes in the country's settlement policies, focusing on increasing municipalities' capacity to settle refugees. Moreover, as of 2021,

county councils were given greater responsibilities and resources for refugee settlement, indicating a move towards a more integrated and locally focused settlement process. The shift was intended to create a more integrated settlement process for refugees, with county councils using their local knowledge and resources to provide more effective and tailored refugee services (IMDi, 2023).

## **4.2 The framework of IMDi**

IMDi has been designed to effectively carry out its mission of promoting the integration and inclusion of immigrants and refugees in Norwegian society. Accordingly, its organisational structure has been optimised for this purpose. The Integration Department is responsible for developing and implementing customised programs to help new immigrants settle in Norway. Meanwhile, the Settlement Department is in charge of efficiently providing settlement services to refugees who have been granted residence in the country. They also coordinate temporary and permanent housing arrangements for refugees to ensure they have access to essential services like healthcare, education, and employment, according to IMDi (IMDi).

The Diversity Department promotes diversity and fair treatment in Norwegian society. They also make sure that public services consider the diverse backgrounds of their users, including factors like language, culture, religion or philosophy. IMDi's organisational structure is led by a Director-General who oversees the agency's management and direction. The Director-General is supported by an executive board that provides strategic advice and guidance. This board comprises the Director-General and four department directors responsible for one of the three central departments or the administration and management department (IMDi). The evaluation report from the Ministry of Children, Equality and Social Inclusion in 2014 identified strengths and weaknesses in the organisational structure of IMDi. One highlighted strength was IMDi's clear and well-defined objectives, which provide a solid operational foundation. The structure also facilitates close collaboration and coordination among departments, allowing for targeted, efficient, and practical work to be carried out. (Barne-, 2014, p. 81).

IMDi's program and service outcomes may be complicated by a lack of local adaptability caused by municipalities not effectively implementing their integration and diversity initiatives (Barne-, 2014, p. 83). It is important to note that this report is from 2014. Due to the growing number of refugees in Norway, IMDi has changed its operations by delegating responsibilities to county councils. As a result, regional offices are no longer in operation, but the main office in Oslo remains. This adjustment aims to improve the coordination and local adaptation of settlement and integration efforts (IMDi, 2019).

The new framework has given county councils more essential duties and resources for refugee settlement. The goal is to tailor the settlement process to local conditions and resources. County councils now provide initial settlement services to refugees, such as housing, language training, and social support. In addition, IMDi provides guidance and assistance in coordinating settlement efforts and ensuring municipalities have the necessary resources and support to provide sufficient settlement services (IMDi). IMDi has changed its framework to encourage better collaboration and coordination between all parties settling and integrating refugees. County councils are expected to work closely with local actors, including civil society organisations and employers, to ensure the successful integration of refugees into their communities (IMDi).

### **4.3 The voluntary principle**

The "voluntary principle" or "frivillighetsprinsippet" is vital to the refugee settlement process in Norway. This approach allows municipalities to voluntarily agree to settle refugees instead of being mandated by the central government. Every year, IMDi requests that municipalities settle a specific number of refugees. However, it is ultimately up to them to decide if they will accept the request and how many refugees they will take in (KS, 2015).

This principle reflects the significant degree of autonomy that municipalities in Norway have, allowing them to make decisions based on their resources, infrastructure, and population size. The voluntary principle, therefore, necessitates a high level of collaboration and communication between IMDi and the municipalities to reach a mutual agreement that benefits both the refugees and the receiving communities (Gran, 2014). Although the

voluntary principle allows for a customised approach to settling refugees, it also brings various difficulties. One of the main issues is the potential for an unequal distribution of refugees throughout the country. Certain municipalities may have an easier time accommodating refugees, making some areas overcrowded while others remain primarily unaffected (Olsen & Braathen, 2019). An example of this can be seen in Oslo, where higher resource availability has led to a concentration of refugee settlements. On the other hand, smaller municipalities in regions like Finnmark have seen fewer refugee settlements due to more limited resources and capacity.

In the broader context of this study, the voluntary principle plays a crucial role in multi-actor collaboration within the refugee settlement process. It shapes the dynamics of collaboration between IMDi and municipalities, influencing the strategies and tools utilised to facilitate successful settlement and integration. Moreover, it poses a unique set of challenges and opportunities that can directly impact the effectiveness of the collaborative governance model in the refugee settlement process.

## **4.4 Literature review**

The topic of collaborative governance in refugee settlements has been well-documented. It involves analysing the roles, relationships, and interactions between government entities, non-profit organisations, refugees, and local communities. Understanding this literature can provide valuable insights into the factors contributing to successful collaboration and the challenges that must be overcome.

Extensive research has been conducted in Norway on the importance of collaborative governance in the settlement of refugees. For example, Valenta and Bunar's (2010) study emphasised the critical role played by municipalities in the process. The study revealed that IMDi coordinated with local communities, NGOs, and other stakeholders to support refugees comprehensively (Valenta & Bunar, 2010, p. 467). However, challenges were identified with resource allocation and coordination among diverse actors, indicating the need for improved alignment and communication mechanisms (Valenta & Bunar, 2010, p. 480).



Brekke and Brochmann's (2015) study examined the development of Norway's integration policy and its impact on refugee settlement. They observed a transition from a top-down approach to a collaborative model, offering greater flexibility and responsiveness to local circumstances (Brekke & Brochmann, 2015, p. 150). However, this approach necessitated substantial investment in capacity-building and fostering trust and mutual understanding among actors.

International perspectives can also enrich our understanding. For example, a study by Shields, Drolet, and Valenzuela (2016) explored the collaborative governance approach for refugee settlement in Canada. The study revealed that this model led to more effective and comprehensive services because of the participation of various stakeholders, including refugees (Shields et al., 2016, p. 22). Nonetheless, the study also raised concerns about potential challenges in collaboration (Shields et al., 2016, p. 28).

A study conducted in Australia by Fleay, Hartley, and Kenny (2013) revealed the importance of non-profit organisations in facilitating communication and mutual understanding between governmental entities and refugee communities. These organisations act as a bridge and play a critical role in the collaborative governance of refugee settlement (Fleay et al., 2013, p. 476). However, they need help with funding and accountability, which can limit their effectiveness.

Overall, the literature on collaborative governance in refugee settlement highlights the potential of this approach to improve the quality and responsiveness of settlement services. However, it also points to several critical challenges, such as the need for effective coordination mechanisms, adequate resources, and the meaningful involvement of refugees. Further research is necessary to understand how these challenges can be effectively addressed and how collaborative governance models can be optimised for different contexts.

## 5 Presentation of findings

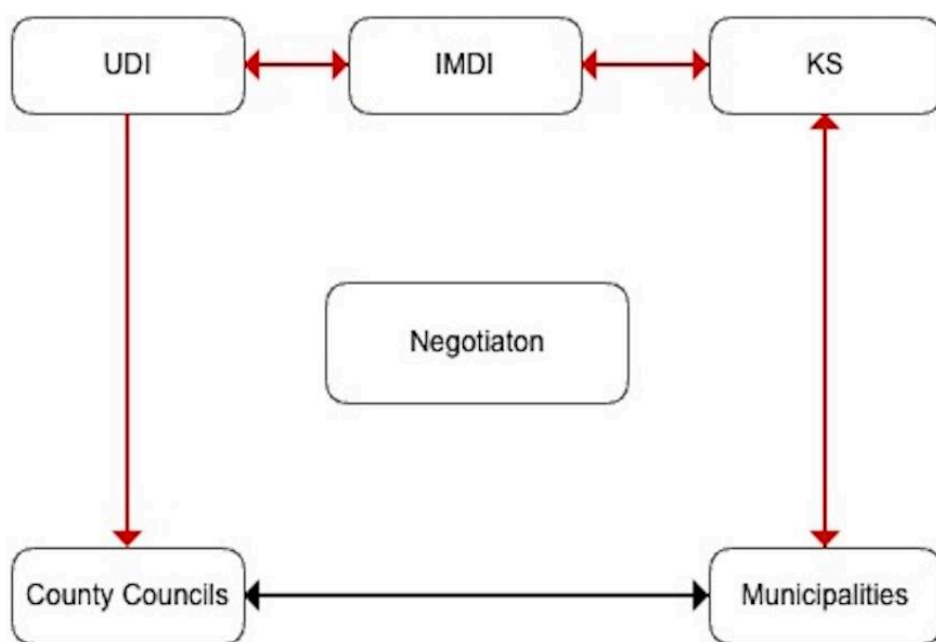
As previously stated, this thesis aims to identify the challenges and opportunities of multi-actor collaboration in the case of the refugee settlement process. This chapter will present the findings from the seven interviews and the document study. The interviews provided in-depth knowledge about the different actors' experiences and perception of the collaboration. Further, the documents used were written materials such as parliamentary notices, general studies, and reports from public organisations and private research institutions.

The analysis was conducted based on the 60 pages of interview transcripts, official reports, documents, news source-related documents and visual materials from the involved actors. This chapter presents the opportunities and challenges of multi-actor collaboration in light of the findings that identified relationships, core elements, and values.

### 5.1 Relationship between actors

The relationship between the different actors involved in the refugee settlement process is essential to highlight as an important finding as this is the foundation of the thesis. Table 1 describes how the different actors are correlated with each other. This includes national-level actors (IMDi and UDI), middle-level actors (KS), and local-level actors (County Councils and municipalities). The inclusion of NGOs in the overviews was also considered, but the actor was not featured due to the limitations of the text.

Table 2 also highlights a critical aspect of these relationships, which is negotiation. A "Negotiation" box within the table represents all actors' negotiation relationships. However, the extent of negotiation varies across actors, warranting a deeper explanation. Some actors may engage in more negotiation due to their specific roles, responsibilities, or the nature of their interactions with other actors in the refugee settlement process.



*Table 2: Overview of the relationship between the actors.*

Table 2 illustrates the relationship between the actors. A bidirectional arrow between IMDi and UDI indicates that they collaborate. The red arrow indicates that challenges affect the relationship. Similarly, bidirectional arrows between UDI, IMDi and KS indicate their collaboration with red marks on these arrows that indicate challenges. The county council and municipalities are both essential actors in the resettlement process.

