

# Developing a Strategic Approach to Integration in Wales:

A practical resource for Local Authorities and their partners in Wales

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This resource for Local Authorities was initially prepared for an International Learning Exchange Conference, 'Migration in Wales: Developing Local Strategic Frameworks on Integration', held in Cardiff Bay on 20 June 2016. The conference was part of a joint project between the Welsh Refugee Council and the Centre on Migration, Policy and Society at the University of Oxford, [\*Migration Services in Wales\*](#). For a report on the conference and links to presentations visit the [Global Exchange website](#) and the [Welsh Refugee Council website](#).

*“European countries share the common, pressing need to get integration right.*

*Migrants are not a threat, but an opportunity. European countries should face up to the challenge of successful integration and see it as a long-term investment in their stable and secure future.”*

Nils Muižnieks, Council of Europe Commissioner for Human Rights

[Press release - CommDH018\(2016\)](#) 31 May 2016

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## Introduction

This resource has been prepared to assist local authorities and their partner organisations to consider how to welcome and foster the integration of new migrants in Wales.<sup>1</sup> It is relevant to those working directly with migrants but also aimed at those whose areas of work are affected by the changing picture of diversity in Wales and which, in turn, impacts on migrants living in their area. It cannot be comprehensive but raises key issues to be considered and provides links to further information and resources. The briefing clarifies what is meant by 'integration' processes and what an integration strategy might seek to achieve. It points to examples from European cities that Welsh authorities may wish to draw on when developing their own approach.

By migrants we refer (except where otherwise stated) to those born abroad who come to live in Wales on a temporary or permanent basis, whether labour or family migrants, for instance, mobile EU citizens, refugees or international students.

The resource begins with an overview of the changing picture of diversity in Wales and the information provided is framed within the distinctive Welsh context and reflects Welsh law and policy. An overview of the EU and UK policy context on integration is also provided.

A range of areas of local practice of importance to successful integration outcomes are identified with practical commentary: the provision of information, effective communication and engagement, employment, health, housing, community safety, violence against women and girls, children and young people, education, and refugee resettlement. The briefing explores methods through which local authorities can measure progress, includes a checklist of questions to consider in developing a strategic approach, and offers suggestions on how to overcome common challenges.

### Migration Services in Wales

This resource is provided under the auspices of the Migration Services in Wales project, delivered by the Welsh Refugee Council in partnership with the Centre on Migration, Policy and Society (COMPAS) and The Migration Observatory at the University of Oxford. It is complimented by a series of products providing information on migration policy and practice in Wales. This includes ten Legal and Policy Briefings designed to address stakeholders' information needs as identified in a Wales-wide consultation process (March 2015-October 2015). These briefings will be useful to local authorities in understanding the legal and policy framework affecting migrants in a range of policy areas critical to migrant integration. Each briefing contains detailed information regarding the rights and entitlements of migrants in Wales and the duties and role of statutory authorities and voluntary sector organisations. They are referenced throughout this briefing and are

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<sup>1</sup> The text will be revised to reflect the learning from the conference and the final version made available on the websites of the Centre on Migration, Policy and Society and of the Welsh Refugee Council.

available online on the Migration Services in Wales webpage at

<http://www.welshrefugeecouncil.org/migration-information/legal-briefings>

- [Single adult migrants: Destitution, safeguarding and services under the Social Services and Well-being \(Wales\) Act 2014](#)
- [The Employment Rights of Migrants in the Welsh Labour Market](#)
- [Human Trafficking, Modern Slavery and the National Referral Mechanism in Wales](#)
- [Access to Healthcare for Migrants in Wales](#)
- [Migrants' Entitlements to Welfare Benefits in Wales](#)
- [Children and families: Destitution, safeguarding and services under the Children Act 1989 \(up to April 2016\) and Social Services and Well-being \(Wales\) Act 2014 \(from April 2016\)](#)
- The Legal Framework and Options Available to Migrant Women and Girls in Wales subject to Violence (To be published July 2016)
- Access to education services for migrants in Wales (To be published August 2016)
- Local authority services for migrant care leavers in Wales (To be published September 2016)
- Local authority services for separated migrant children in Wales (To be published October 2016)

The Migration Services in Wales project has also produced three Migration Trends Reports providing analysis of existing data on the changing demographic of Wales, useful to local authorities in developing an understanding of their area's local demography, and available online at on the Migration Services in Wales webpage at

<http://www.welshrefugeecouncil.org/migration-information/trends-reports>.

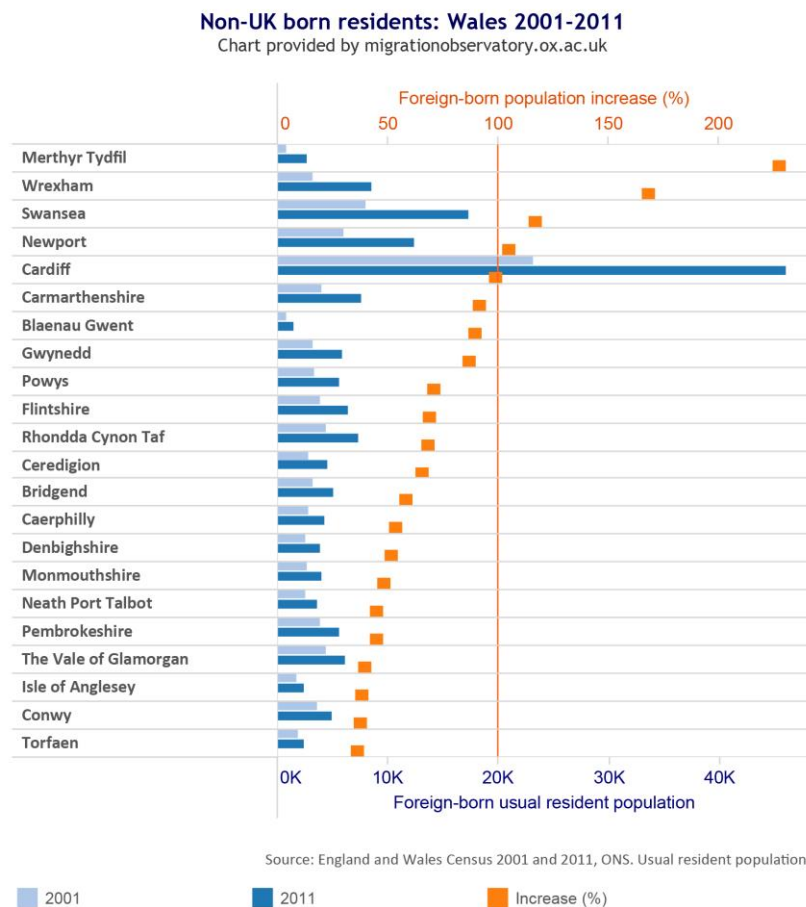
- [Migrants in the Welsh Labour Market](#) - provides an overview of the key characteristics and labour market outcomes of working age migrants in the Welsh labour market. The discussion begins with a summary of the main demographics of non-UK born and non-UK nationals who live in Wales and continues with an analysis of data on employment, earnings, occupations and industries.
- [Migrant Households in Wales](#) - provides an overview of non-UK born households in Wales, with an emphasis on local area variations as well as national comparisons with migrant households in England.
- [Migration Flows and Population Trends](#) - provides an overview of migration flows and population trends in Wales over time, with an emphasis on local area variations as well as national comparisons with England.

## **The changing picture of diversity in Wales**

Understanding population change within communities supports the effective and responsive planning of local services.

Population projections for Wales indicate an aging population with the total number of people aged 65 and over projected to increase by 292,000 (44%) between 2014-2039.<sup>2</sup> Net out-migration of young people and low birth rates coupled with a high net inflow of older and retired people is expected to have significant implications for several local economies<sup>3</sup> including those of Blaenau Gwent, Conwy and Powys.<sup>4</sup> Estimates based on population projections suggest that Wales' changing demographic could result in a 71% increase in demand for residential care for those over 65 years old and a 61% increase in demand for community services by 2030.<sup>5</sup> Wales must navigate the greater pressures on health, social and transport services in these areas but with fewer people of working age to provide these services and with fewer taxpayers to fund them.<sup>6</sup>

Other local authorities show a different picture. Many will see a rise in their overall population and some areas are likely to experience the growth of their working age population as a result of inward migration. Wales saw an overall increase of 82% in its migrant population in the 10 years 2001-2011<sup>7</sup> but the regional distribution of new migrants is not uniform. While the migrant population in Wales has grown in many local authority areas, it is greatest in the cities of Cardiff, Newport, Swansea and Wrexham, as seen in the chart at right.



<sup>2</sup> Office for National Statistics, National Population Projections, [2014-based Projections](#).

<sup>3</sup> Wales Rural Observatory, [‘Population Change in Rural Wales: Social and Cultural Impacts’](#).

<sup>4</sup> Public Health Wales Observatory, [‘Population Estimates and Projections’](#), and [‘Health needs assessment support 2010’](#).

<sup>5</sup> Wales Public Services 2025, [‘Future Pressures on Welsh Public Services: Financial, demand and other cost pressures to 2025 and a review of potential responses’](#), p.18-19.

<sup>6</sup> Johnathan Baxter & Stephen Boyce, [‘Key Issues for the Fourth Assembly’](#), [‘The Aging Population in Wales’](#).

<sup>7</sup> The Migration Observatory, [‘Changes to the migrant population of Wales 2001-2011’](#), 2014.

Cardiff is home to approximately 27.4% of the migrants in Wales and it is expected that high levels of inward migration to the area, along with those of Swansea and Newport, will contribute to sustained population growth.<sup>8</sup> This change can promote economic growth but also brings challenges for fostering the integration of newcomers, maintaining community cohesion and the sustainability of public services and local housing provision.<sup>9</sup>

In 2014, inflows of non-British nationals arriving into Wales generated a positive net migration balance of around 19,000 foreign nationals.<sup>10</sup> Migrants in Wales constitute diverse groups from a range of backgrounds including:

- **Asylum seekers living in one of Wales' four asylum dispersal clusters in Cardiff, Newport, Swansea and Wrexham.** In December 2015 there were 2,856 people seeking asylum in Wales, mainly from Eritrea, Iran, Pakistan, Sudan and Syria.<sup>11</sup>
- **International students enrolled at Welsh universities in cities and towns such as Aberystwyth, Bangor, Cardiff and Swansea.** In the academic year 2013-14, there were 25,000 international students from 145 countries studying in Wales, a total of 19% of the student population.<sup>12</sup>
- **Migrant workers engaged in both high and low-skilled work.** The number and population share of working age non-UK born residents in Wales has increased in the past decade from 89,000 in the mid-2000s to 149,000 in 2015 (5% of the working age population in mid-2000s to 8% in 2015).<sup>13</sup> There are also notable trends for some of Wales' rural communities, with migration from Poland accounting for over three-quarters of A8 migrant worker<sup>14</sup> registrations in rural Wales and the South Wales Valleys.<sup>15</sup>
- Refugees who have arrived into Wales through resettlement schemes or have received a positive decision on their asylum application. Recently, local authorities in Wales have joined the Syrian Resettlement Programme meaning that refugees are settling in new areas that were not a part of the existing asylum dispersal system. The total number of people with refugee status currently living in Wales is unknown.

