Agenda – Equality, Local Government and Communities Committee

Meeting Venue:
Committee Room 2 – Senedd
Meeting date: Wednesday, 11 January 2017
Meeting time: 09.00

For further information contact:
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Informal pre-meeting (09.00 – 09.15)

1 Introductions, apologies, substitutions and declarations of interest

2 Inquiry into refugees and asylum seekers in Wales: evidence session 7

(09.15 – 10.00) (Pages 1 – 19)

Dr Mike Chick, University of South Wales

3 Inquiry into refugees and asylum seekers in Wales: evidence session 8

(10.00 – 10.45) (Pages 20 – 29)

Alicja Zalesinska, Director, Tai Pawb

Break (10.45 – 11.00)

4 Inquiry into refugees and asylum seekers in Wales: evidence session 9

(11.00 – 11.45) (Pages 30 – 32)

Canon Aled Edwards, Displaced People in Action

Faruk Ogut, Resettlement Project Co-ordinator, Displaced People in Action

5 Paper(s) to note

Correspondence from the Public Services Ombudsman for Wales in relation to scrutiny of the annual report 2015-16

(Pages 33 - 35)

Correspondence from the Scottish Parliament's Equalities and Human Rights Committee in relation to human rights

(Pages 36 - 43)

Additional information provided by Oxfam in relation to refugees and asylum seekers

(Pages 44 - 54)

Correspondence from the Chair to the Secretary of State for the Home Department in relation to refugees and asylum seekers

(Pages 55 - 57)

Correspondence from the UK Government's Minister for Immigration in relation to refugees and asylum seekers

(Pages 58 - 61)

Additional information provided by the Wales Strategic Migration Partnership in relation to refugees and asylum seekers

(Pages 62 - 168)

Paper 9a: https://www.gov.uk/government/publications/gateway-protection-programme-information-for-organisations/gateway-protection-programme

Additional information provided by the British Psychological Society in relation to refugees and asylum seekers

(Pages 169 - 170)

Correspondence from Cytun in relation to the Welsh Government's consultation on Talk Communities

(Pages 171 - 178)

6 Motion under Standing Order 17.42 (vi) to resolve to exclude the public from the remainder of the meeting

7 Inquiry into refugees and asylum seekers in Wales - consideration of evidence under items 2, 3 and 4

(11.45 - 12.15) (Pages 179 - 466)

Agenda Item 2

Document is Restricted

About me

Dr. Mike Chick Senior Lecturer TESOL, University of South Wales mike.chick@southwales.ac.uk

Firstly, I would like to express my gratitude at being given the opportunity to share some of my experiences and reflections as part of this consultation.

I have been a senior lecturer in ESOL teacher education at the University of South Wales since 2008 and have worked as a volunteer with the Welsh Refugee Council since 2013. I advise on the design and implementation of the suite of ESOL provision that is currently delivered at their offices in Cardiff. With regards to refugees on the SVPRS, I have been working closely with officials from Rhondda Cynon Taff to plan and organise a syllabus of ESOL provision for the six resettled families who began arriving in May 2016. In these capacities, I have met and taught hundreds of refugees and asylum seekers in Wales over the last three years and have observed first-hand the challenges and difficulties they face. Given the above, the suggestions that follow will focus on areas of the action plan that relate to my area of expertise, namely, Higher Education and ESOL provision.

1. The pace and effectiveness of the Welsh Government approach to resettling refugees through the UK Government's Syrian Vulnerable Persons Relocation Scheme (SVPRS)

ESOL Provision

Having worked closely with refugees and asylum seekers who have arrived in Wales through various, often unconventional means, as well as with families on the SVPRS, it is clear that there is now a very obvious "two tier" system in operation. The thorough and detailed responses made by the Welsh Refugee Council and the Welsh Refugee Coalition draw attention to the many outstanding aspects of good integration practice that are features of the SVPRS yet also highlight the risks and drawbacks of limiting the provision, of such a comprehensive resettlement package, to an exclusive cohort of migrants.

As stated in many other responses to this consultation, developing competency in English is crucial to effective integration. Yet despite the "gold standard" support that is provided to those on the SVPRS, there is still alarmingly inadequate ESOL provision in place across Wales. This is a serious drawback. The recent UK government-commissioned review on social integration concluded that language was fundamental to integration of immigrant communities and that further funding should be made available to ESOL (Casey 2016). From the reports included here (e.g. see responses from Swansea and Torfaen) it is obvious that local authorities are struggling to provide full-time ESOL

courses for the resettled Syrians. One of the most frequently recurring requests from the families is their desire to attend far more English classes than at present. FE colleges are often oversubscribed, are unable to place the refugees in a class suitable to their linguistic need or do not provide any provision at all at the level which the families need. The result is, in every case that I have encountered, a patchy ad-hoc provision that relies largely on volunteer teachers. For example, in RCT, ESOL provision for the first four months of the families' arrival was delivered entirely by volunteer language teachers.

Recommendations

- WAG should encourage cooperation between local authorities and FE colleges to ensure that newly arrived refugees are placed in appropriate level classes as soon as possible.
- Few areas in Wales have FE colleges that provide full time ESOL classes at a complete range of learner levels. In these cases, authorities should be provided with guidelines regarding effective ESOL provision. Such guidelines should include information about examinations and qualifications that may be offered as well as advice on teacher qualifications, recommended number of hours of study and so on.
- WAG should ensure that funding be made available in order for the above to be attainable.

2. The effectiveness of the Refugee and Asylum Seeker Delivery Plan

Higher Education

The action plan states that it is a priority to "increase opportunities for asylum seekers to access higher education" (p.16). Working in both the HE and voluntary ESOL sectors, I understand the difficulties and complexities involved in this aim. Nevertheless, there are a number of practical opportunities that should be considered:

Recommendations

- As detailed in the Welsh Refugee Council response (p.7), asylum seekers are still treated as international students and thus are prevented from attending university due to the financial burden. WAG should explore possibility of allowing asylum seekers to be treated as home students – as are those with refugee status.
- Refugees are treated as home students but do not get funding for International Foundation programmes. This is a serious impediment to a large number of refugees and asylum seekers. This is because many refugees possess the academic requirements for entry into university but lack the linguistic requirement. WAG should investigate the possibility of working with universities in order to allow refugees and asylum seekers entry on to International Foundation Programmes and bridging language programmes, where successful completion would be the condition to university entry, without expecting them to pay exorbitant international fees.

ESOL

There is widespread agreement that the development of language competency is key to successful integration, nevertheless, as stated in many responses (e.g. see The Welsh Refugee Coalition report p.7), ESOL provision varies greatly across Wales. A pattern that appears to be replicated in all areas is firstly, the existence of long waiting lists to attend formal, accredited classes delivered at colleges and secondly, a reliance on volunteer organisations to provide survival "drop-in" classes. The action plan states that it is a priority to "improve the flexibility of ESOL provision" (p.16) and to that end, the following recommendations are made:

Recommendations

- In order to prevent refugees and asylum seekers having to wait up to twelve months to access language classes, providers of accredited language courses (e.g. FE colleges) should be supported in increasing the number of entry points throughout the year.

- Organisations delivering drop-in provision should be supported e.g. through funding being made available to increase the sparse provision that is currently offered. Moreover, third-sector organisations could be supported in developing closer cooperation. For example, in working together to assess new arrivals' competency levels and offer bespoke classes with an integrated timetable. In this way, migrants could attend classes in more than one institution and voluntary organisations may work together to offer a greater total number of language classes.

- WAG should encourage closer collaboration between drop-in centres and formal providers in order to facilitate process of enrolment / transition from one centre to another e.g. through workshop visits offering access information etc.

- Access to language classes for women with young children is limited. Organisations such as WRC and Oasis have valuable experience and are trusted by the migrant community. They should be given support to deliver language classes for this vulnerable section of the migrant community.

Conclusion

The SVPRS contains much to commend it with regard to its wide-ranging attempt to provide an effective integration package. Many lessons can be learned from these initial attempts at coordinated integration. As stated in other reports, there are many examples of good practice that should be extended to the way all migrants are treated. However, the ESOL element of the programme is patchy, incomplete and desperately needs support in order that effective, rather emergency, language classes are delivered.

Much can, and should, be done with regards to increasing opportunities for accessing higher education. Granting migrants access to the many language foundation courses offered at Welsh Universities would not be difficult yet would make an enormous difference to the integration of many refugees and their ability to contribute to society.

In order to achieve WAG's aim of more flexible ESOL provision, organisations offering English language classes need to receive support. It is crucial that the number of entry points to formal, full-time courses are expanded (e.g. to three points during the year rather than one). In addition, organisations offering the essential drop-in classes, delivered by qualified, experienced instructors, need to be supported in their aim to deliver a more comprehensive suite of language classes.

promoting equality in housing
hybu cydraddoldeb ym maes tai

supported by

in consultation with Welsh Refugee Coalition

Tai Pawb

Response to the Inquiry into Refugees and Asylum Seekers in Wales conducted by

Equality, Local Government and Communities Committee's,

National Assembly for Wales

November 2016

For further information about this paper please contact:
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Who we are

Tai Pawb (housing for all) is a registered charity and a company limited by guarantee. The organisation's mission is, "To promote equality and social justice in housing in Wales". It operates a membership system which is open to local authorities, registered social landlords, third (voluntary) sector organisations, other housing interests and individuals.

What we do

Tai Pawb works closely with the Welsh Government and other key partners on national housing strategies and key working groups, to ensure that equality is an inherent consideration in national strategic development and implementation. The organisation also provides practical advice and assistance to its members on a range of equality and diversity issues in housing and related services.

Tai Pawb's vision is to be:

The primary driver in the promotion of equality and diversity in housing, leading to the reduction of prejudice and disadvantage, as well as changing lives for the better.

A valued partner who supports housing providers and services to recognise, respect and respond appropriately to the diversity of housing needs and characteristics of people living in Wales, including those who are vulnerable and marginalised.

For further information visit: www.taipawb.org

Charity registration no. 1110078
Company No. 5282554

1. Introduction

1.1. This submission has been written in consultation with Welsh Refugee Coalition (comprising of 30 organisations representing, supporting and housing refugees and asylum seekers in Wales, of which Tai Pawb is a member). In preparation for this submission, we have also consulted Cymorth Cymru, the umbrella body for providers of homelessness, housing related support and social care services in Wales, who endorsed this document.

1.2. We welcome the opportunity to respond to this inquiry. The housing issues experienced by refugees and asylum seekers in Wales are substantial with many pockets of good practice from both public and third sector. We welcome the Welsh Government Refugees and Asylum Seekers Delivery plan and the government commitment to welcoming refugees and asylum seekers in Wales and supporting and enabling them to rebuild their lives and make a full contribution to society.

1.3 In May 2015 there were 2,355 people seeking asylum in Wales (source: Home Office) - under 0.1% of our population. This includes people from Eritrea, Sudan, Iraq, Iran and Syria, who have fled similar violence and persecution to those arriving under the Syrian Vulnerable Persons Relocation Scheme (SVPRS). They are waiting months or years for decisions on their applications, whilst living on a maximum of £36.95 per week each, with no right to work, and limited access to education.

2. Asylum accommodation

2.1. Whilst we recognise that responsibility for asylum accommodation is not devolved to the Welsh Government, it is our view that some consideration should be given by the Welsh Government and Local Authorities as to their duties and role in ensuring accommodation is provided to appropriate standards under the Welsh law, especially in light of the duties related to safeguarding of children, young and vulnerable people.

2.2. Accommodation for asylum seekers in Wales is provided through a Home Office contract with Clearsprings, a large private landlord, through which it also runs the initial accommodation hostel in Cardiff. Organisations supporting people housed through this contract report that both the quality of housing and the services provided by Clearsprings are poor. There is no independent scrutiny on standards or independent means of complaint. This is a matter of grave concern.

2.3 Welsh Refugee Coalition, other refugee support organisations as well as civil servants working with asylum seekers through local authorities have raised issues relating to asylum housing within Wales at various levels for many years. Housing is a major problem for many

asylum seekers with reports that the housing provided is often inadequate, degrading, shameful and unhygienic, including some contravention to health and safety regulations.

2.4 Evidence provided by some organisations, included examples of a hotel in Cardiff where up to 3 women, including one with a 4month-old child, shared a room. Another example was given where a disabled father, mother and 22-year-old son all had to share a basement room.

2.5 Evidence previously collated by Coalition members demonstrates failings related to asylum housing in Wales including issues with:

- Standards of accommodation
- Size of accommodation and overcrowding
- Fixtures and fittings within the accommodation – including broken floors/ boilers not working/ inadequate furniture/ cookers not working
- Harassment and anti-social behaviour experienced in the accommodation from other tenants and members of staff
- A lack of maintenance and damp housing which can cause health issues
- Enforcing room sharing without appropriate assessment of risk, including children and vulnerable adults

2.6 It is not simply the physical condition of the properties provided by Clearsprings that are of concern for both service users and service providers. The standards of service provision are also a serious concern with a general feeling that the service provider has little appreciation of the difficulties faced by asylum seekers and their reasons for seeking asylum in the UK. Asylum accommodation is a source of worry and anxiety for people living there, aggravating pre-existing experiences of trauma, rather than providing a place of sanctuary.

2.7 Children and young people supported by members of the Welsh Refugee Coalition report problems with:

- Staff attitude
- Poor room conditions
- A lack of security and privacy due to no locks on doors allowing other people to walk in
- A lack of choice, quality and variety of food provided
- Issues around personal safety
- A lack of information on activities, organisations and the locality

2.8 There are clear issues around the appropriateness of Lynx House (an initial accommodation hostel) as accommodation for children and young people when the age assessment process is ongoing.

2.9 House sharing

Many organisations supporting asylum seekers report the need for more flexibility and sensitivity when allocating spaces in shared housing to avoid conflict. Conflict can occur for many reasons including cultural differences, mental health issues and issues related sexual orientation. In general, tenants in asylum accommodation are reluctant to complain for fear

of being seen as ‘trouble makers’, especially considering vulnerabilities related to the fact that their applications for asylum are ongoing. It would be helpful for example for housing providers to know if a client has a history of violence so that they can house them appropriately.

2.10 Scrutiny

We have serious concerns about the adequacy of scrutiny applicable to the COMPASS contracts and it is our strong recommendation that these are reviewed on a UK-wide basis to ensure that they are fit for purpose, meet the specific needs of those we have a public duty to protect and are good use of public money. The recent wristbands scandal (http://www.bbc.co.uk/news/uk-wales-35397109) or red door scandal (http://www.independent.co.uk/news/uk/home-news/red-doors-of-asylum-seeker-housing-in-middlesbrough-repainted-range-of-colours-after-vandalism-and-a6834391.html) is symptomatic of the Home Office’s poor oversight of private contractors housing extremely vulnerable people.

2.11 It is unacceptable that asylum housing in Wales, particularly Initial Accommodation, is not subject to any independent scrutiny on standards and that provision is not subject to any independent means of complaint. Asylum-seekers are unlikely to complain because of a fear of retribution (from the Home Office or housing providers themselves). The result is that people are forced to endure housing which would not be of an acceptable standard for any other publicly funded accommodation. An independent advocacy service which enables refugees and asylum-seekers to raise issues of concern without fear of the consequences would be welcome.

2.12 Information provided

Very little in the way of useful local information or support is provided for asylum seekers in Home Office properties. People need very basic information about where they are living such as street maps, location of local post office, where is the nearest bus stop, location of supermarket/ food store and details of the Migrant Help line and local support services. This practical information preferably available in several languages would go a long way in reducing isolation and enabling better integration of people, some of whom will go on to become refugees moving towards settlement in Wales.

2.13 We would like to echo Welsh Refugee Coalition’s recommendation that the Welsh Government should prioritise finding ways of using its devolved powers to improve asylum accommodation in Wales. For example:

• Engage actively with the UK Visa & Immigration Asylum Accommodation and Support Transformation (AAST) stakeholder consultation on new contracts for asylum housing
• Insist that the quality of asylum housing is scrutinised by Welsh Government and/or local authorities
• Bring the next asylum accommodation contract into Wales, preferably on a non-profit basis, by supporting a bid from one or more Welsh housing associations, other third sector organisations or Local Authorities or negotiating with the Home Office to undertake the contracting process itself.

3. When refugee status has been granted

Tai Pawb and Shelter Cymru 2013 research report entitle Homelessness Amongst People from BME populations in Wales identified significant issues related to the so called 'move on' period. This relates to the period when a person seeking asylum is granted a refugee status and needs to vacate asylum accommodation. The report noted that "substantial evidence was obtained to highlight a specific issue regarding the accessibility of joined up move on support (…). The risk of homelessness for this population was evident at the point where a decision is made with regards to their immigration status and they were required to leave NASS accommodation. Stakeholders and service users told us that the reduced decision time, combined with the worsened economic circumstances, can affect a refugees ability to obtain suitable accommodation in time". One participant of this research stated: "*I had to vacate NASS accommodation on the 6th of August, four days after being granted status. I was given a pillow and sent on my way. I was upset and very angry about it - where could I go? They gave me no time to try and sort out accommodation. (Servie user, Wrexham)".*

The "move-on" period is currently 28 days from the moment a status is granted to the time when accommodation has to be vacated. There is a clear case for more partnership working and for Home Office to share information with Local Authorities as to the expected number of successful applications to enable the latter to prevent refugees from becoming homeless, especially in light of the new homelessness prevention duties introduced by the Housing (Wales) Act 2014. This approach would also help solve issues related to family reunion - refugees who are successful with family reunion expand the size of their family unit. Hence they experience renewed housing need some time after their original needs were met and there are reports that temporary accommodation is being overused in these cases.

The new prevention duties require local authorities to take reasonable steps to prevent homelessness by assisting someone who the authority considers is threatened with homelessness within 56 days. The move on period of 28 days represents a clear lack of parity of approach towards assisting those in general population compared to refugees. 28 days is not long enough to move out of Home Office housing considering vulnerabilities and awareness of service users, the time it takes for DWP to allocate NI/benefits, and the time the Local Authority needs to provide advice, assistance or housing. It is our view therefore that the move on period should be extended to at least 56 days.

Other approaches towards helping those threatened with homelessness should be promoted. For example, in Swansea, new refugees are often identified as part of a 'vulnerable group' and so placed on the priority housing list, but this is not so in other areas. We would like to echo recommendations made by the Welsh Refugee Coalition to the Welsh Government, including:

- consider issuing guidance to Local Authorities to class all new refugees as vulnerable (or strengthen the case for this) so that they are regarded as in priority need for housing; alternatively, provide adequate funding to local authorities and accompanying guidance to

enable newly recognised refugees who are not considered in priority housing need to benefit from rent deposit scheme
- consider increasing Supporting People funding for refugee assistance and ring- fencing that proportion of the fund for refugees
- ensure Local Authorities in dispersal areas have a dedicated housing resettlement officer; and provide additional training for existing staff.
-instigate a process for people successful with family reunion so that temporary housing is made available as soon as family arrive
- fund the refugee move on service on a long-term basis.
- ensure Jobcentre Plus staff in Wales are required to increase their understanding, possibly through dedicated training, of the particular barriers faced by refugees in job seeking and supported on an ongoing basis to give specialist assistance to them.

4. Immigration Act 2016

Housing is also one area where the Immigration Act 2014 and the Immigration Act 2016 are likely have an impact. The 2014 Act provides for 'Right to Rent Checks', making it compulsory for landlords to check the immigration status of all new adult tenants. We are concerned that these checks will lead to destitution and an increase in homelessness, putting more pressures and costs on already stretched local authorities.

The Immigration Act 2014, required landlords to carry out immigration status checks, and imposed financial penalties of up to £3000 to landlords who failed to check a potential tenant's 'Right to Rent'. The Immigration Act 2014 stipulates that these provisions apply to the whole of the UK but thus far they have only been brought into force in England.

The Immigration Act 2016 extends the scope of the 'Right to Rent' checks by creating new offences of renting accommodation to "disqualified" migrants (Section 39), giving landlords new powers to terminate tenancy agreements (Section 40) and obtain possession (Section 41) without judicial oversight.

Section 42 of the Immigration Act 2016 enables the Secretary of State "to make such provision" by regulations as s/he "considers appropriate for enabling any of the residential tenancies provisions to apply in relation to Wales, Scotland or Northern Ireland." We know that it is the UK Government's intention to extend the 'Right to Rent' checks to Wales. During the committee stage of the earlier Immigration Bill 2015-2016, which put forth the 'Right to Rent' measures to Parliament, Tai Pawb submitted written evidence on the anticipated impact of the 'Right to Rent' provisions of in Wales. (http://www.publications.parliament.uk/pa/cm201516/cmpublic/immigration/memo/immigrationconsolidated.pdf)

We raised concerns that the 'Right-to-rent' checks in Wales will lead to an increase in homelessness presentations and the number of No Recourse to Public Funds (NRPF) cases presented to social services.

A local authority's duties towards an individual presenting as destitute vary considerably according to their immigration status. Within Wales, the Social Services and Well-being (Wales) Act 2014, which came into effect in April 2016, introduced complex reforms to support available for destitute migrants. The eligibility rules for support under this Act are set

to change considerably due to the Immigration Act 2016's reforms to Section 95 of the Immigration and Asylum Act 1999 and the introduction of the new Home Office regulated framework for local authority support to migrant families and children. These changes are expected to take effect in Spring 2017. The multitude of changes to support for destitute migrants are not yet well understood and present a high risk of misapplication due to their complexity.

Furthermore, of those whose properties are repossessed under Section 41, some undocumented migrants approaching local authorities for support would, with correct legal advice, otherwise be eligible for assistance, but are destitute as their irregular status has not been resolved. This includes victims of domestic violence, family members of someone living in the UK with leave to remain and some victims of trafficking.

Our submission on the impact of the provisions in Wales further noted that a lack of awareness about the Act's requirements amongst landlords in Wales, the majority of whom are small businesses with just one or two properties in their portfolio, meant that many Welsh landlords are poorly equipped to fulfil their tenancy management duties under the Act.

The threat of criminalisation places additional pressure on landlords, especially small-scale landlords who are private individuals, exacerbating their concerns of renting to anybody without clear immigration status or documentation and thus increasing unintended discrimination. Concerns have also been raised over the particular risk of discrimination for BME tenants. This was documented in the independent evaluation of the 'Right to Rent' checks pilot by the Joint Council for the Welfare of Immigrants (JCWI), who also noted that the policy has resulted in instances of discrimination against tenants who did have a 'Right to Rent' in the UK. This works against the measures in Housing (Wales) Act 2014 which allow Welsh local authorities to discharge the duty of homelessness prevention to the private rented sector.

A recent survey of 810 landlords in England by the Residential Landlords Association found that 43% of private landlords said that right to rent scheme has made them less likely to let to those without a UK passport (this represents roughly 17% of population). Two-thirds of those polled said they were worried they would make a mistake or be caught out by forged documents, and be unfairly fined. Only 13% said they had found a Home Office advice line helpful. Nearly two-thirds of private landlords said they were also less likely to rent to migrants who are legally in Britain, but only have permission to stay for a limited period, while 56% said they were less likely to rent to someone from outside Europe. (https://www.theguardian.com/uk-news/2016/nov/14/british-citizens-without-passport-struggling-rent-property-immigration-checks?utm_source=Chartered%20Institute%20of%20Housing&utm_medium=email&utm_campaign=7745664_News%20and%20views%3A%2016%20November%202016&utm_content=right%20to%20rent%20news%20and%20views%2016%20nov&dm_i=YRX,4M0LC,5SD9G0,H5E9P,1).

Further issues were identified with the provision of advice for landlords on the reforms, with a freedom of information request from a Member of Parliament revealing that only two people staff the Right to Rent helpline, leading to a call for additional resource and provision for Welsh language advice.

Cumulatively, these effects will drive a hidden rental market in which sub-standard accommodation is provided to those with no other housing options. This runs contrary to the Government's stated ambition to tackle rogue landlords and reduce overcrowding. There is also an unresolved conflict between the homelessness prevention duties and unprecedented new eviction powers for landlords created by the Immigration Act 2016, which could serve to reverse the great progress that Wales has made towards reducing homelessness.

We would recommend that the Welsh Government insists on developing and evaluating a pilot scheme in Wales, before legislation is brought in to extend the scheme in order to assess how we can prevent discrimination from occurring. The impact of potential new legislation should also be monitored so that mitigating action can take place should negative consequences be identified.
There is also a clear need to work with private landlords to raise awareness of different types of migration status to mitigate any impacts of Right to Rent Checks in Wales. We would also strongly recommend that there is a way for tenants to be able to report private landlords acting in a discriminatory way, perhaps through Rent Smart Wales.

5. **Destitution and Homelessness**

There are increasing numbers of refused asylum seekers who are evicted from asylum accommodation and have no right to public housing, no access to public funds or benefits and no legal right to work. For example, The British Red Cross destitution services, which provide short term crisis support in the form of small amounts of cash, food, and clothing vouchers, in Newport and Cardiff provided financial support to a total of 1027 people in 2015 compared to 634 in 2014. A similar service exists in Swansea, where there is also the SHARE Tawe Voluntary Hosting Scheme, which provided 1700 bednights of accommodation to 17 destitute asylum seekers in 2015 and a similar amount in only the first nine months of 2016.

Such people may be detained and forcibly removed, but more often than not this does not happen and they are left destitute. There is an understanding that the decisions leading to this point are often not robust and open to challenge as evidenced by the fact that, given safe space and time to gather fresh evidence and find a good solicitor who will put in a 'fresh claim' for them, Asylum Seekers often succeed in proving their need for protection and are granted 'leave to remain' after all (8 of those accommodated by SHARE Tawe have done this since Jan 2015). In addition, increasing numbers of new refugees experience temporary destitution due to the inadequacy of the 28-day 'move-on' period, while destitution can also affect some vulnerable migrants including women with insecure immigration status experiencing domestic violence.

This desperate situation is the result of a failure of UK asylum and immigration policy to provide a safety net for some of the most vulnerable people in our society. The enforced destitution of vulnerable displaced people has no place in Wales and the prevention of destitution should be prioritised.

We welcome the possible inclusion of the organisation of voluntary support for destitute people seeking sanctuary in the Welsh Government's Inclusion Grant. However, there is also a need for direct financial assistance. In 2015, Northern Ireland introduced the OFMDFM (Office of the First Minister and Deputy First Minister) Crisis Fund, which is

intended to help minority ethnic individuals with no other means of support through emergency situations. The eligibility criteria include those who currently have no recourse to public funds, such as refused asylum seekers and other vulnerable migrants, as well as destitute refugees. A similar fund in Wales would prevent this form of avoidable destitution.

Welsh Government should consider expanding the eligibility criteria for the Discretionary Assistance Fund (DAF) to include those who currently have no recourse to public funds (NRPF), such as refused asylum seekers and other vulnerable migrants including destitute refugees. To provide appropriate accountability there would need to be clear guidelines for the types and scale of assistance offered and expected short-term impact on individuals.

6. Local Housing Allowance Rates and SVPRS

An issue that may require consideration is the impact of the introduction of Local Housing Allowance (LHA) maxima rates within social housing. We understand that the SVPRS will support full recoverable costs in the first year but not past that. LHA rates may be an issue in terms of people sustaining tenancies after the first year if costs are not fully recoverable. Further those who are single and under 35 will access the shared rate of the LHA rate under the changes to the LHA maxima. This is something that needs to be considered in terms of any single people in terms of support going forward post year 1 -5 of the SVPRS.

Pwyllgor Cydraddoldeb, Llywodraeth Leol a Chymunedau/
Equality, Local Government and Communities Committee
ELGC(5)-01-17 Papur 3 / Paper 3

Evidence for Local Government and Communities Committee

Aled Edwards

(Chair Displaced People in Action)

Background

DPIA was formed in 2000 and has since then offered crucial services to asylum seekers and refugees in Wales. It played a crucial part in creating and ensuring the success of the Welsh Refugee Doctors Group (WARD) which has helped over 175 medical professionals to retrain with a view to gaining GMC registration. Over the past sixteen years DPIA has helped thousands of displaced people to enjoy sporting and cultural activities, assisted others in acquiring English language skills, retrain and seek employment and sought to advocate on their behalf.

Currently DPIA continues to support the WARD Scheme and supports the Afghan Relocation Scheme, Syrian Resettlement Scheme and the Wales Cities of Sanctuary Project.

What is offered here reflects my own views as Chair. We have not had an opportunity to reflect on the consultation as an organisation.

Pace and Effectiveness

DPIA has delivered the SVPR Scheme for a number of local authorities in the south-east Wales valleys. The work has been challenging but deeply rewarding. Enabling families from the war-torn background of the Middle East has presented unique challenges: complex health needs, managing expectations, assisting with profound cultural differences and helping those involved to settle in a very different environment. DPIA has been able to employ staff from the host Welsh community and the existing Syrian refugee community in Wales to assist the displaced people. This mix has been useful.

DPIA has been granted access to Welsh decision making at the highest strategic level concerning SVPRS through my involvement with the Welsh Government's Taskforce. Through this process we have been able to press the case that the Scheme should not be rushed and consequently be effective in the delivery of key services. DPIA's experience of the numbers needing support through the spontaneous arrivals dispersal system who, unlike the SVPRS arrivals, have to apply for asylum, has compelled us not to call for greater numbers to be brought through the Syrian scheme. The greatest human need in terms of service provision does not rest with the SVPRS arrivals.

Delivery Plan

Co-operating with partners in the sector DPIA has worked with Welsh Government in pressing for high standards of care concerning health needs – especially for children. Ensuring screening and providing advice concerning age assessments have been part of our work.

As one of the main partners in the City of Sanctuary movement DPIA has assisted in delivering key outcomes especially in Swansea and Cardiff through a project sponsored by the Big Lottery. DPIA was the prime initial drafter of the Welcome to Wales pack that has enabled recently arrived dispersed people to have a sense of the distinctiveness of Wales.

DPIA has been supportive of 'Tackling Hate Crimes and Incidents: A Framework for Action' but was acutely aware that hate crime increased during 2016 and that all concerned were operating in a challenging environment.

DPIA has not closely tracked Delivery Plan progress but has been aware of and valued the work of partner organisations in the sector.

Unaccompanied Children

DPIA has no specific projects focused primarily on unaccompanied children. However, our general experience has enabled us to offer advice to the Welsh Government Syrian Taskforce about the need, once key services have been provided, to reflect on placing mentoring provision in place so that children and young people have access to peer support.

Cohesion Delivery Plan

At the start of 2015 the idea of Wales as a Nation of Sanctuary was little more than a pipe-dream, but it has now really taken off. Many of the movement's aspirations fall within the aspirations of the Welsh Government's Community Cohesion Delivery Plan.

The Annual Report of the Cities of Sanctuary movement reveal a record of Welsh activity. *Since the 'summer of 2015, there has been a burgeoning of support for refugees all over Wales and several new groups have formed or are forming, including Wrexham, Neath Port Talbot, Abergavenny, Montgomeryshire and Newport.*

In Swansea, highlights have been the "Welcome to Swansea" mentoring scheme, with 40 volunteers (half refugees, half other locals) having mentored over 100 newly arriving asylum seekers; work with about 20 local pledged supporting organisations to make their pledges practically meaningful; four local charities achieving a Sanctuary Award; a thriving "Sanctuary Speakers" team; continuing working groups on Mental Health and Family & Play; and now the launch of a Maternity Stream in Swansea. The Swansea voluntary hosting project has many new hosts, with over 1700 nights in beds provided in 2015.

Cardiff has a different model, with resources from a successful Lottery project shared between DPIA, the refugee centre Oasis (which has an open drop-in four full days every week and provides up to 200 hot meals per day), and communications work based in the Welsh Refugee Council.

Hay, Brecon and Talgarth Sanctuary for Refugees (HBTS4R) and Hiraeth Hope in West Wales began by collecting and fundraising for Calais and Lesbos, and also link up with places in Wales to support asylum seekers. Both groups now have a regular programme of respite breaks and weekends away for groups of asylum seekers from Swansea and Cardiff. Hiraeth Hope has workshops for training in practical rural skills (woodworking etc.), while HBTS4R was instrumental in achieving visibility and support for sanctuary at the 2016 Hay Literary Festival, including several events with refugee speakers or focusing on refugee issues.

A joint manifesto was developed setting out what would be needed from the Welsh Government to make Wales truly a Nation of Sanctuary. The Coalition also has representation on the Welsh Government's Syrian Refugee Operations Board, and has repeatedly tried to ensure that Syrian resettlement is integrated with support for all asylum seekers and refugees in Wales. The Coalition's manifesto was published as a booklet entitled "Seven Steps to Sanctuary" and it is being used to press the Welsh Government to make the commitment to Wales as a Nation of Sanctuary more tangible.

