CASE MANAGEMENT: LEARNINGS, TIPS AND POSITIVE PRACTICES

Outcomes of peer exchange workshop for NGOs implementing alternative to detention pilot projects as a strategy for change to reduce immigration detention

Nicosia, 10 & 11 December 2019
Written by: Barbara Pilz and Jem Stevens

Special thanks to the participants of the peer exchange workshop on case management for alternatives to immigration detention held in Nicosia in December 2019. Their fruitful discussions and constructive contributions were the basis to this outcome document. Thank you to Rana Van de Burg of Stichting Noodopvang Dakloze Vreemdelingen Utrecht (SNDVU) and Eiri Ohtani, independent evaluator for the European Programme for Integration and Migration (EPIM), for their valuable contributions as guest presenters. We are grateful for the support of OSCE’s Office for Democratic Institutions and Human Rights (ODIHR) and Council of Europe, without whose support we could not have organised this workshop and produced this briefing note.

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The European Alternatives to Detention (ATD) Network is a group of European NGOs which aims to reduce and end immigration detention by building evidence and momentum on engagement-based alternatives. The Network brings together NGOs running case management-based alternative to detention pilot projects in six European countries (Bulgaria, Cyprus, Greece, Italy, Poland and the UK) with regional-level organisations. The International Detention Coalition (IDC) facilitate the Network and the Platform for International Cooperation on Undocumented Migrants (PICUM) leads the Network’s advocacy at the EU-level. The Network is supported by the European Programme for Integration and Migration (EPIM).

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# Contents

1  About this outcome document  

2  Background - Why the pilots and network  
2.1  Case management in practice: what have we learnt?  
2.2  What do we mean by ‘engagement’?  

3  The case management process  
3.1  The model and process  
3.2  Screening and assessment  
3.3  Case planning  
3.4  Intervention  
3.5  Case resolution and case closure  

4  Foundations of effective case management  

5  Advocacy through doing  

6  How do we talk about case management?  

7  Setting up a case management pilot  

8  The way forward  

9  Annexes  
9.1  Annex I - Meeting agenda  
9.2  Annex II - List of participating organisations
1. About this outcome document

This briefing note captures the outcome of a peer exchange workshop on case management which took place in Nicosia on 10 and 11 December 2019, for NGO members of the European Alternatives to Detention Network who run alternative to detention (ATD) pilot projects as a strategy for achieving systemic change to reduce immigration detention. The workshop was organised by the International Detention Coalition with support of ODIHR and Council of Europe. Twenty-five case managers and advocacy staff from Bulgaria, Cyprus, Italy, Greece and Poland participated in the meeting, along with staff from International Detention Coalition and PICUM. Experts from EPIM and SNDVU (Netherlands) joined us as guest presenters.

The aim of the workshop was to strengthen the capacity of case managers to carry out their roles by exchanging on positive practices and how to address challenges in the context of alternatives to immigration detention. The workshop was also aimed at consolidating the connections between case management and advocacy so to support pilots to further integrate “advocacy through doing” into to daily practices towards change to reduce immigration detention. The workshop was designed as an arena to enable reflection and, where needed, adjustments to strengthen case management models, processes and practice among members.

The outcome document summarises key information from the workshop sessions, which involved presentations, sharing examples and thematic group discussions. Some information on pilots that are part of the European ATD Network but did not attend the workshop was added to this document after the exchange. Please see the annex I for the workshop agenda and annex II for a list of participating organisations.

This document is meant primarily as a reference for European ATD Network members, as well as for civil society organisations and other stakeholders interested in developing case management-based alternative to detention programmes drawing on the European Alternatives to Detention Network’s approach, as it outlines key steps and theoretical foundations of the process and practice.

N.b. Throughout the document the tags “concepts” and “discussion” have been placed to distinguish different types of information. Boxes provide examples that were shared during the workshop or contributed subsequently by members.
NGO members of the European Alternatives to Detention Network (www.atdnetwork.org) implement case management based ATD pilot projects as part of a strategy for systemic change to reduce immigration detention. EU policy seeks to expand the use of immigration detention as a way to achieve migration management goals, and several governments are making plans along these lines. This is despite the fact that the problems with detention are well known: it’s harmful, expensive and largely ineffective: it reduces cooperation and case resolution. In this context, members of the European ATD Network saw the need for new and creative approaches to achieve change on immigration detention in their countries, complementing ongoing work to problematise detention. For pilot implementers, alternatives to detention provide the basis for constructive advocacy, proposing solutions on ways governments can meet migration management goals, without detention.

There is ample international evidence that alternatives to detention that build trust engage people in immigration processes are highly effective in resolving people’s cases in the community, as well as better ensuring rights and well-being at a fraction of the cost of detention. Based on engagement and working with people as human beings, in particular through case management, these alternatives have transformative potential: providing the building blocks for migration management systems based on humanity and dignity, that do not rely on detention.

But in Europe, the focus of governments has been on “traditional” or enforcement-based” alternatives, which apply restrictions and conditions to control and keep track of migrants (e.g. reporting requirements, bail, surrender of documents). There was a lack of practice of engagement-based alternatives that seek to work with individuals to promote agency, well-being and active participation in the process.

Pilot projects seek to address the gap: providing demonstrable practice, evidence and learning on how engagement-based ATD based on quality case management can support case resolution, meeting the needs of both governments and individuals in their specific national contexts. They seek to move the discussions from theory to practice.

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1 There Are Alternatives, IDC (2015)
For NGO implementers, pilot projects are also a vehicle for a new approach to detention reduction advocacy. The everyday work on individual cases provide the opportunity for “advocacy through doing”, working with authorities around shared objectives of case resolution to change mindsets and behaviour to bring about detention reform.

Set up in 2017, the European Alternatives to Detention Network links NGOs implementing ATD pilots in Europe with regional/global advocacy organisations. Given the complex and innovative nature of this work, the Network provides a space for joint strategizing, peer exchange, learning and evidence generation among members, according to our shared Theory of Change.

One focus area for peer exchange has been on the practice of case management, as reflected in this document. Through this work, we hope to build learning to support the development of further alternative to detention pilot projects which can reduce detention.

**WHAT IS CASE MANAGEMENT?**

**CONCEPTS**

“Case management is a social work approach which is ‘designed to ensure support for, and a coordinated response to, the health and wellbeing of people with complex needs.” (There Are Alternatives, IDC (2015), page 47)

A holistic approach

In the migration management context, holistic case management is a structured social work approach in which case managers, who are not decision makers:

- Develop one-to-one working relationship with migrants;
- Build trust with clients and encourage agency;
- Support and empower individuals to engage fully with immigration processes;
- Work towards the resolution of each case.