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<sup>8</sup> Welsh Government, Statistics for Wales, '[Local Authority Population Projections for Wales, 2011-based: Variant projections- Revised](#)', December 2013.

<sup>9</sup> Heaven Crawley, Centre for Migration Policy Research, Swansea University, '[Demographics and the changing face of Wales](#)'.

<sup>10</sup> IPS Long-Term International Migration of non-British nationals to Wales, number of inflows/outflows/balance, 2000-2014 - [Figure 4](#).

<sup>11</sup> Home Office Migration Statistics, [Quarter 4 2015](#).

<sup>12</sup> Universities Wales, '[International Students](#)'.

<sup>13</sup> Migration Services in Wales, '[Migrants in the Welsh Labour Market](#)'.

<sup>14</sup> The A8 countries are a group of eight of the 10 countries that joined the European Union during its 2004 enlargement: Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia, Slovenia.

<sup>15</sup> Wales Rural Observatory: '[Migrant Workers in Rural Wales and the South Wales Valleys](#)', p.5.



Some migrant groups may not be reflected accurately in demographic data, such as those with irregular immigration status, refugees with both limited and indefinite leave to remain, those without refugee status but with subsidiary protection status, victims of trafficking and family migrants such as spouses and children joining parents. A local authority may wish to explore alternative methods to capture this data as these migrants may have particular service needs.

Migrants can fill skills gaps in the labour market and contribute to local economies by buying goods and services locally.<sup>16</sup> A flow of young migrant workers can also help to boost the total working-age population and offset the challenges of an aging population.<sup>17</sup> The benefits of in-migration can be harnessed through strategic planning at the local level, for instance to facilitate access to education, training and employment, as for other local residents.

### ***Find out more***

The Migration Observatory at the University of Oxford has produced a series of [Migration Trends Reports](#) for the Migration Services in Wales project highlighting dynamic changes in international migration in Wales.

## **What does integration mean?**

We use 'integration' rather than inclusion because it is the term used in European policy debates, and because we can interpret it, as in the [EU Common Basic Principles on Integration](#), to mean 'a dynamic two-way process of mutual accommodation by all immigrants and residents'. It is a process of participation across economic, social, cultural, civil and political spheres of society and can lead to an evolving, shared sense of belonging at the local and national level.<sup>18</sup> This concept of integration is not 'assimilation' - the expectation that migrants will or should distance themselves from the culture and identity of their country of origin; and it is wider than 'good race relations'.

## **What is an integration strategy for?**

The preamble to the Eurocities Charter of Integrating Cities, now adopted by 35 cities, including three signatories from the UK (Belfast, London and Manchester), says:

*"Integration is a two-way process, built on positive engagement by both newcomers and established residents. The process takes in all aspects of life: economic, social,*

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<sup>16</sup> The Migration Observatory, '[The Fiscal Impact of Immigration in the UK](#)', see also; Literature review of the economic evidence on migration commissioned by the Welsh Government: Dustman, C, Frattini, T, Glitz, A, '[The impact of migration: a review of the economic evidence](#)', November 2007.

<sup>17</sup> United Nations, Department of Economic and Social Affairs: Population Division, '[Replacement Migration: Is it a solution to declining and ageing populations?](#)'.

<sup>18</sup> Spencer, S (2011) *The Migration Debate*, chapter 6 'Integration and Citizenship'. Bristol: Policy Press.

*cultural, civic and political, and continues a long time after arrival. Learning and speaking the official language of the city is crucial to this process and is essential to interaction. The greatest challenge we face is polarisation and conflict between newcomers and established residents when integration fails.*

*With a long history of receiving newcomers in European cities, we the Mayors, play a central role in making integration work in cities and shaping national and European integration policies.*

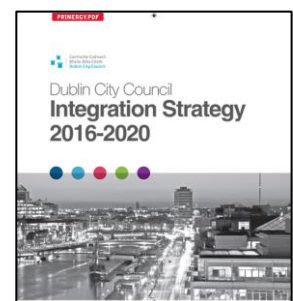
*Our vision of integration is one where all city residents can develop their full potential and have an equal chance of a life in safety and dignity. Cities conceive integration policies within a broader framework of diversity and equality, encompassing ethnic origin and religion, gender, sexual orientation, age and disability, and many have developed dedicated integration strategies”.*<sup>19</sup>

The Eurocities Charter identifies the steps which the authorities agree to take as policy makers, employers, services providers and as buyers of goods and services to foster that process.

The purpose of having a local strategy rather than ad hoc responses by individual services is to have a shared goal across the authority, ensure consistency of approach and in communicating a common narrative, and to deliver joined up services. It ensures that full account is taken of the demographic context, that partner agencies can be engaged in considering the options and their role in delivery, and that measurable deliverables are identified. While a national strategy is needed to ensure that law and policy facilitate integration, it is local authorities that, with their partners, have the greatest capacity to build an inclusive culture and practice that touches on everyday lives.

As a strategy needs to identify aims, the action that will be taken over what timescale, the lead responsibility, partners and how progress will be measured, it should ideally be in a single document and publicly available; but this should not deter authorities which wish to take some action but do not have the capacity to take that comprehensive approach.

Dublin City Council’s Integration Strategy 2016-2020<sup>20</sup> provides an example. Having provided an overview of the profile of migrants in the city, noted the EU Common Basic Principles on Integration as a guiding framework and the overarching responsibility of the national government, it sets out the process of review and consultation through which the strategy has been devised. In this cross-departmental, multi-agency strategy, four priority integration themes are identified:



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<sup>19</sup> [EUROCITIES Charter on Integrating Cities](#).

<sup>20</sup> Dublin City Council, 'Integration Strategy 2016-2020' (forthcoming June 2016).

- Developing Information and Training
- Supporting Inclusive Communities
- Facilitating Language and Education
- Supporting Employment and Business

Under each theme a corresponding action plan is set out with realistic aims, identifying the lead authority or department and NGO partners.

***Find out more***

Integrating Cities has resources including [toolkits on introduction courses for newcomers, cultural diversity, and anti-discrimination policies](#).

Cities of Migration website provides numerous examples of promising practices and has an informative [newsletter](#).

Many continental European cities have published summaries of their Integration strategies in English. See [Barcelona](#); [Copenhagen](#); [Geneva](#); [Stuttgart](#).

Migration Observatory, '[Policy Primer on Integration Policy in UK](#)'.

How [Dumfries and Galloway](#), and [Glasgow City](#), used the COSLA Migration Toolkit to develop its approach.

Further examples in Gebhardt, D, '[Building Inclusive Cities: Challenges in the Multilevel Governance of Immigrant Integration in Europe](#)'.

## First steps: checklist of questions to consider in developing a strategic approach

When in the first stages of planning an Integration Strategy, authorities may find it useful to run through this list of questions:

- **Evidence:** What data and information do we have on migrants in our area, and who may come in the future? Do other local organisations have information that would strengthen our evidence base? The sources listed in 'The changing picture of diversity in Wales', above, will be a good place to start this process.
- **Leadership:** Where should leadership be located for a local integration strategy, in the local authority and in the Public Service Board?
- **Partnership:** Who needs to be around the table when we are considering, planning and implementing our new approach?
- **Aims:** What do we want to achieve, what are our specific objectives and which are our immediate priorities?
- **Levers for change:** What needs to change to achieve our objectives, and how do we make that happen? Where can it be delivered through mainstreaming within existing policies and services; where through targeted initiatives; and where through engaging with external agencies and organisations?
- **Mobilising local resources:** Are there local organisations in the private, public and voluntary organisations which have the resources to be our active partners in making the strategy a success?
- **Communication:** How do we communicate what we are trying to achieve as something that will benefit the whole community and in a way that will earn local support?
- **Evaluation:** How can we measure progress in delivery and outcomes so that we can learn and adapt?

## EU and UK legal and policy context

The Lisbon Treaty (2007) provided a legal basis for the EU to ‘provide incentives and support’ for action by Member States to promote the integration of legally resident migrants from outside of the EU. The European Commission had already taken steps to encourage good practice and secured agreement to [Common Basic Principles](#) (2004) on which integration policies should be based. It published an [agenda for their implementation](#) in 2005 and again in 2011, an agenda which emphasised action at the local level, including introduction programmes providing information for those newly arrived; and with a particular focus on participation in employment and in the democratic process, ensuring equal treatment, and multi-level agency cooperation. An [updated policy](#) was published in June 2016. The development of EU policy can be seen on the [European Website on Integration](#); a site which also provides extensive information on policies and practices across European countries, searchable by [topic](#). There is also significant [EU funding for integration](#) projects for which Welsh public and voluntary agencies may be eligible to apply:

### European Website on Integration

### EWSI overview

The screenshot shows the EWSI homepage with several callout boxes highlighting key features:

- Read about the EU's work on integration**: Points to the 'Home' section.
- Discover funding opportunities for integration projects**: Points to the 'Funding >' link in the left sidebar.
- Get in touch with other members of the integration community, including potential project partners**: Points to the 'Members' link in the left sidebar.
- Join online debates about emerging issues in integration**: Points to the 'Forums' link in the left sidebar.
- Read the latest news from a wide range of sources**: Points to the 'LATEST NEWS' section.
- Browse upcoming events on integration and add in yours!**: Points to the 'UPCOMING EVENTS' section.
- See at a glance what documents have just been published in the extensive library**: Points to the 'RECENTLY UPLOADED DOCUMENTS' section.
- See the website in English, French or German**: Points to the language selection dropdown (EU | EN | FR).
- Search directly on external integration websites**: Points to the 'SEARCH' button.
- Browse through the collection of good practices and add your own**: Points to the 'Integration Practices' section.
- Read about the legal, policy and financial context of integration in each EU Member State**: Points to the 'EU country information sheets' section.