A small organising group from CoS, DPIA, Oxfam Cymru and Welsh Refugee Council put on the first Sanctuary in the Senedd on 10 December (Human Rights Day), just after Sanctuary in Parliament 2 in Westminster. All Assembly Members (AMs) were invited and sent a briefing based on the Coalition's manifesto. Over 120 people were present to hear an inspiring keynote address from Rocio Cifuentes, Director of the multi-ethnic Swansea youth charity EYST, who reflected on the welcome her family received when she came as a child with her parents, as refugees from Pinochet's Chile in the 1970s. There were moving testimonies from several asylum seekers and refugees and a panel of AMs from the four parties represented in the Senedd at the time.'

DPIA has appreciated the work of the Regional Community Cohesion Co-ordinators and is aware of the seven outcomes on hate crime, modern slavery, Gypsies and Travellers, immigration, tackling poverty, mainstreaming and tension monitoring. We agree that the role of the Co-ordinators has been essential to working with Local Authorities to strengthen the efforts to support the Syrian Resettlement Programme.

Agenda Item 5.1

Our ref: NB/SMH

Ask for:

Your ref:

01656 641150

Date: 8 December 2016

Mr John Griffiths, AM
Chair
Equality, Local Government and Communities Committee
National Assembly for Wales
Cardiff Bay
CARDIFF
CF99 1NA

Dear Chair

Thank you for your letter dated 5 December 2016 concerning the evidence session held on 23 November in relation to my Annual Report for 2015/16. I very much welcomed the opportunity to discuss the work of my office with the Committee. I was aware from your comments at the session that the Committee would have liked to explore some additional areas discussed in my Annual Report but, due to time constraints, that would not be possible at the session itself. I therefore also welcome the opportunity to provide in this letter information on those additional areas that the Committee would have liked to explore with me, and I address those below.

Sounding Boards

I have, to date, formed two sounding boards. Two meetings of the voluntary sector sounding board have now been held and one of the health sounding board. These have been very positive and constructive meetings. We consider ourselves to be a 'learning organisation' and we want to hear how we might be able improve on the way we work. For example, with the voluntary sector sounding board we are currently exploring whether there is more we can do to raise awareness of the Ombudsman service amongst more vulnerable groups and improve the accessibility of our service. In relation to the health sounding board I am looking to hear from health bodies whether there are ways in which we can improve our interactions with them, for example, when seeking evidence during investigations.

'Complaints About Us' Policy

The model complaints process we commend to public bodies includes an independent stage (more often than not, that independent stage is the Public Services Ombudsman for Wales, but could be other complaint handling bodies, for example the Welsh Language Commissioner if someone wants to complain about lack of service provision in Welsh).

In order to be consistent with the approach that I recommend to bodies in my jurisdiction, I have introduced an independent stage in relation to complaints about my service. These could be about timeliness, rudeness or a failure to reply to correspondence, for example. I appointed the Independent Reviewer in December 2015 to provide an independent review of the actions of my office and the responses to 'complaints about us'. The work of the Independent Reviewer is about the quality of the service my staff and I provide. It is not their role to consider the decision on a complaint; rather, it is to review the service we have provided whilst considering or investigating a complaint.

When we respond to complaints about us we provide details of the Independent Reviewer so that the complainant can contact them direct, if they are dissatisfied with the response they have received from us.

Impact of the Independent Reviewer

It is difficult to know what impact the work of the Reviewer will have on the way complaints are handled in my office, as this will very much depend on the conclusions and outcomes of the complaints they consider. If it is found that a complaint has not been considered as rigorously as it should, for example, then that might be a matter of providing staff with additional training. However, if a systemic problem is identified in the way we deal with complaints about us then that would mean changing our process to ensure that the same problem cannot occur again.

To expand on the complaints considered by the Independent Reviewer between December 2015 to March 2016, of which there were seven, the outcomes of these were as follows:

Outcome of complaint to Independent Reviewer	No. of complaints
Advice provided - Complainants seeking advice about service provided by PSOW and what the Independent Reviewer could look at.	2
Premature - The PSOW had not yet responded to the 'complaint about us'.	1
Outside of remit - In each of these cases complainants were unhappy that their complaints about a public body had not been upheld or had not been investigated. In each case there was no complaint about the PSOW's service in terms of courtesy, timeliness or accuracy.	4

Code of Conduct – Vexatious Complaints

I am satisfied that the public interest test that I introduced a couple of years ago is successfully meeting the objective of ensuring that my office does not waste time in considering vexatious complaints. The aim of the test is to ensure that we only investigate those aspects that would be matters of concern to the electorate – issues such as any corruption, abuse of power, bullying etc. It is about a common sense approach. Whilst my staff of course have to consider complaints when they arrive at my office, the public interest test is key in ensuring that they only spend time on those that merit being taking forward.

With regard to the comment that I made at the Committee session in relation to powers available to me in respect of vexatious complaints, this referred to the fact that if such a complaint is made by a local authority member who is bound by the Code of Conduct then this in itself can constitute a breach of the Code. If I find that a vexatious, malicious or frivolous complaint has been made by a member, it is open to me to refer the matter to either the relevant local authority standards committee or the Adjudication Panel for Wales for determination and consideration as to whether a sanction should be applied.

I should clarify that if vexatious and frivolous complaints are made by a member of the public, then I cannot take any action in relation to these and must assess and decline to investigate them in accordance with the provisions of the Local Government Act 2000.

I hope that the above has provided the Committee with a suitably comprehensive response in respect of each of the areas it wished to explore.

Yours sincerely

Nick Bennett
Ombudsman

The Scottish Parliament
Pàrlamaid na h-Alba

Equalities and Human Rights Committee

Christina McKelvie MSP
Convener

John Griffiths AM
Chair
Equality, Local Government and
Communities Committee
National Assembly for Wales
Cardiff Bay
Cardiff
CF99 1NA

T3.40
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Edinburgh
EH99 1SP

Tel: 0131 348 5217
equalities.humanrights@parliament.scot

Via email only

22 December 2016

Dear John Griffiths AM,

UK committees - human rights and equalities

It was a pleasure to meet with you and some of the members of your Committee during your recent visit to Scotland and to find out a little more about your current priorities.

I really appreciated our discussion and hope we can develop our partnership working during this Parliamentary session. Not least because the next few years will see a significant period of change for the UK with preparations for the UK's departure from the EU, the Great Repeal Bill and the proposed British Bill of Rights. Human rights and equalities will be central to many of the issues debated within this context and we hope the principles of human rights and equalities will underpin the conduct of these discussions and continue to play an important role in community cohesion during this time.

More generally we are keen to work with our UK counterpart committees to ensure human rights and equalities are scrutinised, protected and that opportunities to advance these principles are identified and realised.

On 29 September the Scottish Parliament agreed to extend the Equal Opportunities Committee's remit to include human rights. EHRiC, as the Equalities and Human Rights Committee is known, has begun to expand its knowledge of human rights. One of our aims is to support other Scottish parliamentary committees and public authorities in Scotland to apply a human rights filter to their activities and to raise awareness of the importance of human rights to the people of Scotland and the role these rights play in everyday lives while also maintaining our focus on the protected characteristics.

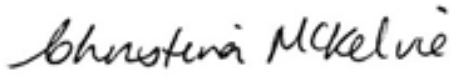
We are conscious that human rights and equalities cut across many reserved areas and in many ways are legislated for by Acts of the UK Parliament, consequently the Committee is keen to avoid unnecessary duplication and wishes to identify opportunities where it can add value to this wider agenda, whether that be responding to counterpart committees' inquiries or holding our own discreet inquiries where it is considered a particular Scottish focus is required.

I attach an overview of the Committee's work programme for your information. The Committee would be very interested to hear about your work programme and also what more we could do to develop a close cooperation on shared subject matter.

In this regard, I would like to propose holding an event where the Chairs of our respective committees and those of the Joint Committee of Human Rights, the House of Commons Select Committee on Women and Equalities and the Northern Ireland Assembly Committee for Communities meet perhaps on a six-monthly rotational basis. This would allow us to discuss our respective committees' key work priorities, consider any emerging matters of relevance and possibly hear from a guest speaker on a topic of mutual interest. I would be delighted to host the first such event in the New Year. If this is agreeable to all I will ask my Clerks to liaise with the respective committee clerks and make the necessary arrangements.

I wish you and your Committee well with your work and look forward to hearing from you in the New Year.

Yours sincerely,



Christina McKelvie MSP
Convener
Equalities and Human Rights Committee

Equalities and Human Rights Committee

Work Programme

November 2016 – June 2017

The EHRiC's work programme for the period November 2016 to June 2017 will include the following five work themes—

1. Scrutiny of Scottish Government's proposed budget for the financial year 2017 to 2018 with a focus on disabilities and universities;

2. Consider the impact of withdrawal from the European Union on equalities and human rights in Scotland (Brexit);

3. Scoping session on bullying and harassment in schools;

4. Consideration of the incorporation of human rights into the Committee's remit; and

5. Inquiries into the transition from education into employment for young people with protected characteristics or who may have difficulty accessing employment due to language or social origin or other personal attributes.

Some key principles will underpin our work. The EHRiC will seek to—

- consider both equality and human rights aspects through each piece of work we undertake;

- review our progress annually, or more frequently if circumstances dictate;

- focus on where our work can add the most value, avoiding unnecessary duplication; and

- complement the work being undertaken by key organisations and other parliamentary committees.

We have also identified some other themes of interest—

- the commencement of the socio-economic duty in Scotland;[1]

- the Public Sector Equality Duty;[2]

- additional powers devolved to Scotland which enable the Equality Act 2010 to be added to;[3]

- the UN concluding observations.[4]

Please Note: this programme may be liable to amendment at short notice to take account of other parliamentary business which may be referred to EHRiC, such as primary and secondary legislation, or other topical subjects which might arise. Revisions to the work programme will be published as soon as possible.

Notification alerts and calls for evidence

To keep up to date on our work please follow the Committee on Twitter: **@SP_EHRiC**

If you wish to be included in our email distribution lists for our calls for evidence on our work, or to receive our newsletters, please send your email address to: **equalities.humanrights@parliament.scot**

Your data will be handled in accordance with the Data Protection Act 1998

Committee meetings

When the Scottish Parliament is sitting the EHRiC normally meets at 9.30am each Thursday morning. Meetings are usually open to the public and are broadcast on the

[1] The socio-economic duty was established by Section 1 of the Equality Act 2010 but is not yet in force. It is a legal duty on public authorities to consider the impact that their decisions will have on narrowing socio-economic inequalities. The Scottish Government has given an undertaking to implement the socio-economic for public authorities in Scotland: http://news.gov.scot/speeches-and-briefings/priorities-speech-taking-scotland-forward

[2] The Public Sector Equality Duty was established by Section 1 of the Equality Act 2010 and came into force in April 2011. It is a legal duty on public authorities to, amongst other things, promote equality, prevent discrimination and Advance equality of opportunity between people who share a protected characteristic (As set out in the Equality Act 2010) and those who do not: https://www.equalityhumanrights.com/en/advice-and-guidance/public-sector-equality-duty

[3] Sections 37 and 38 of the Scotland Act 2016 devolved new powers to the Scottish Parliament and Scottish Ministers in terms of equal opportunities and the public sector duty regarding socio-economic inequalities. One of this is the power to implement the socio-economic duty in Scotland.

[4] UN Concluding Observations are assessments made of the implementation of core international human rights treaties by a state which is party to those treaties (such as the United Kingdom). Concluding Observations are issued by the respective treaty body set up to monitor their implementation. More information on the treaty bodies is available here: http://www.ohchr.org/EN/HRBodies/Pages/TreatyBodies.aspx

Parliament's website. Papers for the next meeting of the Committee, as well as for previous meetings, are available online.

Contact the Committee

If you wish to contact the EHRiC, please contact the clerks to the Committee by email at: **equalities.humanrights@parliament.scot**. You can also telephone the clerking team on 0131 348 5223 or 0131 348 6040.

You can write to the Committee at:

Equalities and Human Rights Committee
Room T3.40
The Scottish Parliament
Edinburgh EH99 1SP

Committee Work Programme November 2016 – June 2017

Title	Committee Intent / Action Undertaken
Scrutiny of the draft budget for financial year 2017 to 2018	We are inquiring into the experience of disabled people and BSL users in applying to, and/or studying at, one of Scotland's universities as an undergraduate student as part of its scrutiny of the 2017/18 draft budget. In the current financial year the Scottish Government is spending around £640 million to support Scotland's 19 universities. Universities agree to deliver on certain policy targets set by the Scottish Government. Public funding is delivered through the Scottish Funding Council. An agreed target is to ensure universities widen access to undergraduate places for people who may otherwise find it difficult to attend a university. A call for evidence has been issued and evidence sessions will take place from Nov 2016 – Jan 2017. Reporting thereafter.
Impact of withdrawal from the European Union (EU) on equalities and human rights in Scotland (Brexit)	We are holding a one-off scoping session to gather information on the potential impact the UK's withdrawal from the EU will have on equalities and human rights. It is likely we will hold a further session(s) on this topic from spring 2017 onwards.
Evidence session on school bullying and harassment of children with protected characteristics	Our recent round table sessions highlighted Equality Act 2010 protected groups may disproportionally suffer bullying and harassment in the education system. In particular, sexualised bullying/harassment of girls, especially with the development of modern technology and social media. Bullying/harassment of LGBTI children; disabled children; and children from a Black and Minority Ethnic, or Gypsy/Traveller background. We will hold a scoping session in November 2016 to identify whether further work is required, and if so, what this might consist of.
Incorporation of human rights into the Committee's remit	In advance of carrying out a detailed inquiry, we have sought briefings on: the scrutiny of human rights and equalities by other legislatures in the UK; international

Title	Committee Intent / Action Undertaken
	comparisons of best practice in the monitoring and scrutiny of human rights; and baseline information on the UN concluding observations relevant to Scotland. Once this information has been evaluated we will seek external comment to inform consideration of the potential options for scrutiny by us, other committees more generally, and whether there are areas of further advancement the Parliament could undertake in relation to human rights. We anticipate reporting on this topic by June 2017.
Transition from education into work	We intend, in the early part of the session, to target an intersectional theme (where two or more equality characteristics combine). Through our stakeholder evidence sessions we identified the transition from education to work as a key area of focus. This will enable the Committee to pursue discreet inquiry areas within this theme, allowing us to build on the work already agreed. This will also facilitate some follow-up work on inquiries undertaken by previous Equal Opportunities Committees. We plan to hold a series of mini-inquiries in the early part of the session to identify gaps and highlight best practice. These will commence in spring 2017.
Follow-up work	Throughout our work programme we will take opportunities to follow-up work undertaken by previous Equal Opportunities Committees, where relevant. We will specifically look at progress made with recommendations concerning Gypsy/Travellers. An evidence session with the Cabinet Secretary for Communities, Social Security and Equalities will be held in June 2017 to consider progress on the Scottish Government's equalities and human rights policies, which will in turn help to inform our future work programme.
Scrutiny, partnership and oversight	We will also take evidence from the Scottish Human Rights Commission on its annual report. This will be scheduled for early 2017.
Other work	Apart from the items listed above, we expect to consider other items as a matter of course, such as- • Public Petitions;

Title	Committee Intent / Action Undertaken
	• Subordinate legislation; • Legislative consent memoranda; • European issues (other than Brexit).

Agenda Item 5.3

Y Pwyllgor Cydraddoldeb, Llywodraeth Leol a Chymunedau/
Equality, Local Government and Communities Committee
ELGC(5)-01-17 Papur 6/ Paper 6

Protecting children through guardianship:

The costs and benefits of guardianship for unaccompanied and separated migrant children

Credit © UNICEF UK/2014/Fields

Overview

This briefing summarises the findings of a new report from UNICEF UK and The Children's Society assessing the costs and financial benefits of establishing a legal guardianship service to protect and support unaccompanied and separated migrant children (hereafter referred to as separated children).

Our appraisal has estimated that **for every £1 spent on the service over three years, as much as £1.25 could be saved**.

- A guardianship service would cost £6237 per child, per year
- Annual operating costs would total £19m
- Total cost over three years (including set-up) of £45m
- Overall potential benefits totalling £107m
- Overall potential savings totalling £62m.

Crucially, our analysis demonstrates that the economic case for a guardianship service becomes even stronger when we factor in financial benefits once separated children reach adulthood (the age of 18). Once this is taken into account, we estimate that up to **£2.39 could be saved in benefits for every £1 spent over three years**.

Many separated children are seeking protection from persecution, war and violence. They may have been abandoned by, or become separated from, their parents or carers once outside their country of origin and may also be victims of human trafficking and exploitation. Around 2500 to 3000 separated children arrive in the UK alone each year, most with no adult in the country that holds parental responsibility for them.[1] These children have a particular need for an independent legal guardian – **one consistent individual to oversee and co-ordinate the agencies, services and processes which the child needs to navigate**; one individual to

[1] Separated children (including victims of trafficking) are looked after by local authorities under Section 20 of the Children Act 1989, rather than under a Section 31 care order where the local authority has full parental responsibility for the child.

support them through language and cultural barriers to know and access their rights.

The vulnerabilities and additional needs of separated migrant children are widely recognised. Indeed, the UN Convention on the Rights of the Child and international law on trafficking clearly articulates the responsibility of states to provide guardians for all separated children. **Without guardians, many separated children do not experience the safety and support they are entitled to.**

We welcome the important steps the government is taking to tackle modern slavery and human trafficking, in particular through trials of independent advocates for trafficked children. However, we urge the government to consider how its plans for independent advocates can be further developed to secure the rights and best interests of all separated children, and as a result achieve stronger protection for all potential child victims of trafficking.

The model of guardianship

This appraisal is based on a model of guardianship that focuses on the key principles and functions emerging from international best practice and international law[2], namely that a guardian should:

- Be appointed to every separated migrant child (including potential victims of trafficking) at the point of identification
- Be enshrined in statute
- Be independent from the state
- Have legal authority and adequate legal powers to represent the child's best interests
- Be inspected by an existing regulatory body.

In this model, specific functions include, but are not limited to:

- Ensuring all decisions are taken in the child's best interests and the child receives appropriate welfare services and accommodation
- Ensuring access to legal and other representation (including instructing a solicitor where relevant)
- Consulting with and advising the child
- Attending relevant interviews and proceedings with the child
- Contributing to the identification of a long term resolution (a durable solution) for the child that takes account of the child's best interests.

The following additional assumptions have been used to assess the costs and benefits of a guardianship service in England and Wales:

- 3000 service users per year (1500 in first year of operation) – to allow for fluctuations in immigration figures
- A ratio of guardians to children of 1:16 – 188 guardians in total
- A ratio of supervisors and support staff to guardians of 1:15
- Guardians working through a national guardianship service with a head office, nine regional offices in England and one in Wales, to support the travel required to engage with children across the country.

The appraisal looked at a three-year operating period to allow for considerations of set-up, operational delivery and service impact. It also took into account a six-month lead-in period in the first year to take the service to full capacity. We determined that the service would run alongside existing social services, child safeguarding and inspection mechanisms and systems, with a requirement on all agencies that come into contact with a separated child to refer that child to the guardianship service.

[2] UNICEF (2006), Guidelines on protecting the rights of trafficked children; UN Committee on the Rights of the Child (2005), General Comment 6; EU Trafficking Directive (2011); Council of Europe Convention on Action against Trafficking in Human Beings

The overall costs and benefits of guardianship for separated children

We estimate that annual operating costs (excluding set-up costs) for a legal guardianship service for 3000 children in England and Wales would total **£19m**, with a unit cost for the service of **£6237 per child per year**. Once set up costs are also taken into account, the total cost over three years is **£45m**.

This cost is comparable to other guardianship services in Europe, for example:

- Scottish guardianship service[3]: £4892
- Dutch guardianship service[4]: £6490
- **Proposed guardianship model in England and Wales: £6237**

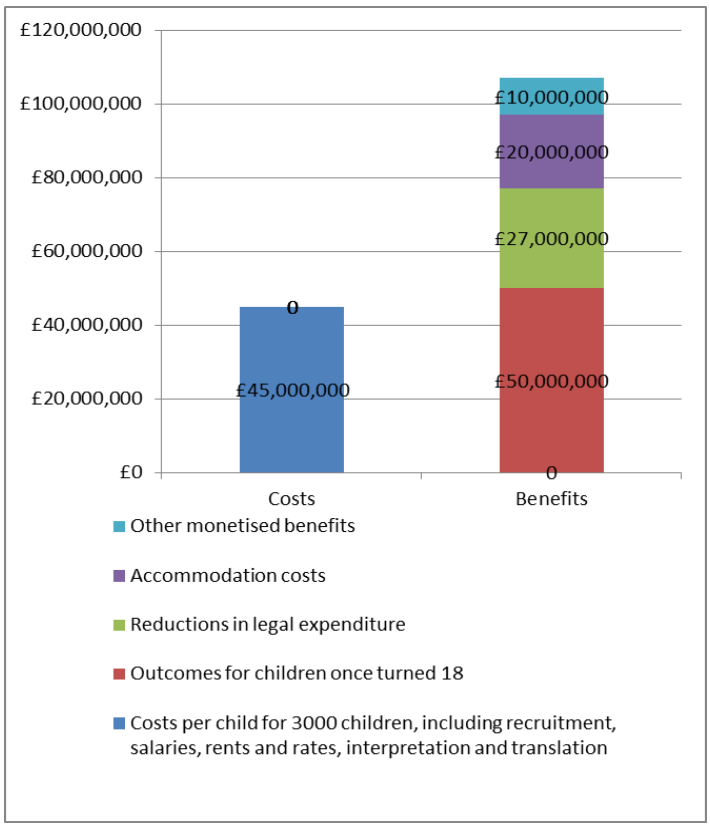
The Scottish service (for all separated children) is significantly smaller in scale than that which would be required across England and Wales. Unlike the Dutch service and the model used here, it is not statutory and guardians do not hold legal powers or authority.

We estimate that the guardianship service could result in substantial savings on other expenditure, delivering monetised benefits which could amount to as much as **£107m**.

The most significant savings and benefits are found in:

- Expenditure related to separated children once they reach the age of 18 (approximately £50m)
- Reductions in legal expenditure by local and central government (approximately £27m)
- Accommodation costs (approximately £20m).

Taking both costs and savings into account, the guardianship service could deliver savings to the public purse of as much as **£62m** over three years.



Although the establishment of a legal guardianship service would necessitate initial upfront expenditure, the potential savings made over three years clearly suggests the service is **financially viable**. Upfront costs will be recovered through savings as the service would reduce costs elsewhere across the public sector.

[3] Run by Aberlour Child Care Trust and the Scottish Refugee Council, funded by Scottish Government
[4] Run independently by Nidos, funded by Dutch Government

Detailed findings

The analysis estimated that the set-up and operating costs of a model of legal guardianship in England and Wales (based on the assumptions above) totals £45m over three years. This figure includes a wide range of expenditure that would be necessary in a professional service, including (but not limited to):

- Salaries for the management team, guardians and support staff
- Rent, rates and equipment rates for central and regional offices
- Recruitment, training and professional development
- Travel costs
- Interpreting and translation
- Regulatory expenditures.

Costs were divided into different categories based on the type of expenditure and its susceptibility to fluctuations in the external environment such as inflation or changes in fuel costs, the number of service users, increases in travel and rental costs, or interpreting and translation services:

- Fixed costs – required to maintain the guardianship service regardless of the number of service users (i.e. management costs, rent, rates)
- Semi-fixed costs – fixed if the estimate of 3000 service users does not substantially change (i.e. equipment, recruitment, consumables)
- Semi-variable costs – those essential to the service regardless of the number of users, but affected by service user numbers (i.e. travel costs for the management team, professional development, regulatory costs, insurance, recruitment contingency funding)
- Variable costs – expenditure directly linked to the number of service users (i.e. salaries of guardians, professional development, interpreting and translation, travel costs for guardians).

The most significant single costs were identified as recruitment, salaries (management and guardians), rent and rates, and interpreting and translation. Costs for management have been based on a children's services structure that takes into account allocation of cases, case management, line management, supervised support for workers and departmental governance arrangements. These have been informed by existing (and similar) guardianship services in other countries.

Cost category	**Year 0 (six months set up time)**	**Year 1**	**Year 2**	**Years 0-2**
Fixed costs	£222,608	£296,810	£296,810	£816,228
Semi-fixed costs	£1,075,838	0	0	£1,075,838
Semi-variable costs	£214,066	£404,470	£404,470	£1,023,006
Variable costs	£6,205,560	£18,011,124	£18,011,124	£42,227,807
Total	£7,718,072	£18,712,404	£18,712,404	**£45,142,880**

The appraisal focused on identifying key benefits resulting from the involvement of a guardian with a separated child. It attempted to monetise these benefits where possible, based on data and information on existing systems of guardianship in the UK and Europe (and children's services more broadly). This created an informed estimate of **£107m in benefits of a guardianship service for separated children** over a three-year period - delivering savings to the public purse of as much as **£62m over three years**.

The primary monetised benefits that were identified by this analysis were:

- Social services support
- Police resources in missing persons investigation
- Time spent on interpreting
- Judicial time
- Legal expenditure
- Support from wider agencies outside children's services
- Accommodation (trafficked children who have been mistakenly held in YOIs)
- Expenditure relating to separated children once they reach adulthood (post-18).

In many of these areas, the cost benefit is determined by the expected impact of the guardian's engagement in existing processes, such as age assessments, asylum interviews, meetings with legal counsel, etc.

The qualitative or social benefits of guardianship, such as improved mental or physical well-being for children, were not in the scope of this appraisal. However, information gathered from Europe and the evaluation of the Scottish guardianship service suggests these benefits could be expected to have a significant, demonstrable and additional impact on children which could lead to further cost-savings. Further work is needed to ascertain and monetise these social benefits.

The most significant savings and benefits as a result of the guardian's involvement were found in relation to projected reductions in:

- State legal expenditure (approximately £27m)
- Accommodation costs (approximately £20m)
- Expenditure for separated children once they reach adulthood (approximately £50m).

Legal expenditure

Cost savings to legal expenditure of **around £27m** were identified based on savings to local authorities and the Home Office as a result of the involvement of a guardian. Approximate legal expenditure cost savings were identified in four areas over the three-year period:

- Costs to the local authority of fighting challenges to age dispute cases (£9m)
- Costs to the Home Office of resolving cases of children wrongly detained as adults (£1m)
- Costs to the Home Office for compensation payments to children wrongly detained as adults (£5m)
- Legal costs incurred due to wrongful criminalisation of trafficking victims (£12m).

Legal expenditure can be hugely costly to the public purse. For example, the cost of an age assessment challenge can range from £15,000 to £75,000 per case as they generate legal, administrative and procedural costs.[5]

It is predicted that the involvement of a guardian would help reduce the number of challenges that local authorities have to fight where children are challenging an assessment that they are an adult. The evaluation from the Scottish guardianship service has shown that guardians help to simplify and maintain momentum in the age assessment process which results in a more cost-effective procedure.[6] Guardians also help ensure that a more accurate assessment is made and that crucial information that would inform the assessment about the young person's maturity and development is included, as well as playing a role in supporting the child during the age dispute itself.

A guardian would also reduce the compensation and detention costs that the Home Office have to pay to children wrongly detained in immigration detention as adults. For example, in 2012, over £2m was paid in a court settlement to 40 child asylum seekers who had been wrongly detained as adults by the Home Office.

Finally, the guardian would also help reduce the legal costs for trafficked children who are wrongly criminalised for actions directly resulting from their trafficking situation. Child victims of trafficking are often processed through the criminal justice system when they

[5] Coram Children's Legal Centre (2013) Happy birthday: Disputing the age of children in the immigration system http://www.childrenslegalcentre.com/userfiles/file/HappyBirthday_Final.pdf

[6] Crawley, H and Kohli, RKS, *'She endures with me' An evaluation of the Scottish Guardianship Service Pilot Final Report*

come into contact with the authorities.[7] This is further complicated if their age is disputed because, if they are assessed to be over 18, they will be treated as an adult and need to prove that they were coerced into any crimes committed as a result of being trafficked. Guardians have been found to play an important role both in linking services and ensuring access to legal advice and representation when a young person has been detained. A guardian would reduce the legal costs for this group of children in relation to their asylum or immigration claims and in the event of an age dispute.

Accommodation

Cost savings of **approximately £20m** over the three years were identified in relation to accommodation costs as a result of the guardian's involvement. We looked at the cost of trafficked children who have been wrongly criminalised and held in young offender institutes (YOIs) in comparison to the cost of private foster care placements. The average cost of a child detained in a YOI is £1923 per week compared to a private foster care placement at £380 per week. The real cost is likely to be cheaper, as the majority of separated children are accommodated in semi-supported accommodation, rather than in foster care.

A guardian would reduce the costs of detaining child victims of trafficking by ensuring they are not detained in YOIs, or are removed from detention as soon as they are identified. The trauma suffered by children who have been trafficked frequently means that they do not disclose what has happened for long periods of time. It is therefore imperative that guardians are allocated to all separated children so they can ensure the child is not wrongly criminalised, and if children have been trafficked, that any form of detention can be prevented.

Post-18 expenditure

A substantial potential benefit totalling **around £17m per year and approximately £50m over three years** was identified from the direct involvement of guardians in informing the asylum and immigration decision-making process. This is due to the guardian's role in information gathering, liaising with and challenging agencies, as well as ensuring and improving children's access to legal representation. This results in improved communication between all agencies and a higher quality asylum and immigration process, which in turn makes it more likely that the child's claim will be heard fairly and that decisions will be made in their best interests.

Based on evidence obtained from the Scottish Guardianship Service and anecdotal evidence from other guardianship services internationally, it is expected that a guardian would reduce the amount of litigation (legal challenges and appeals) in relation to the asylum and immigration process for local authorities and the Home Office. The costs of legal challenges - particularly where they go to full appeal - are substantial, costing between £5000 and £15,000 on average.

Guardians can also play a role in accelerating the transition for separated children from care to independent living. In 2010-2011 (the last available figure before substantial changes to the way funding was calculated), local authorities spent £92m on asylum-seeking children (£47,500 per child). In addition to net expenditure incurred by local authorities, the Home Office will experience a significant reduction in spending on grants to local authorities who are supporting children awaiting a final decision in relation to their immigration status.

As the role of the guardian is integral to delivering improvements to the quality of decision-making at an earlier stage (before a child reaches 18 years of age in many cases), it is reasonable to assume that young people will transition out of the care of local authorities into independent living at the point of reaching adulthood, leading to cost savings to the government.

Estimates for the costs of these annual benefits include:

- A reduction in the number of legal challenges to a negative immigration/asylum determination (£2m)
- Reduction in the number of full appeals to negative immigration/asylum determination (£6m)
- A reduction in expenditure by local authorities for post-18 separated care leavers (£6m)
- A reduction in the Home Office leaving care grant to local authorities (£2m).

Other monetised benefits

Other approximate savings over three years identified as a result of the introduction of the guardianship service are:

[7] Franklin, A. and Doyle, L. (2013), *Still at risk: A review of support for trafficked children.* The Refugee Council and The Children's Society: http://tinyurl.com/o3e8k7w

- Social services – savings on age assessments and work with missing children (£1m)
- Police resources – savings on missing unaccompanied and trafficked children investigations (£4m)
- Interpreting time – clearer and more concise communication, particularly during age disputes (£800,000)
- Judicial expenses – court and hearings costs to the Ministry of Justice regarding successful challenges to age disputes and children wrongfully detained as adults (£3m)
- Other professional time – reduction in time spent dealing with safeguarding episodes for safeguarding, health and education professionals (£2m).

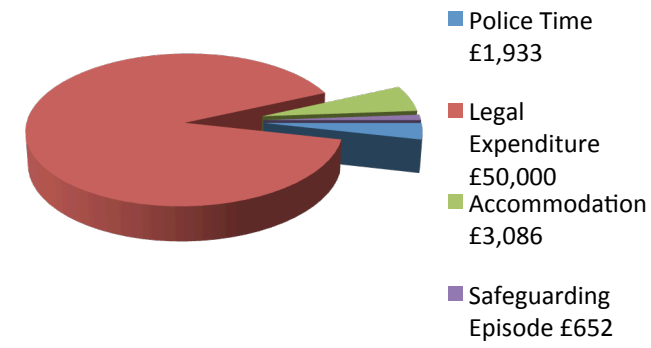
Illustrative case examples

The following case scenarios are amalgamated examples based on typical situations experienced by separated children in order to illustrate the impact and potential savings accrued as a direct result of the intervention of a legal guardian.