Through screening and assessment, joint case planning and goal setting, intervention and regular review, case managers:

- Work with individuals to explore all migration options;
- Support them to stabilise in the community by addressing issues related to every-day practicalities and broader psychological well-being;
- Play a coordinating role providing a link between the individual, the authorities and support services, and mechanisms in the community.

Case resolution is not the same as case management although they often overlap. Case resolution is focused on finding a permanent or temporary migration outcome. While this responsibility ultimately sits with immigration authorities, case managers can contribute to timely case resolution by identifying legal, practical and personal barriers to likely outcomes and working on shared solutions. Case resolution can draw from a range of solutions including various visa and departure options (There are Alternatives (IDC), page 52).
CASE MANAGEMENT TOWARDS CASE RESOLUTION IN BULGARIA

“The CLA’s case management activities are aimed at supporting each individual’s ability to improve his/her well-being, as well as to continue to be engaged with the respective migration authorities while making informed decisions regarding his/her immigration situation.

Although case management is aimed towards case resolution, meaning a lasting legal outcome of the person’s migration status, it emphasises the process of regular communication with the client; the efficient delivery of information about the migration procedures, including all legal opportunities to obtain residency status and their limitations; and his/her empowerment to make short- and long-term decisions towards case resolution in a dignified way.

It helps clients to understand their legal rights and circumstances in order to plan for their future more effectively and work towards a timely and just case resolution”.


DISCUSSION

During the workshop participants discussed and reflected on “what we understand by case management” and “how we explain case management to others”. Each participant then chose a few key words to illustrate their thoughts. The result is illustrated in the picture below, where the size of words represents the frequency they appeared in the exercise. Emphasis was given to the holistic nature of case management, trust, support, and resolution.
Figure 1: Word Cloud – The nature of case management
2.1 Case management in practice: what have we learnt?

**DISCUSSION**

We reflected on what we have learnt through the practical implementation of case management based ATD pilots over the last two and a half years. Here are some of the key takeaways:

**Collective learning**

Case management is still a novel concept in the context of alternatives to detention and migration management. As a result, the process of learning about the possibilities and limitations of case management in alternatives to detention is a collective one. NGOs, governments, and individuals are testing together how the practice can improve outcomes for all actors.

**An established social work approach**

At the same time, case management as a collaborative practice to meet individuals’ needs has been used across different areas since the last century, mainly in the health and social work sectors. We can therefore draw on learning from other fields about the practice of case management and its benefits.

**Ever-evolving method**

Quality case management is about individualised support, flexibility and providing a judgement-free space so people can make decisions. This means that a case manager’s progress towards fully grasping the essence of case management is not linear but is a continuous learning process, as one cannot simply apply the same methods to every client. Case management is not a tick box exercise, but an ever-evolving method.

“It’s not once we’ve learned something we can apply to every client. We need to reinvent what we are doing from the beginning each time because what applies for one person may not apply for another. In this sense we’re never ‘experienced’ because each time we need a new/individual approach.”

Aneta Morfova, Caritas Bulgaria

**People not cases**

Aiming for quality and effectiveness also means that the case management process should be humanised. Clients are not mere cases but rather human beings with individual needs and emotions, and so are case managers. This means that at times case managers might not feel comfortable about taking on a particular case and there should be room for adapting to those circumstances.

**Individualised approach**

Different individuals require different levels of attention and expertise at different times, so having a team with diverse skills and experience levels is crucial to provide such adequate support. With that in place, organisations can ensure that highly difficult and complex cases are overseen by experienced staff.

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2 About CMSUK, Case Management Society UK, (2020, online).
LEARNING FROM QUALITATIVE EVALUATION OF ATD PILOTS

In July 2018, EPIM published an interim evaluation of three of the pilot projects in the European ATD Network, in Bulgaria, Cyprus and Poland. Focused on qualitative learnings, the evaluation found:

“Case management is not a simple, transactional mechanism where an intervention by the case manager (or the individual) automatically and easily results in action by the individual or change or outcome in his or her situation. Neither, is it a series of tick box exercises which are applied uniformly to all individuals. Instead, it is a complex relational mechanism whereby individuals make decisions and act in a highly individualised way in response to case management that takes place in a space of trust with case managers. Case management is therefore responsive to the changing circumstance of the person”.

Eiri Ohtani (EPIM), Alternatives to detention from theory to practice: Evaluation of three engagement-based alternative to immigration detention pilot projects in Bulgaria, Cyprus and Poland, page 23 (2018).

Dealing with disengagement

Case management involves accepting and encouraging clients’ agency, even if sometimes that means people choose to disengage. We reflected that it’s the role of case managers to ensure clients are aware of the risks and likely consequences in all possible scenarios and support them to come up with contingency plans. Dealing with clients abandoning from the programme can be highly frustrating, but it’s not the role of pilots to guarantee engagement⁹. When case managers are confident about the quality of their services, they can accept that someone’s decision to disengage was well informed and made from a position of autonomy.

Linking case management and advocacy

At the outset, pilots often approached case management and advocacy as separate areas of work. Through practice, we’ve seen how they are closely interlinked components of a strategy for change. Case managers reflected on the importance of thorough documentation of case management for advocacy purposes, as credible data and trend analyses of impact can be a strong basis for a persuasive argument. Furthermore, case management itself is a powerful vehicle for “advocacy through doing”: shifting thinking through everyday communication with authorities on individual cases⁴.

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⁹ See also “What about disengagement” on page 11 below.
⁴ See section on “Advocacy through doing” on page 25 of this document.
2.2 What do we mean by ‘engagement’?

**CONCEPTS**

The pilots in the European ATD Network implement case management as part of “engagement-based” alternatives to detention. Alternatives can be broadly grouped into two different approaches. On the one hand, “traditional” or “enforcement”-based alternatives apply restrictions and conditions to control and keep track of migrants (e.g. reporting requirements, bail, surrender of documents). On the other hand, engagement-based alternatives seek to connect and work with individuals, to support and encourage them to stay in touch and participate in the process towards the resolution of their case.

**DISCUSSION**

In reality these two approaches to alternatives, while fundamentally different in terms of rationale, are not mutually exclusive. Pilots work with clients who have reporting requirements or other restrictions placed upon them by governments.

