

Number: WG46676



Welsh Government

Measuring migrant integration in Wales

Summary of responses

November 2022

Mae'r ddogfen yma hefyd ar gael yn Gymraeg.
This document is also available in Welsh.



Caiff y prosiect Integreiddio Mudol Cymru ei ariannu'n rhannol drwy Gronfa Lloches, Ymfudo ac Integreiddio yr Undeb Ewropeaidd. Gwneud rheoli llif ymfudo'n fwy effeithiol ar draws yr Undeb Ewropeaidd.

The Migrant Integration Wales project is part-funded through the European Union Asylum Migration Integration Fund. Making management of migration flows more efficient across the European Union.

Wavehill: Social and Economic Research

Report authors:

Llorenc O'Prey

November 2022

Wales office: 21 Alban Square, Aberaeron, Ceredigion, SA46 0DB (registered office)

West England office: 2-4 Park Street, Bristol, BS1 5HS

North of England office: Milburn House, Dean Street, Newcastle, NE1 1LF

London office: 52 Cecile Park, Crouch End, London, N8 9AS

Contact details:

Tel: 01545 571711

Email: wavehill@wavehill.com

Twitter: @wavehilltweets

Web: www.wavehill.com

Any questions in relation to this report should be directed in the first instance to Llorenc O'Prey (llorenc.oprey@wavehill.com)

Contents

Executive summary.....	ii
1 Introduction	4
2 Summary of findings	8
2.1 Migrant experiences	8
2.2 Approach to measuring migrant integration	11
2.3 National Well-being Indicators	12
2.4 Home Office Indicators of Integration	15
2.5 Barriers to measurement.....	16
2.6 Good practice in measurement	18
2.7 Tool presentation.....	21
2.8 Additional support	23
2.9 Data.....	24
2.10 Migrant engagement	24
2.11 Innovations in measurement.....	25
2.12 Childrens’ experiences	26
2.13 Welsh language.....	27
2.14 Other points.....	27

Executive summary

This report presents an independent analysis of responses to the Welsh Government [consultation on how to measure the inclusion of migrants in Wales](#). It sets out the views and perspectives offered by respondents with regard to the proposals on developing a method of measuring the inclusion of migrants in Wales.

Summary of findings

The views kindly shared by migrants as part of the consultation highlighted the multiplicity of lived experiences of integrating into Welsh life and society. They outlined the connection that they felt and the kindness that they had received. They also spoke of the barriers that they had experienced to active and meaningful participation.

Overall, measurement was seen as a valuable, but partial tool in understanding migrant integration. There was general recognition of the role information could play in understanding and responding to the issues and barriers that migrants can face. This suggests that there is broad support for efforts to improve data collection and measurement, including from organisations that support migrant communities.

Together, 65% of respondents were supportive of the approach of drawing on the best elements of Home Office Indicators and National Well-being indicators. Where respondents offered more conditional support, they tended to advocate for greater inclusion of migrant voices in the development of the proposals. Others felt the proposals could be strengthened through the inclusion of more qualitative markers of integration. This would support more rounded understandings of migrant experiences.

In terms of the focus of measurement, respondents offered a diverse range of views. There was variation in the precise indices that should be included from the National Well-being Indicators, for example. In terms of Home Office Indicators, no clear patterns emerged on specific indices that would be valuable to include. Migrants themselves tended to express specific issues or domains that were important to them. They highlighted additional themes that they felt it would be important to explore, including meaningful employment and financial inclusion. The experiences of migrant children were also felt to be extremely important and should be included.

Practically, respondents highlighted a range of challenges and good practice surrounding measurement. This included the importance of building trust and effective communication. Sensitivity and empathy were also considered important in collecting information. Key was also conveying the purpose and objectives of collecting information and providing reassurance as to how it would be used.

Organisations highlighted capacity constraints in time, skills, infrastructure and resources that can present barriers to effectively engaging in information collection. In response,

respondents offered suggestions surrounding additional support that would be valuable, including capacity building and additional funding.

Overall, respondents welcomed the general thrust of the proposals. Many respondents expressed the importance and intention of working together to further develop the proposals, and in working towards broader improvements to migrant services and support. Further dialogue and discussion may be valuable in strengthening the proposals, and in more routinely embedding information in discussions on how to effectively support migrants.

Navigating this document

In communicating the findings of the analysis, this report follows the broad structure of the consultation document itself. Each substantive area of the proposals receives in-depth analysis of the views of respondents.