After the Integration Act entered into force on 01.01.2021, the county councils are responsible for the regional integration work. The county councils must prepare plans for the qualification of immigrants, while a municipality is responsible for integrating the refugees into their communities. The black arrow between the two actors illustrates no detected difficulty related to this relationship. There are also bidirectional arrows between Municipality, IMDi and UDI. However, the red marks on these arrows are related to challenges.

## 5.2 IMDi's different activities

A crucial finding from the interviews pertains to the activities undertaken by IMDi and their correlation with communication patterns, which significantly impact effective collaboration and the resolution of challenges within the resettlement process. By classifying IMDi's activities into the personal, online, practitioner, and problem-based communication, this analysis offers an organised and thorough examination of IMDi's role and contributions to the resettlement process.

### 5.2.1 Personal communication

The findings highlight the value of personal communication. Respondents mentioned various instances where personal communication was essential, including face-to-face meetings, seminars, and conferences. In addition, personal communication is acknowledged to encourage informal networking and relationship building. For example, one respondent from IMDi describes:

*"In our work, personal communication is important for establishing and maintaining strong relationships with the involved partners. Engaging in face-to-face meetings can build trust and rapport and share our knowledge and expertise with others. These interactions allow us to understand the needs and concerns of those involved in the resettlement process. They also enable us to receive valuable feedback that can help us improve our strategies and practices".* (Respondent IMDi 1).

Several national and local-level actors noted that IMDi had relocated its offices from various districts to a single location in Oslo. A respondent from a smaller municipality also mentioned:

*"We have noticed the difference from when IMDi had one office near us, and we could call our contact person and get the information we needed immediately. It works okay now, but it was better for us to have one contact to relate to that knew our community and a shorter waiting time".* (Respondent Vestby municipality).

Another respondent from IMDi said:

*“However, it is essential to note that after the restructuring and the relocation of district offices to Oslo, we have experienced a reduction in personal contact. This has led to longer waiting times for submitted inquiries and other resettlement-related matters. We acknowledge the importance of personal communication and are continuously exploring ways to enhance our interactions and maintain strong relationships with our partners, despite the geographical distance”. (Respondent IMDi 1).*

Moreover, workshops were perceived as a valuable opportunity for actors to communicate and share personal experiences and discussions:

*“When we have a matter that we would like to discuss with IMDi or have a problem, IMDi is always open to scheduling a workshop or other meetings to solve this. IMDi also provides several workshops for different helpful topics”. (Respondent Oslo municipality 1).*

### **5.1.2 Online communication**

The findings show that online communication significantly influences IMDi's collaborative governance efforts during resettlement. IMDi utilises various digital channels and platforms, such as IMDinett, social media, webinars, and virtual meetings, to communicate with other stakeholders. These channels are crucial in collaborating with other actors, disseminating information, and addressing resettlement challenges. A respondent from IMDi states:

*“Online communication has become essential to our work, especially during the COVID-19 pandemic. We use IMDinett as a primary communication channel to guide partners using the National Introduction Register (NIR) and other essential resources. In addition, our presence on social media platforms, such as Instagram and LinkedIn, allows us to reach a wider audience and maintain an open channel for feedback and inquiries”. (Respondent IMDi 2).*

IMDinett was mentioned as one essential online communication source that emerged as a primary communication channel between IMDi and other stakeholders. For example, this online platform is a guide for using the National Introduction Register (NIR), a system for settling and disbursing Norwegian grants. In addition, social media platforms like Instagram and LinkedIn enabled IMDi to reach a wider audience, sharing news, updates, and success stories while facilitating two-way communication for feedback and inquiries. Another respondent explains:

*"Webinars and virtual meetings have become invaluable tools for real-time discussions, presentations, and workshops. They cover various topics, promoting continuous learning, knowledge exchange, and strengthening collaborative relationships. We have maintained strong connections with partners through these digital channels despite the challenges posed by the pandemic". (Respondent IMDi 1).*

The findings also indicate that IMDi uses digital tools to share information on emerging issues promptly, coordinate responses with other actors, and develop joint strategies to address challenges.

### **5.1.3 Practitioner communication**

Practitioner communication involves communication between IMDi and professionals or experts in resettlement. The findings reveal that practitioner communication is essential as it connects IMDi with professionals and experts in the field:

*"Collaborating with practitioners is an important part of our work. We establish networks and partnerships through formal and informal channels. By connecting with research institutions, organisations specialising in resettlement or related fields, and professionals attending conferences and workshops, we can exchange knowledge, resources, and expertise, enhancing our resettlement strategies". (Respondent IMDi 1).*

IMDi establishes or participates in working groups and committees focused on specific aspects of resettlement, such as housing, integration, or healthcare, bringing together practitioners to address complex challenges and develop best practices. Such practitioner communication can look like this:

*"Working closely with practitioners allows us to address specific challenges in the resettlement process. Through collaborative projects or initiatives, we can develop innovative solutions, pilot programs, or policy recommendations that ultimately contribute to improving the resettlement process for refugees and the communities involved". (Respondent IMDi 2).*

#### **5.1.4 Problem-based communication**

Problem-based communication refers to discussions and interactions addressing specific issues or challenges in resettlement. The process begins with issue identification, where IMDi collaborates with actors through regular meetings and workshops to identify and prioritise pressing challenges in resettlement. A respondent from IMDi describes the importance of problem-based communication:

*"Problem-based communication is crucial in tackling the various challenges we face in resettlement. By working with other actors, we can identify and prioritise pressing issues, ensuring our efforts are targeted and effective". (Respondent IMDi 2).*

Monitoring and evaluation are essential components of the problem-based communication process. IMDi and other actors regularly track progress against predefined performance indicators, review feedback from involved parties, and conduct periodic evaluations of the outcomes. An IMDi representative explains the benefits of this approach:

*"By continuously monitoring and evaluating our efforts, we can identify areas for improvement and adapt our strategies as needed. This iterative process allows us to learn from our experiences and make necessary adjustments, ultimately enhancing the effectiveness of our resettlement efforts". (Respondent IMDi 1).*

Finally, IMDi fosters collaboration, mutual support, and adaptive learning by encouraging actors to share their experiences, lessons learned, and insights throughout the process.

A respondent from IMDi highlights the value of this sharing:

*"Encouraging actors to share their experiences and insights fosters a sense of mutual support and promotes adaptive learning. By understanding the challenges others face and the solutions they have found, we can better navigate the complexities of the resettlement process and continuously improve our practices". (Respondent IMDi 1).*

## **5.2 Actor Collaboration Insights**

Actors highlighted the importance of their roles within the collaborative process and how they contributed to the resettlement process. The actor plays a crucial role, contributing their unique knowledge, experience, and resources to ensure the resettlement process is effective, efficient, and comprehensive. The findings reveal the significance of their participation, communication, and cooperation in addressing the challenges and complexities associated with refugee resettlement. One respondent from IMDi explained their role in the collaboration:

*"Our role in the resettlement process involves setting policies and guidelines while also recognising the value of input from other actors in refining and implementing these policies. We also act as a supervisory body for actors implementing the resettlement of refugees and coordinate the resettlement process, facilitating communication between various actors". (Respondent IMDi 1).*

Similarly, a KS representative highlighted their role as an intermediary:

*"KS serves as an intermediary in the cooperation process, representing the municipalities while also understanding the state's implementation of the regulations. We participate in annual meetings between different actors and, through a*



*cooperation agreement, work with IMDi to obtain sufficient settlement places annually as needed". (Respondent KS).*

When the respondent from IMDi was asked what kind of actors should be included except those already mentioned, the answer was:

*"Bufdir is an important actor involved in settling unaccompanied minors. Further, state administrators are involved in supervising the settlement process and if the municipalities follow the laws and regulations that are in place to secure the safety of the refugees. In addition, the state is also involved as they provide financial support for the resettlement process, with additional support from "Husbanken" for housing". (Respondent IMDi 2).*

However, it was also noted that the roles of UDI and IMDi can sometimes overlap, leading to confusion. One respondent shared:

*"There needs to be more clarity between the roles of UDI and IMDi, which can lead to confusion. For example, IMDi often wants to be helpful and provide more information to municipalities about individual refugees. However, this is not always possible due to the regulations from UDI". (Respondent IMDi 1).*

When the county council was asked about their role and what they bring into the collaboration, it was stated as follows:

*"Our role involves distributing refugees among municipalities and actively participating in yearly meetings with IMDi and KS to discuss each municipality's capacity. In addition, we strive to ensure the resettlement process is effectively managed within our jurisdiction". (Respondent Agder County Council).*

The interviews with representatives from municipalities and county councils revealed several key insights into their roles in the collaboration process. For example, a project manager in

Oslo Municipality emphasised the importance of coordinating with various city council departments:

*"Coordinating with different city council departments ensures that they are informed about the implications of the refugee crisis and the municipality and county council's duties towards refugees". (Respondent Oslo Municipality 1).*

However, it also emerged that the collaboration process is influenced by various factors, such as the municipality's size, structure, and prior experience. For example, one respondent from a county council noted:

*"Our collaboration with IMDi is affected by our municipality's size, the number of refugees we usually accept, and our previous experience. These factors determine how much guidance we need from IMDi's side". (Respondent County Council Agder).*

## **5.3 Core Elements for effective collaboration**

This section is structured based on the importance of the research findings and revisits some of the themes emphasised in the theory section. In refugee resettlement, these core elements are crucial in ensuring effective collaboration between various actors and institutions involved in the process.

### **5.3.1 Inclusiveness**

Findings on diverse actors' involvement in the collaborative governance process indicate that several actors play essential roles in resettlement. As the insight into the different roles is already stated, the following section will focus on the findings that elaborate on what the different actors include in the refugee settlement and how this insight can investigate how the communication and collaboration process can be improved.

IMDi coordinates the resettlement process and facilitates collaboration and is therefore vital to include in the involvement. Furthermore, their involvement ensures a comprehensive and

practical approach to addressing the various challenges associated with refugee resettlement in Norway, and this was stated as follows:

*“Our role in the resettlement process involves setting policies and guidelines while also recognising the value of input from other actors in refining and implementing these policies. We also act as a supervisory body for actors implementing the resettlement of refugees and coordinate the resettlement process, facilitating communication between various actors”.* (Respondent IMDi 1)

In addition, UDI is responsible for granting residence permits. A notable finding was that even though UDI is included in the refugee settlement process, the respondent, both national and local actors, demanded that UDI should be included more. Municipalities often wanted more accurate information about refugees to make better settlement decisions. However, the responsibility for providing this information lies with UDI, which possesses a wealth of data on each refugee. The respondent from IMDi describes this issue as follows:

*“As IMDi, we recognise UDI's crucial role in granting residence permits, but we have observed that both national and local actors seek increased involvement. Municipalities require more accurate information for informed settlement decisions, and UDI holds this valuable data. While we at IMDi, would like to provide additional details, legal constraints and UDI's substantial decision-making power create challenges”.* (Respondent IMDi 1).