In contrast to policy at EU level, there is no UK wide policy on integration of migrants and policy in England is limited. Policy-level thinking on integration has also tended to separate refugee integration from that of other migrants. Scotland has its own [refugee strategy for 2014-2017](#), a comprehensive document covering dispersed asylum seekers, employability and welfare rights, housing, education, health and community issues. COSLA's Migration

Scotland publishes a [Migration Policy Toolkit](#) to help local authorities develop a more strategic response to migration from which sections are referenced throughout this briefing.

An [England refugee integration strategy](#) was published in 2000, updated in 2005. In 2012 the Communities and Local Government Department published, for England, [Creating the Conditions for Integration](#), a slim document which emphasised local responsibility for promoting integration, focusing on migrants' civic contribution, social mobility, and the importance of shared values and experience. In 2015, the Prime Minister launched an internal review of integration in the context of preventing extremism. It has not yet reported.

## Welsh policy context

Although the Welsh Government is not responsible for UK migration policy, through its devolved competencies it is responsible for many of the policies and services in Wales that can support the social and economic integration of migrants, including housing, equalities, social services, education and healthcare. The Welsh Government also has a role in building strong communities and improving understanding and communication between different groups. The areas of policy of the greatest relevance to integration are those on well-being, equality, community cohesion and refugees and asylum. Wales has not yet developed a migration strategy but has a specific approach on refugee and asylum seeker integration as detailed in the Welsh Government's [Refugee and Asylum Seeker Delivery Plan](#).

## Well-being

### Well-being of Future Generations (Wales) Act 2015

- The Well-being of Future Generations (Wales) Act 2015 introduces seven national well-being goals which are designed to improve the social, economic, environmental and cultural well-being of Wales. The goals include that of 'a Wales of cohesive communities', defined as the creation of communities that are '*attractive, viable, safe and well-connected*' and 'a more equal Wales', defined as '*a society that enables people to fulfil their potential no matter what their background or circumstances (including their socio economic background and circumstances)*'.<sup>21</sup> The Act introduces a duty for listed public bodies<sup>22</sup> to take all reasonable steps to meet their respective well-being objectives and in turn work towards achieving the well-being goals.
- The Act seeks to facilitate an approach focused on long-term thinking, collaboration and the development of measures to prevent certain problems occurring or getting worse. Through its Sustainable Development Principle, it also encourages public bodies to adopt

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<sup>21</sup> Well-being of Future Generations (Wales) Act 2015, Part 2, Sustainable development and well-being duty on public bodies, [Section 4](#).

<sup>22</sup> As detailed in Well-being of Future Generations (Wales) Act 2015, Part 2, [Section 6](#).

ways of working that are rooted in collaboration and involvement to ensure that policies and services remain responsive to localised need.

- The Well-being of Future Generations (Wales) Act 2015 additionally provides for the establishment of Public Service Boards and a collective duty on certain organisations to contribute jointly to improving the economic, social, environmental and cultural well-being of the area.<sup>23</sup> The Public Service Boards each have a duty to assess the state of economic, social, environmental and cultural well-being in their area and consult widely during this process.
- Section 10(1) of the Act places a legal requirement on Welsh Ministers to set a series of national indicators which serve as a mechanism for measuring progress towards the achievement of the well-being goals. Each national indicator must be expressed as a value or characteristic that can be measured quantitatively or qualitatively against a particular outcome. Some of the current national indicators are particularly relevant to identifying and measuring progress in addressing obstacles for migrant communities in accessing services. Local authorities may wish to give particular consideration towards migrant communities in progress towards those which measure, for instance:
  - Percentage who feel able to influence decisions affecting their local area. (23)
  - Percentage of people satisfied with their ability to get to/ access the facilities and services they need. (24)
  - Percentage of people feeling safe at home, walking in the local area, and when travelling. (25)
- Ensuring that people can identify and access the services they need is a key means of integrating people into an area. The Act seeks to create a climate in which local leadership and community partnership is valued as the best means for communities to overcome issues in their local area and community-based solutions to these issues are encouraged. In their responsibilities in respect of all parts of the Act, local authorities will want to consider the implications of issues relating to their migrant population.

***Find out more***

The Welsh Government has produced a comprehensive guide, '[Well-being of Future Generations \(Wales\) Act 2015 - The Essentials](#)'.

The Welsh Government has also produced [non-statutory guidance](#) to assist Public Service Boards in using evidence and analysis effectively in preparing their assessments of local well-being and local well-being plans.

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<sup>23</sup> As detailed in Well-being of Future Generations (Wales) Act 2015, Part 2, [Section 3](#).

## Social Services and Well-being (Wales) Act 2014

- The Social Services and Well-being (Wales) Act 2014<sup>24</sup> has a common emphasis on prevention, collaboration, integration, involvement and a long-term approach. The Act aims to promote equality, improve the quality of services and enhance the provision of information people receive. The aspirations of the Act link strongly to the goal of the Well-being of Future Generations (Wales) Act 2015 to achieve a 'healthier Wales'; a society in which people's physical and mental well-being is maximised.
- The Act brings together social care law for adults and children into a single statute, marking a significant contrast in social care legislation and structure to that of England. Support under the Social Services and Well-being (Wales) Act 2014 is not a 'public fund' so that having No Recourse to Public Funds as a condition of a person's leave to enter or remain in the UK does not exclude people from support under the Act's provisions.

### ***Find out more***

More information on the Social Services and Well-being (Wales) Act 2014 is available on the Care Council for Wales Information and Learning Hub ['Getting in on the Act'](#).

The Migration Services in Wales project have produced two briefings on support available for different types of migrants, explaining the different considerations in assessing eligibility for support for single adult migrants and migrant families under the Social Services and Well-being (Wales) Act 2014:

- ['Single adult migrants: Destitution, safeguarding and services under the Social Services and Well-being \(Wales\) Act 2014'](#)
- ['Children and families: Destitution, safeguarding and services under the Children Act 1989 \(up to April 2016\) and Social Services and Well-being \(Wales\) Act 2014 \(from April 2016\)'](#)

## Equality

The Equality Act 2010<sup>25</sup> introduced for Great Britain a public sector equality duty to ensure that public authorities and those carrying out a public function consider how they can contribute positively to a fairer society by eliminating unlawful discrimination, advancing equality of opportunity and fostering good relations.

The Welsh Government introduced specific equality duties through its Equality Act 2010 (Statutory Duties) (Wales) Regulations 2011. The specific duties are more expansive than those in place in England and place duties on the public sector regarding engagement, equality impact assessments, pay differences, review and equality and employment

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<sup>24</sup> [Social Services and Well-being \(Wales\) Act 2014](#).

<sup>25</sup> See [Equality Act 2010](#).



information. Public authorities in Wales are also required to create Strategic Equality Plans which detail the steps a body is taking to fulfil its specific duties.

Migrants enjoy the same protection from discrimination under the Equality Act 2010 as other residents (except where less favourable treatment, for instance in access to benefits, derives from their particular immigration or residence status). Race discrimination, in particular, includes discrimination on grounds of nationality or national origin<sup>26</sup> but migrants can also need protection on other grounds such as gender and religion or belief, and from all forms of hate crime.

Migrants can be particularly vulnerable to discrimination and research by the Equality and Human Rights Commission has found that migrants are often subject to an intersectionality of different forms of discrimination.<sup>27</sup> Agencies will want to ensure that migrants' experiences are addressed in the steps they take to fulfil the public sector duty in the 2010 Act to advance equality and foster good relations;<sup>28</sup> and the particular Welsh duties, as well as within their monitoring of progress in relation to them.

#### ***Find out more***

Welsh Government, [Equality and diversity](#).

Equality and Human Rights Commission Wales, [Public Sector Equality Duty](#).

EHRC Report, '[The Implications of Being a Migrant in Britain](#)' (2014).

Welsh Government (2011) Programme for Government, [Equality](#).

An example of a continental city focus: [Copenhagen](#).

## **Community cohesion**

- The Welsh Government's [Community Cohesion Delivery Plan 2016-2017](#) aims to reflect the localised approach of the Equality Act and Well-being of Future Generations (Wales) Act. The plan identifies immigration and its impact on communities as a significant factor in community cohesion, addressed under Outcome 4 'Increased evidence and awareness on migration and supporting the inclusion of asylum seekers, refugees and migrants' (pages 8-9).
- The Delivery Plan identifies and prioritises increased understanding of local migration patterns and their implications amongst public bodies and the provision of accurate information for migrants and the communities they live in, as integral aspects of successful cohesion. Key actions are identified as the development of timely briefings on migration patterns and trends to inform local decision-making and the sharing of

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<sup>26</sup> See [Equality Act 2010](#).

<sup>27</sup> [The equality implications of being a migrant in Britain](#).

<sup>28</sup> See [Equality Act 2010](#).

information across policy and service areas. The plan also highlights supporting local authorities through implementation of the Syrian Resettlement Programme (SRP) and Afghan Relocation Scheme including early planning and preparation and communications to avoid and address any community tensions that may arise.

- The Delivery Plan also sets out how eight Community Cohesion Co-ordinators will be funded to deliver the outcomes identified within the Delivery Plan and to support local authorities to drive forward this work across Wales. The pan-Wales approach seeks to build cohesion through local and regional approaches and ensure consistent all-Wales outcomes are achieved.

*'The first year after arrival in a new community is fundamental to refugees' capacity to reconstruct their lives. In addition to the functional building blocks of integration – such as housing, language-learning and so on – successful integration means enabling refugees to have direct connections and encounters with citizens, and participate in community, cultural and leisure activities. Too often policies and programmes do not acknowledge this aspect of integration, thwarting positive energy and leaving refugees powerless to direct their lives and futures.'* (SHARE Network 2015:14).<sup>29</sup>

#### **Find out more**

Further information on related issues can be found on the Welsh Government's [community cohesion website page](#).

The '[National Community Cohesion Delivery Plan Progress Report 2015](#)' provides information on progress towards the Delivery Plan to date and information on a range of migrant integration initiatives across different Welsh local authorities.

See the implications of the '[principle of positive interaction](#)' underpinning Barcelona's approach (pages 6 and 23).

## **Refugee and Asylum Seeker Delivery Plan**

The latest Refugee and Asylum Seeker Delivery Plan (2016)<sup>30</sup> also aims to follow the principles of the Well-being of Future Generations (Wales) Act 2016 and aligns with the Welsh Government's Strategic Equality policy. The Plan details collaborative actions in a range of areas including housing, health and social care and employment to enable asylum seekers and refugees to contribute to the economic, social and cultural life of Wales.

#### **Find out more**

Welsh Government, '[Refugee and Asylum Seeker Delivery Plan](#)'.

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<sup>29</sup> [Building a resettlement network of European cities and regions: Experiences of the SHARE Network 2012-2015](#).