1 Introduction

This report presents an independent analysis of responses to the Welsh Government [consultation on how to measure the inclusion of migrants in Wales](#). It sets out the views and perspectives offered by respondents with regard to the proposals on developing a method of measuring the inclusion of migrants in Wales.

1.1 Background

Wales is committed to becoming a Nation of Sanctuary. It holds a long tradition of welcoming migrants from across the world. This has included migrants seeking to live and work or study in Wales, as well as those escaping war or persecution.

Supporting migrants and the communities in which they live is a key objective of Welsh Government. Working closely with partner organisations across civil society and in the public sector, the Welsh Government has introduced a range of initiatives and services designed to promote more inclusive communities and support migrant integration in Wales.

Migrant integration reflects the extent to which migrants are able to fully participate in society. This includes accessing meaningful opportunities to participate in the economic, social and civic life of Wales. Integration is also a dynamic social process in which migrants and communities come together and interact. Migrant integration is therefore shaped by migrants themselves and the inclusiveness of the communities in which they live.¹

The term 'Inclusion' refers to a two-way process of migrants and receiving communities learning from and supporting each other to ensure inequalities do not exist (or are quickly resolved) and everyone feels like they belong in Welsh society. It is not about expecting migrants to confirm or assimilate to the existing way things work. However, it does require everyone to play their part, including migrants taking responsibility to access systems and opportunities in Wales too.

The term 'Migrant' refers to those born outside the United Kingdom who are residing in Wales. This includes both those with secure immigration status and those without.

How communities respond and support migrants can have a significant influence on outcomes. Migration services, alongside other support across health, education, and social care, also play an important role. Together, community responses shape the experiences of migrants, and the contribution that they make to Welsh society.

1.2 Proposals

The Welsh Government is keen to improve the services and support offered to migrants and receiving communities. This includes building on the achievements to date in supporting

¹ For a more detailed and engaging explanation of migrant integration, see the [Migration Observatory's \(2022\) definition](#).

greater integration and promoting more inclusive communities. The Welsh Government is also seeking to address further barriers and challenges to migrant integration where they exist.

To inform this work, the Welsh Government is exploring approaches to measuring the nature and extent of migrant integration. There is currently no consistent approach across Wales. Establishing a more consistent approach would provide a valuable tool supporting and informing collective responses, including through:

- Establishing the nature of extent of migrant integration, including in identifying barriers or challenges
- Finding consensus and common purpose in supporting migrants and communities
- Determining the direction of change over time, and
- Assessing the impact and sharing learning surrounding effective approaches that support migrants and receiving communities.

In developing a more consistent approach, the Welsh Government is seeking to build on existing frameworks and indicators. This includes the Home Office Indicators of Integration developed by UK Government, and the National Well-being Indicators compiled by Welsh Government.

Whilst these approaches are helpful in supporting our understanding of migrant integration, they do have limitations. This includes, for example, their ability to accurately reflect and understand the extent of migrant integration in Wales specifically.

In response, the Welsh Government is proposing to take the best elements of these two approaches and combine them, along with on-the-ground best practice. The objective is to produce a user-friendly tool that could be used more routinely by organisations and services working directly with migrants in Wales.

The Welsh Government were keen to explore the views and perspectives of migrants, individuals and organisations towards the proposals. Between February and March 2022, the Welsh Government invited those with an interest in the proposals to share their views.

Through the consultation, the Welsh Government was keen to explore 5 priority areas:

1. What should be measured: seeking views about whether combining the best of the Home Office Indicators of Integration and the Welsh Governments Well-being National Indicators is the correct approach for us to follow in Wales.
2. Identifying barriers that have prevented or discouraged effective measurement of migrant inclusion until now.
3. Identifying good practice examples of interventions where the principles of the Indicators of Integration have been embedded to enhance ways of working.
4. How the proposals could be developed into a user-friendly tool which those working in third sector or public bodies can use effectively without adding significant time to their workload.