A newly arrived unaccompanied minor is supported by the local authority under Section 20, but goes missing from their placement within a few days. The local authority had not identified that this young person was at risk of trafficking.

Months later the young person comes to the attention of police after being picked up for cannabis cultivation and illegally selling counterfeit DVDs. The young person is detained and criminal charges are pursued. The court recognises the young person as a victim of trafficking and he is released back into the care of the local authority, but only after he has been detained in a YOI for two months.

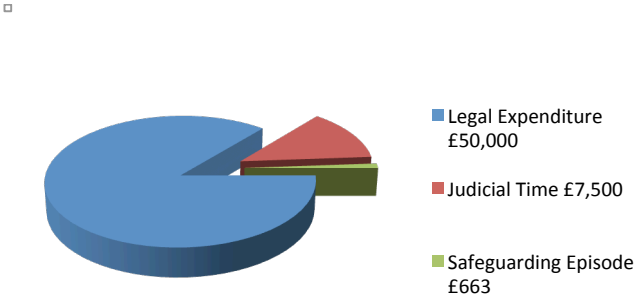
Potential costs savings if a legal guardian was involved and had acted to identify risks and prevent young person from going missing; or had intervened at the earliest stage when young person was picked up for the criminal offence:



A 16 year old unaccompanied minor is supported by the local authority under Section 20 in supported accommodation. The manager at the bed and breakfast reports to the social worker that an older male has been visiting the girl and that she has been staying out overnight. Despite the social worker exploring this with the young person, she makes no disclosures and claims that the older male is a friend from her country.

A few months later, the young person is reported missing. She returns and is moved to a foster placement however it takes a two months for the girl to disclose that the man had been buying her gifts in return for sex. The girl was then referred to a specialist project that provided advice, guidance and support to address the specific needs and risky behaviours for children who have been sexually exploited.

Potential cost savings if a guardian was involved and had been able to prevent sexual exploitation:



Conclusions

Based on our estimations, a system of legal guardianship for separated children in England and Wales could deliver significant financial savings across a three-year period.

Aside from the clear benefits to children evidenced through guardianship systems in other countries, from a financial perspective, these findings show the service may not only cover the cost of provision but also be expected to save money overall for the public purse in terms of legal expenditure, accommodation, judicial expenses, missing persons investigations and social work time. The savings become particularly beneficial once the longer-term costs of providing for children over the age of 18 are taken into account, as well as the impact a guardian will have on improved decision-making for the child within the immigration process.

Methodology for cost-benefit appraisal

The cost-benefit appraisal was based on a **review of existing literature to understand the operating systems and configuration of existing guardianship and advocacy services in the UK and across the EU**, to identify key areas impacting on expenditure relating to separated migrant children. These included processes such as asylum and immigration procedures, age assessment determinations, missing children investigations, judicial proceedings and administrative appeals.

Existing cost analyses were used in particular areas (such as the cost of judicial review and police investigations), while existing guardianship services including those in the Netherlands and Scotland were used to extrapolate data and formulate key assumptions regarding the set-up, operation and impact of a legal guardianship service. **Guidance** in the form of the Treasury's Green Book was used to attribute values to costs and benefits.[8]

Data was assessed for relevance and reliability then cross-referenced, where possible, to ensure as robust an appraisal as possible. This data was then used to identify estimated values for costs and benefits for how a legal guardian could, for example, affect the asylum process. Potential costs and savings were explored in this context. **Weighting was applied** in areas where impact was not immediately clear or may be more or less significant than expected (for example, in the number of children likely to need substantial support from an interpreter).

The appraisal that was undertaken was limited in that it did not provide a full cost-benefit analysis of the proposed guardianship service - it explores only monetised costs and benefits. Other anticipated positive outcomes to children and wider society, such as improvements in the physical and mental health of separated children, have not been costed, due to difficulties in monetising the benefits, a lack of available data or complexity in determining real terms impact.

The costs of civil legal aid and of procedures for appointing guardians to individual children were also excluded from this analysis due to difficulties in ascertaining hypothetical costs and impact at the time of writing.

[8] HM Treasury (2011) *The Green Book Appraisal and Evaluation in Central Government*

More information

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The full analysis and calculations on which this briefing is based are available separately in the main report, which can be downloaded from www.unicef.org.uk/Latest/Publications and www.childrenssociety.org.uk/publications

About UNICEF UK and The Children's Society

UNICEF is the world's leading organisation working for children. UNICEF works with families, local communities, partners and governments in more than 190 countries to help every child realise their full potential. In everything we do, the most disadvantaged children and the countries in greatest need have priority.

UNICEF UK raises funds for UNICEF's emergency and development work around the world and advocates for lasting change for children worldwide. This includes, for example, working to change government policies and practices that are detrimental to child rights in the UK and internationally. Our UK programmes seek to build a better life for children in the UK from birth to age 18.

The Children's Society has over 130 years' experience of supporting society's most vulnerable children and young people. With them we fight childhood poverty, harm and neglect.

Our network of programmes includes drop-in services for runaways, as well as children's centres and support for young carers. We support children who are refugees from violence, and we give those in care a voice. We transform the lives of many more children by pressurising government and local authorities to change policy and practice to protect them, and we challenge the negative attitudes that perpetuate harm and injustice.

Y Pwyllgor Cydraddoldeb, Llywodraeth Leol a Chymunedau/
Equality, Local Government and Communities Committee
ELGC(5)-01-17 Papur 7/ Paper 7

The Rt Hon Amber Rudd MP
Secretary of State for the Home Department

24 November 2016

Dear Secretary of State,

The Equalities, Local Government & Communities Committee of the National Assembly for Wales is undertaking an inquiry into refugees and asylum seekers in Wales.

The terms of reference for the inquiry are:

- the pace and effectiveness of the Welsh Government approach to resettling refugees through the UK Government's Syrian Vulnerable Persons Relocation Scheme (SVPRS);
- the effectiveness of the Refugee and Asylum Seeker Delivery Plan;
- the support and advocacy available to unaccompanied asylum seeking children in Wales; and
- the role and effectiveness of the Welsh Government's Community Cohesion Delivery Plan in ensuring the integration of refugees and asylum seekers in Welsh communities.

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I would be grateful if you could provide written and oral evidence to the Committee to assist us in our work. In particular, we would welcome your assessment of:

- the extent to which there is seamless integration between devolved and non-devolved public services provided for refugees and asylum seekers;
- how intergovernmental cooperation in Wales compares with other parts of the UK; and
- the extent of the UK Government's involvement in intergovernmental working to inform the preparation and implementation of the Welsh Government's delivery plans.

I would be grateful if your officials could liaise with the lead clerk on this inquiry, Christopher Warner (christopher.warner@assembly.wales, 0300 200 6360), to confirm your availability to meet the Committee in early January, by Friday 9 December. It would be helpful if we could receive your written response by Monday 9 January.

We may encounter further issues during the course of our inquiry about which we would welcome information from your Department and I will ensure these are brought to your attention as soon as possible.

I am copying this letter to the Secretary of State for Wales. I am also sending a copy of this letter to the Chairs of the House of Commons Home Affairs and Welsh Affairs Select Committees.

Yours sincerely

John Griffiths AC / AM

Cadeirydd / Chair

Cc:The Rt Hon Alun Cairns MP, Secretary of State for Wales

Croesewir gohebiaeth yn Gymraeg neu Saesneg.

We welcome correspondence in Welsh or English.

Home Office

Robert Goodwill MP
Minister of State for Immigration

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London SW1P 4DF
www.gov.uk/home-office

Y Pwyllgor Cydraddoldeb, Llywodraeth Leol a Chymunedau/
Equality, Local Government and Communities Committee
ELGC(5)-01-17 Papur 8/ Paper 8

John Griffiths AM
Chair of the Equalities, Local Government and Communities Committee
National Assembly for Wales
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Dear John

INQUIRY INTO REFUGEES AND ASYLUM SEEKERS IN WALES

Thank you for your letter of 24 November to the Home Secretary requesting evidence for your inquiry into refugees and asylum seekers in Wales. Your letter has been passed to me as Immigration Minister, and I am pleased to contribute to this important inquiry.

You have asked for written and oral evidence on our assessment of three issues:

1) The extent to which there is seamless integration between devolved and non-devolved public services provided for refugees and asylum seekers;
2) How intergovernmental cooperation in Wales compares with other parts of the UK; and
3) The extent of the UK Government's involvement in intergovernmental working to inform the preparation and implementation of the WG's delivery plans.

The primary focus of the inquiry is the role of the Welsh Government (WG) and Welsh bodies, and whilst we recognise that the UK Government's asylum policy is relevant to the inquiry, we consider that we can best serve the committee by providing written evidence. Please find our written evidence attached.

Yours sincerely

Robert Goodwill MP

INQUIRY INTO REFUGEES AND ASYLUM SEEKERS IN WALES

1. The extent to which there is seamless integration between devolved and non-devolved public services provided for refugees and asylum seekers

In Wales, where health, education and local government are devolved, it is essential there is close collaboration between devolved and non-devolved public services for all asylum seekers and refugees. The Home Office has, over a number of years provided a small annual enabling grant to Newport Council to run the Welsh Strategic Migration Partnership (WSMP). This grant requires that a partnership exists to bring together all relevant agencies, including the third sector organisations and political leaders with the Home Office to collaborate on planning migration issues in Wales. Both devolved and non-devolved public services are represented on the executive management board, as are officials from the WG.

In the last 12 months, the enabling grant funding mechanism has been supplemented with a small development grant of £60k so that the existing partnership infrastructure can be enhanced in support of the Syrian resettlement scheme. This has allowed for the funding of a coordinator post to help develop a 'pan-Wales' approach to resettlement; looking at the local, regional and national opportunities to collaborate and achieve economies of scale, as well as effective joint working between public services. UKVI is also negotiating whether to make a similar development grant payment for the role of the partnership in delivering the UK's vulnerable children scheme, however a decision on this has not yet been reached.

An example of successful joint working between governments is the Wales health funding framework for the Syrian resettlement scheme. This has been developed in partnership by the WG and UK Government (the Syrian Vulnerable Person Resettlement Scheme) to ensure that Local Health Boards in Wales can access relevant funding for the medical costs incurred during year one following the arrival of Syrian nationals under the Syrian Vulnerable Persons Resettlement Scheme. The WG has also developed a mental health pathway for asylum seekers and refugees, which it developed in consultation with UK Government officials as well as experts and wider partners.

There are four established asylum dispersal areas in Wales, Cardiff, Newport Swansea and Wrexham, all of whom have developed considerable expertise in a strong, multi-agency approach to delivering services, and monitoring that service delivery. All 22 Local Authorities (LAs) in Wales have agreed to contribute to the resettlement of Syrian refugees and are considering their response to the vulnerable children and unaccompanied asylum seeking children (UASC) national transfer scheme. LAs who have previously had little experience of asylum seekers or refugees in their communities have resettled families and young people, drawing on the many years of experience in the dispersal areas but also with a strong supporting structure from the UK Government Syrian Vulnerable Person Resettlement Scheme and dedicated 'contact officers' to work directly with LAs, the WSMP and from the WG ministerial task force the operational board, children sub group and communications group. This structure enables UK Government and WG to work together with all strategic partners in Wales to identify issues and barriers to the delivery of public services for asylum seekers, resettlement and refugees.

The UK Government recently pledged up to £10m over five years for a jointly funded Department for Education and Home Office programme to enable refugees arriving

on the Syrian and vulnerable children resettlement schemes across the UK to access language tuition and integrate into British society, together with funding for regional coordinators to support the delivery of Educational Services Overseas Limited (ESOL).The additional funding for English language training will mean all adults (aged 19 or above) arriving through the schemes anywhere in the UK will receive 12 hours a week of tuition, for up to six months. We are near completion on guidance to Welsh Las. We have consulted with the WG, Welsh Local Government Association and wider devolved and non-devolved partners though the WSMP in developing this.

The Home Office has a dedicated Senior Civil Servant lead based in Wales, who is responsible for managing the relationship between the Home Office and non-devolved partners around Home Office priorities, including immigration, and has been directly involved the work on asylum seekers, refugees and resettlement. The Home Office Director of Asylum Operations and the Director of the Resettlement Programme for the UK Government have visited Wales on a number of occasions over the last twelve months to meet and consult with partners, and further support the collaboration between public services, wider partners and the third sector.

2. How intergovernmental cooperation in Wales compares with other parts of the UK

Although immigration and asylum are reserved matters each of the devolved administrations (DAs) have developed their own integration strategies.

The Northern Ireland Executive published a racial equality strategy in December 2015 which commits to a refugee integration strategy. The “New Scots” integration strategy, a three year plan, was published in 2013. The WG published a refugee and asylum seeker delivery plan earlier this year. There are some key differences with the DAs in the approach to integration; in particular the DAs see integration as happening from arrival, whereas in England integration only starts once particular status has been awarded.

Officials in the Home Office and WG work very closely on all matters relating to asylum seekers, resettlement and refugees. The Home Office has senior dedicated representation based in Wales, Scotland and Northern Ireland, responsible for managing the relationship between the governments and strategic partners. Since the start of the Syrian Vulnerable Persons Resettlement Programme there has been a monthly call chaired by the Director of the Resettlement Programme with officials from the three DAs, and dedicated contact officers have ensured that at the operational level, the relationship is further supported to make it collaborative.

The Home Office has held two ‘engagement events’ in Scotland and Wales where senior officials from both governments have come together to discuss intergovernmental cooperation; the joint work on the Syrian Vulnerable Persons Resettlement Programme was an example of best practice at both events.

Wales has chosen to continue with the Ministerial task force on asylum seekers and refugees and the associated supporting structures, whereas the other DAs have chosen to discontinue that approach. It provides an important opportunity to ensure cooperation at all levels is maintained.

3. The extent of the UK Government's involvement in intergovernmental working to inform the preparation and implementation of the WG's delivery plans

UK Government officials have been kept informed on the development of WG delivery plans. The collaborative working on the resettlement schemes has provided an opportunity to strengthen the relationship. UK government officials have welcomed and supported the work of the WG in developing the 'Welcome to Wales' pack and the mental health pathway for asylum seekers and refugees. The UK government look forward to continuing the joint working in the development of future plans; in particular Wales' response to the vulnerable children resettlement scheme and the UASC national transfer scheme being taken forward via the children sub group of the Ministerial task force.

Agenda Item 5.6

Y Pwyllgor Cydraddoldeb, Llywodraeth Leol a Chymunedau

Equality, Local Government and Communities Committee

ELGC(5)-01-17 Papur 9b/ Paper 9b

Gateway Protection Programme

Good Practice Guide

REFUGEE COUNCIL

refugee action

Refugee Action is an independent, national charity working to enable refugees to build new lives in the UK. We provide practical emergency support for newly arrived asylum seekers and long-term commitment to their settlement, and we deal with some 40,000 enquiries from refugees and asylum seekers each year. As one of the country's leading agencies in the field, Refugee Action has more than 25 years' experience in pioneering innovative work in partnership with refugees.

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www.refugee-action.org.uk

Registered charity number 283660
Registered company number 1593454

The Refugee Council is the largest charity in the UK working with refugees and people who are seeking asylum. We provide support and advice to clients, work in partnership with refugee community organisations and others, campaign and lobby for the rights of refugees, and help them to rebuild their lives in safety.

The British Refugee Council (commonly called the Refugee Council) is acompany limited by guarantee registered in England and Wales.
Registered office:
240-250 Ferndale Road
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Registered company number 2727514
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Contents

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Abbreviations and acronyms

COELT: Cultural Orientation and English Language Training

ESOL: English for Speakers of Other Languages

FGM: Female Genital Mutilation

GP: General Practitioner

GPP: Gateway Protection Programme

IOM: International Organization for Migration

JC+: Jobcentre Plus

NHS: National Health Service

PIP: Personal Integration Plan

RCO: Refugee Community Organisation

UKBA: United Kingdom Border Agency (formerly known as Border and Immigration Agency, BIA and Immigration and Nationality Directorate, IND)

UNHCR: United Nations High Commissioner for Refugees

Foreword

Gateway is all about partnership. At its simplest it is about national government playing its national (and international) facilitating and enabling role effectively and efficiently, providing clear information and process.

It is about local authorities ensuring that Gateway fits strategically in the local area, that the services are in place or able to be developed to meet the needs of the programme and that it is used to enhance cohesion in local communities.

Finally, the voluntary and community sector are key to ensuring that the support and the development of the new refugees is paramount and that the programme is focused on providing a real opportunity to build new lives and strengthening local capacity.

Sounds easy? It isn't, it is hard work and requires a mature approach to partnership that is built on honesty, trust and clarity of role. The key thing about Gateway is that it can be a catalyst for developing good ways of working and increasing capacity within communities, whilst changing the quality of life of the refugees themselves.

The local authorities who have engaged with the Gateway Protection Programme rarely regret it, and have found that it provides new opportunities for strengthening work on community cohesion and improved services for new migrants across the piece. These outcomes are rarely achieved without partners and developing a programme that suits the locality, the Gateway Protection Programme allows local authorities and partners the opportunity to do that.

I welcome this *Good Practice Guide* as an attempt to capture some of the complexities of providing the support service to refugees arriving under the Gateway Protection Programme and hope that it will provide a useful template for new areas considering participating in this very worthwhile programme.

Jon Lord
Head of Bolton Community Homes - Bolton Council

1 Introduction

This report shows how a Gateway Protection Programme (GPP) can work and examines the fundamental principles behind such a scheme. It is based on the GPP experiences of Refugee Action and the Refugee Council in the UK, and draws on their long history of providing high quality services to refugees. This is a flexible model that can be applied to all clients, irrespective of their country of origin or where they now live in the UK.

However, this is not a blueprint for all services because every individual and every region will have very different needs. This document, illustrated with case studies, describes an approach and a way of working to show how a GPP service can be established that effectively aids integration.

The report does not cover the employment, education, housing or health services required by GPP clients. Much of this is covered already in other good practice documents describing services for refugees. And, it does not detail clients' experiences prior to their arrival in the UK, or what happens to them after the one-year period of support ends. Instead, it focuses on the 12-month support programme within the settlement region.

Section 1 draws from the Home Office publication, *Indicators of Integration*, to establish outcomes appropriate to the Gateway Protection Programme.

Section 2 explains key service principles to inform the design of a service to achieve the outcomes.

Section 3 describes the elements of a service that are needed to achieve the desired outcomes and is based on the principles identified in section 2.

Section 4 identifies key features of the approach to human resources needed to make the service operational.

Section 5 explores the monitoring and evaluation framework required to measure whether the service is meeting the intended outcomes.

The Appendices are resources from existing Gateway Protection Programmes to illustrate the previous sections.

2 Overview of the Gateway Protection Programme

History of Gateway Protection Programme

UNHCR promotes three durable solutions to the plight of refugees. These are:

- Voluntary repatriation
- Local integration
- Resettlement

In the past, resettlement was often considered to be the worst option, but in April 2000, the then UN High Commissioner for Refugees, Sadako Ogata, said:

> *"Resettlement can no longer be seen as the least-preferred durable solution; in many cases it is the only solution for refugees."*

International resettlement programmes have been running since the early 1980s. The largest programmes are run by USA, Canada and Australia who between them take up to 100,000 refugees a year. In Europe many countries take around 1,000 refugees a year. These programmes are diverse in their approach (Key Resources: UNHCR's Resettlement Handbook).

In 2002, David Blunkett, the then Home Secretary, proposed the UK's own resettlement scheme called the Gateway Protection Programme.

Eligible groups are selected by Home Office ministers in consultation with UNHCR. (http://www.ind.homeoffice.gov.uk/lawandpolicy/refugeeintegration/resettlement)

Application process for resettlement

Applications are made through UNHCR and refugees are interviewed in camps by teams from United Kingdom Border Agency (UKBA). Applicants have to satisfy the criteria laid down in the 1951 UN Refugee Convention, as well as meet the criteria for resettlement.

Criteria for selection

Under UNHCR criteria, a refugee will be considered for resettlement if:

- *their life, liberty, safety, health, or other fundamental human rights are at risk in the country where they have sought refuge;*

or

- *in order to provide a durable solution the applicant's situation is not secure in the long term (they may not have immediate protection concerns).*
- *In addition, the UNHCR's resettlement handbook states that applicants may:*
- *have legal or physical protection needs*
- *have medical needs*
- *be a survivor of violence and torture*
- *be a woman at risk*
- *not have local integration prospects*
- *be elderly (and in a situation that makes them particularly vulnerable)*
- *be a child (and in a situation that makes them particularly vulnerable)*

Typical house, Kakamu Camp, Kenya

Sudanese group in Bolton

Between November 2004 and February 2005, 83 refugees from southern Sudan arrived in Bolton and Bury as clients of the second Gateway programme. They came from Uganda where they had been in a refugee camp at Kyangwali. There were 22 households (14 in Bolton, 8 in Bury) consisting of 34 adults and 52 children. Their ethnic backgrounds were Dinka, Acholi, Kuku, Bari and Nuer tribes. Most of the group were farmers but some had teaching and social work experience gained in the camps. Arabic (Juba) was the main language spoken by the group with varying levels of English from beginners to intermediate.

The group had been long-term refugees and for many this was their second camp. They had been forced to move from their first location in Northern Uganda after being attacked by the Lord's Resistance Army, a rebel army which has been waging war against the Ugandan government since 1987.

The group had experienced horrendous conditions and lost, or been separated from, their family and friends. They had been exposed to torture and organised violence, with many women suffering sexual violence including rape. They had experienced hostility from local Ugandans and there was little prospect of integration.

Phases of the Gateway Protection Programme

The aim of GPP is to help groups from refugee camps integrate into UK society by providing a co-ordinated support package in resettlement areas.

The processes required to operate GPP can be divided into four separate phases:

- Set up and pre-arrival.
- First main period of support: focus on statutory services and basic support needs.
- Second main period of support: focus on longer-term needs.
- Exit Strategy: programme wind-down.

Set-up and pre-arrival

After UKBA has conducted interviews, applications are processed in the UK. About six weeks before the group arrives, a list is drawn up which is given to GPP service providers. It contains basic information including medical details, case notes and information about the ethnicity of the group and the languages they speak.

The information is used to identify housing needs and to prepare local stakeholders for the group's arrival. Stakeholders include representatives from key services such as health, housing, education (including adult education and ESOL providers) and Job Centre Plus (benefits processing). Even at this early stage an exit strategy is developed to prepare clients for their long-term future.

Meanwhile, in the camp, refugees undergo Cultural Orientation and English Language Training (COELT). These sessions are run by IOM (International Organisation for Migration) and prepare the group for life in the UK. The refugees are usually moved to the city of their departure a week before they leave. Here they receive final health checks before starting their journey accompanied by IOM representatives.

Clients usually arrive in three groups of approximately 25 people at intervals of two to three weeks.

When they arrive in the UK, the group may be met by a Reception and Orientation Service based near Heathrow. They may stay here for several days before travelling to their final destination.

Arrivals timetable in Bolton and Bury

Week 1

Arrivals week is a frenetic time so extra staff are needed. Workers from other services and volunteers are heavily involved with the programme, helping clients to settle into their new homes and the local area.

Monday
Reception and housing orientation/health and safety. Clients are shown how to use central heating, hot water and home security devices, such as door and window locks. Smoke alarms are demonstrated and they are told about stop taps, rubbish and recycling collections and what they should do in an emergency.

Tuesday
Information and local orientation. GPP is explained and the following issues are addressed: levels of service, the client charter, confidentiality and data sharing. Health needs are identified and road safety is explained. Clients are shown the local shops and food is bought.

Wednesday
Tenancy agreements are signed and the clients are given a demonstration of public transport. They are also shown the location of their GP.

Thursday
Clients visit JC+ for benefits processing and are taken around town and given useful information, such as the locations of specialist shops, housing offices, transport hubs, schools and colleges, post offices, supermarkets, town hall, markets, libraries, police stations, the hospital and the NHS Walk-In centre.

Friday
A welcome meal is organised which gives an opportunity to introduce sections of the local community such as faith groups, support groups, refugee community organisations and various stakeholders.

Week 2

The programme of events in week two is more flexible which allows caseworkers to begin the process of establishing a relationship with their clients and making a more detailed assessment of their needs. The programme includes: ESOL initial assessment at local colleges, distribution of donated clothes, school inductions by Education and GP registration.

First main period of support

Support providers receive clients locally and address their immediate needs before they are taken to their accommodation. The first weeks are an intensive period of structured activities for the new arrivals. It is important at this stage to explain to the clients about the nature and extent of GPP support, the levels of service, and their rights and responsibilities.

During this period unforeseen events are inevitable. It is advisable to think about potential risks and draw up a contingency strategy before the group's arrival. In the past there have been health emergencies requiring hospitalisation, home emergencies such as a lack of heating, as well as relationship problems.

Second main period of support

At this stage the focus is on the longer-term needs of the individuals and their groups. Briefing sessions are held with clients and a more in-depth assessment and action-planning process is carried out using a Personal Integration Plan (PIP). The focus of GPP is to promote independence and support clients to help themselves. This is achieved by presenting them with choices and helping them to make decisions. Development workers are an integral part of this support process through their work in developing opportunities for individuals and groups in the host community.

Clients often arrive with high expectations of life in the UK, some reasonable and some less so. Many expect that access to higher education is quick and easy or that they will find work straight away. The reality is that higher education can be difficult to access, especially if there are language difficulties, and that the UK has an extremely competitive labour market. Caseworkers identify and work with these expectations in a constructive way by working with the clients to complete the PIP. This process enables the client to identify life goals and plan how to achieve them.

Family and other relationships may be put under pressure during this time. In some cases this has led to family breakdown and hostility between clients. Domestic violence, patriarchy, and the physical punishment of children are accepted practices in some cultures. GPP offers an equal service for all clients and this means challenging practices that clients may feel are normal, but are illegal or unacceptable in the UK.

Group session with clients

Working with complex issues

Domestic violence has been an issue in several programmes. The most urgent issue is to address the immediate physical and emotional danger faced by the victim(s), often by finding alternative accommodation. But many different interventions are required. These hinge on partnerships with other services such as housing providers, the police, social services, mediation services and specialists such as Women's Aid.

As part of a strategy to prevent domestic violence, where it is known to be an accepted cultural practice, the topic is covered in group briefing sessions. Both men and women need to have access to information and know the law and cultural attitudes within UK. Group elders may sometimes resolve disputes, but clients also need to know about mechanisms for dispute resolution in the UK.

Groups are educated about the police and social services to explain their roles and show how they become involved when laws are broken. During group briefings it helps to be explicit about the consequences of illegal behaviour, such as domestic violence. This knowledge has helped to empower the less powerful clients. It is important that this information is given in mixed gender groups, but that time is also made for single gender sessions and one-to-one advice. This approach has been used for briefing sessions on sexual health and well-being, and female genital mutilation (FGM).

GPP's run by Refugee Action and Refugee Council have benefited from pre-arrival training to inform staff about the culture of clients. It is vital to retain an open-minded approach as this information is necessarily partial, incomplete and often contentious. The most valuable information comes from the clients themselves.

In families the man is often the principal applicant. Responding to patriarchal family systems requires careful and considerate planning by GPP teams. In some domestic violence incidents women fear a threat to their own status if they leave their husband. They think - incorrectly - they could be returned to their country of origin.

This period can be very challenging for family relationships. Men can find it difficult to conform to a different set of 'rules', and they also struggle to cope with new challenges to traditional male authority. Women may, for the first time, have access to money and bank accounts and take joint responsibility for household finances.

Some adapt quickly, others are overwhelmed and their behaviour may become challenging. It is vital to continue working with clients at these points, even though it may not be comfortable for workers. On previous programmes, clients have shown signs of stress-related illnesses. Their levels of anxiety and frustration have increased when medical professionals are unable to provide a 'cure'. Some clients have become isolated from the rest of the group and expressed a desire to return to the refugee camps because they miss friends and family. At these times it is important to retain a sense of perspective and recognise that this is a normal phase of the programme.

Exit strategy

There is a gradual withdrawal of support once clients gain confidence and know more about their local community and the services available. The PIP is continually revised so that clients have a clear sense of direction about their future.

When a programme ended in 2006 clients said they felt supported and reassured by the PIP and the practice of recording information. They said the PIP had helped them to focus on the longer term and allowed them to "see the future".

End-of-programme evaluation events have been used as a means of gathering information to inform and develop future services. They are also used to raise clients' awareness of how far they have come in a single year. This helps to increase their confidence for the future journey. Of course, it also marks the end of the programme and is an opportunity for everyone to say their farewells.

Section 1: Achieving integration

The most suitable recognised framework for assessing the intended outcomes from GPP is the Home Office publication *Indicators of Integration*. Based on an analysis of existing research, this lays out the areas/domains that integration services should address. Within each area/domain it identifies a number of indicators.

These indicators have to be adapted to meet the needs of GPP, however, it is beyond the scope of this document to do this comprehensively. Where appropriate we have suggested further indicators based on our experience of running GPP.

Furthermore, indicators of integration should not be interpreted as a measure of success for every client. Each individual will have their own needs, wishes and priorities and will have to make their own journey towards integration. A service (or range of services) that addresses all the indicators can encompass the full range of these individual needs.

Equal opportunities

It is important that the indicators are applied within an equal opportunities framework. The needs of sub-groups must be understood and addressed. Indicators must not be applied with a 'broad-brush' . It should be done sensitively, with understanding and empathy for the group's culture.

GPP has addressed equal opportunities by:

- helping to set up women's groups
- holding targeted information sessions for young adults
- hosting mediation sessions for families
- working with both the perpetrator and victim of domestic violence.

Client perception of the integration process

When clients first arrive they are full of hope and glad to be safe. Despite the briefings they have received, they often have unrealistic expectations about life in the UK. The optimism of the first few weeks can be tempered when reality bites. For example, there will be difficulties gaining employment, paying for higher education and making friends within the local host community.

The indicators of integration do not mention an individual's attitude to integration as one of the desired outcomes. However, without a positive attitude progress is far slower and more difficult. An encouraging and constructive viewpoint creates the motivation and commitment that allows clients to move forward. It enables them to keep taking the risks needed to overcome the numerous barriers they face.

GPP has to deal with these feelings because some clients feel they have been misled. The service helps them to adjust their expectations while maintaining a sense of optimism. At the end of the support period clients should feel confident about their knowledge and skills and they should have a clear sense of where they are going, and how they will get there. The aim is to make them feel positive about their move to the UK and the support they receive, as well as feeling keen to contribute to UK society.

Services must address these issues throughout the life of the programme and measure the client's subjective attitude toward the integration process. This can be achieved with client reviews and other evaluation techniques. As with all the indicators there is a need to be realistic about the outcomes. Life in the UK can be difficult and challenging and it is extremely unlikely that all clients will feel positive about integration.

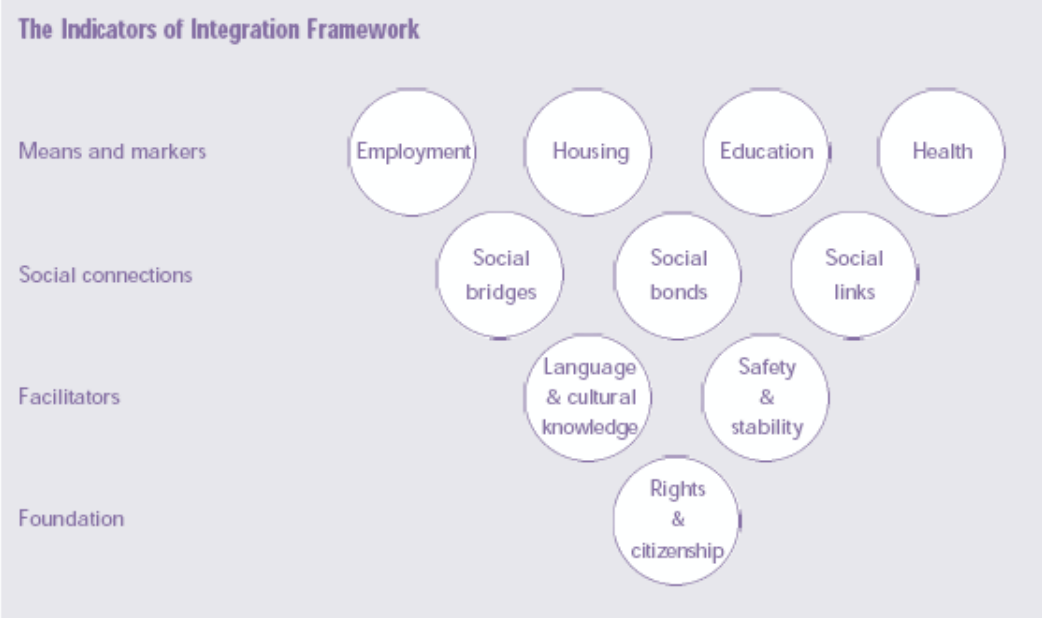
The Home Office has been conducting an ongoing programme of research into the experiences of clients since the resettlement programme began. A link to the research can be found in the key resources chapter of this publication. (Key Resources: IRSS Longitudinal Survey).