**LEVELS OF ENGAGEMENT**

We reflected that there are different levels of engagement, and this can vary among clients. In some cases, individuals are ‘engaged’ in a sense that they are merely not absconding or fully disengaging – they may be keeping in touch with the pilot and/or authorities and meeting requirements placed on them such as reporting obligations. In other cases, individuals are actively participating in their own case work, hoping to achieve case resolution, and proactively working together with their case managers. EPIM’s upcoming evaluation of three pilots in the European ATD Network is expected to reflect on factors that influence levels of engagement.

**WHAT ABOUT DISENGAGEMENT?**

We reminded ourselves that the aim of pilots is not to guarantee engagement: we are not saying ATD can prevent absconding 100% of the time - we know that it’s not possible because we are working with people and there is always unpredictability.

We are aiming to test the hypothesis that case management can increase people’s ability to engage in immigration processes. We want to generate learning about the impact of the approach on people’s outlook and behaviour.

So, if people disengage this is not a ‘failure’ for pilots - what’s important is to try to understand the factors contributing to the person’s decision, so we can strengthen case management approaches and/or identify any contributing factors outside of pilots control.

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3. The case management process

In this section you will find:

- An overview of the theoretical framework behind our case management model
- An outline of what pilots practically do in each phase of the process
- Examples of what is important to do/keep in mind in which phase and the reasons why, as well as examples of positive practices

3.1 The model and process

CONCEPTS

Members of the European ATD Network use the IDC’s Community Assessment and Placement (CAP) model as a conceptual framework to inform the design of their pilot projects, adapted to their specific context and client groups. The CAP model brings together the results of in-depth research looking at different ways to manage migration without detention, 250 measures in 65 countries. It is comprised of:

- Two underlying principles: liberty and the presumption against detention and minimum standards
- Three processes: identification and decision making (screening and assessment); placement options; and case management, support and resolution

It is a non-prescriptive framework for developing effective alternatives that achieve optimal outcomes for governments and individuals, in terms of compliance, cost and well-being.

![Diagram of the Community Assessment and Placement (CAP) model. Source: IDC There Are Alternatives.](image-url)
“We are collectively testing the hypothesis put forward by the CAP model that alternatives based on holistic case management increase engagement and case resolution - providing the building blocks for migration management systems that don’t rely on detention.”

Jem Stevens, International Detention Coalition

The CAP model’s case management process is summarised in the figure below and each step will be discussed in the subsequent sections.6

6 For more information on the case management process, see There are Alternatives. IDC (2015). chapter 7.
3.2 Screening and assessment

**CONCEPTS**

This is the first phase in the case management process, aimed at identifying and evaluating risks, needs, vulnerabilities, and strengths of an individual and their case.

Although screening and assessment and complementary processes they differ in nature. While screening is the procedure to obtain basic information (e.g. individual's identity, nationality, legal status, health status, safety issues, vulnerability indicators, etc.), assessments are periodic reviews used to make or adjust decisions during the case management process. Assessment is a more in-depth evaluation of an individual's circumstances, vulnerabilities, and risk factors. It may be conducted to evaluate the needs identified during screening or it may involve an in-depth examination of the appropriate course of action to take for that specific person.

Screening and assessment cover a wide range of topics and can help case managers adapt their strategies according to the person's characteristics, strengths and vulnerabilities. This also includes individual factors such as, family and community ties, community context, intended destination, their trust in the system, as well as likelihood of complying with a negative outcome. A person's situation is dynamic, it does not remain the same at all times, so regular reassessment is crucial to continue to provide appropriate tailored support.

**DISCUSSION**

What do case managers do in the first meetings?

During the first meeting case managers introduce themselves and the organisation to potential clients and identify if the person is interested in the programme. The meeting is an opportunity to start building an honest relationship of trust and establishing clear roles and expectations, in particular with regard to decision-making and agency. It is important to highlight that the project is separated from the authorities and is not a tool of the immigration police.

Case managers explain how the programme is structured and the importance of collecting information and the confidentiality matters related to it. They cross check the person's motivations with their expectations so as to manage the latter, clarifying the limitations of the project, what case management can and can't do. It's important that people are encouraged to see themselves as agents of their situation and case. Overall, the first meeting should provide the client with a safe atmosphere, ensuring accurate information is given without being overwhelming.

“It's important to listen and give people a safe space to talk”

Memnon Arestis, Cyprus Refugee Council

Key messages that can be highlighted during this meeting include emphasising that case management is not only legal aid, that long waiting times might be part of the process and that is not up to the case managers to decide, and that results might not be seen immediately.

Some steps and positive practices include:

- Diligently explaining the process (including all bureaucratic steps)
- Reassuring the person with regards to data privacy
- Listen and give people space to talk. This might also entail giving clients the opportunity to speak about issues they do not necessarily wish to be recorded.
■ Highlighting the programme’s independence in relation to the authorities once again can make people feel more at ease
■ Explain the different options, legal stay, return and staying undocumented
■ Some case managers choose to set a different place and time for a more in-depth assessment, as they believe rushing into the process can hinder its effectiveness.
■ Having a trustworthy interpreter or printed project explainers in a language accessible to that person can help with language barriers
■ Having a contingency plan in case managers receive information about factors putting people at risk of harm (e.g. abusing parent or violent husband) so appropriate help can be sought
■ Access to accommodation
■ Ability to meet basic needs
■ Risk of detention
■ Impossibility of being returned or imminent return
■ Community ties

The decision of accepting each individual case into the pilot might vary according to the referral paths used by each organisation. Some pilot projects collaborate with detention centres and the police, receiving specific direct referrals from authorities. In other cases, clients come through word of mouth, their own research, or through recommendation of other NGOs and authorities.

TIP - WHY ARE SELECTION CRITERIA IMPORTANT?

Criteria regarding who is eligible to take part in the programme are important because we’re not saying that case management can work for everyone. We’re saying that through proper screening, we can identify people who can benefit from tailored case management to work towards case resolution in the community instead of in detention. It’s part of the individualised approach we are arguing works better.

When is a person officially included in the programme?

After the first meeting(s), the case manager and their team decide if they will take on the person’s case. The criteria for accepting people onto the project varies across different pilots and is defined according to factors including the capacity of pilots, the services available in their context and network, whether the individual is likely to be able to benefit from the programme and the overall advocacy strategy.