KS involvement helps balance power dynamics in the collaborative process and ensures municipalities' voices are heard. A KS representative stated:

*“KS serves as an intermediary in the cooperation process, representing the municipalities while also understanding the state's implementation of the regulations. We participate in annual meetings between different actors and, through a cooperation agreement, work with IMDi to obtain sufficient settlement places annually as needed”.* (Respondent KS).

County councils are one of the actors that hold on to essential local knowledge and are therefore vital to include. As the respondent from Agder County Council stated:

*“We know our municipalities and what assets they sit on or not. Our knowledge will help the safe settlement of refugees based on this knowledge”.* (Respondent County Council Agder).

Municipalities are the last link in this process but one of the most important. Their involvement is crucial as they directly impact refugees' lives and can adapt their approaches based on local contexts. One respondent from a municipality highlighted the importance of considering local factors:

*“We know what our community is capable of and the knowledge from previous experiences from settling refugees. We are the one who has to implement the policies that are being established, and our insight from us could enhance this experience”.* (Respondent Vestby municipality).

### **5.3.2 Power distribution**

Interview findings reveal that power distribution among stakeholders in the collaborative process for refugee resettlement in Norway is multifaceted. While IMDi holds significant power as the key player at the top of the hierarchy, its authority is somewhat balanced by the municipalities' willingness to accept refugees. This interdependence creates a more equitable power dynamic within the resettlement process. However, one respondent from IMDi acknowledged the limitations of their power:

*“Due to the voluntary principle, we cannot force municipalities to accept a specific number of refugees, which indicates a balanced power dynamic between IMDi and municipalities.”* (Respondent IMDi 1).

KS advocates for municipalities, ensuring their concerns and needs are addressed in the resettlement process. This role helps balance power dynamics in the collaborative process, as a KS representative explained:

*"Our role is to provide legal and strategic support to municipalities, ensuring their voice is heard and needs are met throughout the resettlement process".* (Respondent KS).

Yearly meetings between IMDi, KS, and county councils create a platform for negotiation and agreement, promoting fair power distribution among stakeholders. These meetings focus on distributing refugees and evaluating each municipality's capacity. Local political dynamics influence power distribution, as municipal politics can impact resettlement decisions. A respondent from IMDi shared an example of tensions arising between different levels of authority within municipalities:

*"In one instance, a conflict emerged between those working directly with refugees and top leaders in the municipality, such as the mayor, who wanted to settle more refugees than the workers on the ground deemed feasible".* (Respondent IMDi 2).

Moreover, the limited information provided by IMDi to municipalities due to privacy concerns can create tension between the two actors. Municipalities would benefit from more in-depth knowledge to plan and develop their societies based on refugees' needs. A respondent from a municipality expressed their concerns:

*"We sometimes struggle with the limited information we receive from IMDi, which hinders our ability to plan and develop our society effectively to accommodate refugees' needs. Especially if the refugee has special needs, we cannot meet due to limited resources. This then results that we have to decline this refugee. This is not a good feeling".* (Respondent Oslo municipality 2).

### 5.3.3 Developing trust

The findings emphasise trust-building and fostering positive relationships between actors in the collaborative process. As several respondents from IMDi noted, maintaining strong relationships and effective communication with municipalities is crucial for successful collaboration. With the voluntary principle in place, IMDi cannot force municipalities to accept a specific number of refugees, making their relationship dependent on negotiation and mutual understanding. An IMDi respondent explained the significance of these relationships:

*"Establishing and maintaining trust with municipalities is essential to our role in the resettlement process. Open lines of communication and understanding the needs of each municipality create a strong foundation for collaboration".* (Respondent IMDi 2).

Yearly meetings between IMDi, KS, and the counties serve as a platform for fostering trust and collaboration. These gatherings allow for open discussion, negotiation, and agreement on refugee distribution and the capacity of each municipality. In addition, KS's advocacy for municipalities further supports trust-building among stakeholders. One municipality respondent expressed their confidence in the process:

*"I feel that KS is the lawyer of the municipalities in Norway, and this makes the process safer as I know that we have an organisation that will take our interests seriously".* (Respondent Oslo Municipality 1).

The digitalisation of communication between IMDi and involved actors has been met with mixed responses. While some view it as a potential complication due to the lack of immediate assistance, most find it functioning effectively. However, this suggests that trust in digital communication varies among actors. A respondent from a municipality shared their perspective:

*"Digital communication with IMDi has mostly been seamless, but there have been times when we needed more immediate assistance, which was challenging due to the*

*waiting line and the structure that it has to be done over the internet". (Respondent Vestby municipality).*

The findings also indicate that trust is built by recognising and addressing the disparities in the experiences and capacities of different municipalities. IMDi's provision of support, such as seminars and digital advice, to municipalities that require it most demonstrates their commitment to assisting local authorities and helps build trust. A respondent from a smaller municipality explained:

*"IMDi's support through seminars and digital resources has been invaluable for our municipality, given our limited experience and resources. In addition, this assistance has helped build trust and improve our collaboration in the resettlement process". (Respondent Vestby Municipality).*

### **5.3.4 Learning**

The findings reveal that the process involves actors sharing knowledge and experiences, reflecting on their practices, and adapting their approaches to address challenges and improve the resettlement process. One instance of learning and adaptation is the state's decision to increase support for unaccompanied minor refugees, making it more appealing for municipalities to accommodate them. This decision was influenced by the experiences and challenges faced by municipalities in accepting and integrating unaccompanied minors. A respondent from a municipality shared their perspective on this change:

*"The increased support for unaccompanied minors has made it easier for our municipality to accept and integrate them into our community. This adaptation in the resettlement process shows that our experiences and challenges have been considered". (Respondent Oslo Municipality 2).*

IMDi's role in supporting municipalities requiring refugee resettlement assistance exemplifies learning and adaptation. By providing seminars, digital advice, and other forms of support, IMDi builds the capacity of municipalities and promotes the exchange of

knowledge and best practices. A respondent from IMDi discussed their role in this capacity-building process:

*"We aim to help municipalities enhance their capabilities in refugee resettlement by offering various support measures, such as seminars and digital resources. We believe sharing knowledge and best practices is essential for improving the overall resettlement process".* (Respondent IMDi 2).

Yearly meetings between IMDi, KS, and the counties also contribute to learning and adaptation by allowing actors to share their experiences, challenges, and insights. A KS representative highlighted the importance of these yearly meetings:

*"Annual meetings between IMDi, KS, and the counties serve as valuable opportunities for us to learn from one another's experiences and adapt our approaches to better address the challenges of refugee resettlement".* (Respondent KS).

In addition, IMDi's digitalisation of communication demonstrates a willingness to adapt to new technologies and practices. While some stakeholders perceive digital communication as a potential complication, most find it functioning effectively, indicating a general openness to change and adaptation in the collaborative governance process.

### **5.3.5 Institutional design**

The interviews revealed that multiple respondents view IMDi as a governing body coordinating the resettlement process and facilitating collaboration and communication between various actors, including municipalities, UDI, Bufdir, and state administrators. Respondents highlighted decision-making procedures, such as the formal inquiries sent by IMDi to municipalities requesting them to accept a certain number of refugees. However, the voluntary principle remains crucial in resettlement, as municipalities can decide not to accept the proposed numbers. A respondent from IMDi explained their role in decision-making:



*"We facilitate collaboration by sending formal inquiries to municipalities regarding the number of refugees to accept. Although we coordinate the process, the voluntary principle is still essential, allowing municipalities to make their own decisions".*

(Respondent IMDi 2).

Yearly meetings between IMDi, KS, and counties are vital in distributing refugees and determining each municipality's capacity. For example, a respondent from a county council described the importance of these meetings:

*"The yearly meetings between IMDi, KS, and counties enable us to discuss the distribution of refugees and assess the capacity of each municipality. Therefore, it is crucial to have KS advocating for the municipalities in these discussions".* (Respondent Agder County Council).

Monitoring and evaluation mechanisms also emerged from the findings. Some municipalities expressed dissatisfaction when they wanted to accept more refugees than allocated because fewer refugees were arriving in Norway. The municipalities had scaled up staffing and other factors related to refugee work. One municipality representative shared their experience:

*"We were prepared to accept more refugees than we were allocated, as fewer refugees were arriving in Norway. We had invested in staffing and other resources, but our capacity was not fully utilised".* (Respondent Oslo Municipality 2).

IMDi acknowledged the disparities between municipalities' experiences and effectiveness in integrating refugees and aimed to support those in need by offering seminars, digital advice, and other resources. IMDi's digitalisation of communication with involved actors was also noted, with varying opinions on its effectiveness. A respondent from a municipality reflected on IMDi's support:

*"We in IMDi recognise the differences in experiences and effectiveness among municipalities and offer support like seminars and digital advice to those who need it.*

*This helps ensure that all municipalities are well-equipped to handle refugee resettlement". (Respondent Municipality 1).*

### **5.3.6 Leadership**

The leadership element was brought up in the findings. A respondent from a refugee office explained that the leadership role in their office is crucial because the person has to use a facilitative and empowering approach. Furthermore, building trust with other offices in the surrounding area is essential for working together towards a common goal. The respondent from the refugee office shared their perspective on leadership:

*"Leadership in our office is vital because it requires a facilitative and empowering approach. In addition, building trust with other offices is essential for us to work together towards a common goal, and our leaders play a significant role in fostering that trust". (Respondent Oslo Refugee Office 1).*

Leaders have implemented digital communication methods to improve information sharing and enhance communication between actors. A respondent from a municipality provided insight into their leader's role:

*"Our leader has been instrumental in implementing digital communication methods, which have greatly improved information sharing and communication among actors involved in the resettlement process". (Respondent Vestby Municipality).*

A respondent from a refugee office spoke about their role as a leader, emphasising the value of openness in building trust:

*"From experience, I have learned that it pays off to be open, as this contributes to the credibility and trustworthiness of the process. Furthermore, as a leader, maintaining open communication channels and acknowledging the needs and concerns of various parties is vital in fostering trust among actors". (Respondent Oslo Refugee Office 2).*

### **5.3.7 Legitimacy and Accountability**

Respondents emphasised their commitment to openness, information-sharing, and maintaining communication channels to ensure legitimacy and trustworthiness. For example, one respondent from a refugee office highlighted the importance of transparency and openness in the leadership role, stating that:

*"From experience, it pays off with openness, as this contributes to the credibility and trustworthiness of the process". (Respondent Oslo Refugee Office 2).*

The findings also suggest monitoring and evaluation mechanisms were in place to ensure actors were held accountable for their actions and commitments. One example that several respondents mentioned was the yearly reports published by IMDi about effective resettlement. This indicates that actors on various levels are held accountable for their roles in the resettlement process, contributing to the overall legitimacy of the collaborative governance process.