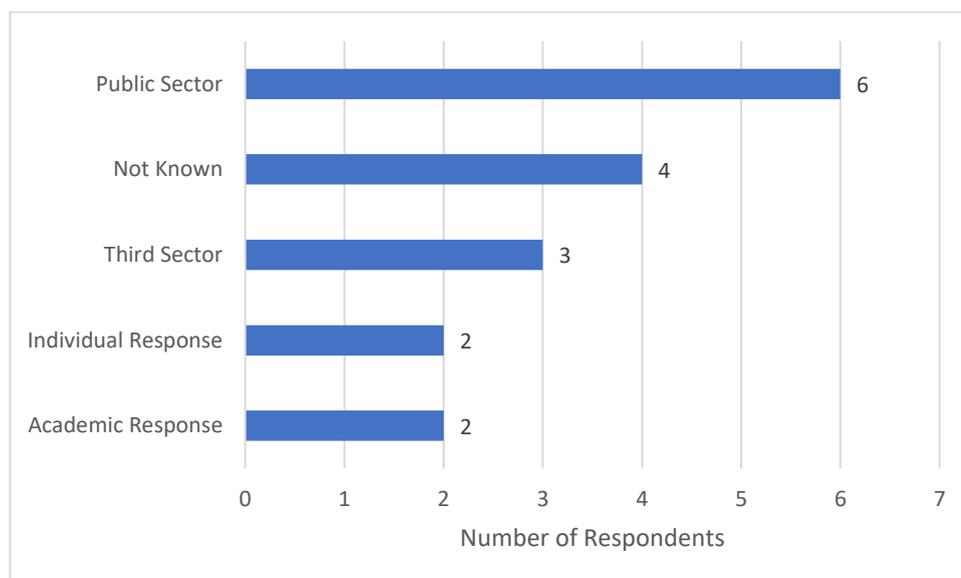
5. Ongoing support needs, ensuring that the final tool can be incorporated into daily working practices in organisations across Wales after it is published in December 2022.

1.3 Responses

In engaging migrants, 6 organisations kindly supported this process. They convened 12 workshops and offered additional opportunities to contribute through interviews. Together, at least 76 migrants from a diverse range of countries and circumstances kindly offered their views.

A further 17 respondents also completed the consultation either online or in writing. Respondents were asked questions on specific aspects of the proposals, including towards the overall approach, and what the focus of measurement should be.

Public sector organisations that responded to the consultation predominantly included Local Government (n= 5), as well as a public health body. Four respondents did not offer information to be able to determine their background. Community groups representing and working with migrant communities also took the time to respond (n= 3). A further two responded as individuals, and two from academics working in the field of migration.



1.4 Analysis of responses

In August 2022, the Welsh Government commissioned an independent analysis of responses. The analysis sought to understand and map the substantive views and perspectives held by respondents with regard to the proposals.

The authors of the research conducted a detailed content analysis. This approach systematically examines each response and highlights the substantive themes and issues that are raised. The team were then able to explore how widely held specific views and perspectives were across responses.

There are limitations with this analysis that are important to note. Respondents who kindly took the time to offer their views are not necessarily representative. They may not precisely share the same views towards the proposals as broader communities of migrants, individuals, and organisations across Wales. This analysis should therefore be considered to provide an indication, rather than a definitive statement, of the views of stakeholders across Wales towards the proposals.

1.5 Next steps

The objective of the analysis was to inform discussions and generate ideas on the future of migrant integration measurement in Wales. This included informing discussion both within Welsh Government and across civil society and public sector organisations supporting migrants and receiving communities. Welsh Government hope to develop a method of measurement which anyone providing support to migrants can use. The measurement will help services to monitor and share information in an ethical and transparent manner. This does not relate to personal or identifiable data but encourages consistent data collection and reporting of outcomes experienced by migrant service users.

2 Summary of findings

Here we present a detailed outline of issues and themes raised by respondents across the consultation.

2.1 Migrant experiences

Living and working or studying in Wales

Within workshops and interviews, participants first offered reflections on what it was like to live and work or study in Wales. They often spoke of the rich culture and heritage, and the beautiful landscape. Some highlighted how they had developed a sense of connection and belonging, and that they had made their home here. Others raised the sense of safety that they felt, and how they had been made to feel welcome:

In [our town], the neighbours make us feel at home. They are kind people, they help us, give us advice, and make us feel like family.

Migrant

I would like to say the things in my life that make me feel like I belong to Wales is the warmth of the people.

Migrant

Participants also spoke of some of the challenges of integrating into Welsh society. Many raised that they had felt excluded or discriminated against at some point, especially in finding and securing employment. Some spoke of negative perceptions of migrants, including in the press, and how this perpetuated stereotypes that were stigmatising. Others spoke of broader challenges, such as the uncertainty and anxiety caused by the lack of clarity surrounding their legal status as refugees or in seeking citizenship.