■ Client’s vulnerabilities
■ Interest in taking part in the project

3.3 Case planning

DISCUSSION

This is the stage when case manager and client jointly set goals and make a plan of actions to meet the goals and resolve the client’s case, including who
will take action and the timeline. Most case plans are not straightforward due to people's complex needs. Particularly difficult cases should be assigned to an experienced case manager and brainstormed among the team. Main reflections and good practices identified during case planning included:

**Making an individualised plan**

At this point case managers are familiar with the person’s needs and able to make suggestions on how to proceed. Developing an individualised plan is at the heart of quality case management - as each person is unique, this helps ensure support that is impactful. In the context of a family for example, this could mean treating a husband and wife’s case separately. Regular reviews help to keep a case plan relevant and to show clients that case managers are also engaged.

**A collaborative process**

Participants reflected the importance of a collaborative process, in which individuals are encouraged to participate and have a genuine sense of ownership. If individuals are actively involved in planning, this itself can contribute to confidence building and agency. It can also increase acceptance of whichever outcome prevails at the end of their immigration procedure.

**Focusing on what is feasible**

Planning a case is also about understanding what is feasible, even though that can change with time (e.g. due to change in legislation, situation at country of origin, family configuration). Case managers can give a realistic overview of the limits of the plan highlighting that it is flexible and continues to be developed and reassessed. During this phase, case managers talk through the different options relating to the persons migration status, including regular stay and return. It is expected that while people have hope of achieving legal status, they are less open to consider return without exhausting all other possibilities first.

“Action Foundation makes a bespoke plan for each client, which is person centred. This means we don’t only look at immediate case resolution. We look at the person’s basic needs and every aspect of the person’s life, so we can influence this positively. This might include mental health needs, retaining accommodation, appropriate activities – signposting them to relevant groups etc. Without this, clients are often not in a position to work on their migration status.”

Andrew Wisbach, Action Foundation (UK)

**A holistic approach**

Case management goes beyond dealing with someone’s migratory status, as it also aims at improving their wellbeing while the case is being resolved. As well as supporting individuals to meet basic needs, case managers enquire about the client’s hobbies and interests. It’s often the case that clients don’t have time, resources or space to think and activities they enjoy, and case managers can help them access these. While many migration systems encourage passivity, meaningful activity can help increase well-being and foster an active attitude so that people are better able to work on future plans.

**Being honest and transparent**

Case managers also highlight the importance of being honest and transparent at all times in order to build a relationship of trust, even when that means being the bearer of bad news. For example, making individuals
aware of changes in legislation that are detrimental to their cases. Participants to the project receive information from multiple sources so it is crucial they perceive the pilot as a trustworthy one.

“We usually tell clients in the first meetings, in a few sentences, different options and likelihoods, and that we will be there all the way. We need to be upfront from the beginning. When a person has all the information, they can think of new ideas and resources to support their case.”

Diana Daskalova, Center for Legal Aid – Voice in Bulgaria

How much information to share?

Some case managers believe that explaining the outcomes and consequences of each step of the process as they come works better than giving an exhaustive explanation of the whole procedure at the beginning. Others highlighted the importance of making sure that the client has realistic expectations and is fully prepared to face the challenges of their case. For them, sharing information step by step might be the right approach for individuals in a very vulnerable psychological state, where there is a risk they would be overwhelmed.

TRANSITION PLANNING IN DETENTION ACTION’S COMMUNITY SUPPORT PROJECT

The Detention Action Community Support Project has been working since April 2014 with male ex-offender migrants aged 18 to 30, who have barriers to removal and have experienced or are at risk of long-term detention.

After an individual has been admitted to the project, the project coordinator and the participant draw up a transition plan which sets out goals, actions and steps the participants can take.

In most cases, options are severely limited, given that participants have no legal status in the UK, no right to work and no resources apart from accommodation and (in some cases) a supermarket card from the Home Office that allows them to buy permitted items, from specified shops. Some participants identify goals, such as study, that are not currently achievable due to lack of funds. However, the project coordinator works with them to identify small steps that can be achieved.

The loss of self-esteem associated with prison and detention, combined with the shock of release and the poverty of their life prospects, make challenging even basic planning. Working collaboratively with the project coordinator to draw up a transition plan is an important assertion of agency which in itself contributes to developing the self-confidence necessary to coping in the community.
Case managers can encourage clients even when there are negative outcomes during their process, remind them of their strength and highlight positive aspects. Sometimes this means adapting the plan to include relatively easy to achieve interim goals so that people are not discouraged or disillusioned from the start. It can also entail making contingency plans, even in the case of detention so to avoid hopelessness.

TIP - KEEP MOTIVATION UP SO PEOPLE STAY ENGAGED

Overall this means continuously thinking about what one can do to take action and truly embracing the holistic approach, providing individualised support that is responsive to a person’s specific needs, which are constantly changing.

“Our role is to be a constant presence, someone who understands and listens, and provides a safe space for people to think through and share.”

Aleksandra Chrzanowska, Association for Legal Intervention (SIP) (Poland)

3.4 Intervention

DISCUSSION

This phase is the day-to-day of case management, when case managers play a stabilising role, supporting and encouraging the client’s agency so they can make decisions and engage in the immigration process even when there are few options available.

“We work for and with the client, standing side by side and walking through the process with them. We show that the person is valued and see that through”

Andrew Wisbach, Action Foundation (UK)

Some steps and positive practices in intervention include:

- Provide a constant presence and safe space
- Facilitate links with support services and mechanisms
- Liaising with authorities

Case managers work alongside the person, creating a productive safe space where individuals can think through their options and make decisions - not judging and being present every step of the way.

Maintain regular contact

Case managers maintain contact with clients through regular meetings, calls and text messages. The frequency of contact depends on the person’s needs and level of proactivity. Contact might be intensified at crisis times, for example when people receive negative decisions from the authorities causing anxiousness and stress. On average, case managers usually meet clients face to face weekly to monthly, with contact in between.

Facilitate links with support services and mechanisms

During intervention, case managers try to gather the necessary resources to support the client’s needs, and have connections with diverse stakeholders. They play a coordinating role, facilitating links between the client and service providers, which include accommodation, healthcare, psychosocial support, education, and financial and legal aid, for example. Case managers also encourage clients to develop support networks to gradually build self-sufficiency.

Liaising with authorities

Case managers liaise with authorities regarding a client’s case, encouraging information flow in both directions. Case managers can explain the
As a trusted actor with a holistic overview of the individual’s case, case managers are in a good position to support clients navigate administrative systems, dealing with day-to-day practicalities and immediate challenges as they come up. This can involve helping to diffuse flash points by mediating with the authorities. It can also involve helping to stabilise individuals if they are highly anxious or stressed; case managers can provide a space for people to talk through their anger or frustrations, consider the consequences of acting on these and develop strategies for managing stress.