## **5.4 Opportunities for multi-actor Collaboration**

The multi-actor collaboration, as mentioned, involves both opportunities and challenges. It emerged from the data material that the opportunities are effective communication, the voluntary principle and shared vision and goals.

### **5.4.1 Effective communication**

The communication part of the process emerged as a vital opportunity and a success factor for the collaboration process. All the involved actors expressed satisfaction with the communication part of this collaboration. One of the respondents from IMDi states:

*"The communication between us and municipalities is usually adequate, and they have positive experiences regarding mutual communication". (Respondent IMDi 1).*

The municipality also talks about their positive experience regarding communication:

*“Suppose we need guidance on managing specific issues regarding the resettlement process. In that case, IMDi is very helpful and available to set up various meetings or workshops to look at a solution together”.* (Respondent Oslo municipality 2).

Another statement which confirms effective communication is also from a municipality:  
*“When we expressed worry about the limit of information that we receive regarding refugees with special needs, the employee from IMDi told us to express the worries to UDI as well so that they are getting aware of it. So, I got the expression that we were heard, and even though they could not do anything about it, I felt they wanted to help us”.* (Respondent Oslo municipality 2).

KS’s respondents also confirmed this by stating the following:

*“From my observation, IMDi and municipalities are communicating effectively. I rarely hear about any dissatisfaction related to this, which I consider being very positive”.*  
(Respondent KS).

#### **5.4.2 The voluntary principle**

The voluntary principle allows municipalities to choose whether or not to accept refugees into their community. The success of this principle relies on trust and is also an opportunity for successful collaboration. The state depends on the willingness of the municipalities to participate. When asked if the municipal representative was satisfied with this arrangement, the answer was:

*“We feel safer when we can decide the number of refugees ourselves. It means that we have control over the situation, and it is also lovely to feel that you are heard and seen as an essential player in the country's governance and organisation”.*  
(Respondent Oslo municipality 2).

As previously stated, the yearly meeting fosters mutual trust and agreement. This is an essential factor for Norway's voluntary principle and an opportunity for successful collaboration. One respondent from KS expressed their trust in the process:

*"We have a good collaboration with IMDi, and the yearly meetings help build trust among actors, leading to a fair and balanced distribution of refugees. There has only been one instance where we disagreed with the request for the number of refugees. Moreover, we have had these meetings for decades".* (Respondent KS).

### **5.4.3 Shared Vision and Goals**

Successful refugee settlement involves multiple factors, and having a shared vision and goals among all parties is crucially important. This shared vision contributes to open and productive discussions about individual goals and priorities. For example, a respondent from IMDi emphasised this:

*"The most important thing is that everyone shares the same goals and works towards a common objective. When that happens, the collaboration is more effective".*  
(Respondent IMDi 1).

Another insight comes from a respondent from a municipality that pointed out:

*Everyone involved is dedicated to ensuring that refugees integrate smoothly into their new communities. As a result, we have open discussions about individual goals and collaborate towards a common goal".* (Respondent Vestby municipality).

## **5.5 Challenges for multi-actor Collaboration**

The challenges detected in the multi-factor collaboration findings are resource constraints, managing expectations and priorities and the political environment.

### **5.5.1 Resource constraints**

Resource constraints were identified as a significant challenge. Several respondents from municipalities and county councils indicated that they often need financial, personnel, and infrastructure constraints that hinder their ability to support the resettlement process effectively. For example, a respondent from a municipality noted that:

*“It is a challenge to secure funding for language courses and refugee job training programs. For refugees to succeed in the Norwegian labour market, they need to be able to speak some Norwegian and communicate effectively. Therefore, it is crucial to obtain resources for these programs, not only for the benefit of individual refugees but also for the welfare of the Norwegian state”.* (Respondent Oslo municipality 2).

Another respondent emphasised that the limited resources could impact the quality and availability of housing for refugees. Municipality respondents described the challenge like this:

*“It is often challenging to find appropriate accommodation for refugees, particularly when they have large families or specific needs. This can lead to prolonged stays at asylum reception centres, negatively impacting the well-being of refugees”.* (Respondent Vestby municipality).

In addition to already struggling with appropriate housing for refugees, all of the respondents on a municipality level stated that getting extra funding for housing from “Husbanken” or other funding was almost impossible and that the state funding was cut out from the budget. A respondent from KS commented on this:

*“The grant for rental housing is the most important instrument the municipalities have to provide housing for refugees and other economically disadvantaged people. Therefore, we think it is strange that the government is abolishing it. On the contrary, there is a need to increase these fundings”.* (Respondent KS).

The government reinstated the temporary rental housing subsidy in the revised national budget. This financial incentive was reinstated after I conducted the interviews.

### **5.5.2 Managing Expectations and Priorities**

Another challenge detected is the difficulty in managing expectations and priorities. While actors may share a common goal, they may have different priorities and expectations for resettlement. For example, a respondent from a county council emphasised:

*“The importance of striking a balance between integrating refugees into the local community and ensuring the well-being of the refugees themselves. We must consider the needs and priorities of both groups, which could sometimes be conflicting”.*

(Respondent County Council Agder).

Similarly, a respondent from a refugee office spoke about managing expectations regarding employment opportunities for refugees:

*“While the office provides job training and support, finding suitable employment is challenging, especially given the limited availability of jobs and the language barrier. These different priorities and expectations can lead to miscommunications and disagreements”.*

(Respondent Vestby municipality).

### **5.5.3 Political environment**

According to the findings, the political environment is a crucial challenge. The political leadership or ideology changes were stated to significantly impact policy or funding priorities, which can disrupt the collaborative process. For example, a respondent from a municipality stated this:

*“Changes in government can have a considerable impact on the amount of funding available for housing and integration programs, which can directly affect the resettlement process”.* (Respondent Oslo municipality 2).

Furthermore, the shift in political priorities towards stricter immigration policies may affect the willingness of municipalities to participate in the resettlement process. For example, a respondent from a county council emphasised:

*"If the state implements stricter immigration policies or changes their priorities, it may reduce the willingness of municipalities to participate in the resettlement process, which can negatively impact the success of the collaboration".* (Respondent Agder County Council).

Changes in government or party leadership can lead to changes in decision-making, which may create power imbalances or disempower specific individuals. For example, a respondent from a refugee office emphasised this point:

*"Changes in political leadership can disrupt the decision-making process, making some actors feel disempowered. Therefore, it is essential to have a collaborative system resilient to political changes to ensure that the resettlement process is not disrupted".* (Respondent Vestby municipality).

The political environment also affects IMDi and its role in multi-actor collaboration. For example, this was stated by one of the respondents from IMDi:

*"As a directorate, we must remain loyal to the current government in power. This loyalty greatly affects our work in settlement solutions. Our approach may need to adapt depending on the political strategies and perspectives when a new government takes over. As a result, we are subject to different ministries. In 2023, we are under the Ministry of Knowledge, but we have been under various ministries in the past, such as the Ministry of Justice".* (Respondent IMDi 1).



## 5.6 Identified Values in the collaborative process

The findings suggest that different values influence collaboration within refugee resettlement. Values that will be presented as crucial findings are humanitarian values, Community building and flexibility and adaption.

### 5.6.1 The Role of humanitarian values

The significant role of humanitarian values was brought up as a value. Many respondents expressed a strong commitment to providing refugees with safety, dignity, and opportunities for a better life. For example, one respondent from KS observed that:

*“We notice that after the media attention surrounding the image of a Syrian refugee child, we perceived an even more excellent receptiveness and openness from the municipalities towards the refugees”. (Respondent KS).*

IMDi and KS respondents stressed that public opinion is a significant factor in determining the support and resources given to resettlement efforts, and one respondent stated:

*“I believe that humanitarian values can inspire empathy and understanding among the public, leading to broad-based support for resettlement programs and policies. It is also essential to promote and celebrate the positive contributions of refugees to their host communities to strengthen public support for resettlement efforts”. (Respondent IMDi 2).*

### 5.6.2 Community building

In order to achieve success, it is crucial to prioritise community building and social cohesion. Therefore, respondents from municipalities and county councils emphasised the importance of creating opportunities for refugees to participate in community life and build social connections with their host communities. For example, one respondent from a municipality stated:

*"We believe that by providing refugees with opportunities to participate in local events and activities, we can foster a sense of belonging and social cohesion, which benefits not only the refugees but also the broader community". (Respondent Oslo municipality 2).*

Another respondent from a county council echoed this sentiment, stating:

*"We need to be mindful of the importance of community building and social cohesion in the resettlement process, as it helps to create an environment where refugees feel welcome and supported and can positively contribute to their new communities". (Respondent Agder County Council).*

### **5.6.3 Flexibility and Adaptability**

In addition, respondents also highlighted the value of flexibility and adaptability in the collaborative process. As one respondent from IMDi noted:

*"The resettlement process can be unpredictable and complex, and we need to be flexible and adaptable in our approach to respond to changing circumstances and needs". (Respondent IMDi 1).*

The respondents underscored the importance of flexibility and adaptability and the integration of social innovation. One respondent from IMDi shed light on this:

*"The nature of the resettlement process is inherently unpredictable and complex, necessitating flexibility and adaptability in our strategies. We must be able to respond to shifting circumstances and needs promptly, but we also need to incorporate social innovation into our approach. It is not enough to merely react to changes. We should be proactive and innovative to devise more effective solutions". (Respondent IMDi 2).*

## 6 Discussion

In this chapter, the findings from the data analysis are discussed about the theoretical framework for the thesis. Finally, the thesis explores the opportunities and challenges of multi-actor collaboration in the refugee resettlement process. It has become evident that several factors influence this collaboration, with some factors presenting both opportunities and challenges.