Integration indicators

The diagram below is taken directly from the Home Office publication *Indicators of Integration* which identifies 10 key influences on integration. It shows the main areas/domains that lead to integration.

The top tier portrays the major themes that most people would immediately think of as the outcomes of integration: a good job, a nice house, a sense of well-being and access to education. These are titled 'means and markers'. The 'social connections' in the community are identified on the following tier and help to illustrate how people plug into their communities. This activity is underpinned by the facilitators: 'safety and stability' and 'language and cultural knowledge'. The long-term aim is for a significant proportion of settled clients to contribute to the wider host community and understand their rights and obligations as UK citizens.

This is not a process model or identified path to integration where one domain leads to another. Instead, people are involved in a range of activities and a variety of domains at any one time. They are inter-dependent and an integration service must address all of them, directly or indirectly.



Indicators of Integration, Ager and Strang, Home Office, 2004 (Reproduced with Crown permission DPR28)

Means and markers

The means and markers are largely self-explanatory. In 'Housing' for example, it would be useful to measure the quality of housing, the type of housing provider, the length and security of tenancy and satisfaction rates. Other domains require further explanation of their application to GPP.

Social bridges

These are the links between the host community and the new community and are the key to social cohesion.

GPP clients need considerable help to make these bridges given the obstacles. In addition to a lack of cultural knowledge and English language skills, clients may not be literate and may have health problems. They may also suffer from culture shock and could face racial harassment and discrimination. It is rarely sufficient to just provide information and guidance. Clients need practical assistance which includes mentoring, and working with local organisations to help forge links.

Indicators include participation in youth clubs, childcare facilities, sports clubs, churches, mosques (and the extent to which these are mixed) and the involvement by GPP clients in voluntary work. Public attitudes to refugees are also significant.

Refugee Action training team

The Bolton Training Project was established in 2005 and is funded by both Bolton Council and GPP. The Project was developed to add value to GPP by providing refugee awareness training to statutory and voluntary groups in Bolton and Bury. This covers issues such as the definitions of 'asylum seeker', 'refugee' and other immigration categories; the needs and experiences of asylum seekers and refugees, and the asylum process and legislation. It also examines why refugees leave their countries of origin and presents information about GPP and how it differs from the asylum process. It includes specific details about the programme in Bolton and Bury. The training is tailored for specific groups with modules that address how the needs of refugee clients in particular sectors can be met.

The training team is able to prioritise and target resources by working closely with GPP project workers. Caseworkers and development workers identify issues and problems experienced by GPP clients. The training team and GPP development workers promote community cohesion in communities showing signs of racial tension by mapping key local services and community organisations.

Following the racial abuse of several clients in an area housing dispersed asylum seekers, training sessions were held with the police, tenants' and residents' associations, youth workers and mediation and housing services to improve their understanding of refugees.

GPP has developed social bridges by:

- collecting and passing on targeted information about local groups and events.
- delivering refugee awareness sessions with local voluntary groups and schools.
- conducting development work with local agencies, faith groups and schools to enable them to integrate refugees.
- preparing exhibitions about refugees. Bolton Museums Service recently commissioned an exhibition about GPP Sudanese clients. Testimony was collected over a period of 10 months prior to the exhibition in April 2007.
- enabling GPP refugees to participate in public meetings such as the Refugee Communities Forum in Sheffield.
- assisting access to community activities through community development work. An example is the formation of a community football team in Hull which includes GPP refugees, asylum seekers and members of the host community.

Social bonds

This is defined as a sense of belonging to a particular group or community.

GPP clients often have a sense of group identity that may become more intense in an alien environment. There may also be existing communities from their country of origin living locally.

Links within the group or community are often more complicated than may be initially understood. GPP groups are rarely culturally homogenous and may have members of several ethnic or tribal groupings that may or may not coexist easily. There may be cultural practices within the group that conflict with those of the host community, such as witchcraft, which may cause divisions within the refugee community. Such cases can have a particular impact on children attending a local school. The pressure of cultural assimilation can also challenge gender roles. The links with existing RCOs need to be handled carefully because they may have strong views about how services for GPP group should be provided and their role in the provision.

Indicators include: the number of RCOs worked with; assistance in setting up RCOs; sense of belonging; engagement with cultural festivals; press and other coverage of cultural heritage.

GPP has addressed these indicators by:

- Assisting groups to set up their own RCO. There is a Congolese RCO in Hull, a Karen RCO in Sheffield and a Sudanese RCO in Bolton.
- Arranging media coverage of positive stories. One client was the focus of an article in Marie Claire magazine entitled 'Hero of the Month' (see appendix 4 for full article).
- Assisting the formation of women's groups.
- Enabling contact with people from the same ethnic background.
- Setting up a community football team.
- Participation at cultural events - the Zeela choir in Sheffield (see Community Development section) and a women's dance group in Bolton.

Social links

Social links are defined as the way clients carry out their civic duties and engage with local governmental and non-governmental services. In the GPP context it is the extent to which the new community knows about and feels able to access local services in the statutory and voluntary/community sectors.

GPP clients are supported for one year. In that time few will feel ready to become involved in school governing boards (although some have achieved this) or in the management of local organisations (except for internally created organisations). For GPP clients it is more appropriate to look at the early steps they can take, such as their knowledge and use of local agencies and a perceived sense of connection with local community. These form the basis for fuller engagement at a later date.

GPP has addressed these indicators by:

- facilitating and enabling clients to identify and make use of local services (housing support, health services, local CAB, police and libraries) by giving advice and showing clients where services are located.

- enabling clients to access local faith groups. This has included some clients such as a Liberian group in Sheffield forming their own prayer group within the church they attend.
- working with local agencies to provide a range of services to GPP clients on key issues such as childcare and volunteering opportunities.
- supporting clients' activity in their children's schools. A client in Bolton became a member of her child's school's PTA after only six months in the UK.

Language and cultural knowledge

As well as learning English, GPP clients need to understand local customs and learn practical information about daily life that will help them use public transport, pay bills and go shopping. It is also beneficial for the wider community to learn about the cultural background of refugees.

The provision of sufficient and appropriate English tuition can be difficult to find given the pressures on local services. The GPP has found that considerable work is needed with local colleges to enable access. The shortage of affordable childcare provision is also a big barrier for services to overcome.

Gaining cultural knowledge is not as simple as providing leaflets or briefings, although they are important, together with direct support from caseworkers. Clients need assistance to develop the sources of this knowledge which tends to come from friends, neighbours and local agencies.

Indicators include the number of refugees enrolled in English language classes, conversation clubs, knowledge of local services and facilities, and the knowledge of customs, culture and history of refugee communities within the non-refugee local population. It also includes the availability of public sector interpreter and translation services for refugees.

GPP has addressed these indicators by:

- working with local colleges to facilitate entry into English classes. A steering group has been formed between Bolton Community College, Bury Adult Education and Bury College with a representative from Lancaster University's Literacy Research Centre. The group employs an ESOL development worker to link all aspects of ESOL provision for GPP.
- providing briefing sessions on many aspects of local services and customs. During UK cultural briefings, for example, Halloween, Bonfire Night etc (see Group Briefings section).
- helping to set up exhibitions concerning the cultural background of the refugee community.

Safety and stability

Safety is a key concern for refugees and lack of it can lead to significant obstacles to integration. Stability is fundamental to the very idea of settlement.

It is natural for people to feel unsafe when they first arrive in a strange environment. They don't know who to trust, how to deal with local customs or where the safe parts of town are. Over time, positive experiences help to build familiarity with local people and the area, such as where to buy familiar foods and products. This promotes a feeling of safety and security and helps develop a sense of confidence. This stability encourages people to move forward in many other areas of life - the quicker this happens the faster people can move on. The role of GPP is to assist this process.

This starts long before the clients arrive in an area. Pre-arrival briefings are given in the refugee camps and in the UK careful consideration should be given to the areas where people are placed. Work should also be done with local organisations to prepare them for the new arrivals. On arrival, clients are introduced to their locality and welcomed by community representatives. Trips are organised to civic amenities. Often neighbours, local church groups and tenant associations help refugees to settle in.

Problems must be dealt with. Some GPP clients have experienced racial abuse, and this has been addressed through individual casework, briefing sessions for the whole group and close work with the police and support agencies.

Indicators include: reported levels of crime and racial harassment; level of trust in police; feelings of safety and security of refugees; reported levels of bullying and racist abuse in schools; length of residence at current address; reported satisfaction with local areas.

GPP has addressed this domain by:

- monitoring levels of racial harassment.
- working with local police, schools and other agencies to improve the response to racial incidents.
- arranging talks by local police and race/hate crime support groups.

Tackling racism

In Sheffield a member of the first arrival group and his family experienced high levels of harassment by a neighbouring family. They shouted insults, kicked his gate and threw stones and eggs. With the support of their caseworker and housing staff they reported the neighbours to the police and kept a log of incidents. Eventually this resulted in court action and an anti-social behaviour order was issued against two family members. Other neighbours in the street thanked the refugee family for taking a stand as they had also suffered harassment from the family in the past but had been too afraid to tackle it.

Rights and citizenship

- GPP clients' one year of support is a relatively short time for anyone to establish themselves in a new country. Within those 12 months the service needs to encourage clients to move along the path toward full and active citizenship.
- indicators include: access to, and utilisation of, legal and welfare benefits advice; the extent to which refugees feel a sense of equity in access to services and entitlements.

GPP projects have addressed this domain by:

- enabling clients by giving information and accompanying them to use local legal and welfare advice services.
- working with a large variety of local services to inform them about the needs of refugees, to develop the access to their services and by working with clients to enable them to access those services.

A visit with volunteers to a water centre

Conclusion

- The *Indicators of Integration* are a comprehensive framework for planning and evaluating integration services. They encourage a complex understanding of the interplay between a variety of factors influencing the road towards integration. No individual service could possibly address them all. In order to provide seamless and effective provision for GPP clients the key services need to plan together and work in partnership.
- This guide focuses on six of the 10 domains - social bridges, social bonds, social links, language and cultural knowledge, safety and stability and rights and citizenship. These may be less familiar to readers. The domains of employment, housing, health and education are equally important. GPP plays a central role in assisting local providers to understand and meet the needs of clients, through information, training, and the development of services for these domains. However, it is beyond the scope of this document to address these areas in detail.
- It may be helpful to illustrate the interdependency of the domains through the example of employment which many people would identify, rightly or wrongly, as being the most important outcome. The chances of a client getting a good job are enhanced if:
    a. They live in good quality accommodation in an area where they want to stay and do not experience racial abuse (Housing, Safety and Stability).
    b. They are in reasonable health and know where to go to find help and support if they are not (Health and Social Links).
    c. They know people in the local community and people within their own community who have key contacts with employers (Social Bonds and Social Bridges).
    d. They speak a reasonable level of English and understand how to apply for work (Language & Cultural Knowledge, Education).
    e. They are aware of their rights at work (Rights and Citizenship).
- Every client has a different path and GPP helps them to develop a Personal Integration Plan (PIP). This plan identifies the actions to be taken in each domain. The following sections identify the elements of the service designed to assist each client to fulfil their plan. The last section suggests ways of measuring the success of the service against the indicators of integration.

Section 2: Service design principles

All services are designed on the basis of a set of service principles. These embody the underlying values that set the standard for service delivery and provide cohesion between team members. They are a constant point of reference for staff to guide their work with clients, stakeholders and other staff and volunteers.

The principles are reinforced regularly through supervision, team and case meetings and in all decision-making processes. They are explained to partners and stakeholders who are involved or interested in GPP.

The following is a list of service principles used by Refugee Action and Refugee Council. We suggest they should also be used for all GPPs.

Creating independence

The service is planned so that every facet is designed to assist clients in the process towards independence. This entails providing a service to each client based on a Personal Integration Plan (PIP) that addresses all aspects of the integration indicators.

Working in partnership with refugees

It is important to understand and work with the complex cultural background of GPP clients - to recognise their strengths and their ability to help themselves.

Enhancing and developing local services

The aim of GPP is sustainable settlement. This requires local services, over a period of time, to adapt and develop to meet the short and long term needs of GPP clients. This will also benefit other users of those services from the wider community. GPP should be configured to play a significant role in this process.

Evaluation and service review

Meeting the needs of refugees is a complex task that requires a commitment to keep the service under continual review. This review should be informed by

client-led evaluation, local stakeholders and outcome measures based on integration indicators.

Stable, skilled and motivated workforce

The main GPP resource is the competence and commitment of the team. The retention of experienced and high quality staff is essential. This involves an ongoing commitment to staff development through training, supervision and team development.

Craft afternoon at a women's group session

Section 3: Elements of service provision

The following section does not attempt to offer a blueprint for service provision. A guide that is too prescriptive may stifle the creativity that is essential to meet the challenges of running a GPP. The intention is to describe one approach, illustrated with examples, based on "Indicators of Integration" and service design principles.

This section identifies the following core elements:

- Planning, coordination and service development
- Community development
- Communications strategy
- Structured casework process
- Group information
- Volunteering
- Interpretation

How these different elements are put into practice will depend on the agency providing support, the client group, local stakeholders and a host of other factors.

Each of the elements has to be combined into a coherent whole. This is no easy task and requires a high level of organisational commitment and competence, as well as a skilled management and workforce. As with any other complex service this takes a number of years to fully develop.

Planning, co-ordination and service development

One agency cannot work alone to provide a service based on the *Indicators of Integration*. So many areas need to be addressed that it can seem overwhelming. There is the question of employment, the provision of English language teaching, the availability of crèche places, and the issue of racial harassment. Services must also consider the provision of cultural information, access to health services and

the number of social links that each individual needs to make. Integration domains are all linked and all need to be addressed.

It may be easy to identify the providers of health and housing services, but it can be much harder to earmark the key social links and bridges for individuals living in a particular community. Even for statutory agencies it may be difficult to find the key individuals with the power and enthusiasm to make sure GPP clients obtain the services they need.

Planning, coordination and service development are at the heart of running GPP. Together, the large number of agencies involved make a coherent whole, much greater than the sum of its parts. In a practical sense this makes the relationship between the integration domains work - between housing and safety and stability, and between employment and social links. Sometimes these naturally fall into place, but often they only happen through active co-ordination and service development.

It is unrealistic to imagine that all these links can be addressed at the same time. They have to be prioritised and dealt with over a long period of time. This prioritisation is made on the basis of client need, of mapping local and community services, of understanding the local structures for decision-making and of identifying opportunities for change.

For example there may be a need to improve support around employment and gaps may have already been identified in existing provision. Despite this, there is little chance of making useful changes if the key employment support services are subject to internal restructuring and incapable, at that time, of taking remedial action.

Over time GPP can attempt to address, together with partners, a range of issues that effect clients' lives. Existing schemes have included working with Job Centre Plus (JC+) on benefit provision, with local education colleges about the provision of ESOL to women with children and with health providers on the provision of interpreters. Often, successful outcomes provide benefits not only for GPP clients but for other users as well.

Each staff member has a part to play in planning, co-ordination and service development. Caseworkers, through their work with clients, may have opportunities for development with a GP's surgery or a youth club. Community development workers can use their contacts with community organisations. However, the project manager is likely to play the key role. Before GPP starts, and throughout the process, the project manager has to devote a large amount of time and effort to ensure that services are planned, work together and provide what clients need.

Stages of planning and co-ordination

1) Starting GPP

Before GPP can start the Local Authority, or equivalent body, must take an 'in principle' decision at a political and executive level to be involved. They take into

account the pressure on existing services, the provision of housing as well as their commitment to the protection of refugees. Once this has been done an initial planning group is formed consisting of representatives from the voluntary sector provider, local authority, education provider and health service. This group agrees the key details of GPP in the area and negotiates with the Home Office for funding.

2) Pre-arrival period

Detailed operational planning takes place in the three-month period before clients arrive. Key services and staff are identified. The Home Office releases an interim manifest (a limited set of details about clients) to inform the planning process. The final manifest is sent around six weeks before clients arrive in the UK.

Among many other things, housing is procured, education provision planned for children and adults, arrangements are made for GP registration and the provision of welfare benefits.

The media strategy is also planned and links to local media organisations are made in consultation with key stakeholders. Initial links with wider stakeholders and organisations that may have an interest in GPP are made, such as faith groups, voluntary organisations and well-being services.

3) Arrival and beyond

Strategic and operational meetings continue throughout GPP but become less frequent. As experience grows a more detailed mapping of local services takes place informed by client need. This is used to address volunteering opportunities, lack of childcare facilities and a range of other needs.

As the programme continues GPP may become more involved in other local decision-making structures. In Bolton, Refugee Action has joined the Asylum Seeker and Refugee Health Forum to help develop services. These closer ties provide opportunities for GPPs to identify where key decisions are made and use the knowledge and experiences of their client group to influence improvements to services.

Service development

Many services do not have previous experience of working with refugees. Some may recognise they need to change to meet the needs of GPP clients. Others may have sufficient internal resources to carry out these changes or require assistance from an external organisation. GPPs run by voluntary sector refugee agencies are often the best placed organisations to do this through our knowledge of the needs of refugees and of good practice in meeting those needs.

There are many ways of providing service development support but some of the key ones are:

- **Information about clients**. What does the group need? What are their backgrounds? What cultural barriers and opportunities are there? What

languages do they speak? A developing service will require answers to these questions and a range of other information.

- **Training**. Staff in some services may be apprehensive about working with refugees and require general training about refugee issues.
- **Planning**. Managers who are keen to make their services more appropriate may need help with operational planning. For example, helping them to think through the consequences of carrying out changes for staff, volunteers and in the other areas of their organisation.
- **Resourcing**. Services may want to change but lack the resources to do so. They may need a venue for a group to meet, money to put on an event or for other reasons such as access to childcare or extra photocopying.
- **Feedback and evaluation**. Before a service goes through a change or once it has made changes there may be a need for detailed feedback from clients. This can help to plan what needs to happen or evaluate the changes that have taken place.

There is a constant tension in GPP between time spent on direct provision and time spent on helping other services to develop. It is often easier to do it yourself rather than spend time and energy helping another organisation to develop a service. In line with the service design principle of 'enhancing and developing local services' the presumption is always to focus on sustainable development of local services.

Karen group session

Jobcentre Plus and Benefits

A key part of a successful arrivals phase in GPP is the co-ordination of welfare benefits. Job Centre Plus (JC+) acts as the link for welfare benefits and as such is an extremely important partner.

Six weeks before arrival, eligibility for key benefits is established by JC+ from the Home Office manifest and a benefit-processing day is arranged. JC+ co-ordinates the processing day. This involves inviting colleagues from National Insurance Number processing and Inland Revenue Child Tax Credits and Child Benefit, and Housing Benefit

With two weeks to go an agreement on the allocation of benefits across families is made. Application packs are made up by JC+, forms are completed where possible and a timetable for the processing day is agreed.

In the first week of the clients' arrival, the Client Immigration Status Documents (ISD) are received. Benefit forms are completed by clients with assistance from caseworkers and are returned to JC+ along with copies of ISD (usually five per client). The forms are then processed by JC+. Clients should receive their benefits about two weeks later.

The planning of benefit provision is extremely important. Mistakes can lead to clients being left without money and this delays integration. To avoid delays, ensure:

- benefit is paid equally to a husband and wife. For example, the husband receives JSA and the wife gets the child benefit and child tax credits. Failure to do this has led to conflict when husbands have refused to give money to their spouse for food or bills.
- clients who are ineligible to work are registered with GPs in the first week. JC+ will need a certificate from the GP as soon as possible to ensure benefit is continued.
- claims are processed accurately by liaising with a named contact within JC+. Clients' forms are processed clerically and are at greater risk of being lost or misplaced.
- there is a contingency plan. Some benefits may take a considerable time to process.

Community development

GPP clients face severe disadvantages when it comes to playing a full role in their communities. They may not speak English or know how things work in the UK. Furthermore local community organisations may not provide the right kind of services or know-how to work with refugees and may initially be hostile to newcomers.

The role of community work is to help clients build their own communities and increase their opportunities by working with local community organisations. Social bridges and bonds form the networks that tend to define the limits of what GPP clients can achieve. It's not only what you know, it's who you know.

To some extent all GPP staff are involved in community development. Caseworkers might introduce a client to their neighbours; admin staff play a central role in organising group events; while managers make presentations to community organisations about GPP. However, assisting a refugee community organisation to develop or even organising a trip to a National Park requires the specialist skills of dedicated community development workers.

Identifying needs and opportunities

There are two sides to identifying needs and opportunities. The first is to identify the needs and opportunities within the client group. Community development workers do this by attending casework meetings, talking to caseworkers, reading Personal Integration Plans and by talking to clients individually and in groups.

The second is to identify the needs and opportunities within the local communities where clients live. When clients first move into a new area, the community development worker will map the organisations, networks and key people in the area that may be relevant. This includes refugee community organisations, tenants' groups, schools, churches/mosques, community centres, sports and leisure clubs. Starting with a few key contacts they will build a picture of the community. This will show what clients can immediately start using, where opportunities for joint working may lie and who they might be able to work with.

This mapping and understanding of local communities can be a slow process. But as community workers become more knowledgeable about an area and better known and trusted, they are increasingly able to use their expertise and connections to create opportunities for GPP clients.

Bolton and Bury Women's group

A client in one group said she was feeling isolated. In the refugee camp she had close contact and support from other women in the community. Her husband was an active member of the community and outwardly their household appeared busy with lots of visitors. However, the woman wasn't involved or included in these community activities, partly because she felt unable to communicate in English and lacked confidence.

A consultation was arranged with other women in the group. It identified that these women shared similar experiences and feelings. They decided that they wanted time together to meet and share activities, as well as provide each other with support, and participate in activities such as sewing, crafts, singing and developing IT skills.

The development worker identified an existing host community organisation to work in partnership with them. This organisation ran classes and activities and was keen to develop its service by working with the women.

The development worker helped the organisation obtain additional funding to support this work. She also helped them to organise themselves so they could sustain and manage their own activities.

This approach has helped to ensure that the women's group is sustainable and will have a lasting long-term impact, both for its members and the wider community.

Taking action

It is not easy to prioritise the work of community development workers. GPP clients have diverse needs and strengths and it may be equally hard to identify the most promising opportunities in a local area. Furthermore, GPP groups have a diverse make-up. There can be a variety of ethnic groups, families and single people, and all may have particular interests of their own.

Sometimes particular needs are obvious and take priority, for example, when dealing with community organisations following racial incidents. Sometimes GPP clients make specific requests for support, typically if they want to set up their own refugee community organisation. Much of the time priorities have to be set through careful discussion, based on community development work and expertise and experience built over time. This way it's possible to consider what is likely to work, have the highest impact and be sustainable. Each community development worker can only take on a limited number of projects and still be effective.

The actual work carried out by community development workers is highly variable. It depends on the GPP group and the local area. It has included: finding funding for a community organisation to put on craft activities; helping a community artist to create an exhibition about GPP clients; lending expertise about refugees to a community network meeting; assisting GPP clients to set up a

refugee community organisation; and helping a group of young men to start a football team.

The boxes in this section give more detail about particular work that has been done by Refugee Action and Refugee Council community development workers.

The Liberian experience in Sheffield

In Sheffield a group of Liberian refugees wanted to form a refugee community organisation. The development worker supported the group's formation.

The pace of the organisation's development was slow and involved unresolved issues between some members. Some of the women decided to set up a separate project to allow them to meet together and raise awareness of their culture and "have fun".

They formed a women's choir, Zeela, and the development worker helped them to raise funds to buy instruments and pay for tuition and rehearsal space.

Zeela has enjoyed considerable success singing at local and national events, raising not only their profile but also helping to give a positive image of refugees. But they have not lost sight of their original aim to provide a support network. This success has been sustained and developed beyond the time frame of GPP.

Wider benefits

Community development work does not only impact on GPP clients. It also affects local community organisations. They gain knowledge and experience of working with people from very different cultures. This is likely to have an impact on their work with all minority ethnic groups and especially any other refugee groups in the area. The practical and effective approach used by GPP community development workers to bring together the host community and GPP clients can be applied to any disadvantaged group. Community development workers may also assist the community to strengthen local networks. The integration work carried out by development workers contributes to community cohesion.

Forming a football team

In Hull a group of young men wanted help to set up a football team. They were also keen to meet other young people. With the support of the development worker they formed a joint football team with a local voluntary group. This has allowed them to meet and build relationships with peers from outside their community.

The team plays in a regular league, competing against more established sides in Hull and has received positive attention from the local media. This has helped raise awareness within the community.

A group visit to Bolton's Reebok Stadium

Communications strategy

Media strategy

The media experience of GPP has generally been good. The programme has been covered by several positive news stories. The aim of this strategy is to ensure that the programme is perceived by the media and the public as a successful and positive way of offering sanctuary to refugees; one that helps them to fully integrate and contribute to their new community.

It is important to minimise the likelihood of negative coverage which may impact directly on the resettled refugees and could also jeopardise future settlement in that area. The planning of a media strategy should include the Home Office, local authority and the service provider organisation.

The aim should be to ensure the refugees retain their privacy and that measures of protection are considered before they arrive. A support plan should be worked out for those refugees who may want to speak to the media. Through the media strategy it is possible to promote partnership working and put GPP in context both nationally and internationally.

A pre-planned approach allows accurate information to be prepared for the media about the programme and the arriving refugees which should encourage a welcoming environment.

The media strategy needs to be flexible and is likely to change over time. It will respond to the climate in the local area and the experience of GPP. As programmes develop, different strategies may be considered and different levels of coverage may be encouraged. In some areas a close media strategy has been used for the first year's programmes. For further programmes a 'business as

usual' strategy is implemented. The duration of the strategy also needs to be considered – whether it covers the arrivals phase or the whole programme.

As well as the media strategy for new schemes, and continuing schemes, consideration should be given to an emergency strategy if there are problems during the programme.

Close partnership working is required when considering the media strategy for an area. Different partners may have conflicting agendas but agreement is required prior to the strategy being implemented. There may be tensions between different stakeholders. For example, voluntary sector partners may be keen to promote positive refugee media stories when the local authority wants to keep a low profile about its work with refugees. The welfare and privacy of the arriving refugees should be at the heart of media work.

Suggested programme of media activities

Produce media briefing notes on the role of the service provider within the wider resettlement programme coalition.

Arrange limited access pooled news interviews with refugees who have said they wish to speak to the media on arrival or in resettlement regions.

Arrange exclusive feature interviews with refugees who wish to speak to the media.

Hold a press conference when the flights arrive with lead agency spokespeople. Prepare a press release to accompany the conference.

Follow up news stories and features with letters to the media from supporters.

Prepare press releases and prompt statements in response to government announcements etc.

Look for follow-up stories that update the progress of programme and refugees.

External communications

GPP needs to be communicated to the local community to aid integration prospects. The use of media is one way of communicating information to the local community, but other methods of raising awareness and understanding are also required. Positive action can be an effective way to help communities understand the experiences and cultures of the newly arrived groups. Exhibitions, talks in schools, participation in community events are all useful examples.

Community development session

Supporting clients through a structured casework process

GPP has, at its core, the relationship between caseworkers and clients. These relationships provide great opportunities for growth and learning, but, as with any caring relationship (if handled poorly) have the potential to cause damage. In every interaction there is a potential for bringing about positive change and making progress toward greater integration. However, there is often a fine line between promoting independence and fostering dependency, or between building on strengths and reinforcing weaknesses. When deciding on a course of action or intervention with clients the fundamental question should be: "On this day, in these particular circumstances, with this particular client, is it better to do something for her, or help her do it for herself?"

Caseworkers have to make these decisions in every interaction with their clients. A structured casework process is fundamental to their continuing ability to make good quality decisions about how best to help their clients.

There needs to be a clear understanding of the nature of the relationship between the caseworker and client. This should be based on the principle of promoting independence and developing a joint agreement on the work of the caseworker. GPP clients may initially refer to caseworkers as their 'family', which can lead to a confusion of responsibilities. Clients, facing the uncertainties of settling in to a new place, may find it easier to be dependent on their caseworker and to confuse professional relationships with family relationships.

A clear written statement of the service principles helps to build a client's understanding of service boundaries (appendix 3: Client Charter).

The prime role of the caseworker is that of an enabler or facilitator - not primarily an advice giver. Clients are given options and the necessary information to make their own choices. Experience has shown that this can be difficult; some clients expect to be told what to do. Being encouraged to make decisions can be frightening and cause anxiety, and clients have expressed considerable frustration when told that caseworkers cannot tell them the 'right' decision.

Past programmes have demonstrated that many clients can experience what has been referred to as the 'GPP cycle'. This may occur once the clients feel a level of safety and security and after they have completed the many practical tasks of the first few weeks. At this point it is not uncommon for some clients to become distressed or disillusioned and experience physical symptoms relating to stress.

The ability to manage expectations and the understanding of these phases within GPP comes from the experience and knowledge gained by individual staff working in a structured way with clients over a long period. Regular team and case meetings are held between team members to share knowledge and information, to help plan services and provide opportunities for problem solving. Often, representatives from external partners and agencies are invited along to these meetings to share information and knowledge.

Bolton and Bury - moving clients into accommodation

On the day that clients move into their property, housing officers from accommodation providers carry out induction briefings at each property. This covers basic health and safety including: use of electrical equipment; heating and hot water; basic security of locks, windows and doors; refuse collection; and rights and responsibilities in the property.

Tenancy agreements are signed in the first week so Housing Benefit is paid at the start of the tenancy. This happens at a group briefing session where housing officers explain the agreement in detail and answer questions. The officers work with clients on a one-to-one basis, explaining the document and resolving queries.

Personal Integration Plan

A Personal Integration Plan or PIP (appendix 2) is begun at an early stage in the support process and is kept by the client. Every adult within a family is likely to have their own PIP. It is based on lengthy discussions with the client and may take several weeks to complete. A high degree of cultural sensitivity is needed by the caseworker as well as considerable expertise. It covers the themes of Housing, Benefits and Finance, Education & Training, Employment & Volunteering, Health & Well-being, Social & Leisure, and Legal action. Within each section the caseworker assists the client to identify their strengths and needs, their hopes and aspirations, and the steps that will be needed to achieve their goals. An action plan is developed which identifies the tasks to be completed, when and by whom. The document is 'live' throughout the entire period of support and is designed to make reviews, evaluation and monitoring an easy process. This document remains with the client and underpins the relationship

between the client and the resettlement worker, as well as informing the developmental work undertaken by GPP.

The PIP is updated as and when necessary. At set intervals the manager of GPP reviews the PIP with the client and the resettlement worker to ensure consistency and quality across the service.

Recording and acknowledging a client's progress is a key aspect of building their confidence and self-esteem. Often clients fail to fully recognise the progress that they have made. The PIP is one way of making sure that clients know what they have achieved.

Interventions

Simply put, the approach of caseworkers is:

"..As much as necessary.....as little as possible..."

The caseworker is continually aware of the need to promote independence. Careful thought is given to every interaction with a client - what actions are carried out, by whom and how. For example, although it may be easier and less time-consuming for a caseworker to book a GP appointment on the phone, it will greatly assist the longer-term integration process if time is spent helping the client to plan and make the phone call themselves. If all actions and interventions are planned with this approach rather than the quickest or easiest, clients will depend less on their caseworkers and their confidence will increase more rapidly.

Opportunities for learning

There are often many opportunities for learning in everyday life that could easily be taken for granted. A skilled caseworker will identify these and exploit them to take full advantage. For example, buying an item such as a mobile phone provides knowledge of being a consumer and how to make informed choices as well as budgeting and finance. It can assist local orientation by helping to identify shops as well as giving the chance to practise English by asking for information and carrying out the transaction. Skills developed can be applied to many other consumer situations such as choosing a utility company or bank.

Clients need to be given time and encouragement to work out their own solutions to problems. They need to take risks, and like all of us, to fail. But workers will step in if the risk is too high or the consequence of failure to great, for example, mounting debt can undermine all other client goals. Caseworkers use coaching methodology to help clients to think through the issues and identify choices to arrive at their own conclusions.

Workers adopt a broad range of interventions with clients similar to those used by caseworkers when helping other disadvantaged or excluded groups. These include: emotional support and problem-solving; advice and information; referral and signposting; mediation between family members; advocacy; and skill teaching. Additional support may be offered through volunteers.