Support clients to stabilise and address challenges

As a trusted actor with a holistic overview of the individual’s case, case managers are in a good position to support clients navigate administrative systems, dealing with day-to-day practicalities and immediate challenges as they come up. This can involve helping to diffuse flash points by mediating with the authorities. It can also involve helping to stabilise individuals if they are highly anxious or stressed; case managers can provide a space for people to talk through their anger or frustrations, consider the consequences of acting on these and develop strategies for managing stress.

Encourage engagement

Through these diverse aspects of intervention, clients are encouraged to actively engage in case management and the immigration process. It can be challenging when people distrust the system, the bureaucratic process is slow and individuals live in difficult and precarious circumstances (see box below, “Tip - How to address systemic failures during intervention”). For some people a few words of encouragement are sufficient to motivate them to remain engaged, whereas others require more intensive contact and action.

“One of our clients has reporting duties at a police station – one day when she arrived there at the allotted time, the station was closed. She called me and I could liaise with the police to find a solution”

Memnon Arestis, Cyprus Refugee Council

“Over engagement can also be an issue, so to avoid crossing professional boundaries case managers have found it useful to establish some tactics and rules. Having an assigned work phone number or establishing acceptable hours for contact (apart from in case of emergencies) are some steps taken.

TIP - HOW TO ADDRESS SYSTEMIC FAILURES DURING INTERVENTION?

Regardless of the quality of case management provided by pilots, there are external factors that can negatively influence its impact. Structural deficiencies in the migration management system, including lack of transparency, basic services and legal pathways can undermine people’s trust and discourage engagement. While case management cannot solve these systemic problems, case managers can mitigate their influence by:
Seeking to involve a range of stakeholders to share the work. Tapping into a team of experts, such as legal advisors, integration officers, and psychologists can help address challenges. Working with volunteers from the host and migrant communities can be a way of dealing with lack of support services.

Providing the opportunity for meaningful activities - this could involve supporting clients to pursue hobbies or be involved in campaign groups.

Not underestimating how important it is for people to be able to call, share and receive trusted information. Case managers provide a constant presence, as someone who understands and listens, and a space for people make the best decisions for them, in their often very difficult situations.

3.5 Case resolution and case closure

CONCEPTS

As mentioned before, case resolution involves finding a permanent or temporary migration outcome. Case resolution can draw from a range of solutions including various visa and departure options. These include, inter alia, regularisation programs, humanitarian or protection visas, other permanent visas, short-term ‘bridging’ visas, departure to a third country, return to a different area of the country of citizenship, and additional resources to support sustainable return.

Case closure is when a case will no longer be managed by the case management pilot. A case might be closed, for example when the individual is granted the right to remain or departs the country, or when they disengage from the programme. In both instances, referral to another service provider for ongoing assistance should be considered, if required.

DISCUSSION

We reflected again that case management is not a transactional mechanism: it is not that because we do x, y, or z, case resolution will follow. It is the holistic and relational nature of case management that can increase people’s ability to work towards resolving their case, whether this is legal stay or return. A number of related contributing steps and positive practices are touched upon in the preceding sections of this document.

In this session, we heard from guest speaker Rana van den Burg of Stichting Noodopvang Dakloze Vreemdelingen Utrecht (SNDVU) in the Netherlands, about their work supporting people without documents to resolve their cases Utrecht.

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7 There Are Alternatives, IDC (2015). p. VII
8 There Are Alternatives, IDC (2015). p. 50
SNDVU’s has been supporting people without documents in Utrecht to work towards a sustainable solution since 2001, funded by Utrecht municipality.

In the programme, a contact person (case manager) accompanies each individual throughout the migration procedure and ensures they have access to clear and accessible information and support. They meet with clients regularly and help them with legal guidance, to follow up on health issues, find activities etc.

As well as this professional guidance, the programme supports the person’s basic needs, providing “Bed, Bath and Bread” including accommodation and living allowance. This is based on the premise that people need their basic needs met in order to be able to participate and make decisions about the future.

In terms of case resolution, the programme looks first at a client’s legal case and possibilities for legal stay in the Netherlands – not only a new asylum procedure but exploring other possibilities (e.g. health or family grounds). This is important because people often believe that their case hasn’t been looked at properly by immigration authorities, meaning they are frustrated or disillusioned or believe they still have other chances. People are more open to considering return if they believe all legal options have been exhausted.

The foundation of SNDVU’s approach is the trust developed between the contact person and the client. Working together side by side with people and having a judgement free attitude, while facilitating their agency and decision-making, is the key to resolving cases.

SNDVU currently has 21 apartments accommodating 90 people, nine part-time staff and 12 volunteers. Every year, around 60% of their clients achieve case resolution. There is no time limit for participation and an agreement with the police ensures clients do not get detained.

Since 2018, the Utrecht’s professional guidance programme is receiving funding from the Dutch national government. This is part of an agreement with five municipalities which will provide 59 million EUR funding for pilots over three years.

In some contexts, a person’s active participation towards case resolution is limited by systemic barriers (e.g. lack of accommodation, extremely long waiting times, unclear legislation). The case manager’s role is to actively look for ways to address these challenges and mitigate their impact (see “Tip - How to address systemic failures during intervention?” on page 19 above).
4. Foundations of effective case management

DISCUSSION

In addition to the steps in the case management process, there are some key qualitative factors that contribute to holistic case management’s effectiveness, as identified by the IDC’s research. These distinguish quality case management from other types of case work, sometimes called “case management” by actors including by authorities. We reflected together on what these “foundations of effective case management” mean in practice:

Early intervention

The earlier we can start working with individuals, higher the chances of case management having a positive impact on well-being, engagement and case resolution. For some people, their complex situation can be aggravated with time (e.g. financial, mental and physical health). As time passes in the process, legal pathways can become more limited while vulnerabilities and the risk of detention (and recurring detention) can increase. In addition, those who have already been through multiple processes in order to resolve their case might become disillusioned with the system, lacking motivation to engage. Encouraging active engagement of clients whose migration process has already been extremely frustrating and traumatising before even entering the programme can be particularly challenging. Either way, intervention at any time should avoid exposing people to additional risks.

Trust, building rapport, consistent relationships and information provision

The cornerstones of case management - these elements should be in place throughout the process and be constant exercises. The trust-based working relationship developed between the case manager and the client is the basis on which case management rests, making the rest of the process possible. By providing reliable information, the case manager can help the individual to fully understand their situation and make informed decisions - this in turn helps build trust. Trust and consistency should not be taken for granted as a person’s situation can change overtime, influencing their perception of the programme and the migration system more broadly.