The discussion starts with the examination of the relationship between the actors. Then, it discusses the table presented in the findings as an overview of the relationship between the actors.

Further, the discussion is structured around two guiding questions: 1) *Why is it challenging to meet the needs and expectations of all actors involved in the collaborative process of resettling refugees?* Moreover, 2) *What makes it difficult to achieve effective collaboration when different values are involved?* These questions focus on the challenges of aligning diverse needs and values among the actors involved in the collaborative process. They delve into the various aspects of the findings from the data analysis. They have discussed themes from a theoretical basis, such as collaborative governance, inclusivity, power distribution, trust-building, learning, institutional design, leadership, and legitimacy.

The first question primarily draws upon the findings related to the relationship among actors, exploring how the respondents perceive their partners and their relationships within the context of the core elements of successful collaboration. This part of the discussion emphasises the importance of a well-functioning relationship among actors, including national-level actors (IMDi and UDI), middle-level actors (KS), and local-level actors (County Councils and municipalities), in ensuring the effectiveness and efficiency of the refugee resettlement process.

The second question draws on the latter part of the findings, which focuses on the opportunities, challenges, and values influencing collaboration from a more general and overarching perspective. This part of the discussion examines the impact of different values,

such as humanitarian values, community building, and flexibility and adaptability, on the multi-actor collaboration process. The discussion aims to provide a deeper understanding of the factors that hinder or enable effective collaboration in the refugee resettlement process and how they interact with the various actors' relationships and perceptions of each other.

## **6.1 The aspect of relationships**

The success of refugee resettlement efforts is significantly influenced by the relationships among the various actors involved in the process. The complex nature of refugee resettlement requires a high degree of coordination, cooperation, and communication between actors at different levels, ranging from national and regional authorities to local municipalities and non-governmental organisations. These actors are critical in ensuring that refugees have the necessary support and resources to facilitate their successful integration into host communities.

In collaborative governance, when the relationships among these actors are robust and well-coordinated, the resettlement process can operate smoothly and efficiently. This can improve outcomes for refugees and host communities (Ansell & Gash, 2008, p. 557). Effective collaboration allows for pooling of resources, knowledge, and expertise, enabling actors to tackle the various challenges of refugee settlement effectively. Furthermore, it promotes a cohesive approach to addressing the needs of refugees, ensuring that their rights are upheld and that they have access to essential services such as housing, healthcare, education, and employment opportunities.

However, the theoretical framework also recognises potential conflict and strained relationships in such collaborations. Poor communication and lack of collaboration among the actors can impede the success of resettlement efforts. When actors must share a common understanding of their roles, responsibilities, and priorities, it can lead to clarity, duplication of efforts, and gaps in service provision. Moreover, differing values and priorities among actors can cause tension and disagreements, potentially undermining resettlement and negatively impacting refugees' well-being (Emerson et al., 2012, p. 2).

One of the discovered challenges is that UDI, IMDi, and KS have different objectives, which leads to discrepancies in performance metrics and evaluation criteria. For example, UDI may measure success by how quickly and accurately they process asylum applications, IMDi may focus on integration indicators, and KS may prioritise the satisfaction and well-being of refugees in their municipalities.

This misalignment in performance metrics presents a significant challenge when analysing relationships. For instance, if UDI primarily focuses on the speed of processing applications, they might overlook aspects important to IMDi, such as the thoroughness of background checks that could impact long-term integration success. Similarly, if KS concentrates on refugee well-being, they may require slower processing times to ensure proper community resources are in place, conflicting with UDI's objectives. This is an example where a successful institutional design that actions rule for actors and help them work towards mutually beneficial outcomes is crucial (Ansell & Gash, 2008, p. 555)

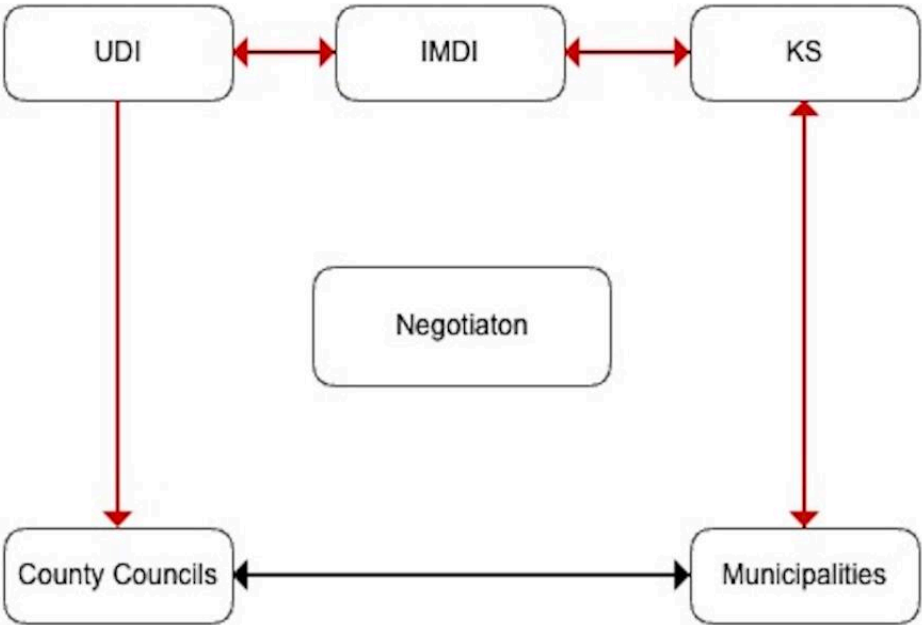


Table 3: Overview of the relationship between the actors.

From the data analysis, it becomes evident that one key challenge in these relationships is the need for greater clarity in the roles and responsibilities of each actor. This is particularly

relevant for the relationships between IMDi and UDI. In these relationships, the red arrows indicate that challenges stem from conflicting priorities, differing objectives, and a lack of alignment in performance metrics and evaluation criteria. This lack of clarity can lead to confusion, disagreements, and difficulties in evaluating the overall success of the resettlement process.

The distinction between the distribution of roles for IMDi and UDI can be complicated. IMDi has been under the jurisdiction of various ministries, and there have been instances where both IMDi and UDI were subject to the same ministry. This situation has further blurred the lines between their respective roles and responsibilities. As a result, there is a need for role clarification, both internal and external. This is again an example of a poorly designed institutional design as it addressed questions of who is needed to include in the collaboration process, whereas previously stated, UDI may be included more than how it is designed in the current situation (Emerson et al., 2012, p. 15).

On the other hand, the relationship between County Councils and municipalities, as indicated by the black arrow, appears to be relatively smooth and cooperative. This can be attributed to the precise roles and responsibilities assigned to each actor following the Integration Act of 2021, which established the responsibilities for offering training in Norwegian and social studies to immigrants. Therefore, implementing the following strategies may enhance communication and cooperation among various parties. The following strategies are based on the factors determining effective collaborative governance.

*Establish regular forums for dialogue and information-sharing:* As previously discussed, creating spaces for ongoing dialogue and information-sharing can foster a shared understanding of respective roles and priorities among the actors. In addition, these forums can facilitate the exchange of ideas and experiences, address misunderstandings, and resolve conflicts (Ansell & Gash, 2008, p. 557).

*Develop and communicate explicit guidelines outlining the roles and responsibilities of each actor:* By providing clear guidelines on the roles and responsibilities of each actor, confusion

and disagreements can be minimised, promoting cooperation and trust among the actors (Ansell & Gash, 2008, p. 550).

*Focus on shared goals and common ground:* Despite differing values and objectives, all actors involved in refugee resettlement aim to provide refugees with a safe and supportive environment. By focusing on this shared objective, actors can find common ground and bridge the gap between their divergent values (Emerson et al., 2012, p. 11).

By establishing regular forums for dialogue, developing clear guidelines on roles and responsibilities, and focusing on shared goals, the actors can work together more effectively, overcoming the challenges of differing values and objectives. Furthermore, this collaborative approach will contribute to a more supportive and welcoming environment for refugees, benefiting both the refugees and the host communities.

## **6.2 Why is it challenging to meet the needs and expectations of all actors involved in the collaborative process of resettling refugees?**

Based on the theoretical framework of collaborative governance, the refugee resettlement process encompasses a multitude of actors, each with unique needs and expectations. Meeting these diverse expectations, especially between actors operating at different levels, such as IMDi at the national level and small rural municipalities at the local level, poses a significant challenge. For instance, IMDi might prioritise quick and efficient resettlement processes. At the same time, a small rural municipality might place more weight on the availability of resources and the community's capacity to integrate refugees.

Emerson et al. (2012) underscore the importance of defining clear roles for effective collaboration (Emerson et al., 2012, p. 9). However, this becomes complex due to the different actors' varying responsibilities. IMDi respondents, for instance, cited the need for role clarification between their organisation and UDI, as municipalities sometimes approach IMDi for information they cannot provide due to UDI regulations. This scenario illustrates the

potential confusion in roles and responsibilities and emphasises the need to delineate internal and external roles. Given their pivotal role in the process, greater involvement from UDI is recommended. While communication between actors has been deemed adequate, there is always room for improvement due to the inherent complexity of the process. Addressing these difficulties can be achieved by implementing strategies informed by the collaborative governance framework:

*Development and Communication of Clear Guidelines:* As underscored in collaborative governance literature, developing and communicating explicit guidelines that outline the roles and responsibilities of each actor in the refugee resettlement process is crucial for successful collaboration (Emerson et al., 2012; Ansell & Gash, 2008).

*Regular Dialogue and Information Sharing:* Regular communication and information sharing among all actors foster effective collaboration (Ansell & Gash, 2008, p. 557). Establishing regular forums for dialogue, such as meetings, workshops, or conferences, can serve as platforms to exchange ideas, experiences, and best practices.