For each of the interventions there are limits to the kind of support that can be given. The caseworker cannot deal with serious emotional problems that need counselling, or give specialist advice about complex welfare benefits. They cannot mediate serious family or neighbour disputes or deal directly with racial incidents. They are able to teach someone how to use a phone, where to shop, or how to use a bus, but cannot teach childcare skills. They can help a client to find a solution to a minor debt problem, but not to a major one.

The caseworker must be very clear about what they can or cannot help with. If something is beyond their remit they should help the client to form social links or connections with services that can assist them. Accompanying the client to these services is a very important part of the caseworker's job. There can often be issues accessing services and the caseworker may need to advocate on behalf of the client. Clients are then more likely to be able to use these services once the GPP period of support has ended.

There are regular staff supervisions and case meetings, involving the manager and community development workers, where caseworkers think creatively, share information and challenge one another about their approach to individual clients and the effectiveness of their interventions.

Using a bus

When clients first arrive in their resettlement area they go on a local orientation tour with team members.

On day one the caseworker will meet the client at home. Clients are encouraged to handle money and participate in a discussion about the value of items and become familiar with notes and coins. Caseworkers and clients find the local bus stop for a demonstration about catching a bus. This involves working out the fare beforehand and having the right coins available if possible. It also means identifying the bus service from the number on the front and the side of the road they need to be on to catch it.

Once on the bus the caseworker will demonstrate how to buy a ticket and encourage the client to ask for, and pay for, their own fare, having already practised this at home. Caseworkers move to the next stage by arranging to meet clients at the bus stop, encouraging them to get there independently. Clients are further encouraged to ask and pay for fares on their own with caseworkers helping out only if absolutely necessary.

At the next stage clients and caseworkers arrange to meet at a pre-arranged destination with clients taking responsibility for working out how much time they will need, as well as travelling independently. For some clients, this process is much quicker than others. Most people however will accomplish this by the end of the first week.

Working with complex issues (2)

A family of five arrived in the UK as part of GPP. The family consisted of a husband and wife and their three children, aged 10, 4 and 2.

During the arrivals week the wife spoke to her resettlement caseworker and told her that she wanted to separate from her husband. Her caseworker discussed the options and implications with her and offered her support.

From these discussions the woman made the difficult decision to go ahead with the separation. The caseworker offered practical support to both husband and wife, and arranged new accommodation to suit their new circumstances. High levels of support were given by the team at this time as the couple didn't have the knowledge to undertake these tasks for themselves.

Throughout this period of adjustment the caseworker kept both husband and wife fully informed while housing was found, making sure that they still carried out tasks for themselves, with support, to enable them to become familiar with interacting with services and organisations.

In the following weeks the woman became isolated from the rest of group for going against their cultural norms. The husband also found the adjustment extremely hard, often blaming his caseworker for the family break-up.

The caseworker referred the woman to SureStart where she received help, support and advice from staff and a network of women using the centre, some of whom have since become friends. Following a case meeting the community development worker encouraged the husband to participate in some group events to minimise his isolation. During their work together the caseworker had discovered that the husband was interested in football. The community development worker helped him to join a local football team.

Both husband and wife had suffered trauma prior to arrival in the UK and they both felt that this had contributed to the family's breakdown. With their agreement they were both referred to a specialist service which offered therapeutic support to refugees and asylum seekers. This referral led to joint and individual sessions and a further referral to a befriending service for the husband.

Over the course of the 12 months of support both the husband and wife were able to adjust to their new family situation as well as their lives in the UK.

The interventions used by the team throughout the 12 months included empowering both the husband and wife to make their own informed decisions by providing good quality information and expert knowledge of local services and support. The case was discussed at team meetings with input from the entire team which enabled a proactive approach. Impartial support was offered to both parties and they were encouraged to do as much as they could themselves.

Group information

Key information is delivered to the group all together, covering topics such as: sexual health and well-being, family planning, budgeting and finances, healthy eating, fire safety, RCOs, and children's services.

Some of the information required can be identified before the group's arrival based on information from the Home Office manifest. Other data comes from the initial assessment of the group, regular client case meetings and discussion within the team. Once the process begins clients play a major role in defining their own information needs. It is important to allow sufficient space within a briefing programme for this to happen.

Information is delivered using a variety of methods. These include group briefings, written material (translated where necessary), trips and events and other activities. These involve input from external agencies and groups with specialist knowledge.

Group briefings

Group briefings are properly structured and planned with clearly defined aims and objectives for each session. External agencies are engaged to deliver a variety of specialist information. To ensure these sessions are valuable for clients it is necessary that these aims and objectives are clearly discussed with the deliverer. Learning styles, ability and cultural awareness should also be covered. This ensures that information is delivered appropriately using a variety of teaching methods including active participation.

Clients evaluate the sessions during group discussions and by using simple feedback forms with smiley and not-so-smiley faces to convey satisfaction. Venues are accessible, safe, clean, warm and inviting and refreshments/food are provided. The timings of sessions must take into account clients' commitments, such as college timetables, festivals, and school holidays. Childcare provision should be provided where possible to ensure that women are not excluded.

Sexual health and well-being

Following consultation with client groups in Bolton and Bury, several group briefings took place on sexual health and well-being to address concerns expressed by clients.

Women in the group asked for family planning advice including some who were survivors of sexual violence. Sessions were delivered in mixed-gender groups but with follow-up sessions for women or men when requested.

Issues around sexual health and well-being have included: contraception, surviving rape and sexual violence, promiscuity, legal age of consent, HIV, FGM, and pregnancy and childbirth.

The sessions were delivered by health professionals in both Bolton and Bury.

Volunteering

Within GPP there is a need for volunteering support on two levels: to enable refugees to access volunteering opportunities and to involve volunteers from the host community in supporting the refugees and the work of the support team.

The aim when working with volunteers is to further assist integration of the group. Not only do volunteers boost resources, allowing an agency to expand services, but are also an important way for refugees to build social bridges and meet people from the host community. In order to achieve this aim, high quality support is required for the volunteers.

There are many benefits for refugees who volunteer. It provides essential work experience and helps to build social bridges. Other benefits include: meeting people from their local communities; gaining an understanding of the work environment in the UK; using their skills to help others; and building confidence. It allows them to contribute, to gain skills (including English language skills) and helps them to integrate.

Involving volunteers in delivering services to refugees is vitally important to both clients and organisations. Volunteers enhance GPPs run by Refugee Action and Refugee Council in the following ways:

- Volunteers extend the amount of work that can be done and add further quality and value to services. Volunteer facilitators in Bolton and Bury help clients access social and leisure activities. Activities volunteers assist during the arrivals phase and during trips and events.
- Volunteers increase the diversity of teams delivering services, both in terms of cultural diversity and skills and experience. Volunteers in Sheffield and Hull run an English at Home project as a befriending scheme for refugee families with a focus on providing support with English conversation.
- Volunteers provide perspectives on services that staff and agencies deliver that can make those services more responsive to client needs. For example, the Hull Hawks football team is supported by volunteers.
- Volunteering allows people to put something back into the community and provides them with a way of showing their support for refugees. In Hull members of the first Congolese group volunteered with Refugee Council to assist the arrivals of the second programme. This helped the team understand some of the cultural issues.
- Volunteers help to let people know the true facts about refugees and asylum seekers and dispel some of the myths surrounding asylum. The Bolton and Bury Training Project uses volunteers to help deliver training and information sessions using personal testimony.

After school club

In Sheffield volunteers developed an after-school homework club for young people in the Burmese and Karen community. A volunteer wrote the original proposal and won a Marsh volunteer award gaining some funding to set up the club. Working closely with the refugee community, volunteer co-ordinator, community development worker and education colleagues, the club now meets twice a week. It is supported by a number of volunteers who provide assistance and support with schoolwork.

Volunteers should be recruited, trained and inducted to National Occupational Standards (see Key Resources). They also require appropriate guidance and supervision.

Interpretation

Groups arriving as part of GPP have mixed English language ability. The requirement for interpreting varies according to the group. A rough assessment of English language ability prior to arrivals is useful for estimating demand. But flexibility is required to ensure that adequate levels of interpreting services are available.

Both Refugee Action and Refugee Council have interpreter policies that cover recruitment, selection and remuneration and it is not intended to cover those in this document. However, there are other complexities involved with interpreting for GPPs that are detailed here.

Sourcing interpreters

Interpreters must have good language skills (in both languages) but they also need the ability to work with a group which has complex needs. Wherever possible, trained and qualified interpreters should be used. Reputable local interpreting agencies can be a good source of trained, qualified and experienced interpreters. Some refugee supporting agencies also have their own lists of trained interpreters.

Ensuring that the correct dialects are sourced can be a time-consuming process. Thought should also be given to cultural sensitivities. Where a refugee speaks two languages, it may be inappropriate to use an interpreter speaking one of them because of ethnic and cultural divisions.

For languages uncommon in the UK (for example, the languages used by Burmese Karen refugees) interpreting agencies may be unable to supply interpreters. Contacts with potential interpreters can be made through refugee community organisations, universities and refugee supporting agencies. In cases where inexperienced and unqualified interpreters have to be used it is essential they are given training and regular supervision.

With both agency and community interpreters it may be worth providing training specifically on working with refugees involved in a GPP. Information is given

about the programme to help the interpreters understand the issues they may face. It is also an opportunity to reinforce some of the service principles and aims of GPP, as well as cover ethics for professional interpreters such as confidentiality and impartiality.

Clear guidance on roles and impartiality are essential to retain a professional client/interpreter relationship. It is the role of the staff member using the interpreter to give a clear briefing and guidance to the interpreter before each session and to debrief at the end of the session. Issues can be addressed at this stage and support can be given when dealing with a difficult situation.

GPPs should ensure that staff are trained to work with interpreters and are clear about their responsibilities in the relationship. In particular, briefing and debriefing, room set up, support, payment systems, challenging poor practice (appendix 1, Refugee Action Interpreter Training Programme).

Independence

The relationship between the interpreter and client can be complicated – they may be part of the same community and seen by the client as someone who understands their language and can help them in addition to their role as an interpreter. The interpreter may have contact with members of the group in various capacities. For example, the interpreter may be working with a client as an interpreter one day, then as part of a faith group another day, and then as part of a refugee community organisation another.

Responsibility is on members of staff to be aware of signs that an interpreter is being put under pressure by client(s) during sessions. This may involve interpreters entering into dialogue with clients without involving the staff member. When this has happened staff members have stopped the session to emphasise the interpreter's role - to provide word for word interpretation only. Accordingly, if any other explanation is required it must come from the staff member.

Volunteers may be used to give English language support through conversation practice sessions. This provides the client with the opportunity to practise their English language in a non-threatening environment, helping them to build confidence.

Exit strategy

Interpreting is an important part of the exit strategy. As with casework support, interpreting needs to be considered from the start of the programme as part of this strategy. Levels of interpreting support should be reviewed and assessed through the different stages of the programme to enable the group to be self-supporting at the end of the 12 months.

Some clients will need full interpreting support throughout the programme but wherever possible, clients should be encouraged and supported to speak in English.

Interpreters are a vital part of GPP and are used in a planned and strategic way to reinforce independence. The resource they provide requires the same consideration given to interventions by other members of the team.

Exploring the local region

Section 4: Staffing

To operate GPP effectively staff require an extensive array of competencies in the areas of: advice and advocacy; community development; supporting people; information advice and guidance; administration; volunteer management; service management; and service development. Careful thought needs to be given to recruitment and selection in order to ensure that people with this range of skills can be brought together in a multi-disciplinary team. Staff already working for an organisation about to undertake a GPP will not necessarily possess the aptitude to carry out this specialised work.

Teams will need to have experience of working in a planned way with vulnerable clients that may have been gained in a variety of settings such as education, mental health services and the voluntary sector. Workers must be skilled in using a variety of culturally appropriate assessment tools with a diverse range of client groups.

Team skills should also incorporate experience of developing community-based services. Workers require strong communication skills to be able to network and collaborate with a variety of other organisations from the statutory and voluntary sectors.

Volunteers can provide a broad range of complementary knowledge, skills and experience which requires volunteer management by experienced practitioners.

Our team approach is one of development and continual learning to improve and inform not only our own service, but that of key stakeholders.

Supervision and support

Good quality support and guidance for all workers must acknowledge the difficult and complex nature of the work. The challenges for staff come from maintaining and delivering support which allows clients to help themselves. The role of a caseworker is primarily that of an enabler and facilitator.

Staff members at Refugee Action and Refugee Council have regular supervision every four to six weeks. In addition, caseworkers at Refugee Action receive

external group supervision from a professional in the mental health field on a monthly basis. This supports their professional development and shares learning across the team.

All staff members require a carefully planned induction. For new services this includes: visits to existing GPP; participation at skills sharing events; and access to research and publications. In the past team members have visited other GPPs and shadowed workers in similar roles to gain an insight into different approaches. Staff members at Refugee Action and Refugee Council meet at regular intervals to share information, good practice and participate in joint training.

Regular team reviews that include all staff are held every six months to ensure there are appropriate levels of planning, review and evaluation. Annual service plans are produced to identify the priorities for service development during the next year.

Retaining staff is extremely important for the maintenance and improvement of quality of GPP, and salary scales need to reflect this.

Training

A programme of training is needed to maintain and increase the capacity and competence of the workforce. Training in Refugee Action and Refugee Council has included training on:

- child protection
- domestic violence
- working with interpreters
- rights and advice
- working with volunteers
- cultural awareness
- understanding of casework process
- family therapy
- dealing with challenging behaviour
- advocacy skills
- mental health issues
- mediation skills.

Ongoing training programmes have been established. Training needs are constantly assessed and reviewed. This process is informed by case and team meetings and regular supervision.

Training Programme by Medical Foundation for the Care of Victims of Torture North West

In January 2006 Refugee Action approached Medical Foundation North West to discuss setting up a training programme for the Gateway Protection team in Bolton/Bury. The team needed in-depth training to deal with the complexities of working with Gateway clients. The aim and proposed content of the training was further discussed with Head of Family and Couple Therapy at the Medical Foundation.

Aim and content of the training:

The aim was to provide the team with a framework from which to consider how they worked with families. This framework was a systemic model with a focus on working from an empowerment-based approach.

A five-day training programme was created, with days four and five left unplanned to be devised in collaboration with the team.

Training programme:

Day 1: A model for developing relationships with clients: Beginnings, Reviews and Endings. This day focused on setting up 'helping relationships'; working with complex dynamics and boundaries in these relationships; working from an empowerment-based approach and providing an insight into life in refugee camps and their impact.

Day 2: Mental health distress and trauma. Issues considered: recognising mental health distress, managing this situation appropriately, and when and where to refer to specialist services. Issues resulting from torture and organised violence were also considered, as well as dealing with risk and suicidal feelings and holistic assessments.

Day 3: Working with refugee families. The Systemic Family Model and how to apply this model in working with families. Reflective practice. Using genograms to map out family dynamics.

Day 4: Working with interpreters and the impact of rape on families: this included both best practice with professional interpreters and in working with community members as interpreters when professional interpreters are unavailable. Also considered: rape as torture and a tool of war, and its impact on families.

Day 5: Review/consolidation of the training programme. This day included a further half-day on working systemically with families and the impact of this work on individual workers and the team as a whole. The day offered the opportunity to consolidate the training programme and consider future work.

Evaluation:

The training was fully evaluated and extremely positive feedback was received about both the content and methods used. Feedback from the manager and from the team showed that workers are more reflective about their practice, make better use of supervision and of each other in considering how to deal with dilemmas. They feel more confident in dealing with issues around risk, mental

health and maintaining appropriate boundaries. They consider their input in light of empowerment-based practice.

Jess Michaelson

Medical Foundation NW

Section 5: Monitoring and evaluation

GPP is a complex and intricate programme. Monitoring and evaluation are used to establish a picture of the service for clients, the local community and stakeholders. At the heart of Refugee Action and Refugee Council's approach is consultation, both with clients and stakeholders, and this is built into every aspect of the programme. Our approach is to constantly search for and gather data in a pro-active way. We collect a mixture of quantitative and qualitative information to continually improve and develop our service, provide feedback to others and to influence the UK GPP and other stakeholders to develop or improve their services.

Refugee Action interpreters

Through information gathered at team and case meetings and feedback from clients, it became clear to Refugee Action that community interpreters employed through the service were not meeting the expected competencies required of impartial interpreters and were having difficulty in maintaining personal, professional and organisational boundaries.

Refugee Action reconsidered its recruitment and induction procedures for interpreters and piloted a one-day training course, as well as introducing external training for staff and a general improvement in systems, including the briefing and debriefing and support offered to interpreters.

Outcomes include a more skilled and motivated team of community interpreters with increased levels of confidence. Refugee Action staff have also developed their own proficiency and confidence when using interpreters.

Evaluation methodology

A variety of methods are used to obtain information and gather feedback through formal and informal processes.

Informal

- Stakeholder meetings and community development work
- Information sharing networks

- Volunteers
- Casework/team meetings
- Supervision with team members

Formal

- PIP reviews with clients
- Research
- Stakeholder evaluation: regular stakeholder meetings, information and planning sessions
- Collection of statistics: number of advice and information sessions with clients and their topics; number of children in mainstream schools; number of adults in employment, education, ESOL; number of racial incidents suffered by clients; number attending group information briefings.
- Regular communication with RCOs
- Evaluation of group briefings, trips and events
- End of programme evaluation event with clients

Research carried out on GPP

Home Office IRSS Longitudinal Research Study

GPP Evaluation Report by the Resettlement Inter Agency Team (RIAT)

Women's Integration within GPP (carried out for Refugee Action, 2006)

Brighton Research Project- Refugee Studies Department, Sussex University (ongoing)

For links and further information see Key Resources.

The information from all these sources is analysed and brought together through formal and informal planning sessions in a cycle of continuous development. There are regular service review meetings, themed discussions (e.g. on ESOL and employment), facilitated discussions of group need, good practice-sharing sessions and community mapping. High-quality management is needed to maintain the freshness and creativity vital to these processes.

Comparing programmes across the UK

GPP clients are a rich and diverse mixture of people and cultures and have many experiences and skills. Clients are in a complex mix of relationships - there are groups within the group: women, young adults, children, older people, different tribal groups, regional languages and dialects, family members, people from urban and rural backgrounds, university graduates, and people who have had no formal schooling.

Furthermore, the areas those clients move to vary hugely. The opportunities to learn English, gain employment, find good schools, make social bridges and address all the other integration domains depend on the characteristics of the host community, and the quality and availability of services.

These and other differences make it impossible to directly compare clients in one area with clients in another area. It is of little value to compare, for example, the job readiness and short term prospects for these different groups - progress will take longer for some clients than others for a whole variety of factors.

To make genuine comparisons between GPP areas requires a richly detailed understanding of the group, the area, how the work of GPP impacts on individual clients, the group, the host community and the services that clients access.

Evaluating clients' perception

On 21 December 2006, Refugee Action in Bolton hosted an event to evaluate GPP for a group of clients who were approaching the end of their one-year support.

The evaluation was divided into three sections:

1. Pre-arrival induction and external agencies.

2. Service provided by Refugee Action to Gateway Protection Programme Clients.

3. Levels of integration (measured Against the 'Indicators of Integration' framework).

The evaluation set out to achieve the following objectives:

- Obtain a sense of levels of improvement in the clients' integration in particular areas of their lives.
- Provide an opportunity to trial approaches to evaluation of integration outcomes and clients' responses to this approach.
- Enable clients to reflect on and talk about aspects of their progress, aided by mapping them visually on a spider diagram.

Some examples of what clients said:

On their neighbours (Social Bridges):

"It is different to Africa - I have learned that it takes time to know them."

"My neighbour is now my best friend here in this country."

"I left my key in the front door and my neighbour came to tell me"

On personal safety (Safety and Stability):

"Generally, I feel safe"

"Only problem is the children - they go into gardens and take things away"

"I had trouble at home when young people came banging on my door to fight in the daytime"

"I feel like I can call the police"

On UK culture (Language and Cultural Knowledge):

"I now know what Halloween is… it was very surprising... at first I found the fireworks frightening"

"Accents are difficult - I struggled to understand people in Bolton at first"

Framework for reporting

The quarterly report for the funding agency UKBA is based on the integration domains in 'Indicators of Integration'. This formal reporting process is a combination of hard, quantitative data enriched by context, and a thorough understanding of the group illustrated with qualitative data in a format that is underpinned by the 'Indicators of Integration'.

Local and group context is provided under key headings to give an understanding of the background of the clients and of the environment in which they live. For example, under the heading of 'employment', information may be provided about the local job market, support services to help clients into employment, levels of health and language ability, and the skills and experience of the clients.

Following this context-setting, information is provided concerning the progress of clients using a small number of key indicators, and the action taken by GPP to address this area of integration. This includes direct work by caseworkers, links made to local and national services, group information sessions, trips and provision of volunteering opportunities as well as development work done to extend the capacity of local organisations to meet the needs of GPP clients. The gathering and collection of data for reports is an ongoing process that involves all members of the team.

Quantitative data is often insufficient in assessing the progress of clients. Take the example of the indicator concerning the level of English attained by clients. A report that simply detailed the exam levels they had reached is of limited use. It gives little idea of the ongoing changes and progress that the adults are making in their learning. In college learners will only progress to the next level following formal examinations at set times of the year. A more valuable report would include additional information covering more subjective information such as what clients are able to accomplish for themselves as a measure of their increasing confidence in using English.

The following, written by a caseworker, is from a recent report and illustrates one form of qualitative information monitoring used to assess progress in learning English:

"When my client arrived in the UK two months ago, he had little to no use of English and very little confidence at all. When I met the client last week, he told me that a letter had arrived giving him a hospital appointment. He clearly understood not only where the letter had come from, but also its contents. This is considerable progress, nobody had read the letter to him and he certainly wouldn't have been able to do that when he arrived."

Quarterly reporting template

Group profile: numbers of households, locations, numbers of adults/children.

Numbers of advice sessions: (month on month).

Numbers attending group briefing sessions: topics, background information.

General update: overview of group progress and major themes/issues since last report.

Housing: locations, suitability, nature of local community, sustainability.

Education: children's access to mainstream schools and their progress; adults accessing further/higher education and ESOL, context of group's previous educational achievement and levels of literacy.

Health and well-being: major physical and mental health issues and updates on previous reports.

Employment: numbers of clients into work; action to progress client links to support services; training opportunities.

Social bridges: access to faith groups and community organisations; new links to voluntary groups, tenants and residents associations; presentations and talks to raise awareness of the client group.

Social bonds: community events that clients have taken part in; use of local community facilities; links through mentoring and buddying projects; development work with community groups, and local agencies including faith groups; examples of the group of clients supporting themselves, i.e. women's group, football team, RCO; levels of contact with people from the same ethnic background.

Social links: examples of new links to agencies in the statutory and established voluntary/community sector; examples of community action such as involvement in schools (in a variety of capacities, eg PTA, classroom volunteer, fundraising etc.); activity undertaken with civic responsibility (one client is involved as a volunteer with the local Race Equality council, another volunteers on a local mediation project).

Safety and stability: levels of racially motivated crime and anti-social behaviour experienced by clients; feedback from clients' experiences with the police; reported levels of bullying in schools; client satisfaction with local area; monitoring of clients' housing moves.

Language and cultural knowledge: subjective evaluation of progress of clients' acquisition and use of English language, written and oral; issues relating to clients' access to interpreters through external agencies, particularly availability and accuracy; observed understanding of cultural practices and customs; use of public transport.

Rights and citizenship: recording of topics covered at advice sessions; work carried out with local legal advice and welfare benefits agencies.

Conclusion

There are no easy answers and no shortcuts in monitoring and evaluating GPP. It may be tempting to rely on small amounts of relatively easily gathered quantitative data, but this, on its own, is of little worth. At best it may indicate where there are problems or successes but not how these have come about or how to change services.

A much richer picture can be drawn that really helps the funders, the staff, the client, and local stakeholders understand what is happening and why. Everyone involved must understand, and agree, intended outcomes and the service design principles, while monitoring and evaluation should be built into every facet of the service. If this is the case all participants are more likely to provide the data required and work together to improve the service clients receive.

Key resources

Web links:

Home Office	http://www.homeoffice.gov.uk/
United Kingdom Border Agency	http://www.ind.homeoffice.gov.uk
Refugee Action	http://www.refugee-action.org.uk
Refugee Council	http://www.refugeecouncil.org.uk
British Red Cross	http://www.redcross.org.uk
Migrant Helpline	http://www.migranthelpline.org.uk
Refugee Housing Association	http://www.refugeesupport.org.uk
Scottish Refugee Council	http://www.scottishrefugeecouncil.org.uk
Welsh Refugee Council	http://www.welshrefugeecouncil.org.uk
UNHCR	http://www.unhcr.org.uk

Resettlement information:

Refugee Council - summary of the Resettlement Programme and further links:

http://www.refugeecouncil.org.uk/howwehelp/directly/resettlement/

UNHCR - UNHCR Resettlement Handbook;
http://www.unhcr.org/protect/3d4545984.html

Borders and Immigration Agency (Formerly IND):
http://www.ind.homeoffice.gov.uk/lawandpolicy/refugeeintegration/resettlement

Home Office:

http://www.ind.homeoffice.gov.uk/documents/asylumpolicyinstructions/apis/gatewayprotectionprogramme.pdf

http://www.ind.homeoffice.gov.uk/6353/6356/17715/closedconsultationsrefinteg1.pdf

List of documents available on Refugee Council website:

Guide to cultural norms: Liberian, Sudanese and Congolese

Resettlement – a guide for Refugees (Welcome to the UK) in English and French

Understanding Resettlement to the UK – a guide to the Gateway Protection Programme

Resettlement Programme Evaluation

Understanding the Gateway Protection Programme

Welcome to the UK

Burma Cultural Profile

Sudanese Cultural profile

Liberian Cultural profile

Congolese Cultural profile

Karen Cultural profile

Sheffield Programme Plan

Hull Programme Plan

Opting out of the Programme – leaflet

End of Programme booklet

Gateway Protection Programme Skills Share day notes and contact list

Gateway Protection Programme evaluation report by Maggie Cramb and Jo Hudek

Appendix 1: Personal Integration Plan

The PIP covers the following areas

Housing

Legal

Benefits & Finance

Education & Training

Employment & Volunteering

Health & Well Being

Social & Leisure

Legal

The format is the same for each issue and an example for Housing is on the following pages. The action sheet is used to record actions for both the caseworker and the client.

GATEWAY PERSONAL INTEGRATION PLAN

Name:
Caseworker:
Caseworker telephone:
Caseworker mobile:

Date Personal Integration Plan (PIP) started:
1st Review:
2nd Review:
3rd Review:
Exit Interview:

Housing

Background

Hopes & Aspirations	**Timescale**

1st Review: What has happened since the last meeting?

Have hopes & aspirations changed? Comment if yes:

Further action agreed? Y N See action sheet

2nd Review: What has happened since the last meeting?

Have hopes & aspirations changed? Comment if yes:

Further action agreed? Y N See action sheet

3rd Review: What has happened since the last meeting?

Have hopes & aspirations changed? Comment if yes:

Further action agreed? Y N See action sheet

Personal Integration Plan - Action Sheet

Client Name: Caseworker Name:

Date: Caseworker Tel:

Tick all relevant areas:

Housing ☐ Benefits and Finance ☐ Education and Training ☐ Employment and Volunteering ☐ Health and Wellbeing ☐ Social and Leisure ☐ Legal ☐ Other ☐

What action do we need to take?	Who is responsible for this action?	What information do we need?	When will this happen?	When will this action be reviewed?

Appendix 2: Client Charter

Refugee Action is a national voluntary organisation (or NGO) with offices across England. You are clients of the Gateway Protection Programme which Refugee Action helps to run in Bolton and Bury.

The service will provide:

- a named caseworker to support, inform and advise you.
- a Personal Integration Plan (PIP) (for clients aged 16 and over) that lists what you want to achieve.
- help and assistance with finding and using services.
- a fair service to all our clients.

Our service:

- We normally work during office hours: 9.30am – 5.30pm, Monday – Friday.
- Our staff can not look after children.
- We can give you different choices, but we can not make them for you. Our role is to help you to do things for yourself.

Your rights:

- a free and confidential service
- impartial advice and information delivered during home visits, drop-ins and group sessions
- information concerning UK Government policy changes to Gateway
- to read case notes and PIPs and change if necessary
- to take part in regular PIP reviews with your caseworker
- to take part in an end of programme evaluation
- the services of an interpreter if needed
- to work with a Refugee Action volunteer if needed
- complain if we do not meet the standards of service

The Refugee Action team will:

- be on time
- return telephone calls within 24 hours (except week-ends and public holidays)
- give you a named contact if your caseworker is on holiday
- rearrange appointments as soon as possible if we need to cancel the previously arranged appointment

- The Refugee Action team would like to hear your views about our service and has a complaints procedure.

If you have a comment about our service:

- speak to your caseworker and discuss it with them

Appendix 3: Interpreter Training Plan Overview

Session aims:

- to increase understanding of Refugee Action's work and the role the interpreter has within that.
- to raise awareness of best practice, policies and procedures interpreters should follow to best meet client needs.
- activities and Learning Objectives
- icebreaker Activity on the Role of the Interpreter
- define the role and qualities of an interpreter
- underline the idea that different roles in different contexts require different qualities

Introduction

- Introduce session and aims
- Set groundrules and understand housekeeping information

Presentation and discussion on the role of the interpreter

- Define the role of the interpreter
- Define impartiality

Activity on impartiality

- Apply the concept of impartiality to advice-giving situations

Checklist and second discussion on the role of the interpreter

- Outline what the interpreter can expect from Refugee Action
- Outline what the interpreter can expect from the Resettlement Worker
- Outline what Refugee Action expects from the interpreter

Activity on Confidentiality

- Define confidentiality
- Recognise what confidentiality means in practice
- Identify the consequences of confidentiality being breached
- Develop empathy with clients regarding their personal information

Third Discussion on Role of the interpreter

- Underline the role of the interpreter

Activity using Case Studies

- Identify issues surrounding interpreters being from the same community as clients
- Recognise the role of the interpreter in difficult interpreting situations

Sometimes, Always, Never Activity on Boundaries

- Apply knowledge of boundaries of caseworker and interpreters to different possible scenarios
- Discussion on the advantages and disadvantages of interpreters being from the same communities as clients
- Raise awareness of the boundaries surrounding the interpreter role

Physical Dynamics Role Play Activity

- Practise the physical dynamics in the interpreting situation
- Practise managing difficult situations likely to occur while interpreting

Final Case Studies

- Apply understanding of roles, boundaries, impartiality and confidentiality to difficult situations that could occur when interpreting.

Appendix 4: Example of media coverage

Esther Freeman, centre, and inset right, with members of Zeela, the choir she co-founded in Sheffield to help traumatised refugees

HERO of the MONTH

THE SERIES THAT CELEBRATES ORDINARY PEOPLE DOING EXTRAORDINARY THINGS

ESTHER FREEMAN
THE WAR REFUGEE WHO SET UP A CHOIR IN SHEFFIELD TO PROMOTE PEACE

'People were killed in front of me,' says Esther Freeman, a 35-year-old refugee from Liberia, West Africa, now living in Sheffield. 'Babies were shot in front of their parents and parents in front of their children. Most nights I think about it when I shut my eyes. I have seen terrible things. Sometimes, I wonder how I will ever forget.'

More than 200,000 people have been killed since Liberia's civil war started in 1989, and many thousands more have fled their homeland. Esther is one of the 133,000 Liberian refugees who fled to the neighbouring country of Guinea.

She walked for a week carrying her son on her back to get to safety. Exhausted, she was met with a squalid, overcrowded refugee camp in which to raise her family. It became her home for 14 years – and her three younger children were born there.

Finally, in April 2004, Esther was relocated to Sheffield under the United Nations' Gateway Protection Programme with her four children, Newman, 17, twins Florida and Florence, 13, and Mike, seven.

Until they arrived in the UK, the children had never slept in beds, and electricity and running water were a distant memory even for Esther. She now works as a care assistant in a local residential home.

Esther and her friend, Rose Bazzie, a fellow camp survivor, set up a choir with Liberian female refugees – called Zeela, which means peace – as a way of coming to terms with what they've been through. The choir meets once a week.

'Being in the choir has reduced the trauma of my experiences, and I have made new friends,' says Esther. 'We write songs based on our experiences. I hope that when people hear us sing, they are inspired and want peace in their hearts.'