“The quality of the trust relationships developed is absolutely critical to the success of the Community Support Project. Participants invariably felt that they had been badly treated by the system and had responded accordingly. Their perception that the project treated them with respect and took their issues seriously had a significant impact in terms of their positive response to it.”

Tony, Detention Action

Face-to-face, one-on-one contact

Regular face-to-face one-to-one contact between the case manager and client is
essential to building working relationships and encouraging active participation of the individual in the process. This can be a demanding daily task given clients have often lost their trust in the system and in the officials working within them. In practice, case managers also maintain regular contact through phone calls and messages in between meetings. Although the importance of regular face-to-face meetings might sound like common sense, it is not commonly applied by governments.

Regular assessment and review

An individual’s situation is not static. Someone’s needs and level of vulnerability can change over time or even suddenly due to new laws or developments in their process. Therefore, regular assessment and review are crucial to continue to provide tailored support.

Confidentiality and information management

Personal data should be properly recorded and safely kept. Case managers seek to ensure clients are aware of what type of personal data is being recorded at each stage, for what purposes, and how it is protected. It is expected that individuals might be weary of sharing personal and sensitive information fearing that it can be shared with authorities and used against them in immigration procedures. They may need time before they are willing to open up.

Resources and options for individuals as needed

Holistic case management involves facilitating access to services and support mechanisms to improve individuals’ well-being, stability and ability to autonomously engage in their immigration processes. Evidence from the evaluation of current pilot projects has shown that structural failure of resource provision can limit the impact of case management.

From an advocacy perspective, we can communicate that it is in governments’ interests to provide material support, since this contributes to people’s ability to make decisions and work towards case resolution. Most pilots in the European ATD Network include in their criteria for eligibility, that people have access to a minimum level of resources (e.g. housing) to enable them to be able to engage in the process.

Consulting key stakeholders

Case managers play a central coordinating role in the context of finding resources and options for individuals as needed, having to pull strings from all sides. By consulting key stakeholders pilot projects can map different services available to cover individuals’ basic needs and achieve goals. At times this means going in person to certain locations and aiming at having direct contact with providers as information about their services might not be available online. Having specific contact persons can help a case manager understand better the system and facilitate access to services. For example, when a case manager has a direct contact, they can refer the client to speak directly to that person, humanising and streamlining the process.

In terms of the authorities, staff dealing with bureaucratic affairs are usually overworked and can tend to treat people like numbers, which can be highly frustrating for those trying to provide personalised support. However, civil servants are also experienced people who can provide useful ideas on how to support people and their applications. Cultivating relationships with
stakeholders at all levels can be highly beneficial to the case management process and advocacy (see “Advocacy through doing” on page 25 below).

**Explore all available options to empower individuals to make decisions**

A **defining aspect of case management** is that it explores all migration options, ranging from legal stay to safe return. This is in **contrast to other common approaches** - whether this is voluntary return counselling or legal aid aimed at securing residency - which tend to focus on one or a few options. On the one hand, there is often **resistance to talk about returns** in the NGO context, and on the other governments are reluctant to consider “reopening” refused cases, or more flexible pathways to regular stay.

However, our model suggests that exploring all options is **key to promoting case resolution**, achieving better outcomes for both individuals and authorities. This is related to our advocacy strategy which focuses on **reducing irregularity** and case resolution as **shared objectives**, to move governments away from exclusive focus on returns while gathering civil society support.

**Clear roles and expectations**

Case managers encourage clients to see that the **power and responsibility** to make decisions about the future is in their hands. At the same time, case managers ensure that clients understand the **limitations of the support** provided by case management, particularly what it can and what it cannot do. This can help mitigate the risks of **frustration and disappointment** leading to disengagement.
DISCUSSION

The main goal of the case management ATD pilots in the European ATD Network is to bring about systemic change to reduce immigration detention in their respective countries, as outlined in the Network’s shared Theory of Change.

A key part of this strategy is that pilots undertake “advocacy through doing.” This involves case managers developing day-to-day communication with front line officers on individual cases, building collaboration and trust relationships and getting people released from detention onto the ATD pilot.

By speaking to the authorities’ interests and collaborating around shared objectives, pilots aim to shift mentalities among government officials at different levels away from the need to detain, towards the benefits of community-based alternatives. The key message is that with trust and support it’s possible for people to resolve their cases in the community, without harmful and costly detention.

“It’s common to see the government as the opposition, but we need to see them as part of the solution. We need to find the common point where what we want and what they want intersects. We can sell ATDs and case management as a way of doing their work”.

Aneta Mortova, Caritas Bulgaria

In the context of case management ATD pilots, advocacy is a mainstreamed effort. We discussed that everyone has a role in advocacy; meaning that case managers are as involved as project or advocacy staff are involved in trying to achieve change.

When conventional advocacy efforts are not enough, we need to find other innovative approaches; and as opportunities to directly influence high level decision-makers are scarce, targeting front line officers can be a way in. Top-level communication is important but so is making sure information reaches the right people along the decision-making scale. Accordingly, having case managers who interact daily with authorities is a way to build the interim steps towards the broader change.

Other examples of actions and positive practices supporting case manager’s “advocacy through doing” include:

- Having top line talking points to ‘sell’ the case management pilot whenever speaking to front line officers, focusing on how it’s in their interest e.g. can make their work easier, foster safe communities;
- Aiming at establishing some low-level formal agreements with authorities, as safeguards that the work of the project can carry on;
- Striving to be recognised as a credible organisation by detention centres, so to have more freedom of action;
- Establishing referral points (specific staff members of the public administration) for specific cases: when case managers are recognised by front line officers the interaction becomes easier;
- Producing tailored communication tools (e.g information flyers, reports, etc.) in the national language;
- Engage middle level politicians, authorities, and administration staff;
In Cyprus, case managers approach front line officers as allies and try to provide them with support on cases of people in/at risk of detention. In order to do so they send recommendation letters/reports on individual cases and follow up through regular visits to the relevant authorities. The main approach in these communications is expressing how clients could be engaged in the pilot, the benefits of this, and their willingness to take part in the process. Case managers convey the message that once people are supported, they are better able to comply, which is not a common rationale among front line officers. The frequent interactions on individual cases also provide an opportunity to advocate for ATD more broadly, utilising evidence generated through the case management work.

In addition, case managers engage different authorities with competence in relation to people without documents, requesting for their access to rights previously inaccessible to them due to their status, such as employment and healthcare among others. Cyprus Refugee Council’s pilot thus aims to build support for alternatives to detention among a wider range of governmental actors.