*Training Programs and Capacity-Building Initiatives:* These initiatives should cover negotiation, conflict resolution, intercultural competence, communication skills, and understanding relevant policies and regulations to cater to their needs and challenges (Ansell & Gash, 2008, p. 555).

Geographical distance, especially following the restructuring and relocation of IMDi district offices to Oslo, has been highlighted as a significant challenge that can hinder meeting the needs of both parties. Reduced personal contact has resulted in longer waiting times for inquiries and other resettlement-related matters, as reported by municipality employees. This lack of direct contact creates an additional hurdle in an already complex process. Therefore, finding ways to maintain robust communication channels and relationships between actors is critical, as acknowledged by IMDi respondents.



In addition to geographical distance, power imbalances between IMDi and municipalities pose another significant challenge. Ansell and Gash argue that such power imbalance can affect collaboration and is therefore also a vital factor for why the needs of both actors are challenging to meet (Ansell & Gash, 2008, p. 548). IMDi's considerable authority and the voluntary principle guiding municipalities' acceptance of refugees create a unique power dynamic that can generate tension. Nevertheless, this power dynamic allows municipalities to make informed decisions based on their capacity and resources, leading to a more balanced approach to refugee acceptance.

Information sharing is another complex aspect of the refugee resettlement process. Municipalities tasked with integrating refugees into their communities in line with IMDi's guidelines require detailed information on refugees (Ansell & Gash, 2008, p. 557). However, they may feel that IMDi should provide more information, affecting their ability to plan effectively. On the other hand, IMDi must adhere to legal and privacy constraints regarding refugee data, creating a challenging balancing act. This challenge is an example of innovative solutions, such as secure data-sharing platforms or anonymised data sets, that could help navigate (Willumsen & Ødegård, 2016, p. 27).

Resource constraints also significantly affect the refugee resettlement process. These constraints can limit the ability of municipalities to provide adequate services and support for refugees, leading to unmet needs and dissatisfaction. Moreover, they can create tensions among actors involved in resettlement and have long-term consequences for refugees' integration (Emerson et al., 2012, p. 9). For example, one primary resource constraint is housing, as every interviewed municipality expressed concern over the lack of support in this area. This issue requires urgent attention as housing is crucial for refugees and their resettlement municipalities.

Nevertheless, the respondents expressed confusion that the funding for housing was removed without any explanation or argument. It is, however, vital to highlight that after the interviews were conducted, the government listened to the dissatisfaction and increased support again. Therefore, the government proposes temporarily reintroducing rental

housing subsidies and setting aside NOK 180 million for this year's budget (Vallestad, 2023). This is an example of effective leadership where they build trust, take the concerns of municipalities and KS seriously, and actively listen to each other (Ansell & Gash, 2008, p. 555).

### **6.3 What makes it difficult to achieve effective collaboration when different values are involved?**

The complexity of achieving effective collaboration in the context of different values and interests is exemplified in the incident involving removing and reintroducing housing subsidies for refugees in Norway. This event highlighted the profound influence of divergent values, the power dynamics inherent in collaborative governance, and how these factors can challenge and enhance the collaborative process.

As described by the respondents, the sudden removal of housing subsidies was not just a policy change. It represented a critical shift in values and priorities. Moreover, this change happened without explanation, causing confusion and potentially damaging the trust between the different actors involved, particularly the municipalities and KS. Such an unexpected shift could disrupt the collaboration, as it not only affects the resources available for refugee resettlement but also raises questions about the commitment of the government to the resettlement process and their respect for the autonomy and expertise of municipalities and KS.

This decision to withdraw funding for housing reflects a possible incongruity between the government's values and those of the municipalities and KS. The government, perhaps motivated by financial constraints or a shift in policy focus, withdrew the housing subsidies. However, municipalities and KS, working directly with refugees and witnessing their struggles, may prioritise refugees' immediate needs and welfare, thus valuing the housing subsidies as crucial to their resettlement.

Despite this, the story continued after the withdrawal of funding. The subsequent reaction from the government, reinstating the housing subsidies, provides an illuminating example of the adaptive capacity within collaborative governance. Faced with the dissatisfaction and concerns of the municipalities and KS, the government demonstrated effective leadership, recognising the value of trust-building and the importance of listening actively to other actors' perspectives (Ansell & Gash, 2008, p. 555).

This act of readjustment is a testament to the resilience of collaborative governance, which enables structures to flex and adapt in response to changing circumstances and feedback from various actors. However, it is worth noting that such a response requires an openness to criticism, a willingness to reassess decisions, and the humility to reverse them if necessary. These traits may need to be universally present or easily cultivated within governance structures.

Humanitarian values, central to the collaboration process in refugee resettlement, can be perceived and enacted differently by various actors, leading to unique challenges. For instance, in this study, some municipalities may focus on providing immediate support to refugees, such as securing housing and necessities, following Slim's (2015) humanitarianism principles of providing safety and dignity (Slim, 2015, p. 23).

The previously mentioned findings of the Norwegian government's sudden withdrawal and subsequent reintroduction of housing subsidies for refugees can also be seen in the light of humanitarian values. The abrupt removal of subsidies initially demonstrated a shift in prioritisation, potentially driven by economic or policy considerations, which conflicted with other actors' humanitarian values centred around immediate refugee support. However, the government's subsequent reaction, driven by dissatisfaction from municipalities and KS, reinstated the subsidies, reflecting an adaptation to align with the shared humanitarian goal of providing safety and dignity to refugees.

Community building is another significant value that underscores the collaborative efforts in refugee resettlement. A pertinent example from the study's findings is the effort of

municipalities to foster a sense of belonging for refugees through community activities and events. This aligns with the long-term engagement aspect of community building, which aims to help refugees better integrate into their new communities.

However, as with humanitarian values, the emphasis on short-term efforts versus long-term engagement can vary among actors, leading to potential friction. For instance, some government agencies might prioritise immediate, quantifiable outputs such as the number of refugees enrolled in language classes or job training programs. In contrast, community organisations might focus on the less tangible, long-term outcomes of social integration, such as refugees' active participation in community events and their sense of belonging in the new environment.

One counterargument to this is the practicality and measurability of short-term efforts, which provide a more unambiguous indication of progress and can be more readily adjusted based on immediate feedback (Ager & Strang, 2008, p. 395). On the other hand, long-term engagement, while harder to measure, can have a more profound and lasting impact on the successful integration of refugees into their new communities. Therefore, balancing these differing perspectives and priorities requires continuous dialogue, understanding, and mutual respect among the actors involved.

One argument explaining the difficulty of achieving effective collaboration centres on the need for more excellent learning from experiences. Adaptive capacity is integral to this learning process, where experiences inform iterative strategies that respond to the fluctuating needs of communities (Folke et al., 2005, p. 448). This adaptability is crucial in complex social issues like refugee resettlement, which often demand innovative, context-specific solutions.

Collaborative governance can nurture a culture of experimentation and learning, fostering the creation and execution of unique approaches that cater to varying populations' diverse needs and aspirations (Westley et al., 2006, p. 103). For instance, one could consider an initiative in a municipality that develops language immersion programs for refugees,

promoting faster and more effective integration. However, depending on participant feedback, changes in refugee demographics, or shifts in the socio-political context, this program might need to adapt its methodologies to stay effective.

Nevertheless, counterarguments exist regarding the degree of flexibility. While generally perceived as an asset, extreme flexibility could breed confusion, instigate a lack of structure, or lead to inconsistent service delivery. For example, recurrent alterations in strategies or methodologies might create disarray among actors, sparking inefficiency. Additionally, it could blur lines of accountability if roles and responsibilities are continually in flux. As such, while endorsing flexibility, upholding a certain level of stability and consistency is equally imperative.

Furthermore, the process of adaptation and learning can be time and resource-intensive. Resistance could emanate from actors favouring conventional, proven methods over innovative, untried approaches. Striking a balance between these concerns is essential to ensure the effective execution of social innovation within the collaborative governance framework.

## 7 Conclusions and reflection

This study aimed to investigate the complex process of settling refugees in Norway and, specifically, look at the collaborative governance model and the involvement of multiple actors. In this thesis, I studied the interaction, communication, and teamwork of actors involved in the refugee settlement process. The objective was to gain insight into how these dynamics impact the success of the process.

### 7.1 Key findings

The exploration of relationships between actors, communication patterns, and roles and activities of organisations like IMDi, UDI, KS, county councils, and municipalities produced significant findings. It was revealed that multi-actor collaboration presents both opportunities and challenges. Effective communication, a shared vision and goals, and adherence to the voluntary principle, which allows municipalities to select the number of refugees they can accommodate, are essential for success. Conversely, resource constraints, managing varying expectations and priorities, and the influence of the political environment are significant challenges requiring attention.

IMDi's role in coordinating the resettlement process and promoting cooperation among various stakeholders emerged as a critical factor. Four categories of IMDi activities were highlighted: personal, online, practitioner, and problem-based communication, underscoring the significance of effective communication in overcoming resettlement challenges.

Furthermore, the study found that every actor involved in the process, including IMDi, UDI, KS, municipalities, and county councils, has a crucial role to play. Their expertise, experience, and resources contribute to a successful, efficient, and comprehensive refugee resettlement process.

The research results emphasised the importance of the voluntary principle in Norway's refugee resettlement process. This principle enables municipalities to choose the number of refugees they can accommodate, giving them a sense of autonomy and contributing to the

process's effectiveness. In addition, establishing trust fostered through regular meetings and mutual agreements was also a critical factor in the success of the process.

However, alongside these opportunities, the study identified several challenges. Resource constraints, particularly funding and housing, emerged as a significant challenge for municipalities. The difficulty in managing expectations and priorities between integrating refugees into local communities and ensuring their well-being also surfaced as a challenge. Additionally, the political environment and the changes it brings, such as shifts in immigration policies and funding priorities, emerged as a significant influence on the multi-actor collaboration process.

As I reflect on the research process, I realise that this study's strengths lie in its multidimensional approach to understanding the complexities of refugee settlement. Collaborative governance served as a theoretical lens, providing insight into the dynamics of power distribution, institutional design, trust-building, leadership, and communication involved in the resettlement process. However, the study acknowledges that its focus on the Norwegian context may limit the generalizability of the findings. Therefore, future research could explore collaborative governance in refugee settlements in various national contexts to gain a more comprehensive understanding.