Appendix 5: yearly timetable (Sheffield)

	Operational tasks	Processes	Agencies	Objectives
1st phase **Set up phase**	• DWP • NINO's • Health • Permanent housing • Access to schools • Adult education/ English classes • Banks/PO accounts • Family support • Orientation • Transport systems • Budgeting/money management • Utilities • Group support • Family tracing • Access to libraries etc. • Recruiting volunteers • Volunteering opportunities • Skills audit	• Outreach/home visits • Mobile telephone contact • Fortnightly group meeting • Team meetings • Stakeholder's meetings • IAMG/RIAP etc. • Volunteer support • 1st phase of Community development	• Refugee Council/Safe Haven • Job centre plus – personal advisors • Health – Central Health Clinic, GP and dental services • Refugee New Arrivals Project , Sheffield – access to adult education • EMAS – access to schools/ further education and nurseries • Schools and colleges	• To assist refugees in settlement process and in accessing appropriate services • To assist with orientation – practical help with finding way around and using facilities available • To facilitate support within the group • To assist with any urgent medical or other issues on arrival
2nd phase	• Employment and training • Volunteering opportunities • Family support • Community links • Hospital visits • Community development • Social services/police • Family reunion	• Outreach • Mobile phone contact • Referrals to agencies • Fortnightly group meetings • Stakeholder's meetings • IAMG/RIAP etc. • Team evaluation	• Refugee Council/Safe Haven • Job Centre Plus • Refugee Education and Employment Project – Sheffield • Refugee New Arrivals Project	• To facilitate the process of integration for resettled refugees • To promote independence • To support individual group members in settlement process • To evaluate process to

	• Benefits advice	• Volunteer support • Community development	• RCO's • Schools/colleges • Volunteer Bureau • Northern Refugee Centre • Women's Group	move forward with programme
Final phase	• Referrals to mainstream services if necessary • Information / resources • Liaison with other agencies • Finalising case plans • Future planning • Community development • Wind down of volunteer programme	• Information workshops • Drop-ins • Stakeholder meetings • Liaison with mainstream agencies • Team meetings • Community self support through fortnightly meetings	• Citizen Advice Bureaux • Northern Refugee Centre • Local advice services • Schools/ colleges • Community organisation	• To withdraw services in a managed and planned way at the end of 12 months • To fully inform refugees of services available at the end of the programme • To work with other agencies to facilitate withdrawal of support from Refugee Council and Safe Haven

The Gateway Good Practice Guide

This guide is an essential reference document for all staff within statutory, voluntary and community organisations involved with the setting up or early stages of operating Gateway Protection Programmes.

It offers an insight into the complexities of co-ordinating and providing support services to a very unique group of refugees from the 2 leading voluntary sector organisations that have been involved since the programme began in 2004. ■

Contact details

Refugee Action
Gateway Protection Programme
75 Chorley Old Road
Bolton
BL1 3AJ
01204 365334

Refugee Council
Ground floor, Hurley House
1 Dewsbury Road
Leeds
LS 11 5DQ
0113 244 9404

Y Pwyllgor Cydraddoldeb, Llywodraeth Leol a Chymunedau/

Equality, Local Government and Communities Committee

ELGC(5)-01-17 Papur 9c/ Paper 9c

Beyond fear & hate

Mobilising people power to create a new narrative on migration and diversity

October 2016

Heaven Crawley and Simon McMahon
Coventry University

CENTRE FOR TRUST, PEACE & SOCIAL RELATIONS

Coventry University

BEN & JERRY'S

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Professor Heaven Crawley leads research on Migration, Displacement and Belonging at the Centre for Trust, Peace and Social Relations (CTPSR). Educated at the Universities of Sussex (1989-1994) and Oxford (1995- 1999), Heaven was previously head of asylum and migration research at the UK Home Office (2000-2)). Associate Director at the Institute for Public Policy Research (IPPR) (2002-4) and managed an international research consultancy (2004-6) before returning to academia to establish the Centre for Migration Policy Research at Swansea University (2006-14). Heaven has written extensively on public attitudes to asylum and migration in the UK.

Dr Simon McMahon joined the Centre as a Research Fellow in September 2014. He is the author of Immigration and Citizenship in an Enlarged European Union (Palgrave, 2015) and editor of The Handbook of International Political Economy of Migration (co-edited with Leila Talani, Edward Elgar, 2015). Simon successfully completed his PhD at King's College London in 2013. He has also been a visiting researcher at the European University Institute in Florence, Italy and the Interdisciplinary Research Group on Migration at the Pompeu Fabra University in Barcelona, Spain and has taught European politics and migration studies in the UK and the Czech Republic.

About the Centre for Trust, Peace and Social Relations

CTPSR undertakes innovative, impactful, world-class research that enables dialogue and builds trust in order to foster peaceful relations, strengthen human security and deliver human rights.

We work with individuals, communities, civil society organisations and local and national governments that are anticipating, experiencing or reacting to societal conflict and change. Our focus is on producing research that brings people together and provides new evidence, ideas and ways of thinking to better respond to contemporary challenges.

Our research crosses disciplinary boundaries. It draws on a range of knowledge, experience, skills, connections and methods in order to better understand issues and contexts. We work across countries, regions and sectors developing integrated approaches and practical, effective and sustainable solutions at the local and global levels. We employ a range of innovative and participatory research methods with the objective of handing power from the researcher to research participants, who are often community members or community-based organisations.

http://www.coventry.ac.uk/research/areas-of-research/trust-peace-social-relations/

About Ben & Jerry's

Ben & Jerry is an aspiring social justice company, founded over 35 years ago. Since the early days, the company has advocated a growing spectrum of social and environmental justice issues, based on the guiding principles of fairness and equality.

Like many, the company has become increasingly concerned by the growing divisions within our communities, in and around Europe. In response to this growing concern, the company launched a new campaign in Europe, alongside a number of charity partners, called One Sweet World, aiming to bring people together and celebrate our communities at a time of increasing division. Ben & Jerry's has funded this independent research in order to gain a greater understanding of the issue of social exclusion, and attitudes to diversity and migration across Europe.

www.benjerry.com

Contents

Executive Summary

Across Europe political and media debates on migration and diversity have become increasingly negative. There is growing evidence that narratives of fear and hate have moved from fringe positions to occupy the mainstream, changing the terms of the debate in many countries.

These narratives are important. They set the boundaries of what are considered publicly acceptable opinions and behaviours, and who does – and does not – have a voice. Some views may dominate, others may go unheard.

And they have consequences.

Negative political and media debates on migration and diversity undermine the integration of those who are newly arrived and they do far more than that. They also threaten relationships within and between long-established communities, undermining a common sense of identity and solidarity and raising questions about the values on which societies are based.

In this context it is important to ask who is driving dominant narratives on migration and diversity and for what purpose? Is this just about certain sections of the mainstream media or does political leadership make a difference to how people think – and talk – about issues of migration and diversity? Is there space for the development of alternative voices? If migration is a 'touchstone' issue that taps into people's deepest fears and anxieties, is it possible to capture and amplify some of the powerful counter-narratives developing at a local level to move the debate about migration and diversity beyond fear and hate?

What this report does – and doesn't – do

Recognising the complex array of factors that shape attitudes to migration and diversity challenges us to think more carefully about the ways in which narratives of fear and hate have come to dominate contemporary political and media debates.

It would be impossible to summarise all the evidence on how attitudes are formed, and their relationship with political and media narratives in a single report. Instead we reflect on the overall context of migration in Europe, what we know about people's attitudes and how these are shaped by drawing on evidence from four European countries: Germany, the Netherlands, Sweden and the UK.

The report examines the factors that shape attitudes to migration and diversity in these contexts, focusing in particular on the development of alternative narratives by a growing number of civil society and grass roots organisations, based on values of diversity, solidarity and human compassion.

Unpacking attitudes to migration and diversity

Across Europe there has been a hardening of attitudes towards migrants, refugees and social groups perceived to be in some way to be different and threatening, most notably Muslims.

Surveys of public attitudes toward migration show a widespread sense of concern. In 2015, a YouGov poll in the UK and a Demoskop survey in Sweden found that a majority of people in both countries believe there has been too much immigration. In the Eurobarometer public opinion survey of May 2016, immigration was considered

"Who is driving dominant narratives on migration and diversity and for what purpose?"

the most important issue for Germans (56%), Dutch (46%), Swedish (44%) and British (38%) respondents.

But when we dig beneath the surface things are rather more complicated than they first appear.

Whilst it may appear that attitudes are firmly against migration and diversity, in reality there is a polarisation of views with an almost equal split between those (a quarter of the population) who see migration as a threat and those who believe that it brings economic, social and cultural benefits. Everyone else is on a spectrum in between. An 'anxious middle' who are sceptical about their government's handling of immigration and worried about the effects of immigration on society and the economy but are not overly hostile toward migrants themselves, especially those who are perceived as having skills and able to make a contribution to the economy.

And there are significant differences in the attitudes held by different groups in society.

Young people feel more positively about migration than older people. And many people know relatively little about those coming to their countries. People generally overestimate how many refugees and migrants are living in their countries and underestimate their economic contribution. This suggests that migration is a 'touchstone' issue that taps into people's deepest fears and anxieties. When people feel insecure their first reaction is often to look for someone to blame. Ironically this has increasingly been directed towards the most vulnerable in our societies, those who have already lost everything and have no voice.

"An almost equal split between those (a quarter of the population) who see migration as a threat and those who believe that it brings economic, social and cultural benefits."

"Rather than reassure their populations, many European politicians from across the spectrum have increasingly emphasised or reinforced anti-immigrant views to secure political support."

The politics of fear and hate

There is growing evidence that fears and anxieties about migration and diversity reflect, and feed off, a range of issues that have little or nothing to do with migration itself. From unemployment and precarious job roles to poor housing and threats from numerous and often ill-defined 'enemies', European citizens are living through times of strongly perceived threats and insecurity.

Rather than reassure their populations, many European politicians from across the spectrum have increasingly emphasised or reinforced anti-immigrant views to secure political support. They have done this in two main ways:

- **By linking migration with economic concerns and positioning migrants and citizens as being in competition with one another. This is often linked with a sense of being 'left behind' by the country's political and economic elites.**
- **By talking about migration – and migrants – in terms of cultural difference and the threat posed by diversity. This has been associated with calls for certain groups – most notably Muslims - to be observed, controlled and, at times, removed from society as seen in the debate on the 'Burkini' and images of Muslim women being forced to undress on French beaches.**

But it's not the same everywhere.

Dominant political and media narratives in several countries – most notably the UK and the Netherlands - have been shaped by populist leaders who have presented themselves as the voice of those who feel

ignored and unrepresented by mainstream political parties. As a result narratives of fear and exclusion have started to move from the margins into dominant mainstream political discourse.

In Germany and Sweden by contrast political leaders have challenged the voices of populists and scaremongers and created political counter-narratives which typically seek to rejuvenate a sense of national identity and duty that is related to past experiences of migration. In Germany in particular there continues to be public support for 'willkommenskultur' (a welcoming culture) despite growing political opposition.

This doesn't mean that the situation in Germany and Sweden is perfect. Far from it. But it does mean that cross-party political leadership is important in shaping the overall context within which attitudes to migration and diversity are formed and in creating spaces for positive counter-narratives to develop.

The rise of people power

For growing numbers of people, particularly young people for whom diversity is part of the world in which they grew up, narratives of fear and hate threaten not only the security of migrants, refugees, Muslims and other minorities but the vision of the society in which they want to live.

The evidence presented in our report suggests, across Europe, people are starting to find ways to turn diversity into an opportunity rather than an excuse for division. They are coming together to create a different narrative on migration and diversity, one that challenges injustice and brings together different groups to work together, building positive relationships within and across communities, and a shared sense of a common humanity.

“Across Europe, people are starting to find ways to turn diversity into an opportunity rather than an excuse for division.”

There are literally hundreds of examples of civil society, voluntary and community-led organisations in Germany, the Netherlands, Sweden and the UK working in new and innovative ways to harness people power, and making use of new technologies and digital platforms to engage new audiences and create positive counter-narratives around issues of migration and diversity. In Germany the second most popular Google search on 'migration' in 2015 was 'How to volunteer to help migrants'. Established NGOs have reported an average increase of 70% of interest in volunteering for refugees over a period of three years.

Many of these initiatives are driven by young people who are less likely to read print media or engage with mainstream political narratives, and are instead using new online digital technologies to share information and build networks of solidarity and resistance. These movements are based on solidarity, humanitarian assistance, human rights and good old fashioned empathy and human kindness.

And in some cases they are starting to move the debate away from migration, focusing instead on the ways in which austerity, social exclusion and government policies are impacting on people's lives and the communities in which they live.

What next?

The narratives of fear and hate which have increasingly dominated political and a selection of mainstream media responses to migration and diversity create division, undermine solidarity and set communities against one another. But across Europe people are coming together to challenge these narratives and develop new ways of thinking about – and responding to – migration and diversity. The emphasis is very much on what people from different backgrounds have in common rather than the differences between them.

“The emphasis is very much on what people from different backgrounds have in common rather than the differences between them.”

There have always been strong civil society organisations and social movements in the UK, Germany, the Netherlands and Sweden. The absence of a positive political response to migration across Europe has propelled them into action, galvanising support from a wider and more diverse group of people who continue to view migration as both an asset and a humanitarian responsibility.

These initiatives may not be prominently placed in mainstream media and political debate but they are there, quietly – and sometimes noisily – challenging the dominant narratives that can feel all-powerful and resistant to change. They offer hope that it is possible to mobilise people power and create a new narrative on migration and diversity that moves beyond fear and hate.

“They offer hope that it is possible to mobilise people power and create a new narrative on migration and diversity that moves beyond fear and hate.”

Introduction

The world can feel like a very scary and unstable place. From unemployment and precarious job roles to poor housing and threats from numerous and often ill-defined 'enemies', European citizens are living through times of strongly perceived threats and insecurity. And 24 hour news channels and new digital technologies mean that we are aware of what is happening elsewhere in the world more quickly than ever before.

The refugee crisis that dominated media headlines through 2015 serves as a powerful and enduring symbol of this uncertainty. Migration is one of the most important issues facing the world today, not just because of the humanitarian needs of those on the move but because it can make us feel deeply insecure. It often serves as a 'touchstone' issue that taps into our deepest fears and anxieties[1]. When people feel insecure their first reaction is often to look for someone to blame and history gives us many examples to draw from. Ironically this has increasingly been directed towards the most vulnerable in our societies, those who have already lost everything and have no voice.

So this is not just about 'them', the refugees and migrants making the journey, it is also about 'us' and the kind of society we are. The kind of society we want to be.

Ideas about the kind of society we want to live in come up time and again in the powerful – and often conflicting – narratives around migration and diversity that have developed across Europe. A narrative is a set of stories or ideas that are developed to make sense of what is happening in the world and to justify our response. They are important because they set the boundaries of what is considered publicly acceptable debate and opinion, and who can have their voice heard.

Do we pull up the drawbridge and build walls to keep people out, turning against our fellow citizens who do not share the same language or religion and are also viewed as a threat?

Or do we find new ways to live alongside one another, focusing on what we have in common rather than what divides us and building stronger communities that are resilient to political, economic and social change?

For growing numbers of people the powerful narratives of fear and hate that have come to dominate political and media debates on migration and diversity over recent years do more than threaten the peaceful existence of migrants, refugees, Muslims and other minorities who find themselves stigmatized or even verbally and physically attacked. They also threaten the vision of an open European society which values diversity and solidarity.

But history has taught us that people power is a force to be reckoned with.

Across Europe people are coming together to create a different narrative on migration and diversity, one that challenges injustice and brings together different groups to work together, building positive relationships within and across communities and a shared sense of our common humanity. In the absence of political leadership championing the positives of our diverse communities, this counter-narrative has been developed from the ground up, built by tens of thousands of individuals and organisations – both formal and informal – that have developed across Europe. We may not hear much about it in mainstream media and political debate but it is there, quietly – and sometimes noisily – challenging the narrative of fear and hate that can feel all-powerful and resistant to change.

[1] A 'touchstone' issue is an issue which has come to symbolise or signify a broader range of concerns or anxieties in society.

“Across Europe people are coming together to create a different narrative on migration and diversity, one that challenges injustice and brings together different groups to work together, building positive relationships within and across communities and a shared sense of our common humanity”

What this report does

Although the refugee crisis has focused attention on migration and diversity, these issues are nothing new. Migration has been a feature of European societies for as long as these societies have existed. And whilst narratives of fear and hate have come to be expressed more explicitly over recent years, we have also seen an unprecedented wave of support for refugees and migrants.

In this context our report pulls together existing evidence on the key issues shaping current debates on migration and diversity in four European countries: Germany, the Netherlands, Sweden and the UK.

We begin by considering the extent to which migration is a touchstone issue. If we ask people what they think about migration it appears that attitudes in many countries have hardened over recent years. But scrape beneath the surface and there is strong evidence that debates about migration and diversity are about more than just the movement of people. For many, the presence of migrants, refugees and increasingly Muslims embodies a range of concerns about deeper, more structural economic and social problems in their countries. This clearly has implications for efforts to mobilise positive public and political narratives to meet the challenges of migration and diversity.

In this context it is important to ask who is driving the dominant narrative and for what purpose. Is this just about some sections of the mainstream media or does political leadership make a difference to how we think – and talk – about issues of migration and diversity? Is there space for alternative voices, the powerful counter-narratives developing at the local level which generate change and have a real impact on people’s lives?

The report provides examples of civil society and other forms of grass roots organising which have developed to counter negative media and political narratives on migration and diversity. Young people are driving many of the projects and initiatives that bring people together to create change. And what they do, often reaches out beyond the issue of migration and diversity to issues of equality more generally.

These examples serve as a powerful reminder that it doesn’t have to be like this. Supporting communities, and young people in particular, to come together in solidarity to counter narratives of fear and hate has the potential to go far beyond improving the lives of refugees and migrants. It can strengthen the fabric of society.

Where we got our information from

Most of the sources of information in this report can be accessed via the hyperlinks provided. For those of you who would like to read more about the issues we discuss – or just want to make sure we aren’t making stuff up – you can find some of the key sources at the end of the report. Just to make sure we understood the issues properly we also spoke to some of the people who work on these issues in the UK, Sweden and Germany. They told us what we’d found made sense to them. We hope it does to you too.

1. Migration as a Touchstone Issue

“But scrape beneath the surface and there is strong evidence that debates about migration and diversity embody a range of concerns about deeper, more structural economic and social problems.”

We begin by considering the issue of migration to Europe and the extent to which migration can be seen as touchstone issue, by which we mean an issue which has come to symbolise or signify a broader range of concerns or anxieties in society.

This is a tough question to address in a single report.

The consequences of migration are complex and multi-faceted reaching deep into the economic, political, social and cultural heart of our societies. These consequences have been studied at length by academics from all disciplines. There are libraries full of books and papers on the subject.

It’s impossible for us to summarise all of this evidence here. We would be foolish to even try. What we can do is reflect on the overall context of migration to Europe, what we know about people’s attitudes and how these are shaped by political and media narratives.

The answers might seem straightforward.

Every day we hear negative stories on our television screens, in our newspapers and our social media feeds about the impacts of migration on our economies, health services and housing, and about the threats to our security and identity with which refugees and migrants are associated.

But scrape beneath the surface and there is strong evidence that debates about migration and diversity embody a range of concerns about deeper, more structural economic and social problems. This has implications for efforts to mobilise positive public and political narratives to meet the challenges of migration and diversity. If migration and diversity are not the only issues that concern people or undermine their quality of life then it seems unlikely that reducing migration and diversity will be the solution.

1.1 Migration is nothing new

Sudden increases in the number of people from different countries and different ethnic, religious and cultural backgrounds can pose a real challenge, particularly when this takes place at a time of wider societal change[2].

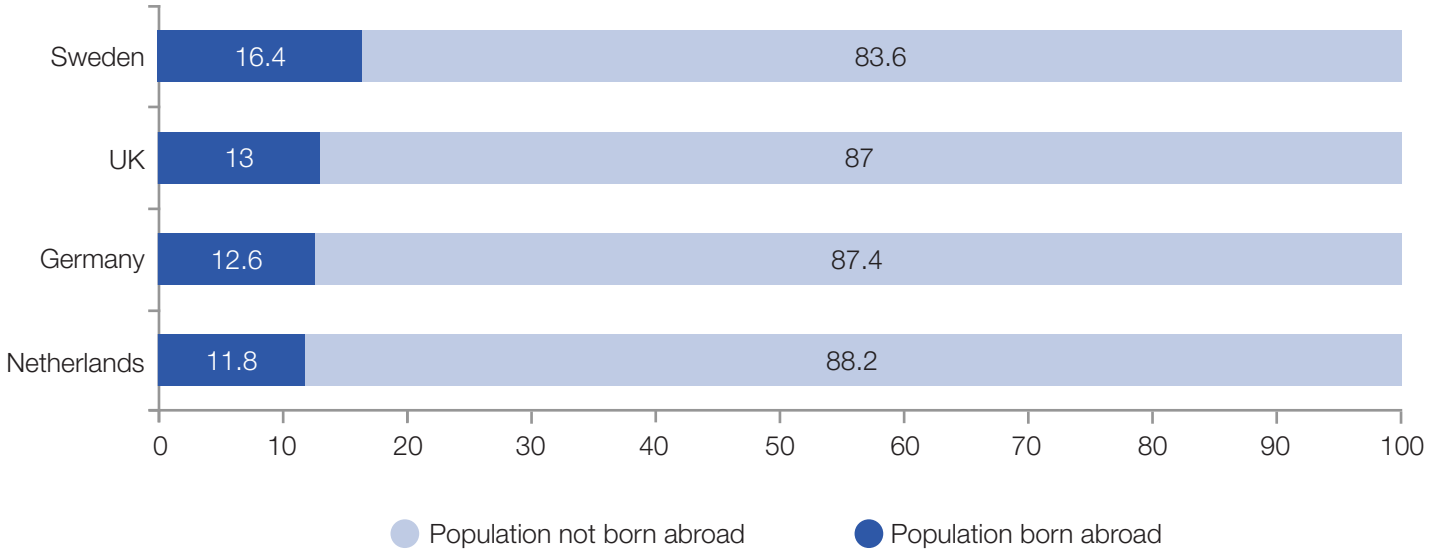
But it’s worth remembering that we have been here before.

Across much of Europe migration is nothing new. For centuries people have chosen to live in other countries for work, study, love or in order to be with their families. Others have been forced to move because of conflict and war. The Europe we see today is comprised of people from a wide range of nationalities, ethnicities, race and religions. In Sweden 16.4% of the population was born abroad. For the UK, Germany and the Netherlands the figures are 13%, 12.6% and 11.8% respectively.

The background of refugees and migrants living in Europe has been strongly influenced by our relationships with other places in the world. This is particularly the

[2] Saggar, S., Somerville, W., Ford, R. and Sobolewska, M. (2012) *The Impacts of Migration on Social Cohesion and Integration*, Migration Advisory Committee; The Economist (2016) *Britain’s immigration paradox*

Figure 1. Population born abroad, January 2015 (%)



case for the Netherlands and UK both of which drew on these relationships to meet gaps in the labour market. The growth in migration during the 20th century was due to an increased demand for workers, initially as Europe rebuilt itself following the devastating impact of two wars and then to meet the demands of growing economies. Germany established a 'guest worker' system which brought in millions of low-skilled workers from Italy, Spain, Greece and Turkey. In Sweden the number of Finnish workers more than doubled over the course of the 1960s once a common labour market was established between the Nordic countries.

The protection of refugees fleeing war and conflict has been a significant part of this migration but also an important aspect of European identity. Established in the aftermath of the Second World War and the death of millions of Jews and others during the Holocaust, the 1951 Refugee Convention formed a cornerstone of the European peace project, sending a signal around the world that refugees who could not be protected in their own countries must be protected by others. Since that time hundreds of thousands of refugees have been granted asylum in Europe. This includes between 3.7 and 4 million people who have been forced from their homes since 1991, a third of a million of whom are still displaced.

And migration within the borders of the European Union has also been increasingly important. The free movement of people across national borders was an objective of the European Community in the Treaty of Paris in 1951 and an important step towards the creation of a single market. Over recent years, free movement has enabled large populations of Eastern and Southern Europeans to move to the Netherlands, Germany and the UK. Today, approximately 4.5% of the population of the Netherlands, Germany and the UK is a national of another EU Member State. In Sweden the figure is 3%. This free movement goes both ways. Many German nationals have moved to Britain and over one million Brits live in another European country.

"In Sweden 16.4% of the population was born abroad. For the UK, Germany and the Netherlands the figures are 13%, 12.6% and 11.8% respectively."

1.2 Diversity is an important part of European identity

Europe has a long and rich history of migration and is home to people from a wide range of racial, ethnic, religious, gender and sexual backgrounds. Around 7% of the European Union's population was born outside the EU. The importance of bringing together people from diverse backgrounds is reflected in the EU motto 'United in diversity' which serves as a poignant reminder of the contribution that this diversity has made to the political, economic and social development of Europe over the last half century.

And diversity is not only important at the European level. It has also been an increasingly important aspect of national identity for European countries.

The opening ceremony of the 2012 Olympic Games in London has been described as a triumph of British multiculturalism, showcasing the ways in which Commonwealth migration in particular has contributed to contemporary British identity. Swedish national identity is frequently expressed in terms of core values associated with human rights, development and peace. Public figures have typically been proud of their country's historical openness and generosity towards asylum seekers[3], noting that 'the true situation and tradition here is of internationalism and tolerance.' Germany acknowledges that it is now a 'country of immigration' after decades of treating migrants as temporary members of society.

But it is fair to say that right now Europe lacks a positive vision of what diversity means. Refugees and migrants have been described as 'cockroaches' in the British media. In Germany there have been more than 1,000 attacks on refugee shelters over the last year alone. We are in danger of forgetting the lessons of the 20th Century when millions died or were persecuted in Europe based on national, ethnic or other differences.

1.3 We need to unpack attitudes to migration

Across Europe there has been a hardening of attitudes towards migrants, refugees and social groups perceived to be in some way to be different and threatening, most notably Muslims.

Surveys of public attitudes toward migration show a widespread sense of concern. In 2015, a YouGov poll in the UK and a Demoskop survey in Sweden found that a majority of people in both countries believe there has been too much immigration. In the Eurobarometer public opinion survey of May 2016 immigration was considered the most important issue for Germans (56%), Dutch (46%), Swedish (44%) and British (38%) respondents. This situation is very different than it was just five years ago: in May 2011 immigration was considered the most important issue by only 8% of Germans, 9% of the Dutch and 8% of Swedes. In the UK the figure was higher at 24%.

But when we dig beneath the surface things are rather more complicated than they first appear.

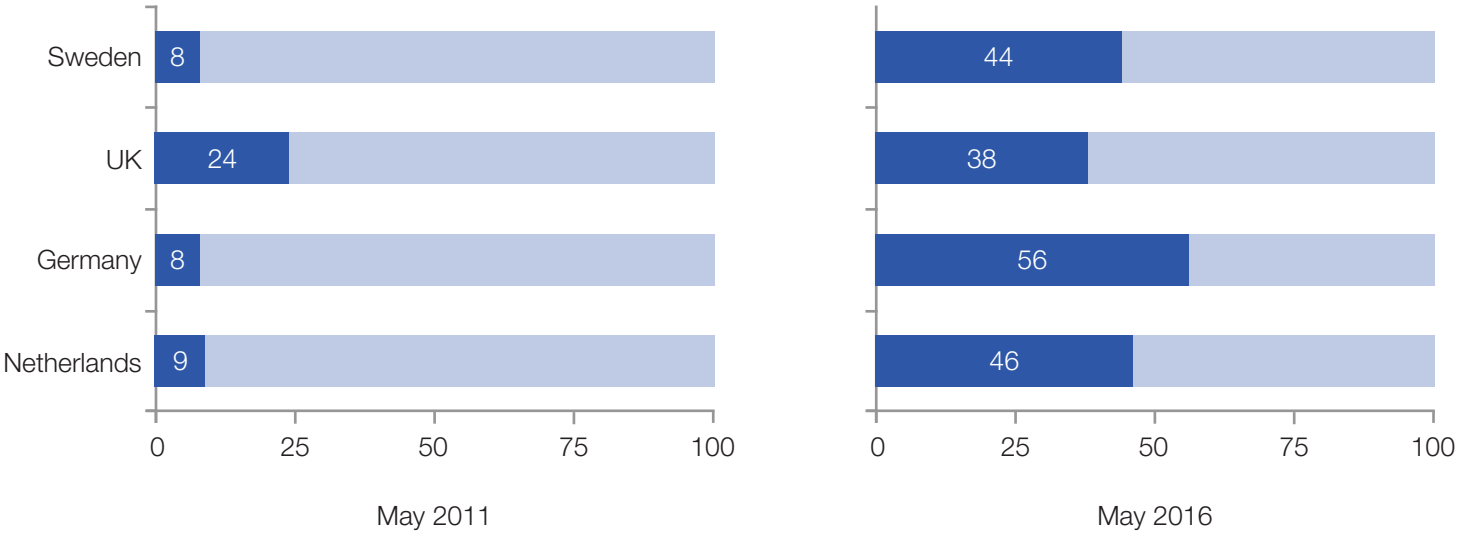
For a start there is a polarisation of views between those who feel negatively about migration and those who are much more positive. Despite the dominance of negative stories about migration and diversity, these proportions are actually remarkably similar. In general terms, around a quarter of people in Europe welcome the arrival of refugees and migrants and another quarter are opposed, with the remainder sitting in the 'anxious middle'[4]. Those in the 'anxious middle' are sceptical about their government's handling of immigration and worried about the effects of immigration on society and the economy. But they are not overly hostile toward migrants themselves, especially those who are perceived as having skills and able to make a contribution to the economy.

It's also clear that even when people express 'concern' about migration in general they don't necessarily feel

[3] German Federal Agency for Civic Education (2016) Immigration in Sweden: Future Challenges, Germany: BPB, http://www.bpb.de/gesellschaft/migration/laenderprofile/58641/future-challenges

[4] Katwala, S. and Somerville, W. (2016) *Engaging the Anxious Middle on Immigration Reform: Evidence from the UK Debate*, Washington: Transatlantic Council on Migration

Figure 2. Proportion of people that see migration as most important issue, May 2011 & May 2016 (%)



the same way about all groups of migrants and especially refugees. Swedish public opinion surveys have recorded increasingly critical views of migration over the last four years but have also found that more Swedes are willing to accept refugees. A majority continues to consider that immigration enriches their country. And whilst half (55%) of those living in The Netherlands think there are too many refugees, a greater proportion (63%) think that their country has a moral obligation to provide protection[5].

Different groups of people also hold different attitudes towards migration. Perhaps most importantly, age is an important predictor of attitudes. Those who are negative towards migration tend to be older, those who are supportive generally younger.

In the UK, a generation gap opened up in the 2000s. By 2013 the pre-war generation was nearly twice as likely as those born after 1980 to consider migration an important issue facing Britain. Younger Britons aged 18-24 are also the most likely to believe the country has benefited from multiculturalism (64%), while older Britons are more likely to disagree.

In Sweden, people over 50 years old hold the most negative attitudes towards migration[6]. In the Netherlands meanwhile a 2015 opinion poll of 1,165 young people aged 12-24 years) found that 83% believed the Netherlands should accept refugees from conflict areas like Syria. Similar studies among adults found only 56% thought refugees should be accepted. Although both adults (69%) and young people (61%) believe that accepting refugees will have an influence on Dutch society, 44% of young people expects this influence to be neutral and 59% of adults expects it to be negative. Young people have generally been more open to the idea that other cultures enhance rather than undermine Dutch culture, a point to which we will return.

Finally, it is important to note that not all migrants are viewed in the same way. The skills that migrants have

“Younger Britons aged 18-24 are also the most likely to believe the country has benefited from multiculturalism (64%)”

[5] Ridder, J., Den, Mensink, W., Dekker, P., and Schrijver, E. (2016) *Burgerperspectieven* 2016 - 2. Sociaal en Cultureel Planbureau
[6] Ibid.

make a difference to how they are perceived generally but so too does their race and religion.

In the UK, the public generally want greater controls on migration but are less keen on reducing the numbers of people arriving with high levels of education and skills, paying to study in universities or to invest in Britain. They are also more likely to view people from Germany, India, or Australia as having made a positive contribution to the UK than people from Romania or Nigeria, for example. In the Netherlands migrants from Muslim backgrounds are now more likely to be perceived as an 'other' that cannot be integrated[7]. A survey in Germany in 2006 found that 4% of respondents would be disappointed if a family member married an Italian, compared with 24% if they married someone from a Turkish background.