<sup>30</sup> Welsh Government, '[Refugee and asylum seeker delivery plan](#)', March 2016.

## Key areas of local practice

### Provision of information and advice

A key role many local authorities play is provision of information, signposting to services, and advice, to those who have newly arrived to live in the area. In other parts of Europe some cities have welcome centres or programmes<sup>31</sup> for new arrivals providing practical information and signposting, some with civic introduction programmes. One-to-one contact with newcomers helps the local authority to be aware of and address any integration challenges they face after arrival.

New migrants in Wales may have received a welcome pack from the Welsh Government, [A welcome guide to Wales](#) (2015). They also need local information to enable them to access services (such as transport, GP surgeries and advice agencies) and to enable them to follow local norms of behaviour (such as putting out rubbish in the correct form on the right day). Local authorities can ensure that they, or other local organisations, provide factual local information that all new residents need.

#### ***Find out more***

See '[New to Belfast: A guide to support services](#)', published by Belfast City Council in 2015.

See the [infochat](#) service provided by Helsinki city council.

Barka UK operates a free information and confidentiality telephone line for people from Central and Eastern Europe. Barka UK's free telephone line number is open from 9am - 4pm (Mon, Tue, Wed). The service is provided in Polish, Russian, Romanian and English. Free number 0800 171 2926.

### Effective communication and engagement

Rapid population change in an area can lead to tensions. They may be based on a range of real or perceived causes including pressure on jobs, housing and services, misunderstandings on the part of newcomers on what is expected of them, or lack of information among existing residents about the people who have come to live among them. A range of approaches are needed to address these concerns.

There may be particular trigger points that become the focus of concern which local authorities and their partners need to resolve. It may be a matter that requires action, such as dealing with issues arising from over-crowding in rented properties; that can be addressed by the provision of information<sup>32</sup> which changes behaviour or resolves

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<sup>31</sup> Gebhardt, D, '[Building Inclusive Cities: Challenges in the Multilevel Governance of Immigrant Integration in Europe](#)'.

<sup>32</sup> See the [Welcome Pack](#) produced by Ballymoney, Coleraine and Moyles Council in Northern Ireland providing information to new migrants on a range of local council services including refuse collection and disposal, emergency services and where to find advice and support to address tensions between communities.

misunderstandings; or benefits from mediation between neighbours.<sup>33</sup> Where there are negative rumours and stereotypes, local authorities may find it helpful to consider an anti-rumour campaign, engaging local partners in its delivery, as Barcelona has done and on which guidance has been provided.<sup>34</sup> A review of local authority practices in building positive narratives and other forms of communication in six EU countries including the UK ('AMICALL') also produced a range of examples and guidance, referenced below. Key findings were that developing a consistent and directed message along with having designated officers leading strong internal coordination within administrations supported the deployment of more effective communication strategies.<sup>35</sup>

### ***Find out more***

The COSLA Strategic Migration Partnership's '[Migration Policy Toolkit](#)' provides examples of good practice in promoting positive attitudes towards migrants in Scotland.

The Council of Europe Intercultural Cities Programme [webpage on communication and anti-rumour strategies](#) provides a range of good practice examples in relation to breaking down stereotypes and discouraging discrimination.

Cities of Migration's [Living Together](#) collection details a range of local practices to support interaction and intercultural dialogue.

### **Engagement**

The challenge of engaging with residents in areas where there are high levels of diversity or transient populations, such as asylum dispersal areas, has been observed in an evaluation of the STAR cluster<sup>36</sup> of the Welsh Government's Communities First programme.<sup>37</sup> It raises concern that the voices of migrant groups may go unheard in community-based initiatives to tailor local services to the population's needs and therefore valuable opportunities to promote integration may be missed. Migrant communities may feel that mainstream decision-making processes are inaccessible.

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<sup>33</sup> Peterborough New Link Asylum and Migration Service established a 'Migrant Mentoring' scheme and provided mediation training to bilingual residents in order to deliver a free mediation service to the area. Contact Gosia Lasota, [gosia.lasota@peterborough.gov.uk](mailto:gosia.lasota@peterborough.gov.uk), for more information.

<sup>34</sup> Technical Secretariat of the Barcelona Interculturality Plan, '[Practical guide for anti-rumour officers: How to combat rumours and stereotypes about cultural diversity in Barcelona](#)'.

<sup>35</sup> Collett E, Gidley, B, '[Attitudes to Migrants, Communication and Local Leadership](#)' (AMICALL), Final Transnational Report, September 2012.

<sup>36</sup> Contact the STAR Cluster's CIP Manager, Amanda Jones, for more information on the local approaches being developed to improve levels of migrant engagement. See also; [Welsh Government \(2011\)](#).

<sup>37</sup> The Welsh Government's [Communities First \(CF\) programme](#) is a community-focused programme that aims to tackle poverty in the most deprived areas and provides funding for Lead Delivery Bodies within local authority areas ('Communities First Clusters') to narrow the economic, education, skills and health gaps between Wales' most affluent and most deprived areas.

## Key considerations for effective engagement with migrant communities

The Welsh Government's report 'Communities First: engagement with Black and Minority Ethnic Groups'<sup>38</sup> identified a range of methods to promote, encourage and facilitate the engagement of underrepresented communities including transient and settled migrant communities:

- **Engagement with all migrant residents in a local area rather than only regular service users:** migrant communities are heterogeneous and will demonstrate different levels of engagement which may fluctuate over time. Reliance on community 'representatives' will often not be sufficient to understand diverse views on local services. It will be useful to review key figures in local communities and the different networks to ensure that these contacts remain representative of the diversity of the local area. Effective publicity to ensure people are aware of the opportunity to engage is essential to achieving a broad range of representation. Alongside posters and a digital presence including information in other languages, the importance of oral communication should also not be underestimated.
- **Effective motivation strategies to increase engagement:** new arrivals may see engagement as a means to meet new people and socialise, learn more about Wales and the UK, practice their English and/or Welsh skills and build their understanding of local cultural norms and an opportunity to interact with other members of the community in a 'neutral space'. Particular obstacles faced may include: a lack of confidence in their English or Welsh skills; not understanding the role or purpose of services very different to those of their country of origin and limited understanding of the Welsh and UK systems; psychological, cultural and institutional barriers, and personal circumstances that make it practically difficult to engage. Providing engagement events in more familiar settings, such as schools, mosques and frequented restaurants, will help to access those who may not typically participate in community engagement programmes.
- **Sustaining engagement:** the process of engagement is non-linear, with residents demonstrating different levels of service-engagement over time. Residents may disengage with services for a variety of reasons including a change in their employment status, the arrival of a new child or health issues. Effective engagement will help to sustain momentum over the longer-term. It may be useful to maintain contact with service users through the use of a mailing list, social media or text-messaging service to keep residents informed of opportunities for engagement and changes to services in their area. Providing accessible and measurable progress reports against set indicators, such as the national indicators of the Well-being of Future Generations Act 2015, will help motivate sustained engagement if communities are able to see the positive impact of their participation.

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<sup>38</sup> Welsh government, [Communities First engagement with Black and Minority Ethnic groups](#).

- **Avoiding dependence:** effective engagement calls for a balance in which residents are engaged in effective 'pathways of services' without reliance on community-based programmes to engage a migrant voice. The engagement process should strive to empower all residents within the local community to develop resilience and leadership. Providing opportunities to gain work experience and accredited training for participants can also help to incentivise engagement and build capacity within communities.
- **Develop, facilitate and maintain positive partnerships:** coordinating regular training and events for the whole community can help to identify new organisations, maintain relationships with current partner organisation and promote networking and signposting. Seeking feedback from individual partner organisations and meetings to review progress will also help to improve engagement practices, promote transparency and build positive working relationships. Events which encourage positive perceptions of the impact of diversity, such as Merthyr Tydfil's '[Global Village](#)' festival,<sup>39</sup> may also help to promote engagement with and between communities.

#### **Find out more**

The Welsh Government has produced a series of resources and guidance on developing an effective [Communities First programme](#).

Birmingham Race Action Partnership (2010), '[Engaging People: Guide for Improving the Involvement of Black and Minority Ethnic People in Engagement Activities](#)'.

EUROCITIES, '[Integrating Cities Toolkit: Engagement of migrant communities in local policy making processes and political participation](#)' and '[Integrating Cities Toolkit: Making participation effective](#)'.

## **Employment**

The Home Office determines which groups of migrants and under what conditions migrants have a 'right to work' in the UK. In 2015, 8% of those in employment in Wales were born outside of the UK, a proportion that has increased significantly in recent years. Around 22% were in professional jobs and 19% in 'elementary occupations' (such as farm workers and cleaners) and 12% in caring and other service jobs. A large proportion of these jobs (35%) were in public administration, education and the health sectors, while 20% were in distribution, hotels and restaurants.<sup>40</sup>

The Migration Services in Wales project has produced a Legal and Policy Briefing '[The Employment Rights of Migrants in the Welsh Labour Market](#)' outlining the employment rights of migrants in the Welsh labour market including their employment status and eligibility to work, statutory employment rights and protections at work. The Migration

<sup>39</sup> [Merthyr Tydfil Global Village Festival](#).

<sup>40</sup> See: Migration Services in Wales project's Migration Trends Report on '[Migrants in the Welsh Labour Market](#)'.

Services in Wales project's Migration Trends Report on '[Migrants in the Welsh Labour Market](#)' provides analysis of quantitative data on migrants in the Welsh labour market which will be useful for local authorities in identifying the occupational status of migrants in their area.

Challenges migrants face in relation to employment in Wales include lack of English and Welsh language skills; job related services that are ill-adjusted to their particular needs; employers who do not observe employment and health and safety standards in relation to migrant labour; wages paid at or below the minimum wage; being treated less favourably than non-migrant workers and facing hostile attitudes in some workplaces. Refugees in particular face high levels of under and unemployment, despite qualifications and work experience in their country of origin. Additional barriers that migrants face include non-recognition of their qualifications and lack of references,<sup>41</sup> leading to higher levels of underemployment and overrepresentation in unskilled jobs.<sup>42</sup>

Local authorities are likely to be one of the largest employers in their area and will want to look first to their own recruitment policies to ensure that their approach is sensitive to the particular barriers that migrants can face in securing employment, including lack of knowledge of opportunities available.<sup>43</sup> Authorities may want to maintain regular communication with employers who provide integration support to migrants they employ in relation to issues such as accommodation, language and child care (see: Northern Ireland [Business in the Community's Charter](#) for employers on good practice in integration in and beyond the workplace. Local agencies can ensure that migrants have information on their rights at work, and know whom to approach for advice if those rights are not respected. Local authorities will want to know that there is a local agency which has that capacity, has access to staff with language skills, and is well known at community level. In some cases, as with formal recognition of qualifications, they may need to be referred to a national agency: the [UK National Recognition Information Centre](#). Organisations such as Job Centre Plus Wales, Careers Wales and the Health and Safety Executive have a particularly important role in ensuring migrants know about the services they can offer.