## **7.2 Weaknesses and Limitations of the Research**

While this study has provided valuable insights into the complex refugee resettlement process within the Norwegian context, it is crucial to recognise its limitations. A balanced and critical view of the study's strengths and weaknesses allows for refining future research directions and developing a more nuanced understanding of the field.

One of the primary limitations of this research is its specific focus on Norway. The advantage of this focus is its opportunity to delve deeply into the nuances of collaborative governance within a specific national and cultural context. It allowed for a thorough investigation into various actors' communication patterns, dynamics, roles, and activities within the Norwegian refugee resettlement process. This focus also offered a chance to explore the unique aspects

of the Norwegian system, such as the voluntary principle that grants municipalities autonomy in deciding the number of refugees they can accommodate.

However, this narrow focus also brings about a significant limitation: the issue of generalizability. The findings and conclusions drawn from the study might not be applicable or relevant in other national or cultural contexts. Collaborative governance structures, refugee resettlement processes, and the roles and responsibilities of various actors can vary widely from country to country. Many factors, including political climate, social norms, economic conditions, and legal frameworks, can influence these differences. Thus, while the findings of this study are valuable within the Norwegian context, they may hold different validity or relevance in other settings.

Another limitation lies in the representation of perspectives in the study. While the research aimed to include many stakeholders involved in the refugee resettlement process, not all voices may have been adequately represented. This includes the perspectives of refugees, which were not directly included in the study. Refugees' experiences, perceptions, and voices are essential to understanding the resettlement process from a holistic perspective. Their inclusion could have provided unique insights into the challenges and opportunities of the resettlement process, potentially contributing to more effective and inclusive policies and practices.

The study's methodological approach also presents some limitations. The reliance on qualitative data gathered through interviews, while advantageous in providing rich, in-depth insights into the dynamics of collaborative governance, also introduces potential challenges. The collection and interpretation of qualitative data can be influenced by various factors, including the researcher's biases, preconceptions, and interpretations. The inherent subjectivity of qualitative data analysis means that different researchers might interpret the same data differently. Furthermore, the qualitative approach does not allow for the quantification of trends or the measurement of statistical significance, limiting the study's ability to make broad generalisations or predictions.



In summary, while this study has made valuable contributions to understanding collaborative governance in the context of refugee resettlement in Norway, it is essential to acknowledge its limitations. Recognising these limitations allows for a more critical and nuanced understanding of the study's findings and can guide future research in this critical field. For example, future studies might seek to broaden the geographic focus, include a more comprehensive range of perspectives, or employ a mixed-methods approach to address some of the limitations identified in this study.

### **7.3 Suggestions for Further Studies**

Upon reflection, this study's methodology, involving a multidimensional approach to examining refugee resettlement, proved to be a significant strength. This approach enabled a comprehensive understanding of the process, providing insight into the intricate relationships between actors, their communication patterns, and the roles and activities of the organisations involved. It allowed for a thorough exploration of the dynamics of collaborative governance, illuminating the intricacies of power distribution, institutional design, trust-building, leadership, and communication within the resettlement process. The study has highlighted the opportunities and challenges inherent in a collaborative approach to addressing complex societal issues.

However, it is crucial to recognise the current study's limitations and acknowledge areas for further exploration. One such area is the need for a broader application of the collaborative governance framework to refugee resettlement across different national contexts. While the study offered a deep dive into the Norwegian context, it is vital to understand that collaborative governance dynamics can vary significantly across different countries, influenced by various socio-political conditions, economic factors, institutional structures, and cultural norms. Future research should apply the collaborative governance framework in multiple contexts, enriching our understanding of its applicability and effectiveness in diverse settings.

Furthermore, the study acknowledges the need to incorporate the perspectives of refugees themselves in future research. These individuals are at the heart of the resettlement

process, and their experiences, perceptions, and challenges can offer unique and invaluable insights into the effectiveness and impact of the resettlement process. Including their voices could facilitate a more holistic and human-centred understanding of the process, potentially leading to more inclusive and effective policies and practices.

Future studies should also explore how changes in the political environment influence the collaborative process over time. For example, political changes can significantly impact refugee resettlement, affecting immigration policies, funding priorities, and public sentiment towards refugees. Longitudinal studies that track these changes and their impact on collaborative governance could provide a deeper understanding of the resilience and adaptability of the collaborative governance approach in the face of political change.

Lastly, it would be beneficial to delve deeper into the individual elements of collaborative governance, such as leadership, trust-building, and communication. These elements are crucial in facilitating successful collaboration, but their interactions and influences within the collaborative process could be explored more deeply. Future research could aim to understand how these elements interact, how they influence the dynamics of collaborative governance, and how they can be nurtured and developed to enhance the effectiveness of multi-actor collaboration.

In conclusion, while this study has made valuable contributions to understanding the dynamics of collaborative governance in refugee resettlement, it also highlights several areas for further exploration. By broadening the geographic focus, including a broader range of perspectives, exploring the impact of political change, and delving deeper into the elements of collaborative governance, future research can build on this study's findings to develop a more comprehensive understanding of collaborative governance in refugee resettlement.

## 7.4 Conclusion

To conclude, this research has offered crucial revelations concerning collaborative governance dynamics within the realm of refugee resettlement in Norway. It underscored the pivotal roles played by various stakeholders and emphasised the necessity for effective communication, shared objectives, and the establishment of a trust for fruitful multi-actor collaboration. However, it also brought to light significant challenges, including resource limitations, the management of expectations and priorities, and the sway of the political climate.

Despite its constraints, this investigation carries substantial implications for formulating policies and practising refugee settlement. It advocates for a more collaborative approach, centred on communication, and fortified by resilience to navigate the complexities and tribulations associated with refugee resettlement. It also accentuates the need to acknowledge the multitude of viewpoints and experiences of all participants, mainly refugees.

While this research enhances our comprehension of collaborative governance in the context of refugee resettlement, it simultaneously paves the way for numerous possibilities for future investigation. Exploring this compulsory subject is crucial for augmenting the efficacy and productivity of refugee resettlement procedures and ultimately promoting the welfare and assimilation of refugees into their new societies.

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# Attachments



## Vil du delta i forskningsprosjektet

### *Masterprosjekt i regi av VID?*

Dette er et spørsmål til deg om å delta i et forskningsprosjekt hvor formålet er å utforske ansvarsområdene i henhold til bosetting av flyktninger. I dette skrivet gir vi deg informasjon om målene for prosjektet og hva deltakelse vil innebære for deg.

#### **Formål**

Dette prosjektet er en masteroppgave som er en del av et paraplyprosjekt i regi av VID som går utpå å innhente mer informasjon om krisesituasjoner innad i offentlig, privat og frivillighet sektor.

Formålet med dette prosjektet er å innhente mer informasjon og data om bosetting av flyktninger, samt utforske de forskjellige ansvarsområdene i henhold til bosetting av flyktninger etter at de har fått oppholdstilltattelse i Norge. Videre ønsker jeg å analysere hvorfor det er slik at noen kommuner velger å ta imot antall flyktninger staten anmodner dem til å ta imot og hvorfor noen kommuner velger å ta imot ferre eller ingen flyktninger. Spørsmål som vil være fordelaktig å utforske vil være hva slags faktorer er det som spiller inn når denne avgjørelsen tas innad i en kommune og hvilke strategier innehar instansen som har ansvar for fordeling av flyktninger til kommuner for at det ønskede antallet kan bli akseptert?

Problemstillingen for denne oppgaven vil være: *Hva er utfordringene og mulighetene når man samarbeider med flere aktører i henhold til bosetting av flyktninger?*

Data og informasjon som vil bli innhentet gjennom prosjektet vil kun bli brukt til denne masteroppgaven.

#### **Hvem er ansvarlig for forskningsprosjektet?**

VID vitenskapelige høyskole er ansvarlig for prosjektet.

### **Hvorfor får du spørsmål om å delta?**

Dette prosjektet og problemstillingen er spesielt interessant i det strukturelle nivået i henhold til bosetting av flyktninger. På bakgrunn av arbeidsstedet, erfaringen og kunnskapen du innehar vil din deltakelse være til stor hjelp.

### **Hva innebærer det for deg å delta?**

Hvis du velger å delta i prosjektet, innebærer det at jeg intervjuer deg, som vil ta mellom 30 til 45 minutter. Det vil også være mulig å forkorte intervjuene om det vil være et presset tidsrom. Intervjuet vil inneholde spørsmål som tar for seg overordnede spørsmål slik som hva kriteriene er for antall flyktninger en kommune blir bedt om å bosette? Og mer spesifikke spørsmål om de forskjellige ansvarsområdene og spesifikke faktorer som du selv mener vil være viktig i henhold til problemstillingen. Jeg tar lydopptak og notater fra intervjuet.

### **Det er frivillig å delta**

Det er frivillig å delta i prosjektet. Hvis du velger å delta, kan du når som helst trekke samtykket tilbake uten å oppgi noen grunn. Alle dine personopplysninger vil da bli slettet. Det vil ikke ha noen negative konsekvenser for deg hvis du ikke vil delta eller senere velger å trekke deg.

### **Ditt personvern – hvordan vi oppbevarer og bruker dine opplysninger**

Vi vil bare bruke opplysningene om deg til formålene vi har fortalt om i dette skrivet. Vi behandler opplysningene konfidensielt og i samsvar med personvernregelverket.

De som vil ha tilgang vil være meg som student og min veileder som er prosjektansvarlig. Det vil bli gjort tiltak for å sikre at ingen uvedkommende får tilgang til personopplysninger. Datamaterialet vil bli lagret på en egen minnepenn. Navn vil ikke publiseres, men arbeidstittel og arbeidsgiver vil kunne bli publisert da dette vil kunne være en viktig del av oppgaven i henhold til besvarelsen av problemstillingen.

### **Hva skjer med personopplysningene dine når forskningsprosjektet avsluttes?**

Prosjektet vil etter planen avsluttes 15.05.2023 som er den offisielle innleveringsfristen til masteroppgaven. Etter prosjektslutt vil datamaterialet med dine personopplysninger anonymiseres som vil si at all informasjon vil bli slettet, dette inkluderer lydopptak og annen personopplysning.

### **Hva gir oss rett til å behandle personopplysninger om deg?**

Vi behandler opplysninger om deg basert på ditt samtykke.