"Attitudes towards migration and diversity usually reflect, and build on, an overall set of beliefs and values which can at times be influenced by levels of knowledge, the policy and political context and personal experience, but generally remain constant and consistent"

1.4 So is this about immigration – or something else?

The complex and often contradictory nature of attitudes towards migration suggests that there is something rather more complicated going on here than just the movement of people. This is because migration also raises issues about who we are and what we believe in.

Attitudes towards migration and diversity usually reflect, and build on, an overall set of beliefs and values which can at times be influenced by levels of knowledge, the policy and political context and personal experience, but generally remain constant and consistent[8]. Unpacking the factors that inform attitudes is a difficult task because they often reflect a general 'world view' which is based on a whole range of inter-related assumptions and factors in addition to those which are immediate or obvious.

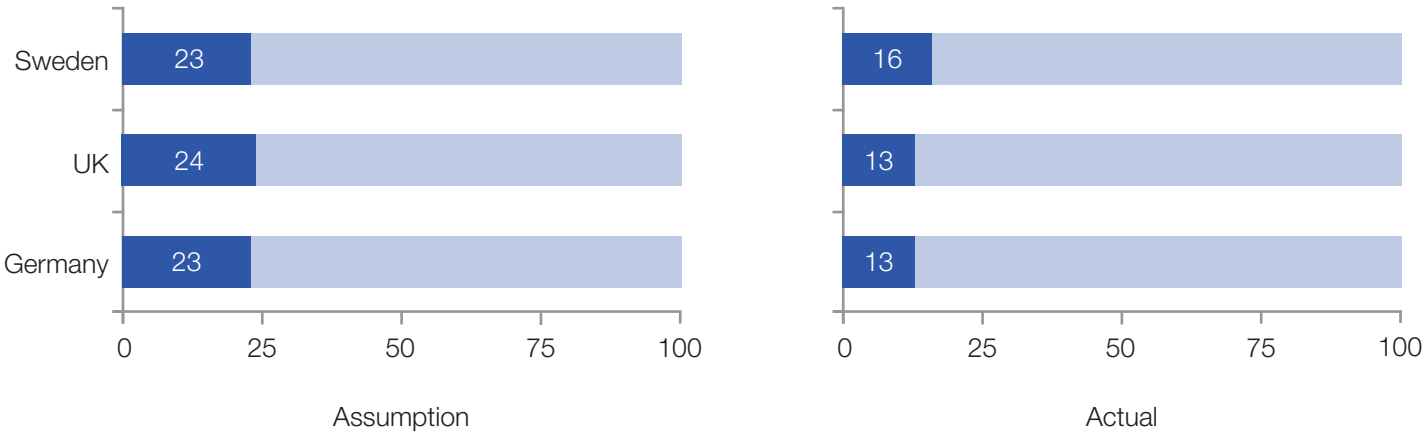
When it comes to migration and diversity these assumptions – and the fears with which they are associated - have often proven to be false.

Surveys from the UK, Germany and Sweden show that people vastly over-estimate the number of migrants in their country. People living in the UK think that 24% of the population are migrants, nearly twice the real figure of 13%. In both Germany and Sweden people believe that migrants make up nearly a quarter (23%) of the population when the actual figures are 13% and 16% respectively. Assumptions that EU migrants are 'benefit tourists' are challenged by evidence that they pay more in tax and are less likely to use social services than those who are born in the UK. Similarly, whilst there is growing public anxiety about the size of the Muslim population and perceived 'Islamisation' of Europe in reality most people are Christian or atheist: figures show that in 2012 only 4% of the population of the Netherlands was Muslim whilst in Germany the figure was 5.8% in 2010. Just 4.8% of the British population declared themselves to be practicing Muslims in the 2011 census, 47% of whom were born and raised in the UK.

The roots of these fears are complex. Understanding where they come from - and what they mean - lies at the heart of creating a society based on tolerance and understanding rather than prejudice and fear.

[7] Wekker, G. (2016) *White Innocence: Paradoxes of Colonialism and Race,* London: Duke University Press
[8] Crawley, H. (2009) *Understanding and Changing Public Attitudes: A Review of Existing Evidence from Public Information and Communication Campaigns*, London: The Diana, Prince of Wales Memorial Fund

Figure 3. Nº of Migrants in Population, August 2014 (%)



There is a growing body of evidence which suggests that fears and anxieties about migration reflect, and feed off, a range of issues that have little or nothing to do with migration and migrants. From unemployment and precarious job roles to poor housing and threats from numerous and often ill-defined 'enemies', European citizens are living through times of strongly perceived threats and insecurity. And fear is a powerful political currency. Rather than reassure their populations, across the political spectrum we have seen politicians increasingly emphasising or reinforcing anti-immigrant views by linking immigration with economic concerns or a sense of being 'left behind' by the country's political and economic elites[9]. Narratives of fear and exclusion have started to move from the margins into dominant mainstream political discourse. Against this background, the representation of migration and diversity by politicians and the media is often biased or negative[10].

There are two main ways in which the framing of migration taps into wider public concerns and anxieties.

First, there is a tendency to position migrants and citizens as being in competition with one another particularly in relation to work and welfare. This can lead to calls for access to welfare and the labour market to be denied to migrants and reserved for citizens. In the UK numerous studies have shown how migrants and refugees have been presented as a burden on the welfare state, a source of competition for jobs or as being associated with

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[9] Crawley, H. (2009) *Understanding and Changing Public Attitudes: A Review of Existing Evidence from Public Information and Communication Campaigns*, London: The Diana, Prince of Wales Memorial Fund; Crawley, H., McMahon, S. and Jones, K. (2016) *Victims and Villains: Migrant Voices in the British Media*, Coventry University; McMahon, S.(2015) Immigration and Citizenship in an Enlarged European Union: The Political Dynamics of Intra-EU Mobility, Basingstoke: Palgrave Macmillan.

[10] Berry, M., Garcia-Blanco, I. and Moore, K. (2015) *Press Coverage of the Refugee and Migrant Crisis in the EU: A Content Analysis of Five European Countries Report prepared for the United Nations High Commission for Refugees*, Cardiff.

increased rates of crime, particularly during the recent period of economic crisis and recession.[11] In 2013 the UK government warned about the 'considerable strain' being placed on schools, healthcare and the welfare state by migrants from the EU. This narrative is reflected in, and reinforced by, media coverage of migration issues especially during elections.[12]

In the Netherlands public and political debates have focused on high taxation and substandard elderly and health care, both of which have been blamed on migration rather than the dismantling of the welfare state as a result of the global economic crisis and government policies[13].

In Sweden, an increasing number of anti-immigrant blogs and social media profiles have presented refugees as damaging the country's much-lauded welfare system because they are often poorer and experience higher levels of unemployment than Swedes. In reality the shrinking welfare state is part of a broader shift in Swedish society which has seen the fastest-growing income gap between rich and poor in the OECD countries.[14]

Second, there is a growing tendency to talk about migration – and migrants – in terms of cultural difference and the threat posed by diversity. This can easily be associated with calls for certain groups – most notably Muslims - to be observed, controlled and, at times, removed from society. This summer's debate on the 'Burkini' and images of Muslim women being forced to undress on French beaches provides the most powerful recent example.

In the UK, the idea that some sections of society have been 'left behind' by political elites that have 'lost control' of their country has often been associated with a fear of migrants, and Muslims in particular, who are viewed as having segregated lives, governed by their own (sharia) laws and norms. This is despite evidence that Muslims are actually less segregated than other groups in society[15].

In the Netherlands, anxiety about the threat posed by a tiny minority of radical Islamists has impacted on much wider groups in society with people from Turkish and Moroccan backgrounds expressing concern about the way in which they are regarded by others[16].

In Sweden, the far-right has gained prominence by advocating greater limits on migration and by explicitly criticising the cultural values and identity of Muslim communities.

The consequences of these ways of framing migration and diversity are very real. Virtually every government is making it harder for refugees and migrants to enter and integrate with consequences that go deep into our increasingly diverse communities. Meanwhile growing distrust of public authorities and the political establishment deepens a worrying lack of hope that things will get better in the future.

[11] Benson, R. (2013) *Shaping Immigration News. A French-American Comparison* (New York: Cambridge University Press); Crawley, H. (2009) *Understanding and Changing Public Attitudes: A Review of Existing Evidence from Public Information and Communication Campaigns*, London: The Diana, Prince of Wales Memorial Fund; Lawlor, A. (2015) 'Local and national accounts of immigration framing in a cross-national perspective', *Journal of Ethnic and Migration Studies* 41 (6), 1-24; McMahon, S. (2015) *Immigration and Citizenship in an Enlarged European Union*, Basingstoke: Palgrave Macmillan

[12] Crawley, H., McMahon, S. and Jones, K. (2016) *Victims and Villains: Migrant Voices in the British Media*, Coventry University

[13] Hilhorst, S. and Hermes, J. (2016) 'We have given up so much: passion and denial in the Dutch Zwarte Piet (Black Pete) controversy', *European Journal of Cultural Studies* 19 (3), 218–233

[14] Traub, J. (2016) 'The death of the most generous nation on Earth', *Foreign Policy*, http://foreignpolicy.com/2016/02/10/the-death-of-the-most-generous-nation-on-earth-sweden-syria-refugee-europe/

[15] Finney, N. and Simpson, L. (2009) '*Sleepwalking to segregation'? Challenging Myths about Race and Migration,* London: Policy Press

[16] Uitermark, J. and Gielen, A-J. (2010) 'Islam in the spotlight: the mediatisation of politics in an Amsterdam neighbourhood', *Urban Studies* 47 (6), 1325–1342

Challenging these narratives and breaking the 'common sense' connection that is increasingly made between the problems facing European societies and the issues of migration and diversity is vitally important. In order to do that we need to understand the role of narratives, where they come from, who is driving them and the potential spaces in which alternative views might be able to develop.

"Virtually every government is making it harder for refugees and migrants to enter and integrate with consequences that go deep into our increasingly diverse communities. Meanwhile growing distrust of public authorities and the political establishment deepens a worrying lack of hope that things will get better in the future."

2. The role and purpose of narratives

"It won't come as a surprise to learn that the relationship between narratives and attitude formation is complex: because people's attitudes to migration reflect their overall 'world view' some narratives will resonate more than others"

Over the last decade there have been big changes in the way people talk about migration. It's not just that people talk about migration a lot but that the dominant political and media narratives have become increasingly negative[17]. As we noted in the introduction, a narrative is a set of stories or ideas that are developed to make sense of what is happening in the world and to justify a particular political, policy or personal response. Narratives are important because they set the boundaries of what is considered publicly acceptable debate and opinion, and whose voices are - and are not - heard. In the European context these narratives tend to present migration as a threat rather than an opportunity.

It is important to acknowledge that, regardless of where you look, there is no single narrative on migration and diversity. Rather there are a series of, sometimes competing, narratives constructed at different levels:

- **By politicians and political leaders operating locally, nationally and internationally;**
- **By different sections of the media including broadcast media, traditional print (newspapers), social media and citizen journalism;**
- **By civil society organisations, NGOs and grassroots activists; and**
- **By friends and family, work colleagues and neighbours, in other words the people we spend most of our time with.**

It won't come as a surprise to learn that the relationship between narratives and attitude formation is complex: because people's attitudes to migration reflect their overall 'world view' some narratives will resonate more than others. Over time some narratives can move from fringe positions to occupy the mainstream, changing the terms of the debate.[18] And whilst certain views may dominate, others may be dismissed and go largely unheard.[19]

In this context it is important to ask who is driving the dominant narratives and for what purpose. Is this just about certain sections of the mainstream media or does political leadership make a difference to how people think – and talk – about issues of migration and diversity? Are there any alternative voices which offer up a counter-narrative and, if so, where are these voices coming from?

[17] Woods, J., and Arthur, C. D. (2014) 'The threat of terrorism and the changing public discourse on immigration after September 11', *Sociological Spectrum* 34(5), 421-441; Nagarajan, C (2013) 'How politicians and the media made us hate immigrants', *Open Democracy*

[18] Bail, C.A. (2012) 'The fringe effect: civil society organizations and the evolution of media discourse about Islam since the September 11th Attacks', *American Sociological Review* 77(6), 855-879

[19] McMahon, S. (2015) *Immigration and Citizenship in an Enlarged European Union*, Basingstoke: Palgrave Macmillan

2.1 Positive political leadership on migration is important - but lacking

Political leaders at the national and local levels play an important role in shaping the tone of public debate on issues of migration and diversity. Politicians and decision makers publicly debate migration and diversity as policy issues to be interpreted and addressed in particular ways. But, political parties also seek to give a voice to concerns of their voters and mobilise public opinion in the hope that, ultimately, this will benefit them in elections. In this way political leaders define what they consider to be the boundaries of acceptable public debate, potentially giving credibility to fears and stereotypes or providing reassurance and defusing tensions. It can often be the former.

There are two main ways in which politics has shaped recent narratives on migration and diversity.

The first is through mainstream political parties which have tended to dominate election results and national parliaments. Over the last two decades European governments have overseen a period of increased migration. Most have responded to rising public anxiety by increasing immigration controls. But migration is not easily controlled or stopped. The economic and demographic drivers of migration are strong, as are the political forces generating the conflicts in North Africa and the Middle East from which refugees have fled. When policies fail to live up to what was promised, political leaders have typically been unable or unwilling to give convincing accounts of the drivers of migration and the potential benefits that it brings. For those who are already feeling insecure and politically marginalised this response can simply reinforce the perception that political elites are not interested in the needs and concerns of the people that they supposedly represent

The second – and clearly related – way in which political leadership shapes narratives on migration and diversity is through populist leaders who declare that they are the voice of those who feel ignored and unrepresented by mainstream political parties. Whilst the far right appears to be isolated and in retreat in several of the countries we looked at, there has been a mainstreaming of far right rhetoric. This can be seen most clearly in the UK and the Netherlands where mainstream political narratives have adopted a particularly negative and hostile tone. The UK Government for example has refused to be part of the relocation scheme for those arriving in the countries of Southern Europe, even as a gesture of solidarity. This reflects a marked shift from the policies of multiculturalism which could be seen in both during the 1990s.

In the Netherlands, right-wing populists such as Pim Fortuyn and Geert Wilders have presented migration as an 'invasion of aliens' and a threat to Dutch society and culture.[20] Since the early 2000s both have promoted and capitalised on a more assimilationist approach to migration and minorities, accompanied by the view that criticism of migration is neither racist nor xenophobic.[21] The murders of both Fortuyn and the filmmaker Theo van Gogh, both of whom had spoken negatively about migration and Islam, were used to legitimate the view that critical voices were being unfairly silenced and that Islam was a problem.[22]

In the UK, the United Kingdom Independence Party (UKIP) has dominated headlines over recent years. A significant reason for the far right's disastrous results in the 2015 General Election was that UKIP stole the media limelight - and most of the British National Party's (BNP) voters – mainly through controversial anti-migrant views expressed by its then leader Nigel Farage.

[20] Uitermark, J. (2012) *Dynamics of Power in Dutch Integration Politics: From Accommodation to Confrontation*. (Amsterdam: Amsterdam University Press)

[21] Uitermark, J., Rossi, U., and Van Houtum, H. (2005) 'Reinventing multiculturalism: urban citizenship and the negotiation of ethnic diversity in Amsterdam', *International Journal of Urban and Regional Research* 29(3), 622-640

[22] Uitermark, J. and Gielen, A-J. (2010) 'Islam in the spotlight: the mediatisation of politics in an Amsterdam neighbourhood', *Urban Studies* 47 (6), 1325–1342

“ Some elements of the EU Referendum campaign went further, legitimating racist and xenophobic views which were heard and amplified by the British media. ”

Although UKIP won just one parliamentary seat, the party received over four million votes and it gained 14% of the national vote. This success has served to embolden UKIP who have been implicitly accused by the UN Committee on the Elimination of Racism of “failing to condemn” racial abuse and creating prejudices during the recent EU Referendum campaign. Their anti-migrant ‘Breaking Point’ poster was reported to the police for inciting racial hatred.

But the representation of migration as being ‘out of control’ and as a threat to British jobs and culture has featured in the narratives of all the main political parties. In 2007, Labour Prime Minister Gordon Brown made a public pledge to provide ‘British jobs for British workers’ ahead of EU citizens. In 2011, the Conservative Prime Minister David Cameron said that multiculturalism had failed and had resulted in dangerously segregated communities around the country. Muslim identity and culture in particular has been presented as a threat, not only in the media but through the Government’s own PREVENT anti-radicalisation strategy.

Narratives representing migrants - and particularly Muslims - as a problem contributed to the creation of an anti-migrant environment long before the EU referendum rolled around earlier this year. Some elements of the EU Referendum campaign went further, legitimating racist and xenophobic views which were heard and amplified by the British media. These then spread far beyond the debate on migration and Europe opening up a Pandora’s box of deeply-held views about wider issues of race, ethnicity and British identity.

2.2 So what about the media?

The media, and specifically the print media, plays an important but complex role in contemporary European society[23]. On the one hand it provides an important source of information for the public, representing events, issues and people in particular ways, influencing people’s awareness of what is important and perceptions of who belongs in our communities[24]. At the same time the media is an industry that seeks to maximise its income through audience figures and advertising revenue. To achieve these twin objectives the media often relies upon scandalous, dramatic or controversial topics, often using ‘storytelling’ to bring issues and events to life through a focus on the experiences and points of view of individuals. News media editors and writers make choices about what stories to select and what to emphasise: they possess the power to let people speak or to silence them, to give groups a voice or to leave them voiceless.[25]

Storytelling and the search for personal stories can provide an important opportunity for migrants and marginalised communities to engage with, and challenge, dominant political narratives. In the UK for example, the *Daily Mail* has repeatedly published articles supporting Afghan interpreters for the British army refused asylum in the UK. Personal stories of

[23] Despite their decreasing sales, newspapers remain important avenues for stories to reach multiple readers not least because they carry headlines which are seen by large numbers of people regardless of purchase and readership habits. Newspapers are also an important source of information for review and discussion in broadcast media, often setting the focus and tone for associated stories and content.

[24] Bleich, E., Stonebraker, H., Nisar, H. and Rana, A. (2015) ‘Media portrayals of minorities: Muslims in British newspaper headlines, 2001–2012’, *Journal of Ethnic and Migration Studies*, DOI: 10.1080/1369183X.2014.1002200

[25] Thornbjornsrud, K. and Figenschou, T.U. (2014) ‘Do marginalised sources matter? A comparative analysis of irregular migrant voice in Western media’, *Journalism Studies* (published online), 1-19

"In the UK in particular, it has been argued that rhetoric and behaviour that was once the preserve of the out-and-out extremists has now become increasingly mainstreamed."

people who have been detained also gained widespread coverage during the same period.[26] In Sweden, the media has given a voice to people representing positive experiences of integration, such as a 24-year old Syrian who stated that he had fallen in love with the Swedish language and the people and considers Sweden as one of his homes, and another young Syrian who said he felt he had been 'born again'.

But the search for scandal, drama and personality also means that the media has increasingly provided a platform to people expressing radical, specifically right-wing and anti-immigrant, views.

In the UK in particular, it has been argued that rhetoric and behaviour that was once the preserve of the out-and-out extremists has now become increasingly mainstreamed. Certain newspapers in particular have published articles on the refugee crisis that have been heavily criticised. Notable examples include an article by Katie Hopkins in *The Sun* newspaper describing refugees and migrants as 'cockroaches' and a 'plague of feral humans' which was criticised by the UN as pro-genocide propaganda and led her to be questioned about inciting racial hatred. Another example was a cartoon in the Daily Mail that portrayed migrants as rats swarming across Europe's borders, and led to a huge backlash on social media demonstrating that this was an image not just reminiscent of, but very close to, the Nazi anti-Semitic propaganda of the 1930s.

In the Netherlands the right wing populist Geert Wilders has been widely criticised at controlling the news and of supplying controversial statements and generalisations. The search for scandal was epitomised in the Netherlands when the well-respected newspaper Trouw published an article about the dangers of a supposed 'sharia triangle' of radical Muslims in The Hague which later proved to have been completely invented by its author. Although the journalist lost his job, the story stirred up unrest and resulted in international press attention to the neighbourhood, as well as much-publicised visits from government representatives - and Geert Wilders himself[27].

This particular story illustrates an important point but one that is often ignored. Negative media narratives on issues of migration and diversity have real impacts for those living in our societies, both migrants and non-migrants alike. They also impact on the relationship between different social groups by reinforcing stereotypes and inter-group prejudices.

In the UK the representation of migrants as villains damages migrants' sense of belonging.[28] In the Netherlands, press reporting has been found to create anxiety among migrant and minority groups who feel they are being held responsible for the actions of radical,

"Negative media narratives on issues of migration and diversity have real impacts for those living in our societies, both migrants and non-migrants alike."

[26] Crawley, H., McMahon, S. and Jones, K. (2016) *Victims and Villains: Migrant Voices in the British Media*, Coventry University
[27] Van der Laan, C. (2015) 'Terug in de Schilderswijk', Trouw 14 May
[28] Crawley, H., McMahon, S. and Jones, K. (2016) *Victims and Villains: Migrant Voices in the British Media*, Coventry University

“ Some parts of the narrative stick over time, others change. Some are positive, most are not. ”

violent and often criminal individuals.[29] Marginalised communities also express concern about what they perceive to be double standards: whilst they are not given space to express their views or opinions in the mainstream media, individuals such as Geert Wilders are repeatedly given a platform to express radical, socially divisive views.[30]

It is clear from everything we've said so far that there is a close relationship between the media and political leaders who often use one another to meet their own objectives and agendas. This conclusion is supported by the existing research.[31] The media serves not only as the 'mouthpiece' for political debate but also as a filter which shapes and influences the tone and content of much of what is said by others. Whilst the exact nature of this relationship varies across the different countries we looked at, it is rare for either of these mainstream narratives to engage with or accurately represent, the complex realities of migrant flows and experiences or the wide-ranging and often positive response of individuals and communities to these issues. Whilst of course there are notable exceptions, they often successfully select and emphasise particular aspects of the issues that make sense to their intended audience, calling on a series of cultural cues and stereotypes. Some parts of the narrative stick over time, others change. Some are positive, most are not.

2.3 Hostile narratives are not inevitable

It is clear that those on the political right have been effective at both generating - and mobilising around - negative migration and diversity narratives which enable them to secure political support.

This has not been a difficult task.

Migration is, as we've already suggested, a touchstone issue that taps into our deepest fears and anxieties. And when people feel insecure all too often their first reaction is to lash out, ironically at the most vulnerable in our society, those who have already lost everything and have no voice. Efforts to counter these deep fears and anxieties through providing factual information on the positive benefits of migration have been largely ineffective[32].

But there are examples of mainstream political leadership which challenges the voices of populists and scaremongers.

“ Efforts to counter these deep fears and anxieties through providing factual information on the positive benefits of migration have been largely ineffective. But there are examples of mainstream political leadership which challenges the voices of populists and scaremongers. ”

[29] Siebers, H. and Dennissen, M.H. (2015) 'Is It cultural racism? Discursive exclusion and oppression of migrants in the Netherlands', *Current Sociology* 63 (3), 470–489

[30] Uitermark, J. (2012) *Dynamics of Power in Dutch Integration Politics,* Amsterdam: University of Amsterdam Press

[31] Bail, C.A. (2012) 'The fringe effect: civil society organizations and the evolution of media discourse about Islam since the September 11th Attacks', *American Sociological Review*, 77(6), 855-879; Benson, R. (2013) *Shaping Immigration News. A French-American Comparison*, New York: Cambridge University Press; Crawley, H., McMahon, S. and Jones, K. (2016) *Victims and Villains: Migrant Voices in the British Media*, Coventry University; McMahon, S. (2015) *Immigration and Citizenship in an Enlarged European Union*, Basingstoke: Palgrave Macmillan

[32] British Future (2014) *How to Talk About Immigration*, London

These political counter-narratives typically seek to rejuvenate a sense of national identity and duty that is related to past experiences of migration. They also explicitly, and consistently, acknowledge the positive benefits of migration and diversity for the economy and for a national identity narrative located within a global framework and a belief in shared international responsibility.

Taking Sweden as an example, it is clear that negative migration narratives have impacted on the day-to-day experiences of refugees and migrants. During 2015 and 2016, there has been increasing concern about the arrival of increasing numbers of refugees. Tensions flared when three mosques were set on fire in the span of a month together with a nursery which announced it would accommodate asylum seekers and an asylum centre. A number of newspapers and the right-wing anti-immigrant party the Sweden Democrats has called for more open discussion of the problems associated with migration. These calls were not new. The Sweden Democrats have been making political headway for several years coming third in elections in September 2014 with 12.9% of the vote.

But there is some evidence that this narrative hasn't yet broken through to dominate mainstream political debate. In contrast with the situation in the UK, politicians, academics, journalists and other public figures continue to assert the importance of Swedish openness and generosity towards refugees, not just as a humanitarian obligation but as part of a wider sense of what it means to be Swedish.[33] The former Prime Minister Frederick Reinfeldt called for Swedes 'to open their arms' to refugees, stating that the country had 'more space than you can imagine'. Aron Etzler, secretary general for the Left Party, reminded people that refugees had 'helped us build the Sweden we wanted'. These comments aimed to reinforce the shared identity of Sweden which recognizes its international obligations and provides protection for those in need.

As in the UK and the Netherlands, there has been public anxiety about increased migration to Germany since at least the 1980s. Over recent years these anxieties, most frequently associated with concerns about security, have translated into street protests by anti-Islamic organisations such as Pegida. These protests have often grabbed the media headlines. In 2010, the Chancellor Angela Merkel had declared that multiculturalism had failed prompting concerns of a political shift to the right. Yet in 2015, she used a humanitarian narrative to justify her decision to allow refugees entering Europe to make a claim for protection in Germany rather than being returned to the first EU country in which they had arrived. At the same time she called for Germans to provide a "Willkommenskultur" (welcoming culture).

This approach seems to have been effective in limiting the rise of a negative migration narrative.

Despite rising political opposition to Merkel's decision, public opinion in Germany is predominantly in favour of accepting refugees, with two-thirds of the population in favour of providing refuge to people fleeing conflict, war, and oppressive governments and 81% saying they would not oppose the opening of refugee homes in their area.[34] This position has been supported by much of the German media: a study of 19,000 media stories on the topic of refugees in Germany from 2015 found that 82% of reports were positive in tone. This shift has been secured through a political narrative that emphasises the economic benefits of migration in the context of a shrinking and ageing population whilst proclaiming the moral imperative of supporting those in need. **It shows how a clear message on the value of welcoming refugees and strong leadership in the face of public concerns can be successful.**

[33] German Federal Agency for Civic Education (2016) *Immigration in Sweden: Future Challenges*, Germany: BPB http://www.bpb.de/gesellschaft/migration/laenderprofile/58641/future-challenges

[34] Gerhards, J., Hans, S. and Schupp, J. 'German public opinion on admitting refugees', The Barometer of Public Opinion on Refugees in Germany. *DIW Economic Bulletin* 21.2016 https://www.diw.de/documents/publikationen/73/diw_01.c.534664.de/diw_econ_bull_2016-21-1.pdf

> **“ Positive political leadership on migration and diversity can limit rather than fuel the growth of far-right political movements ”**

But it has not always been this way.

The shift in public opinion in Germany is the result of decades of work to eliminate racism, change the political discourse and create a more tolerant nation. The government, civil society, and political parties worked to push the pendulum towards peaceful dialogue. This change did not happen quickly but required steady and consistent challenge to the representation of migration – and migrants – as a problem. Whilst far-right extremism and violence have not been eliminated, their influence over mainstream public debate and the population in general has been drastically diminished.

These examples are illustrative of the ways in which positive political leadership on migration and diversity can limit rather than fuel the growth of far-right political movements. As such they provide important lessons from which other countries in Europe can learn.

2.4 The importance of creating alternative narratives

Although political leaders and the media play an important role in the construction of narratives on migration and diversity, there is growing evidence that across Europe people are coming together to create alternative narratives on migration and diversity. These narratives often challenge the injustices with which dominant discourses have come to be associated.

There is, for example, very little space for the voices of migrants and refugees in media reporting on migration issues. A recent study found that only 15% of migration-related articles published in the British print media in the run-up to the 2015 general election included a migrant voice or perspective. Where migrants had a voice they were usually presented as victims in need of some support and assistance[35]. Research on how journalists themselves perceive migrants to be represented in European news discourse has similarly found inaccurate group labelling, negative or victimised representation and limited reference to the wider European context within which migration is situated.[36] In each of the countries we looked at there were examples of migrant-led organisations established to provide opportunities for migrants and refugees to engage directly with the media. In the UK for example, Migrant Voice was set up to develop the skills, capacity and confidence of members of migrant communities, including asylum seekers and refugees, to develop their own strategies to strengthen their voice and representation in the media and to inform and influence political narratives and, ultimately, migration policies.

Others bring together different groups to work together, building positive relationships within and across communities with a view to creating a shared sense of our common humanity.

We noted earlier that age is an important predictor of attitudes: those who are more open to migration and diversity tend to be younger. The evidence is still not clear on why this is the case. It may relate to levels of education or to the fact that young people are more likely to have grown up socialising with friends and peers from different ethnic and religious backgrounds than older members of society. ‘Contact theory’ strongly

[35] Crawley, H., McMahon, S. and Jones, K. (2016) *Victims and Villains: Migrant Voices in the British Media*, Coventry University

[36] Bennett, S.J., Wal, J.T, Lipinsk, A., Fabiszak, M. and Krzyzanowski, M.(2012) ‘The representation of third country nationals in European news discourse: journalistic perceptions and practices’, *Journalism Practice* 7(3), Special Issue: Themed Section on Migrants and the Media in the 21st Century: Obstacles and opportunities for the media to reflect diversity and promote integration, 248-265

[37] Allport, G.W (2954) The Nature of Prejudice, Cambridge MA. For an excellent accessible summary see Everett, J.C. (2013) ‘Intergroup contact theory: past, present and future’, *The Inquisitive Mind* 2 (1)

suggests that meaningful relationships between those from different backgrounds will reduce inter-group prejudice[37].

But it could also be due to the fact that young people are less likely to engage with, or be influenced by, dominant media and political narratives. They consume media in a very different way to older generations and are able to be selective and seek out content very effectively. Many young people do not read print media alone and nor do they have a lot of time for political leaders and elites who appear not to understand or represent their interests and concerns[38]. In the Netherlands as elsewhere in Europe, overall readership of newspapers is decreasing but this decline is even more pronounced among young people: in 2010, around half (52%) of people aged 20-35 years old read print media, but by 2015 this figure had fallen to just 30%. At the same time, new digital technologies and social media have become a hugely influential source of information for young people. In Sweden 55% of the population uses social media, but for the 16-25 age group this rises dramatically to 95%. In the UK more than two thirds (69%) of those aged over 55 are active users of social network sites, but this rises to 100% of 18-24 year olds. Young people are not 'disengaged' from social and political issues, but do not express their views or mobilise through traditional groups and platforms, using social media and networks rather than political parties or print media.

Digital activism through sharing information, communicating messages, joining groups and signing petitions online provides new forms of civic engagement.[39] For example, the Where Are We Going campaign in Sweden was launched online to protest against the government's rules on asylum. The campaign video quickly received more than 700,000 views on Facebook. The Open The Gates of Europe campaign in 26 Swedish districts also highlights the need for legal ways into Europe by integrating digital communication - encouraging people to share images on #ÖppnaEuropasPortar (#OpenEuropesPorts) to demonstrate their support - with the production of a piece of jewellery which symbolises an open Europe and every person's right to be safe.

Alternative forms of communication are therefore increasingly important, particularly for young people. Digital technologies and online forms of engagement can help to mobilise public support for migration and diversity and the creation of alternative, more positive narratives. In the UK the use of hashtags on Twitter but also Facebook and in the titles of campaigns has become an increasingly popular way of expressing solidarity with refugees and migrants. Examples include #MoreInCommon, #StandAsOne, #chooselove, #withrefugees #westandwithyou and #readyandwilling. The #refugeeswelcome hashtag is used internationally to express support for people seeking international protection.

"Alternative forms of communication are therefore increasingly important, particularly for young people. Digital technologies and online forms of engagement can help to mobilise public support for migration and diversity and the creation of alternative, more positive narratives"

[38] See, for example, O'Toole, T 'Explaining young people's non-participation: towards a fuller understanding of the political', *European Consortium for Political Research* and Henn, M. and Foard, N (2012) '*Young people, political participation and trust in Britain*', Parliamentary Affairs 65 (1), 47-67

[39] Warren, A-M., Sulaiman, A. and Jafar, N.I. (2014) 'Facebook: the enabler of online civic engagement for activists', *Computers in Human Behaviour* 32, 284-9

What's more, local experiences of co-existence and relationships among social groups often don't align with national narratives on migration and diversity.