### ***Find out more***

Migration Observatory, '[Migrants in the Welsh Labour Market](#)'.

Sonia Mackay (2016) Legal and Policy Briefing, '[The Employment Rights of Migrants in the Welsh Labour Market](#)'. Welsh Refugee Council/COMPAS.

WLGA, '[Briefing on migrant employment in Wales](#)'.

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<sup>41</sup> International Organisation for Migration (ICM), '[Recognition of Qualifications and Competences of Migrants](#)'.

<sup>42</sup> Equality of Opportunity Committee, '[Issues affecting migrant workers in Wales, their families and the communities in which they live and work](#)', November 2008, p.10.

<sup>43</sup> Sarah Spencer (2008), '[Equality and Diversity in Jobs and Services: City Policies for Migrants in Europe](#)'.

Migration Scotland Policy Toolkit – [Employment](#).

National Assembly of Wales Equality of Opportunity Committee (2008) '[Issues affecting migrant workers in Wales, their families and the communities in which they live and work](#)'.

Sarah Spencer (2008), '[Equality and Diversity in Jobs and Services: City Policies for Migrants in Europe](#)'.

## Health

The growing size and diversity of the Welsh population has implications for planning and delivering health services and meeting health needs. There is a lack of evidence detailing migrants' use of health services, as immigration status is not usually recorded when these services are provided.<sup>44</sup> There is evidence that some groups of migrants have particular health needs, such as asylum seekers and refugees who may have experienced trauma.<sup>45</sup> Like other groups of migrants, their needs are diverse and the extent to which they enjoy good health will vary. Research has provided evidence that migrant workers will not rely heavily on health services as they are relatively young, healthy and in employment<sup>46</sup>.

The organisation of health services is different in each nation of the UK so migrants need information on how to access the differing health, dental and optical services available and on whether there are restrictions on their entitlement to do so or payment is required. Health is a devolved area of law and the Welsh Government develops and implements policy in this area for Wales. Restrictions on entitlements in relation to health care may nevertheless derive from UK immigration law and policy. This can create formal obstacles to treatment and access to health care services for some migrants. Additionally, some migrants will face barriers in accessing the healthcare services that they need due to confusion around their entitlement, inadequate provision of information for new migrants, a lack of translation and interpretation services and concerns that front line health care providers may not demonstrate cultural sensitivity to their health concerns<sup>47</sup>. They may also need interpretation or translation support. Research has found that many migrants who have been refused asylum and who are destitute are often unaware of their entitlement to free primary and secondary health care and are anxious about contact with the authorities and therefore do not access health services<sup>48</sup>, demonstrating the importance of providing accessible health information, particularly for new arrivals.

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<sup>44</sup> Wales Strategic Migration Partnership, Heaven Crawley, Centre for Migration Policy Research (CMPR), Swansea University for the Wales Strategic Migration Partnership, '[Migration and Health in Wales](#)', p. 2.

<sup>45</sup> The Migration Observatory, [Migrants impacts on public services: no systematic data and analysis](#).

<sup>46</sup> Kelly, R., Morrell, G. and Sriskandarajah, D. (2005) [Migration and Health in the UK](#), London: IPPR.

<sup>47</sup> Migration Observatory (2011) [Health of Migrants in the UK: What We Know](#), Oxford: COMPAS.

<sup>48</sup> Crawley, H., Hemmings, J. and Price, N. (2011), [Coping with Destitution: Survival and Livelihood Strategies of Refused Asylum seekers Living in the UK](#), Oxford: Oxfam.



Through its Refugee and Asylum Seeker Delivery Plan,<sup>49</sup> the Welsh Government seeks to ensure that asylum seekers and refugees are treated with dignity and respect in a public health context. It is important to note that these groups are entitled to the same health services as the resident population. The Welsh Government funded 'Dynamix' to deliver a project that includes education initiatives for professionals working in social services and health services to understand asylum seekers and refugees' issues and to promote understanding of their own role in preventing discrimination and supporting these groups to access the services they need.

Mental health services are provided by different providers, including the NHS and local authority social services departments and different entitlements and restrictions apply to different migrant groups.<sup>50</sup> During 2016-2017 the Welsh Government will develop guidance on healthcare provision for asylum seekers and refugees including raising awareness amongst NHS Wales and other public service staff on entitlements to access NHS mental health services. The guidance will seek to ensure age appropriate services which are capable of meeting the clinical needs of asylum seekers and refugees. The Welsh Government will also work with organisations that provide support to asylum seekers and refugees to reduce stigma and misconceptions around mental health problems by increasing understanding of mental health issues and raise awareness of the services which are available for those experiencing mental health problems.<sup>51</sup>

#### **Find out more**

For more information on migrants' entitlement to health care services in Wales see the Migration Services in Wales briefing '[Access to Healthcare for Migrants in Wales](#)'.

Also '[Single adult migrants: Destitution, safeguarding and services under the Social Services and Well-being \(Wales\) Act 2014](#)'.

The Wales Strategic Migration Partnership has produced a briefing paper on '[Migration and Health in Wales](#)'.

## **Housing**

Housing has significant implications for broader quality of life and life chances and should therefore be seen as one of the most important aspects of migrant integration. Strategic planning in this area helps to avoid the segregation of migrant communities in which they

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<sup>49</sup> Welsh Government, '[Refugee and Asylum Seeker Delivery Plan](#)'.

<sup>50</sup> See the Migration Services in Wales project's briefings on '[Single adult migrants: Destitution, safeguarding and services under the Social Services and Well-being \(Wales\) Act 2014](#)' and '[Access to Healthcare for Migrants in Wales](#)'.

<sup>51</sup> As outlined in the Refugee and Asylum Seeker Delivery Plan.

are concentrated in particular areas where they are cut off from information, opportunities and infrastructure<sup>52</sup> and experience poor housing conditions.

Changing patterns of international migration to Wales have coincided with significant changes in the housing market. Demand for housing has exceeded supply for many years.<sup>53</sup> Most migrants entering the UK have had restricted access to social housing<sup>54</sup> and are concentrated in the private rented sector. Migrants' lack of entitlement to more affordable social housing and restrictions on their entitlement to public funds, such as housing benefit, can lead to increased instability in their tenure status and vulnerability to inadequate housing conditions.<sup>55</sup> Some private landlords may also overcrowd properties to increase rental income and migrants themselves may choose those properties as a means of reducing their housing costs to an affordable level.<sup>56</sup> The new Renting Homes (Wales) Act 2016<sup>57</sup> introduces a requirement for landlords to issue a written statement of the occupation contract which sets out the rights and responsibilities of landlords and those renting from them. The Act introduces a further duty for landlords to carry out repairs and ensure that the property is fit for human habitation.

Under the Housing (Wales) Act 2014 s.60, Local Authorities have a statutory duty to ensure there is provision of information, advice and assistance services for anyone in its area, or with a local connection to its area, who present to them for assistance, including people who are ineligible for other housing assistance due to their immigration status.<sup>58</sup> With the introduction of Part 2 of the Housing (Wales) Act 2014, homelessness prevention services will be available to all households who are in danger of losing their home within 56 days – even those with no local connection and who do not fit any of the 'priority need' categories.<sup>59</sup>

The Refugee and Asylum Seeker Delivery Plan emphasises the need for new refugees to be able to access 'Move On' services in a timely and appropriate manner. Such services are designed to ensure that new refugees are able to transfer smoothly from Home Office accommodation to mainstream benefits as their Section 4 or Section 95 asylum support ceases following a positive decision on their asylum application. Raising awareness and

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<sup>52</sup> See Council of Europe, Cities for Local Integration Policy, '[Housing and integration of migrants in Europe](#)'.

<sup>53</sup> Welsh Assembly Research Service, '[Key Issues for the Fourth Assembly](#)', '[Is Wales facing a housing crisis?](#)', p.72.

<sup>54</sup> Equality and Human Rights Commission, Jill Rutter and Maria Latorre, '[Social Housing Allocation and Immigrant Communities](#)', P.8.

<sup>55</sup> Migration Services in Wales, [Legal and Policy Briefing - Migrants' Entitlement to Welfare Benefits in Wales](#); Joseph Rowntree Foundation, David Robinson, Kesia Reeve & Rionach Casey, '[The housing pathways of new immigrants](#)'.

<sup>56</sup> Joseph Rowntree Foundation, Sarah Spencer, Martin Ruhs, Bridget Anderson and Ben Rogaly, '[Migrants' lives beyond the workplace: The experiences of Central and East European in the UK](#)', p.40.

<sup>57</sup> [Renting Homes \(Wales\) Act 2016](#).

<sup>58</sup> Housing (Wales) Act 2014 [s.60](#).

<sup>59</sup> Housing (Wales) Act 2014, [Part 2](#).

increasing provision of tenancy support for refugees, along with promoting access to the private sector through bond schemes, are included as further measures to improve access to suitable housing and security of tenure for migrant groups.

Syrian refugees arriving into Wales through the Syrian Resettlement Programme are provided with ongoing tenancy support from designated caseworkers and some local authorities are working in partnership with local Housing Associations or private landlords to identify suitable accommodation for families prior to their arrival in Wales. The SVPRS Toolkit developed by the Wales Strategic Migration Partnership encourages Local Authorities to cross-check the local availability of school places and ESOL provision in sourcing suitable housing.<sup>60</sup>

### **Find out more**

The Wales Strategic Migration Partnership briefing, [‘Migration and Housing in Wales’](#).

Wales Strategic Migration Partnership, [SVPRS Toolkit](#).

The Migration Services in Wales, [‘Legal and Policy Briefing on Migrants’ Entitlements to Welfare Benefits in Wales’](#), includes an overview of migrants’ entitlement to claim public funds in Wales, which include some housing services.

[Housing Rights Information for migrants](#).