Participants believe that “advocacy through doing” is part of the fundamental link between case management and advocacy. Talking from practical experience about ATD implementation helps increase collective confidence, authority and influence.

“It is very difficult to talk with confidence about something if you do not have experience or evidence. That’s why doing case management is so important: it gives us the confidence and evidence we need.”

Katarzyna Subik, Association for Legal Intervention (SIP) (Poland).
6. How do we talk about case management?

In this session, each pilot brainstormed ideas for messaging in their national contexts, tailored to specific audiences by, keeping in mind what we are aiming for our target audiences to think/do differently. We aimed for messages to be clear, concise, accessible, and able to be mainstreamed into daily interactions.

The following are some examples of messaging for speaking to governments and state officials:

**For building collaboration with frontline officers**
- Case management helps reducing the workload of frontline officers
- Case managers have the capacity to assist
- Case managers are there to cooperate (instead of only demanding and confronting)

**For increasing support for engagement-based ATD**
- All actors have a common goal of efficient case resolution
- When people are supported, they are better able to engage and comply
- Alternatives to detention help foster safer communities
- Case management has a proven record of bringing back individuals who had previously disengaged from their immigration procedure
- Case management can facilitate case resolution, including cooperation towards voluntary return
- A hundred percent of cases improved

well-being through case management ATD (in EPIM’s Interim Evaluation of three pilots, 2018)

**Detention is not the solution**
- Detention does not support case resolution, it takes away people’s agency, willingness and ability to engage
- For individuals who are not returnable, detention would only generate more costs without leading to case resolution
- An individual’s chances of improving their situation are reduced after detention as a result of it
- Detention is counterproductive to an individual’s integration process
- Detention is not always necessary and can be an obstacle for all actors
- Governments might end up paying compensation for unlawful detention
- Detention is unsuitable for highly vulnerable individuals
# 7. Setting up a case management pilot

## DISCUSSION

We reflected together on the process of setting up case management pilots as part of a strategy for systemic change to reduce detention. The following steps have emerged from the experience of setting up pilots in six different countries, drawing from our discussions and EPIM’s Interim Evaluation of three pilots in the European ATD Network.

## STEPS

<table>
<thead>
<tr>
<th>DISCUSSIONS, EXAMPLES, POSITIVE PRACTICES</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1 - RESEARCH AND ANALYSIS</strong></td>
</tr>
<tr>
<td>■ Analysing the national context to identify how the pilots can progress ATD advocacy aimed at systematically reducing detention</td>
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<tr>
<td>Example: Cyprus Refugee Council ATD pilot project was developed based on the findings of one-year research entitled <em>Promoting and Establishing Alternatives to Immigration Detention in Cyprus</em> (2016). The research mapped current ATD practices in Cyprus and identified realistic alternative measures that could be used to reduce detention in the Cypriot context.</td>
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<tr>
<td>■ Reviewing relevant literature on good practices and recent development on ATD such as the UNHCR/IDC Vulnerability Screening Tool</td>
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<td>Example: Pilot projects in the European ATD Network use the IDC’s Community Assessment and Placement (CAP) Model applied to their specific contexts. The model is the result of in-depth global research into ATD conducted over five years, published in <em>There Are Alternatives</em> (2015).</td>
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<tr>
<td>■ Consulting stakeholders including people with experience of/impacted by detention and ATD</td>
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<td>Example: Action Foundation’s ATD pilot in the UK, Action Access, is funded by the UK government as part of reforms to reduce detention. As a key part of their research, UK Home Office designers conducted interviews with migrants – talking to people who decided...</td>
</tr>
</tbody>
</table>
to leave the UK and people still undocumented in the UK. This identified a set of needs and gaps in service provision that were used to underpin the Home Office’s model for pilots, including the need for reliable information, community support and case management.9

2 - DESIGNING THE PROGRAMME

- Identifying individuals and groups that pilots seek to engage

**Example:** “The strategy involves identifying the government drivers of the detention and how these can be met by working with people who are currently detained/at risk of detention in the community. In Greece, working with vulnerable people can provide an opportunity to engage the authorities.”
- Eleni Takou, HumanRights360 (Greece).

- Developing the goals of the pilot, including the advocacy strategy and plan

**Example:** European ATD Network members jointly developed a Theory of Change on how case management ATD pilots can contribute to systemic change to reduce immigration detention at the national and regional levels. Pilots have individual advocacy strategies in their specific contexts.

3 - DEVELOPING PROCEDURES AND TOOLS

- Developing case management procedures, protocols, methodological guidelines to be followed by the pilots

These include procedures and guidelines on the screening and assessment and case management processes, risk assessment etc.

**Example:** The Association for Legal Intervention (SIP) in Poland developed a “checklist for case managers” as guidance on how case managers can fulfil their role in relation to each case.

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Discussion: As case management is a relational mechanism, the abilities and qualities of case managers are of key importance. The profile of case managers may include:

- Personal intercommunication skills
- Intercultural skills
- Coordination skills, ability to work with a range of stakeholders
- Technical and administrative skills
- Being organised, structured and disciplined

Creating or adapting tools and forms necessary for the pilot administration and monitoring

Tools and forms developed by pilots include:

- Screening and assessment tools/questionnaires
- Risk Assessment forms
- Declaration of participation in project forms
- Confidentiality/information consent form
- Case plan and intervention forms

Example: Centre for Legal Aid – Voice in Bulgaria developed a client management software to support the case management process.

4 - SETTING UP THE CASE MANAGEMENT TEAM

Discussion: To ensure quality case management, it is important that staff have a manageable workload and appropriate support. Case managers in the European ATD Network pilot projects typically work with 20 – 25 clients at one time. In addition, pilots employ case management supervisors, project and advocacy staff.

Example: Centre for Legal Aid – Voice in Bulgaria’s team includes three case managers who have direct contact with clients. A senior case manager provides case managers with guidance and support on a daily basis. The whole team meets once a month to brainstorm on cases, strategize and make decisions. A further staff member leads the advocacy around the pilot.

Designing the case manager team

Recruiting the staff
Training areas might include:

- Experience working with migrants/specific cohorts
- Knowledge of the legal framework/migration system
- Language skills

It can be useful to have a complementarity of skills within the team.

Example: To ensure holistic case management support, Progetto Diritti in Italy recruited a case manager with a social work background, to complement the expertise of existing staff in providing guidance on the legal and bureaucratic immigration processes in Italy.