How can I feel [that] I belong when I am constantly reminded that 'I am taking their jobs?'

Migrant

Enablers and barriers to integration

Through these conversations, participants also identified a range of enablers and barriers to integration.

Active participation

A key theme was the importance of active, meaningful participation in Welsh life and society. This included participation in work, study, volunteering, or engaging in community activities such as faith groups or through sport. Others raised the importance of their children attending local schools as allowing them to connect and engage with their local communities. From these perspectives, active participation was an important enabler in supporting integration. It helped individual migrants and their families to build support networks and a sense of connection.

When I got a job helping people it made me part of society and it was a job that reflected what I studied for my degree.

Migrant

Knowledge and communication

Knowledge and communication were also considered to be important enablers. Proficiency in Welsh or English, for example, was considered vital. Where individual migrants were learning these languages, formal and informal opportunities to develop proficiency were important. This included attending classes that were accessible, as well as having opportunities to practice conversational Welsh and English through participation in social activities.

Alongside language and communication, certain types of knowledge and information were also considered important. This included knowledge and familiarity with cultural norms, traditions, and expectations that could help migrants interact with the communities in which they live. It was also felt to be important to have an understanding of practical issues, such as rights and entitlements. This included rights around access to legal representation, and entitlements to public services and employment opportunities.

Time

For some participants, time also represented a significant factor in shaping experiences of migrant integration. Those that had raised children or had lived in Wales for an extended period often spoke of the advantages that it had brought them. Time had enabled them to form connections and support networks, familiarise themselves with customs and traditions, and in developing a sense of belonging. From these perspectives, integration was a process, not a state:

Children of migrants born here don't feel like migrants. Now that I'm retired I'm more connected with local people through getting involved in voluntary work in local groups.

Migrant

Support

Participants also spoke of the importance of the support and kindness that they had received from individuals, communities, and organisations. This included more formal support offered through migration services themselves, as well as through other public and civic organisations. Others raised the importance of more informal social support from the wider communities in which they live. Social support, including from neighbours and friends, was important in itself, but also in navigating challenges and other barriers that they experienced.

Barriers to integration

Conversely, respondents also highlighted potential barriers to integration. This often included the opposite of enabling factors. Where social support was an enabler, for example, so a lack of social support presented a barrier. One workshop, for example, highlighted the lack of social support for more isolated migrants. This included those of retirement age, the spouses and partners of migrants in work, and those unable to work. They were likely to experience greater challenges and barriers to participation and integrating in their local communities.

Accessing employment

Barriers to participation in work were also a key issue across many conversations. For some, lack of employment reduced meaningful opportunities to participate and develop support networks, as well as in improving their Welsh or English. Discrimination was raised as a barrier, as well as the lack of portability of qualifications and experience which prevented migrants from building on their skills and expertise. From these perspectives, this also prevented migrants from making a full contribution to Welsh society:

[I know of an] example of an African graduate living in Wales who can get countless jobs in catering but not get a job at his professional level because of discrimination.

Migrant

Even though Wales needs nurses, I cannot work because I'm not allowed to do so as an asylum-seeker. My knowledge and experience are being wasted.

Migrant

Negative attitudes towards migrants

In addition, some highlighted broader public attitudes as a potential barrier to integration. The negative portrayals of migrants in the press, for example, tended to be seen as perpetuating stereotypes of migrants and diminishing the contribution that they make to

Welsh society. Further, some participants spoke of being subject to overt and covert racism, both in interactions with others and in more formal settings, such as in work. Participants spoke of feelings of isolation and unwanted.

The voices of migrants are further explored alongside other responses to the consultation.

2.2 Approach to measuring migrant integration

Respondents were first asked for their views towards the general approach outlined in the proposals.² This included drawing on the best elements of Home Office Indicators of Integration framework and the Welsh Government's National Well-being Indicators.

The right approach

Most respondents were supportive of the proposed approach (65% , n= 11). This support often stemmed from the underlying objectives of the proposals, including in developing a more rounded and consistent approach to measuring migrant integration in Wales. Agreement also tended to stem from the importance of improving the support offered to migrants and receiving communities, and the role of measurement in informing this work.

The latest version of the Home Office indicators is a positive step towards capturing what is important in relation to integration for individuals and communities. Combining them with Welsh Government National Indicators further supports a holistic approach.

Public Health Wales

Qualified support

Some respondents offered more qualified support for the proposals. These respondents tended to agree with the overall rationale and approach set out in the proposals, however highlighting elements or aspects that could be strengthened.