## **Community safety**

Population change can cause tension and is not always welcomed by existing communities. This can generate additional demands for those involved in policing and community safety, depending on the numbers and profile of new migrants. The focus in this area should be on providing clear and accessible guidance about UK law to ensure that migrants are well informed of how to keep safe within their communities, know how to report crime when necessary and understand what is considered criminal behaviour in the UK.<sup>61</sup> Recent research has found that there is no correlation between the foreign-born share of the population and levels of violent crime<sup>62</sup> has revealed that migrants are more likely to be the victim of crime than the perpetrator<sup>63</sup> and are also less likely to report being a victim of crime than British nationals.<sup>64</sup>

The Welsh policy framework in this area focuses on the protected characteristics under the Equality Act 2010 and identified groups such as refugees and asylum seekers rather than

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<sup>60</sup> Wales Strategic Migration Partnership, [SVPRS Toolkit](#).

<sup>61</sup> [The equality implications of being a migrant in Britain](#).

<sup>62</sup> Bell, B., F. Fasani and S. Machin. [‘Crime and Immigration: Evidence from Large Immigrant Waves’](#). Review of Economics and Statistics, 2013.

<sup>63</sup> Local Government Association in England, [‘Estimating the scale and impacts of migration at the local level’](#), 2007.

<sup>64</sup> Bell et al. [‘Crime and Immigration: Evidence from Large Immigrant Waves’](#).

implementing measures for migrants more broadly. The Welsh Government has produced *'Tackling Hate Crimes and Incidents: A Framework for Action'* to deliver three objectives on prevention, supporting victims and improving multi-agency working<sup>65</sup> in this area. The Framework details how the Hate Crime Criminal Justice Board<sup>66</sup> will work in partnership with the Community Cohesion Co-ordinators<sup>67</sup> to explore ways to increase data and understanding on migration and consider ways to tackle stigma and negative stereotypes. Another key aim is to increase awareness of hate crimes across refugee and asylum seeker communities, who may face additional obstacles in accessing justice when they are the victim of a crime.

The Welsh Government has also commissioned Victim Support to produce the Official National Hate Crime Report and Support Centre for Wales<sup>68</sup>. The locally based Victim Care Unit makes contact with victims within 48 hours of referral and conducts a needs assessment with the victim to identify what support is required. Support services are allocated to a member of staff within 72 hours of the needs assessment being completed to arrange with the victim how they would like support to be delivered (face to face or by telephone). There is also an anonymous online reporting form for victims.

Recent findings from the All Wales Hate Crime Research Project noted that although it was clear that certain types of migrants, such as refugees and asylum seekers, are severely impacted by hate crime, there is a lack of empirical evidence detailing its prevalence.<sup>69</sup> Effective local strategies in this area will recognise the obstacles some migrants may face in identifying and reporting crime.<sup>70</sup>

Community engagement should lie at the heart of an effective approach to community safety in order to address any pre-existing fears that may exist within migrant communities. Where possible migrants should be included in the planning of development of services in order to bring highly localised problems between and within communities to the attention of the police and partner agencies. Gaining access to and the trust of migrant communities can be challenging, particularly where there is high population churn. See the earlier section on 'Community Engagement and Development' for suggestions to ensure effective engagement. Establishing links with community associations, religious centres and

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<sup>65</sup> [Refugee and Asylum Seeker Delivery Plan](#).

<sup>66</sup> The Hate Crime Criminal Justice Board Cymru is a partnership of statutory and voluntary agencies established to make sure that Criminal Justice agencies (CPS, Probation, Police) are working together to make sure hate crimes are dealt with effectively.

<sup>67</sup> The Community Cohesion Co-ordinators support the delivery of the Community Cohesion National Delivery Plan and support local authorities to drive forward this work across Wales.

<sup>68</sup> [Official National Hate Crime Report and Support Centre for Wales](#).

<sup>69</sup> [All Wales Hate Crime Research Project](#), p. 25.

<sup>70</sup> See eg South Wales Police work in Cardiff's Grange Town and Riverside areas cited as a model of good practice by the National Policing Improvement Agency in their guidance '[Working with new and emerging communities](#)', p. 31.

community leaders can help to overcome this yet may not reach new arrivals who may be some of the most vulnerable if engagement strategies are only aimed at more established groups.

### *Violence against women and girls*

Migrant women and girls face significant barriers to accessing safety and support, therefore increasing their risk of violence and intensifying their experience.<sup>71</sup> Women and girls with an insecure migration status may be dependent on the perpetrator of violence and have no recourse to public funds to access safety, support or legal aid. Migrant women and girls under-report their experiences of violence against women and girls due to additional barriers of language, actual or perceived racism and fear of rejection and shame.<sup>72</sup>

Migrant women and girls are at risk of experiencing all forms of violence against women and girls including sexual violence, sexual exploitation, domestic violence, female genital mutilation (FGM), forced marriage and sexual harassment. One study found that 70% of women seeking asylum in Scotland had experienced physical and/or sexual violence in their lifetime; 38% had experienced intimate partner violence; and 65% reported that their children had witnessed some form of violence.<sup>73</sup>

The Welsh Government legislation Violence Against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015 (VAWDVSV(W)A 15)<sup>74</sup> requires that relevant professionals will be encouraged to 'Ask and Act' (section 15) if they have concerns that a person is experiencing any form of violence against women, domestic abuse or sexual violence. Local professionals working directly with migrant women and girls will play a crucial role to ensure that, where relevant, there is an increase in reporting of her experiences of violence and that action is taken to keep her safe.

VAWDVSV(W)A 15 also requires that local authorities develop and implement a local strategy on Gender-based Violence, domestic violence and sexual violence (sections 5-8). It is critical that the needs of local migrant women and girls are assessed and included within the local strategies. This also creates an important opportunity to engage migrant women and girls in the development and review of the local strategy.

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<sup>71</sup> For an example of research that supports this claim see Sundari Anitha, 'Legislating Gender Inequalities', *Violence Against Women* 17 (2011) 1260.

<sup>72</sup> A Consultation on draft statutory guidance on "Ask and Act" under section 15 of the Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015 and section 60 of the Government of Wales Act 2006 (Welsh Government), page 80-81.

<sup>73</sup> London School of Hygiene & Tropical Medicine and Scottish Refugee Council, '[Asylum seeking women: violence and health](#)'; Women for Refugee Women, '[Refused: the experiences of women denied asylum in the UK](#)'.

<sup>74</sup> [Violence Against Women, Domestic Abuse and Sexual Violence \(Wales\) Act 2015 \(VAWDVSV\(W\)A 15\)](#)

### ***Find out more***

The Migration Observatory briefing, [‘Immigration and Crime: Evidence for the UK and Other Countries’](#).

Sheffield Hallam University, [‘Guidance for Local Authorities in Wales on Community Profiling and Tension Monitoring’](#).

The Wales Strategic Migration Partnership report, [‘Uncharted Territory: Violence against migrant, refugee and asylum-seeking women in Wales’](#) examining specific challenges from gender-based violence within migrant communities.

The Migration Services in Wales project has produced a briefing on ‘The Legal Framework and Options Available to Migrant Women and Girls in Wales subject to Violence’ (to be published July 2016).

## **Children and young people**

Migrant children and young people may arrive with their families or unaccompanied as asylum-seekers or other separated migrant children. Research has shown that young migrants are at greater risk of poverty and social exclusion than their British counterparts.<sup>75</sup> The causes of poverty for child migrants and young people are similar to those facing the UK-born population, but there are some factors that are specific to migrant households, such as language barriers and the severing of support networks.<sup>76</sup> Targeted integration measures for this group are thus particularly important. A lasting and successful integration is best achieved when started at a younger age, so that children and young adults can feel that they are an integral part of society as they transition into adulthood.<sup>77</sup> Migrant youth will be critical to UK’s future workforce and economic prosperity<sup>78</sup> as this population flow can help to ease the cost of an aging population.<sup>79</sup> Early integration helps to ensure that young migrants are able to stay safe in their community and are well equipped to provide a valuable social and economic contribution.

The Rights of Children and Young Persons (Wales) Measure 2011<sup>80</sup> introduced a duty for Welsh Ministers to have due regard to the core principles of the United Nations Convention on the Rights of the Child in the exercise of their functions.<sup>81</sup> The Refugee and Asylum Seeker Delivery Plan sets out that the Welsh Government’s policy commitments for children and young people in Wales are of equal application to all children including young and child

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<sup>75</sup> Eurostat, [People at risk of poverty or social exclusion](#).

<sup>76</sup> Child Poverty Action Group, [‘Migration, migrants and child poverty’](#).

<sup>77</sup> FutureLab Europe, [‘Creating a common European future: Integration of young migrants in Europe’](#), p. 5.

<sup>78</sup> The Migration Observatory, [Young Migrants in the UK Labour Market](#).

<sup>79</sup> Find out more: United Nations, Department of Economic and Social Affairs: Population Division, [‘Replacement Migration: Is it a solution to declining and ageing populations?’](#).

<sup>80</sup> [Rights of Children and Young Persons \(Wales\) Measure 2011](#).

<sup>81</sup> United Nations, Human Rights, Office of the High Commissioner, [Convention on the Rights of the Child](#).

migrants, stating that “*Work will continue to ensure UNCRC derived principles underpin children’s policies and programmes in Wales in the field of asylum and immigration*”.<sup>82</sup>

Although the welfare benefit exclusions as defined under Section 115 of the Immigration and Asylum Act 1999 apply to adult migrants rather than children, these restrictions will affect the access of some migrant families to public funds (‘welfare benefits’) such as Child Benefit and Child Tax Credit. Asylum seekers with No Recourse to Public Funds ‘NRPF’ who have dependent children are eligible for accommodation and financial support provided by the Home Office under Section 95 or Section 4 of the Immigration and Asylum Act 1999 (‘NASS support’). Support under Children Act 1989 and Social Services and Well-being (Wales) Act 2014 is not a public fund and for some migrant children support will be available under the new Social Services and Well-being (Wales) Act 2014,<sup>83</sup> which provides a new framework for social care and brings together social care law for adults and children into a single statute.

For those migrant children and young people arriving to Wales with their family, or re-joining their family after separation, ensuring there are support frameworks for parents will help to support their successful integration. Families moving to Wales with children can be faced with a range of challenges arising from bringing up their children in an unfamiliar culture and accessing services in an unfamiliar language. Migrant families may also need additional support to ensure their children’s’ emotional and psychological needs are met as a result of their experiences in their home country, their journey and reception in the UK and uncertainty regarding their future.

Children and young people who are separated from their families will sometimes generate specific duties for a local authority in which they are resident and can face particular challenges in the absence of a family support network. The total number of asylum applications from unaccompanied children, excluding dependants, made in the UK between October to December 2015 was 1080, an 80% increase from July and September in the previous year.<sup>84</sup> The number of unaccompanied migrant children who are not in the asylum system is not known. Recent research in England has highlighted the diversity of this group in terms of immigration status and a dearth of expertise in statutory and non-statutory agencies to provide assistance to them once they turn 18.<sup>85</sup>

Young people travelling without parents or guardians can also arrive without documents proving their age, which can lead to some being categorised as adult and for migrant adults to be incorrectly classified as children. Accurately determining the age of children and young

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<sup>82</sup> Welsh Government, ‘[Refugee and Asylum Seeker Delivery Plan](#)’, Action Area 4, p. 14.