Discussion: Training areas might include:

- People skills – building rapport, interviewing, working with an interpreter etc.
- Technical skills – on the case management process, the legal framework, dealing with trauma etc.
- Personal skills - maintaining professional boundaries and personal safeguards, self-care etc.

Case manager support, self-care and debriefing

Discussion: Ensuring support and self-care for case managers is crucial. Case management can be challenging work, juggling competing demands and handling tough issues, working with people in very difficult situations. There’s a risk that case managers bring home the residue of their work, resenting one’s own privilege and feeling guilt – the insecurity of funding for posts does not help either.

One important support mechanism is supervision. This involves an independent professional with training and knowledge regularly meeting with practitioners to talk through the impact of work personally, as well as decision-making – either individually or in groups. Supervision can support well-being, professional development and better outcomes for clients. Ideally, it would be an established component of case management projects, supported by funders.
Discussion: Monitoring and evaluation can help NGO implementers:

Example: The pilots in the European ATD Network aim to generate evidence for advocacy. We worked with an independent evaluator to co-design a common M&E framework with an emphasis on qualitative evaluation – to shift the focus in terms of effectiveness of ATD away from pure numbers to how case management can increase engagement and case resolution.

Example: HumanRights360 in Greece has group supervision meetings once a month. Because it’s tough work, these are an important chance to speak freely and problem solve with an outside person. This helps address challenges, strengthen capacity and prevents issues arising/escalating.

5 - STAKEHOLDER ENGAGEMENT

Discussion: Case management relies on a network of stakeholders, in order to be able to access resources and options for clients as needed. Implementers introduce the case management programme to a range of organisations, particularly those to whom referrals need to be made, or received from, and the authorities with whom the pilot projects seek to engage. Collaborative relationships with staff in different organisations support case management.

6 - SETTING UP A MONITORING AND EVALUATION FRAMEWORK

Discussion: Monitoring and evaluation can help NGO implementers:

- Gather evidence for advocacy
- Generate learning
- Provide credibility, quality control
- Adjust and improve as ATD is implemented

Example: The pilots in the European ATD Network aim to generate evidence for advocacy. We worked with an independent evaluator to co-design a common M&E framework with an emphasis on qualitative evaluation – to shift the focus in terms of effectiveness of ATD away from pure numbers to how case management can increase engagement and case resolution.

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8. The way forward

As of January 2020, the European Alternatives to Detention Network has seven members in six EU countries (Bulgaria, Cyprus, Greece, Italy, Poland, UK) each running case management-based pilots designed to meet the needs of their own national context, as an advocacy strategy towards change.

By delivering quality, holistic case management this group of NGOs is building a regional evidence base so to gather socio-political support to expand this model of case management based ATD. As part of the process we aim to shift mentalities away from need to detain, towards migration management systems based on humanity and dignity that do not rely on immigration detention.

The Network's work is collective and aimed at building momentum nationally and regionally on engagement-based alternatives as a route to change. With more organisations and actors onboard, the higher the chances of achieving our goal. Could your organisation implement this model? Do you know an organisation that would be interested in doing so?

Visit our website for more information and to get in touch:

https://www.atdnetwork.org/
## 9. Annexes

### 9.1 Annex I – Meeting agenda

<table>
<thead>
<tr>
<th>TIME / SESSION</th>
<th>DAY 1 - THEME</th>
</tr>
</thead>
<tbody>
<tr>
<td>09:00 - 09:30</td>
<td>Welcome &amp; Intro</td>
</tr>
</tbody>
</table>
| 09:30 - 10:30  | What is case management?  
| Session 1      |   - How do we understand case management?  
|                |   - What do we know about case management after two years?  
|                |   - Revisiting the CAP model |
| 10:30 - 11:00  | Challenges in case management |
| Session 2      | |
| 11:15 - 12:15  | The case management process  
| Session 3      |   What we do in the first meetings - screening and assessment |
| 12:15 - 13:15  | The case management process  
| Session 4      |   Holistic case planning, intervention and review |
| 14:15 - 15:30  | The case management process  
<p>| Session 5      |   Exploring all options and working towards case resolution |
| 16:00 - 17:00  | Sharing ideas on difficult cases |
| Session 6      | |
| 17:00 - 17:15  | Wrap up |</p>
<table>
<thead>
<tr>
<th>TIME / SESSION</th>
<th>DAY 2 - THEME</th>
</tr>
</thead>
<tbody>
<tr>
<td>09:00 - 09:15</td>
<td>Intro and recap</td>
</tr>
<tr>
<td>9:15 - 10:15</td>
<td>Setting up a case management pilot/programme</td>
</tr>
<tr>
<td>10:15 - 11:00</td>
<td>Sharing evaluation findings</td>
</tr>
<tr>
<td>11:15 - 11:35</td>
<td>Update on EU-level advocacy – where are we on our ToC?</td>
</tr>
<tr>
<td>11:35 - 12:30</td>
<td>Working with authorities and “advocacy through doing”</td>
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<tr>
<td>12:30 - 13:15</td>
<td>Talking about case management: focus on Cyprus</td>
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<tr>
<td>14:15 - 15:00</td>
<td>Talking about case management: elevator pitch</td>
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<tr>
<td>15:00 - 15:45</td>
<td>Troubleshooting on case management – outstanding challenges and how can the Network support the pilots going forward?</td>
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<tr>
<td>15:00 - 15:45</td>
<td>Producing nationally tailored tools on case management</td>
</tr>
<tr>
<td>16:00 - 16:20</td>
<td>Feedback from groups in plenary</td>
</tr>
<tr>
<td>16:20 - 17:00</td>
<td>Recap and Final remarks:</td>
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<tr>
<td></td>
<td>- Reflection and opportunities for future collaboration</td>
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<td></td>
<td>- Recap and action points</td>
</tr>
</tbody>
</table>
9.2 Annex II – List of participating organisations

**ORGANISATION LIST**

Caritas Bulgaria
Center for Legal Aid – Voice in Bulgaria (CLA)
Coalizione Italiana per le Libertà e i Diritti civili (CILD)
Council of Europe
Cyprus Refugee Council
Human Rights 360
International Detention Coalition (IDC)
OSCE Office for Democratic Institutions and Human Rights (ODIHR)
Platform for International Cooperation on Undocumented Migrants (PICUM)
Progetto Diritti
Association for Legal Intervention (Stowarzyszenie Interwencji Prawnej - SIP)
Stichting Noodopvang Dakloze Vreemdelingen Utrecht (SNDVU)