Underscoring these views, some felt it important to include migrant voices in the development of the proposals. This included in guiding what should be measured. From these perspectives, including migrants was essential in building trust and engagement from migrant communities in measuring integration.

One respondent felt that there were limitations with quantitative markers of integration. From this perspective, migrant experiences were diverse and multifaceted, and not easily distilled into a small set of indicators. From these perspectives, accurately understanding the enablers and barriers required a more sensitive, qualitative approach that sought to reflect a broader range of factors and voices in understanding integration:

² **Question 1:** We intend to develop a method of measuring migrant inclusion by using the best parts of the Home Office Indicators of Integration (2019) and the Welsh Governments Well-being National Indicators (2016). Do you agree with this general approach?

The Home Office indicators are very driven by numbers and percentages and are a generally dehumanising process of measurement... It is a lot easier to measure how many [migrants] are getting a level of accreditation rather than the nuance of the human experience of settling in a new country and trying to stabilise family life.

South Riverside Community Development Centre, Disability Can Do, and River Music

Conversely, another respondent highlighted the need to simplify and distil measurement into a small number of key indices. From this perspective, measurement should be focused in order to make it manageable.

In principle we agree with the approach... however both documents contain a total of 190 indicators which is not practical. There needs to be a key set of indicators, we would advocate no more than 30 (maximum), so that completion does not become a bureaucratic exercise which overshadows the underlying purpose.

Pontyclun Refugee Support Group

Opposition to the proposals

There were some respondents that felt that the approach was not appropriate (31%, n= 5). Most objected to the overall premise of becoming a Nation of Sanctuary, rather than the proposals themselves. From these perspectives, Welsh society was unable to support migrants due to, amongst other reasons, existing pressures on public services.

2.3 National Well-being Indicators

Respondents were then asked which of the Welsh Government's National Well-being Indicators are the most essential in understanding migrant inclusion.³

The views of migrants

Many migrants did not offer suggestions on which National Well-being Indicators should be included in the framework. They tended to offer broader reflections on the issues that they were concerned about and suggestions on the types of information that it would be useful to collect. A consistent theme, for example, was the importance of understanding and overcoming key challenges and barriers to employment. Another key theme included the importance of language and communication, such as opportunities to learn and perfect their Welsh and English.

Safety was also a key theme, however there were mixed perspectives. Some migrants reported feeling safe and secure suggesting that, implicitly, it was not a priority. The majority

³ **Question 2:** Which of the measurements from the Well-being National Indicators within Annex 1 are the most essential indicators to include in the framework to monitor migrant inclusion?

of respondents however, including both migrants and organisations, suggested that safety was an important metric informing integration experiences.

It is important to consider that there are specific threats to personal safety that migrants face, stemming from racism and anti-migrant rhetoric.

Public Health Wales

Further, many raised the importance of sense of connection and belonging. This included indicators surrounding personal relationships, such as social networks and support and civic engagement. Suggestions on potential measures to explore these issues often went beyond the National Well-being Indicators themselves. One respondent included, for example, the suggestion to measure ‘opportunities to get to know Welsh communities, traditions, history and the language, while also being able to share and educate Welsh communities about other cultures and languages which are part of our identity.’

Organisations

Organisations that responded to the consultation tended to offer more specific examples of the Welsh Government National Well-being Indicators that it would be valuable to include in the subsequent framework. This tended, but not always, to reflect organisational priorities and the focus of support that they offered to migrants. Others offered a suite of possible Indicators that it would be valuable in considering.

We would suggest that the focus should be on the individuals ensuring that any children develop appropriately (Measure 1.6), that they are not treated any differently to the local population in relation to pay, income etc (Measure 1.17, 1.18), that they can access appropriate services (Measure 1.24) and feel safe and satisfied with where they live (Measure 1.25,1.26,1.27).