<sup>83</sup> [Social Services and Well-being \(Wales\) Act 2014](#).

<sup>84</sup> See: [Home Office Migration Statistics](#).

<sup>85</sup> The Children’s Society, ‘[Cut off from Justice: The impact of excluding separated migrant children from legal aid](#)’

people is a difficult area of practice and has led to many legal test cases against local authorities. The implications of the age assessment decision are significant for each individual and great care must be taken to ensure that accurate determinations are made so that the local authority meets its safeguarding duties towards unaccompanied children and avoid the financial implications of incorrectly categorising adults as children. The Wales Strategic Migration Partnership has produced an Age Assessment Toolkit<sup>86</sup> to support the delivery of holistic, multi-agency age assessments for unaccompanied asylum seeking children to improve practice in this area.

Young people who are 'leaving care' may be entitled to a range of services from the local authority up to the age of 25 such as accommodation and help with higher education costs. However, some migrant care leavers may be excluded from this support by Schedule 3 Nationality, Immigration and Asylum Act 2002, including those whose asylum cases have been refused.<sup>87</sup> Young people leaving care are often some of the most vulnerable young people in our society<sup>88</sup> and those without support may be placed in difficult and exploitative circumstances. Their irregular immigration status means they may be afraid to come forward to the police in these situations for fear of being removed from the UK.<sup>89</sup>

#### ***Find out more***

The Wales Strategic Migration Partnership (WSMP) has produced age-assessment guidance '[Safeguarding and Promoting the Welfare of Unaccompanied Asylum Seeking Children and Young People](#)' and in the accompanying '[All Wales Assessment Toolkit](#)'.

The Migration Services in Wales' '[Legal and Policy Briefing on Children and Families](#)' explains the duties of local authority social services departments to migrant children and families, with a focus on safeguarding and destitution support for children and families whose immigration status prohibits them from accessing welfare benefits.

See also the Migration Services in Wales' Legal and Policy Briefings on:

- 'Local authority services for migrant care leavers in Wales' (to be published September 2016)
- 'Local authority services for separated migrant children in Wales' (to be published October 2016)

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<sup>86</sup> Wales Strategic Migration Partnership, [All Wales Age Assessment Toolkit](#).

<sup>87</sup> Refer to the forthcoming Migration Services in Wales Legal and Policy Briefing on Local authority services for migrant care leavers in Wales (to be published September 2016)

<sup>88</sup> Barnardos, '[Still our Children: Care for reforming the leaving care system in England](#)'.

<sup>89</sup> Refugee Children's Consortium, '[Response to the consultation on statutory guidance on children who run away or go missing from home or care](#)'.



## Education

Education is one of the principal services which has needed to adapt to a changing population of children and adults. Education, both in the form of gaining formal qualifications and acquisition of the English language, plays an essential role in preparing child and adult migrants for participation in society and the labour market. Providing the opportunity for their full development has been identified as a critical factor in the future growth and social cohesion of OECD countries, of which the UK is one.<sup>90</sup> Integration strategies should acknowledge the range of education levels and the differing English and Welsh language abilities amongst migrants as this will affect service needs.

Migrants may be highly educated before arrival and have English language skills.<sup>91</sup> Others may seek to access education or training but can lack eligibility to access courses as a condition of their immigration status. Careful planning to recognise and harness the existing skills and qualifications of adult migrants, supplemented by language support and further training and development opportunities will support successful local integration. A key issue for local authorities to consider is accessibility of language classes at a time, quality, place and price that all migrants can afford.

Newcomers may lack familiarity with the Welsh education system and the extent to which local providers are geared up to address the specific needs and requirements of migrants in Wales, a gap that can be addressed in information services (above).

Welsh local authorities have a statutory duty to make available free, quality, part-time early education for all children from the age of three.<sup>92</sup> All children of compulsory schooling age (5 to 16 years old) are entitled to attend primary and secondary school full time and free of charge, irrespective of theirs or their parents' immigration status.<sup>93</sup> For migrants aged over 16, their nationality or immigration status becomes relevant to their entitlement to access further (post-16 non-school education other than higher education) and higher (degree level education and above) education, mainly due to the education institution's ability to access government funding for the learner.<sup>94</sup> Some universities in Wales offer scholarships and fee

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<sup>90</sup> Nusche D, '[OECD Education Working Papers: What Works in Migrant Education? A review of evidence and policy options](#)'.

<sup>91</sup> In 2014, around 9% of recently arrived male foreign-born workers had only completed education up to the age of 16, compared to 18% of all male foreign-born workers and nearly 45% for UK-born men. See: The Migration Observatory, '[Characteristics and Outcomes of Migrants in the UK Labour Market](#)', p.7, Table 1.

<sup>92</sup> This duty arises from Part 5 of the School Standards and Framework Act 1998, with specific provisions for Wales under Part 6 - '[Partnership Arrangements in Wales](#)'. See also: [Building a Brighter Future](#), 2013, p.38.

<sup>93</sup> [S.14 Education Act 1996](#).

<sup>94</sup> Find out more: Coram Children's Legal Centre, Migrant Children's Project Fact Sheet '[Further Education for Migrant Young People](#)', August 2015, and Coram Children's Legal Centre, Migrant Children's Project Fact Sheet, '[Access to higher education for young refugees and migrants](#)'.

waivers for students whose immigration status means that they are not eligible for student finance.<sup>95</sup>

Research on the impact of migration on education has primarily focused on the increase in pupil numbers resulting from migration, the additional demands on schools arising from the needs of some migrant pupils and the effects of pupils' mobility and 'churn' on schools.<sup>96</sup> Anticipating an expanding local population can also mean new school places or that schools with declining populations become sustainable. Research has noted that the impact of migration on schools varies significantly in different areas and whilst there are some reports of over-subscribed schools in some Welsh local authorities (Llanelli, Newport and Wrexham have experienced pressures on some schools in their local area as a result of inward migration),<sup>97</sup> it is noted that many schools are undersubscribed and would benefit from an increase in applications.<sup>98</sup>

Although most migrant children and young people will enjoy similar levels of educational attainment to their UK-born peers,<sup>99</sup> and may help to boost collective attainment within their classes,<sup>100</sup> some migrant children and young people will face particular obstacles in reaching their full potential in school. A range of data sources also suggest that some migrant children struggle to perform as well as their UK-born peers and demonstrate that migrant children who have lower attainment and leave school early are more likely to experience poor long-term integration outcomes.<sup>101</sup>

Securing equal achievement for all children in Welsh schools requires schools to develop tailored support for newly arrived migrant pupils with particular language needs including English as an Additional Language (EAL) support, and devise methods to encourage and support parents to engage actively with the school and their child's education. Some migrant parents may feel unable to support their children in their learning, education and

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<sup>95</sup> A full list of universities offering fee waivers and scholarships to refugees and asylum seekers is available on the [Article 26 website](#).

<sup>96</sup> George A, Meadows P, Metcalf H, Rolfe H, National Institution of Economic and Social Research, '[Impact of Migration on the consumption of education and children's services and the consumption of health services, social care and social services](#)', December 2011.

<sup>97</sup> Welsh Assembly Government (2010) [Measuring the Social Impact of Migration at a Local Authority Level](#), Cardiff, WAG.

<sup>98</sup> Crawley H, Wales Strategic Migration Partnership [Migration and Education in Wales](#) (2014).

<sup>99</sup> Anitha George, Pamela Meadows, Hilary Metcalf and Heather Rolfe, National Institute of Economic and Social Research, '[Impact of migration on the consumption of education and children's services and the consumption of health services, social care and social services](#)'.

<sup>100</sup> Stephen Dillon, COSLA Strategic Migration Partnership and Glasgow City Council EAL Service, '[The Impact of Migrant Children in Glasgow Schools](#)'.

<sup>101</sup> Oliver C, Global Exchange on Migration & Diversity, 'Migrant Parental Engagement in Schools: Review of the Evidence – Information resource for Action for Inclusion in Europe- engaging migrant parents for better outcomes', forthcoming.

career choices<sup>102</sup> but parental engagement has been shown to play a significant role in student achievement, noticeably increasing attainment, engagement and increasing positive behaviours.<sup>103</sup> Creating links with the broader community to help overcome practical obstacles to engagement such as location and timing and will also assist with the establishment of trusting and communicative relationships with parents by using existing social capital in communities.<sup>104</sup> To support the development of such strategies to support parental engagement among migrant families it may be useful to provide additional training for teachers and support staff. Schools may also find they have a role in signposting parents to other local services with which they are unfamiliar, suggesting an opportunity to link with local authorities' role in the provision of information (above).

In the Census of 2011, about 27% of non-UK born people in Wales lived in a household where no one reported English or Welsh as their main language. For adults, classes in English for Speakers of Other Languages (ESOL) may be needed at times and in places accessible to them. Research by the Welsh Assembly Government and NIACE (2009) reported that the effects of access to ESOL provision went beyond increasing a migrant's access to the labour market but also had a significant impact in a range of areas from health outcomes, access to services and opportunities for civic, democratic and community participation.<sup>105</sup> ESOL provision is thus not only vital to ensuring that migrants are able to find employment at a level which reflects their existing skills and experience.<sup>106</sup>

Beyond provision by public sector providers, and support that local libraries may give in facilitating conversational English groups, local authorities may look to encourage employers of migrant workers to contribute to provision. In Welshpool, Merthyr and North Gwynedd, for example, some large employers have organised on-site ESOL provision to support their employees to access classes that fit around their working hours.<sup>107</sup>

### ***Find out more***

The forthcoming Migration Services in Wales Legal and Policy Briefing on Access to education services for migrants in Wales will provide a summary of the rights and entitlements of migrants of all ages to access a range of education services in Wales. Check the Migration Services in Wales [Legal and Policy Briefings](#) section regularly for updates.

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<sup>102</sup> D'Angelo A & Ryan L, *Studia Migracyjne*, nr1, 'Sites of Socialisation- Polish Parents and children in London Schools' (2011).

<sup>103</sup> Oliver C, Global Exchange on Migration & Diversity, 'Migrant Parental Engagement in Schools: Review of the Evidence – Information resource for Action for Inclusion in Europe- engaging migrant parents for better outcomes', forthcoming.