A recent report from Amnesty International in the UK highlights the fact that the proportion of UK residents who view migration as a national problem has, for many years, been 50 percentage points above the proportion who are concerned about migration at the local level.[40] The same report also found "unexpected examples of refugee welcome and support actions taken without publicity by local groups or residents far removed from the usual terrain of migrant and refugee advocacy", showing that beyond mainstream politics and media channels, there was a wealth of activity seeking to build positive relationships for migrants and refugees in the country.

In the final section of this report we turn our attention to the things that people are doing in communities across the case study countries. We may not hear much about these initiatives prominently in mainstream media and political debates but they are there, quietly – and sometimes noisily – challenging the narratives of fear and hate that can feel all-powerful and resistant to change.

[40] MigrationWork CIC (2016) *Welcoming refugees / protecting rights: A scoping study for Amnesty International UK* (Interim report, available on request)

[41] Crawley, H., McMahon, S. and Jones, K. (2016) *Victims and Villains: Migrant Voices in the British Media*, Coventry University; Katwala, S. and Somerville, W. (2016) *Engaging the Anxious Middle on Immigration Reform: Evidence from the UK Debate*, Washington: Transatlantic Council on Migration; MigrationWork CIC (Feb 2016) *Welcoming Refugees /Protecting Rights*, unpublished report for Amnesty International, available on request.

3. How we can change things

“Negative political and media debates on migration and diversity which have risen to the surface over recent years undermine the integration of those who are newly arrived. But they do far more than that. They also threaten relationships within and between long-established communities, undermining a common sense of identity and solidarity”

It is clear that things need to change in order to prevent deepening tensions in society.

Negative political and media debates on migration and diversity which have risen to the surface over recent years undermine the integration of those who are newly arrived. But they do far more than that. They also threaten relationships within and between long-established communities, undermining a common sense of identity and solidarity. And they undermine our sense of what it means to be human, to be able to show compassion and kindness towards another human being regardless of the difficulties we may face in our own lives.

In order to strengthen society, we need to find a way to turn our diversity into an opportunity rather than an excuse for division. We need a story of hope about an open European society which respects diversity, values uniqueness and protects the values of liberty, tolerance and solidarity that lie at the heart of the common European project.

It can feel as though there is no space for a positive narrative on migration and diversity. Existing research suggests otherwise.[41] There is plenty of evidence that grass roots initiatives, rather than top-down campaigns, provide opportunities for people to organise and participate in civil society, building bridges across social groups, strengthening bonds of belonging and providing a platform to have a voice to strengthen our democracies. Civil society organizations serve as an essential conduit and mediator between individuals and their governments, and a vehicle through which citizens can hold their leaders to account and find a voice in the decisions that affect their lives. They can also serve as an important service delivery mechanism providing assistance to the most vulnerable and marginalized in society. Nowhere has this been more evident than in the response to the refugee crisis.

The diversity of experiences, voices and audiences for these issues demands a new approach that can create awareness, bring people to work together and introduce new voices into the debate. In order to move beyond fear and hate people power needs to mobilise at different levels. Let’s take a look at each of these in turn.

3.1 Creating opportunities for civil society engagement

In order to positively engage on migration and diversity, people need to have a shared understanding of the issues and to find some common ground. A recent report identifies three different approaches for bringing people together to develop a common understanding of migration issues[42]. The success of these approaches is likely to vary depending on the context in which they take place.

[42] MigrationWork CIC (Feb 2016) *Welcoming Refugees /Protecting Rights*, unpublished report for Amnesty International, available on request.

The first approach emphasises the **principle of solidarity** with migrants and refugees. This approach has been particularly evident in Germany where the idea of *Willkommenskultur* or 'Welcoming culture' has been used to refer to a culture that recognizes the contribution migrants make to society. This idea, which has developed over a number of years, paved the way for the largely positive response of German people to the refugee crisis. *Flüchtlinge Willkommen (Refugees Welcome)* extends this idea to the digital world, creating an online platform that brings flat shares and refugees together.

The second approach centres on the need to provide **humanitarian assistance**. As noted by Didier Fassin, humanitarian needs have increasingly become the most widely used justification for governments and people working together.[43] This is illustrated by the comments of Dutch Minister for Foreign Affairs Bert Koenders who sent humanitarian assistance to refugees in Greece stating that "we must all pull together to help the refugees stranded there. The need to provide humanitarian assistance has brought together many groups in the UK which have organised themselves in order to provide support to refugees and migrants, for example those living in the 'Jungle' near Calais. In the Netherlands the NGO '*Stichting Vluchteling*' (Refugee Foundation) organises the *Night of the Refugee*, an annual 40 km sponsored walk in the middle of the night which raises money for specific projects to help refugees. In 2016, over 2,800 people participated in the event, raising over a million euros.

The third approach for building common ground is based on a **human rights framework** and focuses on securing access to rights for refugees and migrants. In Sweden *The Association of Social Democratic Students* ('S-Students') has 15,000 members who organise seminars and debates and produce parliamentary proposals to stimulate debate and progressive politics. The group also runs an Immigration Policy Network which explicitly states that it is "working for a rights-based migration policy – a policy that looks at right to protection from war and persecution as a right and not a matter of 'generosity' or economic viability".

Finally, civil society engagement can also be driven not by a desire to 'do something' but simply through a **positive emotional connection with an issue**.
As we have seen, young people are less likely to engage with mainstream political narratives in part because they don't trust political elites but also because they are less interested in traditional (non-digital) forms of communication. On the flip side there is evidence that young people are more likely to engage when an issue resonates with their own personal beliefs and experiences.[44]

This may explain, in part at least, why civil society organisations offer greatest scope for developing positive and inclusive narratives which build on the energy, vision and beliefs of young people who remain of the view that the world can, and should be, a better place.[45] In the Netherlands for example, Humanity in Action and *Nederland wordt beter* (The Netherlands Gets Better) co-organised a Day of Empathy in 2016[46] which promoted empathy as a core value of Dutch society and suggested that empathy could be promoted for the benefit of society and in countering polarized and racist views. The emphasis on empathy and the shared values of people from different backgrounds stands in stark contrast to the often angry and disillusioned approach offered by far-right groups.

[43] Fassin, D. (2011) *Humanitarian Reason*, University of California Press
[44] Sloam, J. (2012) 'New voice, less equal: the civic and political engagement of young people in the United States and Europe', *Comparative Political Studies* 47, 633-688
[45] Vromen, A., Xenos, M.A. and Loader, B. (2015) 'Young people, social media and connective action: from organisational maintenance to everyday political talk', *Journal of Youth Studies* 18(1), 80-100
[46] See http://humanityinaction.nl/day-empathy/

> **“ The emphasis on empathy and the shared values of people from different backgrounds stands in stark contrast to the often angry and disillusioned approach offered by far-right groups. ”**

3.2 Driving people powered change and grassroots mobilisation

As well as developing a shared understanding of migrant and refugee issues, grassroots mobilisation requires opportunities to bring citizens from different backgrounds together with migrants and refugees. Various models exist to facilitate this process including volunteering, community organising and social movements. What they have in common is the idea of bringing together individuals and organisations around particular issues and places. Organisations, networks and community spaces can create bonds with others in their group, as well as bridging out to others. This contact within and across social groups creates ‘social capital’ which can be mobilised to drive change. This, in turn, can lead to an engagement with broader democratic participatory process.

> **“ Organisations, networks and community spaces can create bonds with others in their group, as well as bridging out to others. ”**

Across the case study countries we found numerous examples of projects based on the idea of people powered change which can create counter-narratives at the local, and sometimes national, levels. These projects have been established by tens of thousands of individuals and organisations - some formal, others less so - in response to what they see around them.
A number of the projects aim to create spaces for dialogue between individuals and groups often through cooking and eating together. In Germany, for example, *Über den Tellerrand* (Cook Outside the Box) promotes an open and tolerant society by bringing together refugees and local citizens to prepare dishes together. The group uses the hashtag #makingtheworldabetterplate to extend the impact of this work beyond the individuals involved. *United Invitations* in Sweden is also taking a similar approach. In the UK *Share My Table* uses food from around the world as a starting point for conversations about belonging among new and established Scots.

Connections between people developed through volunteering, social movements and community organisations have also been used to meet gaps in reception and integration services across Europe. Often, these projects and the organisations that run them were not established to support refugees and migrants but have extended their work into this area.

In Germany the second most popular Google search on ‘migration’ in 2015 was ‘How to volunteer to help migrants’. Established NGOs have reported an average increase of 70% of interest in volunteering for refugees over a period of three years. This has been described by some as ‘new national movement for volunteering’[47]. For example, the *Start with a Friend* initiative brings together citizens and ¬refugees in seven major cities across Germany, making partnerships of people who explore the city together, talk or learn German and help in dealing with the authorities.

In the Netherlands, *Humanitas* offers over 700 projects run by 22,000 volunteers, focussing on social services and community building as well as migrant integration, informal language training and building social contacts

[47] Karakayali, S. and Kleist, O.J. (2015) *EFA-Studie: Strukturen und Motive der ehrenamtlichen Flüchtlingsarbeit in Deutschland, 1. Forschungsbericht: Ergebnisse einer explorativen Umfrage vom November/Dezember 2014*. Berlin: Berliner Institute für empirische Integrations- und Migrationsforschung (BIM), Humboldt-Universität zu Berlin.

“ They move the debate about what is going on in communities away from migration focusing instead on the climate of austerity which has resulted in the closure of local facilities and rising rents. ”

for newcomers. A group of students in Amsterdam created the initiative *Amsterdam verwelkomt* which made 21,000 welcome packages for refugees in the city, including personal welcome messages and gifts to make them feel welcome.

In the UK *Citizens UK* has employed a community organising model based on the principle that when people work together they have the power to change their neighbourhoods, cities, and ultimately the country for the better. This form of community engagement underpins the work of the organisation including *Refugees Welcome* which has drawn on the idea that the country's response to refugees fleeing the conflict in Syria is an important part of our national identity and who we are. According to the group's website, offering sanctuary to those in need is a "proud British tradition". We found similar approaches in Sweden and the Netherlands. This approach contrasts strongly with efforts to approaches that focus on providing 'the facts' on migration. These are often less effective in capturing hearts and minds.[48] Nearly 1.5 million people have joined Citizens UK's campaign and over 90 Refugees Welcome campaign groups have been established around the UK to put pressure on the government to resettle Syrian refugees.

In Sweden, the grassroots organization *Megafonen* (Megaphone) has also become an important platform for raising awareness of these issues.[49] Launched in 2008 at the initial height of the financial crisis as a hub for young people in Stockholm's suburbs to provide them with a voice and enable their engagement in local social issues brought about by the crisis. These include preserving a local football field, protesting against large investment projects that would increase gentrification, and fighting against the privatization of communal housing in deprived areas with high numbers of migrants. Projects such as this are important because **they move the debate about what is going on in communities away from migration focusing instead on the climate of austerity which has resulted in the closure of local facilities and rising rents**.

3.3 Shared spaces, new voices

Narratives that present migrants, refugees and other social groups, particularly Muslims, as a problem can be found across much of Europe. As we have seen, these often build on the association of migration and diversity with a wide range of, sometimes unrelated, issues which feed off cultural cues and stereotypes.

Public messaging is a strategy employed by some organisations to counter negative narratives. The objective is usually to secure positive media coverage of issues related to migration and diversity aimed at specific audiences, most notably the 'anxious middle'.[50] As noted by others, this is now a crowded field with a wide range of organisations making use of public messaging to leverage support for their views.[51]

But sustained change is difficult to achieve through media messaging alone.

[48] British Future (2014) *How to Talk About Immigration*, London
[49] Udlam and Kaun (2013) 'The Euro crisis in online media: civic resilience and social innovation in Sweden', http://blogs.lse.ac.uk/eurocrisispress/2013/07/15/the-euro-crisis-in-online-media-civic-resilience-and-social-innovation-in-sweden/
[50] Katwala, S. and Somerville, W. (2016) *Engaging the Anxious Middle on Immigration Reform: Evidence from the UK Debate*, Washington: Transatlantic Council on Migration; Nelson, D et al (2014) Migration and the Media, London, Migrant Voice
[51] MigrationWork CIC (Feb 2016) *Welcoming Refugees /Protecting Rights*, unpublished report for Amnesty International, available on request.

Positive stories can be short-lived in both their impact and duration. And as we've suggested already, attitudes towards migration and diversity are based on a complex array of factors which extend far beyond the media.

To counter negative narratives some organisations have instead sought to create opportunities for people to connect with others at a personal level, explicitly building on ideas of a common or shared identity. They have often done so by using diverse communications channels and media in order to reach new audiences. And they have created opportunities for different voices and perspectives to be heard. The scale of local campaigning and action shows that it is possible to mobilise people power in support of migration and diversity, even in times of crisis.

In the UK, a spike in race hate crimes in the wake of the EU Referendum has renewed efforts to build resilience within and across communities. Inspired by the maiden speech of Labour MP Jo Cox who was murdered by a right wing extremist shortly before the referendum vote, #MoreInCommon has been established by Hope Not Hate as a way of bringing people together to create the bonds that can help people to work through differences and divisions in a positive and constructive way. The campaign provides an opportunity for people in towns and cities across the UK to get to know one another through a series of free community fun days involving sport, community stalls, face painting, drumming workshops and other activities.

In the UK, Sweden and Germany recent campaigns have put migrants and refugees themselves centre-stage.

In the UK, the *I Am An Immigrant* campaign produced posters with striking images of people from migrant and refugee backgrounds together with information about their economic and social contribution. These posters were displayed on the London underground in order to "challenge the negative rhetoric against immigrants, celebrate them and provide them with a platform to share their story". Others were invited to upload their own images and stories to the online campaign.

In Germany the *#auchichbindeutschland (I am Germany too)* campaign also used images and personal stories of life in Germany to demonstrate the contribution of migrants and refugees. These images and stories have been shown in cinemas across the country.

In Sweden the *Change for Tensta* project established and run by Interpeace has provided opportunities for young people from migrant backgrounds to narrate their own experiences of living in Tensta, a suburb of Stockholm in which there has been social unrest and protests. The area is home to a large migrant population and proudly boasts the multicultural and welcoming nature of the neighbourhood but is perceived by many Swedes as one of the most dangerous areas in Sweden, and often portrayed negatively in the media. The findings of the project have been captured in a report entitled *Voices from Tensta* as well as in a video documentary called *Dreams from Tensta* which was made by the young people and provides an opportunity for them to share their voices and experiences.

"To counter negative narratives some organisations have instead sought to create opportunities for people to connect with others at a personal level, explicitly building on ideas of a common or shared identity."

4. What next?

“Narratives of fear and hate which have increasingly dominated political and media responses to migration and diversity create division, undermine solidarity and set communities against one another. The evidence in this report suggests that across Europe people are coming together to find new ways of responding to these narratives.”

2015 was a tough year for Europe. With the debate surrounding the EU referendum highlighting tensions and a sluggish recovery from the recent economic crisis in many parts of Europe, 2016 has not been much easier.

Many things may be uncertain but one thing is clear. Migration and diversity will remain key issues in 2017 and beyond.

Conflict, climate change and the unequal distribution of resources which drive migration are set to continue generating new flows of people from diverse backgrounds which will not stop outside Europe. Migration matters not only because of what it means for the ways in which we live and work but because it acts as a ‘touchstone’ issue and a powerful symbol of change.

Many of the issues about which people have deep seated fears and anxieties are rooted in much bigger changes taking place in the world. Globalisation has brought benefits for many but for others it has come to be associated with economic insecurity, concerns about terrorism and a sense of not knowing who we are or what we believe in.

These are big issues. They can make us feel small and powerless.

But it is our response to migration – as much as migration itself – that will have the greatest impact on the kind of societies that we become.

Narratives of fear and hate which have increasingly dominated political and media responses to migration and diversity create division, undermine solidarity and set communities against one another. The evidence in this report suggests that across Europe people are coming together to find new ways of responding to these narratives.

We found literally hundreds of example of civil society, voluntary and community-led organisations working in new and innovative ways to harness people power and make use of new technologies and digital platforms to engage new audiences and create positive counter-narratives around issues of migration and diversity. These counter-narratives have been developed from the ground up. Like the dominant political narrative, these individuals and organisations didn’t come from nowhere. There have always been strong civil society organisations and social movements in the UK, Germany, the Netherlands and Sweden. But the general absence of prominent mainstream positive political and media responses to the refugee crisis has propelled them into action, galvanising support from a wider and more diverse group of people who continue to view migration as both an asset and a humanitarian responsibility.

And whilst these counter-narratives are rarely prominent in mainstream media or political debates you can be sure that they exist and that they are slowly but surely starting to make a difference to the lives of those who are involved.

The lesson from these initiatives is that it is possible to create a new narrative on migration and diversity. And that people power can move the needle forward.

The challenge is to go out and do exactly that!

“ And whilst these counter-narratives are rarely prominent in mainstream media or political debates, you can be sure that they exist and that they are slowly but surely starting to make a difference to the lives of those who are involved. ”

Y Pwyllgor Cydraddoldeb, Llywodraeth Leol a Chymunedau/
Equality, Local Government and Communities Committee
ELGC(5)-01-17 Papur 10/ Paper 10

Welsh Assembly

Equality Local Government & Communities Committee

Inquiry into Refugees & Asylum Seekers in Wales

Additional Comments from Professor William Yule

Thank you for inviting me to give oral evidence to the Inquiry on 15 December 2016. I hope it was helpful as far as it went. I had intended to say more on the needs of unaccompanied minors and was advised to submit a brief addendum.

As I mentioned, I found the 2011 All Wales Practical Guidance on "Safeguarding and Promoting the Welfare of Unaccompanied Asylum Seeking Children and Young People" very helpful. The inquiry briefly raised issues around age assessment, and this report provides useful information. It also emphasises throughout that we are dealing with "Child first, migrant second".

A holistic approach is recommended. With respect to children, this means considering the child, the family, the school and any care arrangements. I am aware that last week, the inquiry team was focusing on aspects related to health. My additional comments are on care and education.

Looked after children: The 2011 Guidance and the House of Lords Report of 2016 point out that the majority of unaccompanied minors are aged 16-18 years and are mostly male. As we discussed, they have often had very traumatic experiences before arriving in Wales. The question has to be confronted as to their suitability for foster placement. My contention is that without additional training and continuing support from social workers, foster placement is unlikely to benefit many.

The alternative has usually been "semi-independent living" where more than one young person is placed in accommodation with minimal support from a social worker. In my view, this should include active training in self-help skills such as cooking, managing money, using local services. As it is, we know that a number of these young people leave the accommodation and are lost track of.

They also need to be put in contact with others from the same background so as to get proper social support. We know from many psychology studies that effective social support is one of the strongest influences to protect against stress reactions. Sadly, this runs counter to the policy of dispersion which lessens the possibility of young people from similar backgrounds meeting to learn from and support each other.

Education: Rightly, emphasis is placed on learning English in order to become independent and contribute to society. In the documents I read, many mentions were made of ESOL teaching. I have no doubt that such formal courses have an important role. However, mention was also made of waiting for new courses to begin. My view is that in addition there should be support for informal language courses involving other asylum seekers as well. Hopefully some local volunteers can participate. This requires minimal expenditure on access to a suitable meeting place and travel expenses. Self-help in a social setting will strongly complement formal teaching.

Given that these young people will be enrolled in education, there is then a further barrier to their development. Many will be preparing for important examinations. Unfortunately, at around the same time, they will be waiting for decisions on whether they will have their Leave to Remain extended or whether they may be deported. This is an extremely anxiety provoking time and this will interfere strongly with their ability to concentrate on their studies and learn. Those supporting the young people need to be aware of these tensions.

Professor William Yule

London, 19 December 2016

Talk Communities: The future of Communities First
A submission by Cytûn on behalf of churches in Wales

Introduction

1. Cytûn – Churches Together in Wales brings together 16 of the principal Christian denominations in Wales, which between them have about 172,000 adult members and meaningful contact with many thousands more children, young people and adults in every community in Wales, together with a number of other Christian organisations. (Full membership list: www.cytun.cymru/us.html). Our member churches maintain congregations in every community in Wales, including all Communities First areas.
2. Most Communities First partnerships have involved participation by local churches. This may have included providing partnership Chairs, committee members and other officers; hosting CF offices and projects; receiving CF funding for church-based projects; and engaging in community consultation. This response draws on detailed responses from local churches who have participated in seven different clusters in every part of Wales, as well as more general reflections by our member churches.

The conception and organisation of Communities First

3. Churches generally welcomed the inception of Communities First in 2001. The emphasis on helping individual communities craft their own solutions to problems is consonant with, and to an extent derived from, Christian practice:
    a. Two of our member churches (the Church in Wales and the Roman Catholic Church) seek to serve each community across Wales through the parish system, and many ward boundaries still derive from traditional parish boundaries. Wales is still in many ways a nation of villages, and the emphasis on local communities in the original CF programme built on this cultural inheritance.
    b. Some of early CF practice was, we understand, inspired by the approach of Paolo Freire, who also influenced the base communities of South America, which were in the late 20th century a key part of the ministry of the Catholic Church.
    c. The Penrhys Partnership in the Rhondda, founded by Llanfair Uniting Church, (sponsored by eight Cytûn member Churches), preceded CF by several years, and its pattern was perceived as good practice and an inspiration to many CF partnerships – and the Penrhys Partnership itself became a CF partnership in 2001-12. The story of its foundation is told in Revd Dr John I Morgans's book, A Journey of a Lifetime, and we submit that the relevant chapter still repays careful study by Welsh Government.

d. The Penrhys Partnership succeeded in employing mainly local people in all paid roles, and seeking local contractors and partners wherever possible, in itself increasing capacity in the local community. Sadly, this was not always replicated in other CF partnerships where staff travelled in from more prosperous areas, meaning that much of the funding leeched out of the areas targeted.

4. One church officer involved in a local CF partnership from the beginning says:
   The involvement with Communities First was a major step forward for this community. As the first chair of Communities First, I had close experience of the working out of the process and my impression was of an excellent new way of helping communities. While it helped deliver services for the community, it had a wider objective of bringing the community together in decision making and planning. The CF committee had good local representation and the annual meetings were among the frequent successful community events. The briefing from Welsh Government was that cohesion in community was a major objective, and we were ready to be involved.
   ...The local councillors were part of the CF process and this made for a good working relationship. Similarly, financial accountability was sensibly maintained by the willingness of the local authority to promote and maintain the financial systems.
5. One church summed up its long-term relationship with CF as follows:
   Most of the programmes for health and employment in socially deprived areas can obviously be delivered in a different way, but the case for Communities First is that it was planned to be an integrated provision but locally based so that the community knows and can see those working for and with them. In addition, the early special element with Communities First was the local participation in the direction and decision making of programmes. We would ask that as social cohesion is as important as ever, this flagship provision has the experience and should be renewed and provided here and where ever in Wales the need exists.
6. In 2012 the CF programme was reconfigured into 'clusters'. In some areas, these were clusters of contiguous areas and this reorganisation enabled greater co-ordination between overlapping partnerships and in some cases better use of resources. In other cases, they were scattered clusters of disparate groups which in practice continued to operate separately. For example, it was suggested that a cluster including wards in Bangor, Caernarfon and Talysarn is unlikely ever to work.
7. The evidence we have received suggests that the loss of local ownership of programmes was in some cases critical in reducing local support and effectiveness for CF and its work. Some felt that the new arrangement was bureaucratic and distant, that communities no longer came *first* and that the initial effective work in building capacity and confidence in communities to seek their own solutions was thereby undermined, reducing engagement since 2012. One area says:
   I suspect that the change of emphasis to clustering and service delivery had much to do with the general descent into public service austerity.

Communities First projects

8. Each of the 52 CF clusters arranges its programmes in a different way, as each cluster of communities is different. We support this variegated pattern of delivery, while recognising that this makes generalised assessments difficult.
9. Several clusters have operated a pattern involving 'open days' to promote healthy and lifestyles, lifelong learning, etc. Churches are often involved in hosting, providing refreshments or participating as stall-holders. Their experience is that these days are useful in enabling a user-friendly access point for large numbers of local people, but that engagement is superficial and measuring outcomes is impossible.
10. Some clusters have focussed on providing projects through their own staff rather than using existing community organisations. One local church reported:
    When we consulted with Communities First, they didn't seem to take on our views and we felt they planned what they wanted and organised projects sometimes on the days we … were running activities. We think there could have been better communication and engagement with local people and those already working in the community…. We're pleased with the two workers who have run a series of 8 youth sessions at the church during the autumn term and will be continuing in January. They have fully consulted with us, engaged well with young people and are paying for the use of the room. However, in general we feel that they take too long to organise something that is needed and should be sustained in the community. By the time they get the trust from the community and young people, the project/programme ends or is run by different workers.
11. Other clusters have made funding available to existing community organisations. One church had hosted outreach sessions for the Citizens' Advice Bureau and Job Centre on an estate distant from their town centre offices. This had improved engagement with the community, enabled them to help people who could not easily travel to the office, and the location in a church well accessed by the community made crossing the threshold easier. A church-based Foodbank in another area had benefited from CF funding for advice workers to be placed in the Foodbank to offer immediate help and support to clients facing difficulties with debt, unemployment, benefit withdrawals, low pay, etc. Although Foodbanks, CAB and Job Centre services are not CF funded, the outreach workers are, and their loss would be keenly felt.
12. A number of other church-based projects have benefited from CF cluster funding. The amounts involved are often small (as little as £200), but make a huge difference to volunteer-led community based activity, whose effects in terms of community development run well beyond measurable outcomes. For example, one church says:
    The areas that they have primarily assisted in are grant funding applications to help our groups such as Parent and Toddlers and Sunday School and also with training such as First Aid and Food Hygiene.

First Aid and Food Hygiene training not only benefit the project concerned, but also increase the employability of the individual volunteers involved, giving them transferable skills when they apply for paid employment.

Another church in a different area reported it was involved in a range of CF funded projects locally:

- *A project providing work experience for people trying to get back into the workplace and people with learning difficulties who may never be able to work, but can increase their self-esteem and build up confidence.*
- *Help with funding courses in our Community Hall when the Community Education placements that we had came to an end. These courses were a help to people in the poorest part of the Community.*
- *Support for the Food- Co-operative that enables poorer families to have an affordable source of fresh fruit and vegetables.*
- *Help with publicity for our Churches Together Film Club for the elderly and socially isolated.*

This provides a snapshot of the range of work in a single community which is wholly or partly dependent upon Communities First funding.

13. Some other projects in which local churches are partners have received much larger funding through Communities First, often to fund the provision of Community Centres and Family Centres. This has involved the commitment of substantial sums of public money in these buildings, and there is fear in these communities that if the CF funded programmes run in them close, then the centres themselves will become unviable. One project in which the church is a key partner said:

All our staff have been issued with potential redundancy notices until we know what is happening. Everything the Welsh Government wants to do – build resilient communities through community hubs, tackling poverty, children's zones – we already do and have done for some time now. We have the buildings, we have the staff, we just want to be able to continue to do the work that we are passionate about, making a difference to the lives of children and families. Our family centre services grew so big that we have had to extend the church building. If the funding stops, what will happen to that? We could face the situation of being handed the keys to the building and then losing our funding to deliver the services within.

Several churches commented that an emphasis on measurable outcomes, especially since 2012, sometimes skewed the CF programme in an undesirable way, as capacity building in a community is measurable only across a generation, and not across a single financial year. Attention was drawn to pp 5-10 of the RCT Homes *Open Space Audit Penrhys Neighbourhood Appraisal* dated May 2011 [not available online], which shows that after 10 years of Communities First work in the community, while levels of poverty might have reduced only slightly, levels of community engagement and satisfaction were remarkably high. Such 'soft' outcomes are difficult to measure, unless a survey of this kind is carried out in each of the 52 CF clusters, but we submit

that they are nevertheless highly significant to the communities concerned and therefore to Wales.

14. Communities First partnerships which work well provide not only funding but also expertise. One church said:
    Because they know the area well and have researched its needs, they appreciate our work and have been willing to share advice about good practice. It is partly through their support and involvement that we have been able to continue to provide:
    - *Free Work experience and training opportunities*
    - *Volunteer opportunities/Social inclusion for vulnerable and isolated residents.*
    - *Help provide placements for Young Offenders and ex prisoners*
    - *Placement for recovering brain damaged patients, and from Social Services*

Consultation and continuity of funding and community engagement

15. It is a matter of deep concern to Cytûn and its member churches that the Welsh Government engagement on this matter is continuing until 15th January 2017, with an announcement only after that date, while current funding ends on 31st March 2017. We note the statements by the Cabinet Secretary that funding for the relevant budget line is not being reduced for 2017-18, but also note the reports from local projects of staff being notified of potential redundancy. Inevitably, this means that the most experienced and best qualified staff are already seeking alternative employment and may well be lost to their local communities.
16. Some churches have reported that core CF staff have been told that funding for their posts will continue until 31st December 2017, but we can find no official confirmation of this. The Welsh Government, like the churches, has drawn attention to the uncertainties caused to EU funded projects by the referendum result on EU membership and we have welcomed the guarantees of continued funding for most such projects until at least 2020. We believe that a similar guarantee should be offered to CF partnerships for 2017-18 to allow a fuller consultation on proposed changes and a gradual phasing of those changes.
17. As the examples given earlier in this submission illustrate, a complete transfer of Communities First funding to other programmes would involve the wholesale closure of services and community centres in the most deprived communities of Wales. We cannot believe this to be the Welsh Government's intention, and it would clearly not be in the interests of the communities concerned.
18. That any changes should be gradual rather than wholesale is desirable also because of the long-term nature of community engagement. Trust builds up with an institution on a generational rather than an annual basis. We know from our own work that a new church planted in a community can take 20 years to put down deep roots and achieve a level of mutual trust with the people nearby. Most of our member churches have roots which go back centuries. However, trust can be lost almost overnight if a community feels betrayed by such an institution. Communities First partners, with

community links in most cases no older than 15 years, will lose trust very quickly if they have to withdraw services without local consultation in April 2017, and it will be very difficult for Welsh Government and intermediate institutions to rebuild trust with those communities for a long time. **We would urge the most careful consideration of this aspect of any change.**

Families, children and tackling adverse childhood experiences

19. We are aware that the Cabinet Secretary wishes to see a greater concentration of resource on tackling poverty amongst families and children. We have sympathy with this aim, and many church-based programmes within and beyond Communities First areas contribute already towards these goals. The Faith in Families programme of the Diocese of Swansea & Brecon of the Church in Wales is a striking example, which is 79% CF funded. Another church in a different area says:
    A small number of church members are developing a Parents and Toddlers group, using seed money from the church and funding from Communities First. The group has received all kinds of toys and activity materials from friends and, for example, parents have had tutoring in using sewing machines while crèche workers have helped with the children. There were several lovely trips this summer and some in-house activities, such as a bouncy castle, which the toddlers loved. These were all funded by Communities First.
    The ability of such programmes to tackle child poverty and adverse childhood experiences depends in part on the length and depth of community engagement which has been built up (see para 18), and we would urge that any change to the CF umbrella **allow continued funding for programmes with such a proven track record of success**.
20. We are aware also of the Public Health Wales report on tackling adverse childhood experiences, and would affirm from the experience of our members the links between such experiences and poor health and also (as the Police & Crime Commissioner for South Wales has noted) on involvement in crime. We agree that such issues need to be tackled and that this requires public funding. We would, however, caution against the use of this research to suggest that adverse childhood experiences *cause* poverty – a claim which the report does not make. It is just as likely that poverty in many cases causes adverse childhood experiences, and that therefore focussing on tackling ACEs would be to focus on symptoms rather than causes.
21. As the Cabinet Secretary noted in answering questions in the Senedd on 14 December 2016, *the very stubborn effects of poverty are very hard to move into a different space*. We would urge that in reviewing and reconfiguring the spending currently going to Communities First that priority is given to **ensuring the continuity of those projects – large and small – which have proven worth to their local communities**. This will require extensive evaluation and engagement with each of the 52 clusters, and will therefore take some time.

22. We would therefore urge that **funding be continued for 2017-18 while this in-depth research is carried out**, with a view to **changes being phased in from April 2018 in a way which does not undermine what has already been achieved**, but rather spreads good practice to those communities outside the current CF scheme. As one church says: *Part of any CF exit strategy should include a detailed plan for the support of the community provision that has built around the presence of Communities First in the area itself.*

23. We would welcome any opportunity to discuss these matters further with the Cabinet Secretary and the Welsh Government.

24. This response may be published in full.

22 December 2016.

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