På oppdrag fra VID vitenskapelige høyskole har Personverntjenester vurdert at behandlingen av personopplysninger i dette prosjektet er i samsvar med personvernregelverket.

### **Dine rettigheter**

Så lenge du kan identifiseres i datamaterialet, har du rett til:

- innsyn i hvilke opplysninger vi behandler om deg, og å få utlevert en kopi av opplysningene
- å få rettet opplysninger om deg som er feil eller misvisende
- å få slettet personopplysninger om deg
- å sende klage til Datatilsynet om behandlingen av dine personopplysninger

Hvis du har spørsmål til studien, eller ønsker å vite mer om eller benytte deg av dine rettigheter, ta kontakt med:

- VID vitenskapelige høyskole ved Marta Struminska-Kutra på [marta.struminska@vid.no](mailto:marta.struminska@vid.no) eller +47 22 96 38 02.
- Vårt personvernombud: Monica Skagen på [monica.skagen@vid.no](mailto:monica.skagen@vid.no) eller +47 952 58 667.

Hvis du har spørsmål knyttet til Personverntjenester sin vurdering av prosjektet, kan du ta kontakt med:

- Personverntjenester på epost ([personverntjenester@sikt.no](mailto:personverntjenester@sikt.no)) eller på telefon: 53 21 15 00.

Med vennlig hilsen

Marta Struminska-Kutra

Luna Aino Kulsrud

(Forsker/veileder)

(Student)

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## Samtykkeerklæring

Jeg har mottatt og forstått informasjon om prosjektet Masterprosjekt i regi av VID og har fått anledning til å stille spørsmål. Jeg samtykker til:

å delta i intervju

Jeg samtykker til at mine opplysninger behandles frem til prosjektet er avsluttet

---

(Signert av prosjektdeltaker, dato)

**Problemstillingen for denne oppgaven vil være:**

*Hva er utfordringene og mulighetene når man samarbeider med flere aktører i henhold til bosetting av flyktninger?*

**Intervjuguide**

**Åpningsspørsmål/samarbeidsprosessen:**

1. På et generelt grunnlag, kunne du ha forklart meg hvordan samarbeidet mellom aktøren din og en kommune ser ut?
2. Hvilke aktører er involvert i samarbeidsprosessen?
3. Hva er de vanligste problemene som kan oppstå under samarbeidsprosessen? Har du noen eksempler?
4. Er det noe som fungerer uten problemer under denne prosessen?
5. Jeg kan se for meg at kommunene er svært forskjellige, både med tanke på økonomi og politikk. Er det store forskjeller? Om ja, hvordan håndterer dere disse forskjellene? Kunne du ha gitt meg noen eksempler?
6. Hvilke aktører ser du på som essensielle i å involvere i denne prosessen?

**Organisering/strukturen:**

1. Arbeids- og inkluderings departement gir som regel kriterier for anmodning om bosetting. Hva vil du si er de viktigste kriteriene dere tar hensyn til? Infrastruktur, økonomi, størrelse, ansatte i kommunen etc.?
2. Det er spesifisert opptil flere ganger på nettsiden deres at kommuner ikke skal skille mellom flyktninger fra ulike nasjonaliteter. Har dere opplevd at kommuner ønsker eller ikke ønsker flyktninger med spesifikk bakgrunn? Om ja, har du noen eksempler på dette?
3. Kommunene har styret med ulike politiske bakgrunner, er dette noe dere merker spiller inn på tallet om flyktninger de ønsker å bosette? Om ja, har du noen eksempler?

## Attachment 2: Interview guide

### **Kommunikasjon:**

1. Under samarbeidet, hva er det man eventuelt kan forhandle med og hva er det som ikke kan forhandles med? Økonomi etc.
2. Tilbyr dere kommunene annet enn økonomiske støtte? Om ja, kan du gi meg noen eksempler? (IMDI)
3. Opplever du at noen aspekter veier tyngre enn andre når kommunene velger å akseptere anmodningene fra dere?
4. Slik som at økonomiske aspektet veier tyngre enn solidaritet eller omvendt? Om ja, har du noen eksempler om dette fra en eller flere kommuner?

### **Strategier:**

1. Det at kommunene selv kan velge hvor mange flyktninger de ønsker å bosette og da også kan velge og ikke ta imot noen, hva tenker du om denne organiseringen?
2. Bosetter kommunene nok flyktninger? Eller er tallene om anmodningene dere sender ut fortsatt høyere enn hva kommunene aksepterer?
3. Har dere en strategi/prosess som tar for seg dette om dette er et reelt problem? Har du noen eksempler på dette?

Attachment 3: Approved by NSD

[Meldeskjema](#) / [Masteroppgave](#) / Vurdering

# Vurdering av behandling av personopplysninger

Skriv ut

01.12.2022 ▾

**Referansenummer**

297145

**Vurderingstype**

Standard

**Dato**

01.12.2022

**Prosjekttittel**

Masteroppgave

**Behandlingsansvarlig institusjon**

VID vitenskapelige høyskole / Fakultet for teologi, diakoni og ledelsesfag / Fakultet for teologi, diakoni og ledelsesfag Oslo

**Prosjektansvarlig**

Marta Struminska-Kutra

**Student**

Luna Aino Kulsrud

**Prosjektperiode**

22.08.2022 - 16.05.2023

**Kategorier personopplysninger**

Alminnelige

Særlige

**Lovlig grunnlag**

Samtykke (Personvernforordningen art. 6 nr. 1 bokstav a)

Uttrykkelig samtykke (Personvernforordningen art. 9 nr. 2 bokstav a)

Behandlingen av personopplysningene er lovlig så fremt den gjennomføres som oppgitt i meldeskjemaet. Det lovlige grunnlaget gjelder til 19.06.2023.

[Meldeskjema](#)**Kommentar**

OM VURDERINGEN

Personverntjenester har en avtale med institusjonen du forsker eller studerer ved. Denne avtalen innebærer at vi skal gi deg råd slik at behandlingen av personopplysninger i prosjektet ditt er lovlig etter personvernregelverket.

Personverntjenester har nå vurdert den planlagte behandlingen av personopplysninger. Vår vurdering er at behandlingen er lovlig, hvis den gjennomføres slik den er beskrevet i meldeskjemaet med dialog og vedlegg.

**VIKTIG INFORMASJON TIL DEG**

Du må lagre, sende og sikre dataene i tråd med retningslinjene til din institusjon. Dette betyr at du må bruke leverandører for spørreskjema, skylagring, videosamtale o.l. som institusjonen din har avtale med. Vi gir generelle råd rundt dette, men det er institusjonens egne retningslinjer for informasjonssikkerhet som gjelder.

**TYPE OPPLYSNINGER OG VARIGHET**

Prosjektet vil behandle alminnelige personopplysninger og særlige kategorier av personopplysninger om politisk oppfatning frem til 19.06.2023.

**LOVLIG GRUNNLAG**

Prosjektet vil innhente samtykke fra de registrerte til behandlingen av personopplysninger. Vår vurdering er at prosjektet legger opp til et samtykke i samsvar med kravene i art. 4 nr. 11 og 7, ved at det er en frivillig, spesifikk, informert og utvetydig bekreftelse, som kan dokumenteres, og som den registrerte kan trekke tilbake.

For alminnelige personopplysninger vil lovlig grunnlag for behandlingen være den registrertes samtykke, jf. personvernforordningen art. 6 nr. 1 a.

Behandlingen av særlige kategorier av personopplysninger er basert på uttrykkelig samtykke fra den registrerte, jf. personvernforordningen art. 6 nr. 1 a og art. 9 nr. 2 a.

**PERSONVERNPRINSIPPER**

Personverntjenester vurderer at den planlagte behandlingen av personopplysninger vil følge prinsippene i personvernforordningen:

- om lovlighet, rettferdighet og åpenhet (art. 5.1 a), ved at de registrerte får tilfredsstillende informasjon om og samtykker til behandlingen
- formålsbegrensning (art. 5.1 b), ved at personopplysninger samles inn for spesifikke, uttrykkelig angitte og berettigede formål, og ikke viderebehandles til nye uforenlige formål
- dataminimering (art. 5.1 c), ved at det kun behandles opplysninger som er adekvate, relevante og nødvendige for formålet med prosjektet
- lagringsbegrensning (art. 5.1 e), ved at personopplysningene ikke lagres lengre enn nødvendig for å oppfylle formålet.

**DE REGISTRERTES RETTIGHETER**

Vi vurderer at informasjonen om behandlingen som de registrerte vil motta oppfyller lovens krav til form og innhold, jf. art. 12.1 og art. 13.

Så lenge de registrerte kan identifiseres i datamaterialet vil de ha følgende rettigheter: innsyn (art. 15), retting (art. 16), sletting (art. 17), begrensning (art. 18) og dataportabilitet (art. 20).

Vi minner om at hvis en registrert tar kontakt om sine rettigheter, har behandlingsansvarlig institusjon plikt til å svare innen en måned.

**FØLG DIN INSTITUSJONS RETNINGSLINJER**

Personverntjenester legger til grunn at behandlingen oppfyller kravene i personvernforordningen om riktighet (art. 5.1 d), integritet og konfidensialitet (art. 5.1 f) og sikkerhet (art. 32).

Ved bruk av databehandler (spørreskjemaleverandør, skylagring, videosamtale o.l.) må behandlingen oppfylle kravene til bruk av databehandler, jf. art 28 og 29. Bruk leverandører som din institusjon har avtale med.

For å forsikre dere om at kravene oppfylles, må prosjektansvarlig følge interne retningslinjer/rådføre dere med behandlingsansvarlig institusjon.

**MELD VESENTLIGE ENDRINGER**

Dersom det skjer vesentlige endringer i behandlingen av personopplysninger, kan det være nødvendig å melde dette til oss ved å oppdatere meldeskjemaet. Før du melder inn en endring, oppfordrer vi deg til å lese om hvilken type endringer det er nødvendig å melde: <https://www.nsd.no/personverntjenester/fylle-ut-meldeskjema-for-personopplysninger/melde-endringer-i-meldeskjema>

Du må vente på svar fra oss før endringen gjennomføres.

**OPPFØLGING AV PROSJEKTET**

Vi vil følge opp ved planlagt avslutning for å avklare om behandlingen av personopplysningene er avsluttet.

Kontaktperson hos oss: Markus Celiussen

Lykke til med prosjektet!