<sup>104</sup> Garcia-Reid P, Hamme Peterson C, Reid R, Education and Urban Society, 'Parent and Teacher Support Among Latino Immigrant Youth: Effects on School Engagement and School Trouble Avoidance', 328-343 2015.

<sup>105</sup> Welsh Assembly Government/ NIACE (2009), '[ESOL in Wales: Learning from the Voluntary Sector](#)'.

<sup>106</sup> Crawley H, Crimes T, Welsh Assembly Government, '[Refugees Living in Wales: A Survey of Skills, Experiences and Barriers to Inclusion](#)'.

<sup>107</sup> Jones L, Lever J, Wales Rural Observatory, '[Migrant Workers in Rural Wales and the South Wales Valleys](#)', p. 32.

Wales Strategic Migration Partnership, [‘Migration and Education in Wales](#), (2014).

Commissioner for Human Rights (2016), [‘Time to get integration right’](#). Issue paper. Chapters 3 (Language and integration courses) and 5 (education).

## Refugee resettlement schemes

Resettlement is the transfer of refugees from an asylum country to another State that has agreed to admit them and ultimately grant them permanent settlement. UNHCR is mandated to undertake resettlement as one of the three durable solutions for refugees worldwide. Refugees arriving to the UK through resettlement schemes may have lived in a refugee camp for many years before arrival and their children may have lived in such camps since birth. Candidates for resettlement to the UK are identified by UNHCR field offices as refugees with pressing humanitarian or security need, who cannot return to their countries of origin or cannot integrate locally. The UK’s Home Office then determines the number of refugees to be accepted under the UK’s different resettlement schemes.

Over the years the UK has had specific resettlement schemes to respond to particular conflict or crisis. In 1996, 4,000 Kosovans were relocated from the Balkans; in 1979, 24,500 Vietnamese were relocated from Vietnam and earlier, in 1972, 27,000 Ugandan Asians<sup>108</sup> were resettled from Uganda. Currently there are six refugee resettlement schemes in operation across the UK:

- The ‘Afghanistan Locally Employed Staff Ex-Gratia Scheme’ was set up in 2013 by the UK Government to offer resettlement to eligible, locally employed staff who have been made redundant as a direct consequence of the UK’s military drawdown from Afghanistan.<sup>109</sup> To date, one local authority in Wales has signed up to this scheme.
- The UK has been resettling an average of around 750 refugees a year since 2004 through the Gateway protection programme. The programme is delivered in partnership with the United Nations High Commissioner for Refugees (UNHCR).<sup>110</sup> There are currently no local authorities in Wales participating in this scheme.
- In 2015 the UK Government committed to scale up the existing Syrian Resettlement Programme<sup>111</sup> (SRP) and has committed to resettling 20,000 Syrian refugees over five years. Syrian refugees under this scheme will be granted five-years humanitarian protection with permission to work and access to public funds. The Welsh Government

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<sup>108</sup> [UK Government set up the Uganda Resettlement Board to resettle 27,000 Asians.](#)

<sup>109</sup> UK Government: Foreign and Commonwealth Office & Ministry of Defence, Guidance: [Afghanistan Locally Employed Staff Ex-Gratia Scheme: further information on eligibility criteria and offer details](#), August 2015.

<sup>110</sup> UK Government: [UKVI Information for organisations working with vulnerable refugees about the Gateway Protection Programme for resettlement in the UK](#), January 2010.

<sup>111</sup> In January 2014 the UK Government established the Syrian Vulnerable Persons Scheme.

is supportive of the programme and all 22 local authorities in Wales have expressed interest in participating in the programme.

- In 2016 the UK Government committed to resettle a number of children at risk, particularly from the Middle East and North Africa (MENA) region.<sup>112</sup> The UK Government will work with the UNHCR to resettle vulnerable children and their families living in the Middle East.
- In 2016 the UK Government launched a pilot study into the development and delivery of community sponsorship schemes in the UK. Community organisations are raising funds for the costs of sponsoring refugees to resettle in the UK.
- In 2016 the UK Government committed to resettle an undefined number of children at risk in Europe, who may include trafficked or unaccompanied children.

It is important to note that a larger proportion of refugees are spontaneous arrivals who must then enter the UK asylum system and may be dispersed to live in Wales while their claim is assessed.

### *Syrian Resettlement Programme (SRP) in Wales*

The development and delivery of the Syrian Resettlement Programme in Wales gives an important example of what a strategic approach to local migrant integration in Wales could start to look like. Local authorities have begun to map out a comprehensive plan to welcome and integrate refugees arriving through the SRP, including the commissioning of local integration services. The Wales Strategic Migration Partnership toolkit on the [SRP](#) includes an action plan for local authorities to develop a multi-agency structure that will engage partners to assess local resources, skills and capacity to deliver the Syrian Resettlement Programme in their local area.

Local authorities in Wales who participate in the SRP are given financial support to cover the costs of post-arrival services. The UK Government contributes to full costs incurred in the first 12 months and tapered funding for the subsequent years up to year 5. A range of post-arrival services can be provided to meet the integration needs of those who have been resettled, including assistance with:

- Registration for and collection of Biometric Residence Permits
- Registration with local schools, and English language and literacy classes
- Attending local Job Centre Plus appointments for help accessing the labour market and welfare benefit assessments
- Registering with a local GP

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<sup>112</sup> [Refugees and Resettlement: Written statement - HCWS687](#).

- Advice around and referral to appropriate health services and to specialist services for victims of torture<sup>113</sup>

The Welsh Local Government Association (WLGA), Home Office, Wales Strategic Migration Partnership, Welsh Government, local authorities in Wales and members of the Welsh Refugee Coalition<sup>114</sup> have been working in partnership to co-ordinate delivery of the SRP. Multi-agency meetings have secured strategic oversight through a Task Force, have developed detailed agreement on the delivery through an Operations Board and relevant sub-groups on communications and Local authority delivery have strengthened a Wales-wide approach to the SRP.

Higher levels of resources have been invested into the integration of a relatively small number of resettled refugees through the SRP. The resources for integration, multi-agency meetings and co-ordinated strategic thinking on the SRP may provide valuable lessons for the development of broader local strategies on migrant integration. Through the development and delivery of the SRP local authorities are assessing, reviewing and changing their infrastructure to respond to the needs of all asylum seekers and refugees. This opens up opportunities for local authorities to develop a more comprehensive approach relating to migrant communities as a whole.

#### ***Find out more***

For information on how to apply for the scheme and the costs and requirements on Local Authorities, email [resettlementgoldcommand@homeoffice.gsi.gov.uk](mailto:resettlementgoldcommand@homeoffice.gsi.gov.uk) or [Anne.hubbard@wlga.gov.uk](mailto:Anne.hubbard@wlga.gov.uk).

Syrian Vulnerable Person Resettlement (VPR), '[Programme Guidance for local authorities and partners](#)', 28 October 2015.

House of Commons Library briefing paper, '[Syrian refugees in the UK](#)', March 2016.

Wales Strategic Migration Partnership SVPRS Toolkit, '[Mobilising Partners and Developing an Action Plan](#)'.

Wales Strategic Migration Partnership, '[Syrian Resettlement Scheme Update](#)', December 2015.

Local Government Association [information on refugees](#).

UNHCR [information on refugee resettlement](#).

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<sup>113</sup> Syrian Resettlement Programme [Statement of Requirements](#).

<sup>114</sup> The Welsh Refugee Coalition is a collective of organisations in Wales who work collaboratively on matters affecting refugees and asylum seekers, for more information contact Siân Sanders, [sian@wrc.wales](mailto:sian@wrc.wales) at the Welsh Refugee Council.

## Measuring outcomes

Having clarified what the aims of the integration strategy are and the steps being taken to deliver those outcomes, the next step is to identify indicators that can be used to measure progress. For each indicator evidence will be needed, which may be from an existing data source or new evidence that local authorities collect. The availability of data has to be taken into account in selecting indicators while ensuring that this choice does not bias priorities ('indicator chasing'). Comparability with other local authorities could be a further consideration. It will need to be clear who is collecting which data and on what time scale. The data needs to be drawn together on a regular basis, analysed, and fed back to those planning and delivering services so that they can learn and act on the findings.

At EU level, debate on the most relevant indicators to use to measure integration led to adoption of the 'Zaragoza' indicators in 2010. They cover employment (e.g. rates of employment and unemployment); educational achievement and language skills; social inclusion (e.g. income, health status); health, active citizenship (e.g. voter turnout and participation in voluntary organisations) and 'welcoming society' (e.g. perceived experiences of discrimination and sense of belonging).<sup>115</sup> A Home Office report in 2004 set out a detailed framework of indicators for refugee integration which, beyond key areas such as employment, housing and education, included social networks, cultural knowledge and rights.<sup>116</sup> Data for many of these indicators may not be available at local authority level but they provide ideas on relevant measures to consider.

### **Find out more**

[Copenhagen's integration monitor.](#)

[Evaluation Support Scotland.](#)

[Eurostat Integration Statistics overview.](#)

Welsh Assembly Government (2010), '[Measuring the Social Impact of Migration at a Local Authority Level](#)', Cardiff: WAG.

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<sup>115</sup> See [report on EU indicators](#) recommending additions including measuring attitudes *towards* migrants. See also [indicators used by OECD](#).

<sup>116</sup> Agar and Strang, '[Indicators of integration: Final Report](#)', Home Office, 2004.

## Challenges and solutions

Local authorities can face many challenges in developing an effective integration strategy. Here are some suggestions on how they may be addressed.

Challenge	Towards a solution
Lack of new resources	<p>Mobilise new sources of support in the private and voluntary sector; organisations and groups that may be willing to contribute but have never been asked</p> <p>Ensure migrants are accessing existing services that meet their needs rather than setting up targeted specialist services</p>
Lack of critical mass of migrants in rural area to justify allocation of staff	Mainstream responsibility into existing staff roles, ensuring access to training and information
Lack of training, data and evidence tailored to Wales	Gap partially filled by Migration Services in Wales project, Wales Strategic Migration Partnership and other sources cited above, but Public Service Boards could identify collective needs and means to address them
Concern that good practice on integration will be a magnet for more migrants to come	If all areas of Wales earn that reputation that concern would not apply. In fact, availability of jobs and existing family members are likely to be more relevant factors. Good practice and the positive outcomes it leads to should be a matter of local pride
Addressing divisive narratives and concerns over increased competition for resources	An approach is needed which addresses actual sources of tensions, increases opportunities for positive engagement, and which communicates a consistent, inclusive narrative; underpinned by factual information which counters (without reinforcing) rumours and negative stereotypes.



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