Pontyclun Refugee Support Group

Economic outcomes

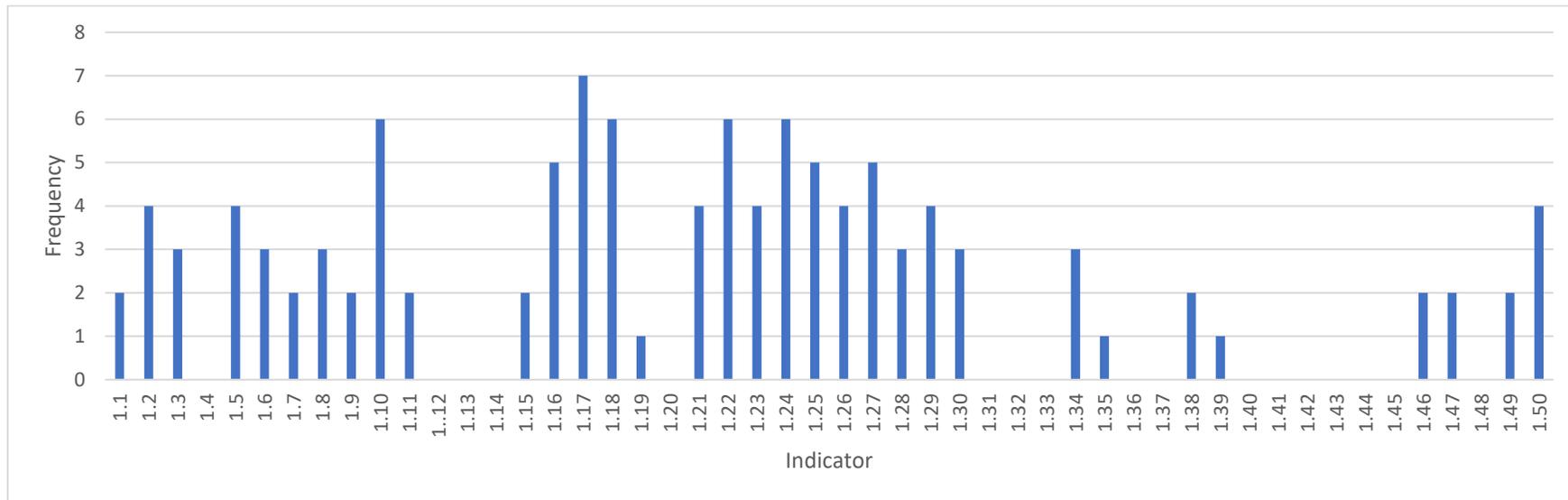
Two distinct domains raised in more specific examples of indicators that could be included in the framework included economic and health outcomes. In terms of economic Indicators, employment, pay inequality, poverty and material deprivation were all consistently raised (Indicators 21, 17, 18 and 19 respectively). These were felt to be valuable proxies for understanding participation and integration within the labour market.

Health outcomes

Another focus across responses included Indicators that reflect and understand health inequalities amongst migrant groups. Consistently across responses, suggestions often included one or more measures that explore health and wellbeing, such as healthy behaviours (Indicators 3 (adults) and 5 (children)). Some also identified mental health as an issue, suggesting the Indicator 29 should be included (Mean mental well-being score for people).

Specific indicators

Respondents also explicitly named a range of Indicators that they felt would be valuable to include:



The most frequently cited Indicators by respondents included:

- 1.17: Pay difference for gender, disability and ethnicity (n= 7)
- 1.10: Gross disposable household income per head (n= 6)
- 1.18 Percentage of people living in income poverty relative to the UK median: measured for children, working age and those of pension age (n= 6)
- 1.22 Percentage of people in education, employment or training, measured for different age groups (n= 6), and
- 1.24 Percentage of people satisfied with their ability to get to/access the facilities and services they need (n= 6).

2.4 Home Office Indicators of Integration

The consultation then turned to consider which Home Office Indicators of Integration were most appropriate.⁴

Overall, of those that addressed the question directly, respondents tended to restate the broader themes and areas of focus that they had articulated were important within the National Well-being Indicators. This included the focus on participation in the labour market, as well as the broader social connections that are an important source of support to many migrants.

In terms of specific measures that could be used to inform the development of an approach in Wales, no clear patterns emerged. There were specific domains which respondents recognised as being important, both explicitly and implicitly. Domains such as work, social bonds and bridges, language and communication, and rights and responsibilities were all raised, both directly and indirectly.

Additional themes

Participants also highlighted additional themes or domains that should be included in any subsequent framework.

Meaningful employment

It was felt that some migrants experience challenges in continuing or progressing their careers once moving to Wales. This was a consequence of lack of portability of qualifications and experience from one country to the next. Respondents felt that this was important to reflect, including in measuring issues such as under employment.

Financial inclusion

Beyond access to meaningful and fulfilling employment, financial inclusion was another domain respondents felt it would be important to reflect in the framework. From these perspectives, access to financial services was important in supporting migrants to achieve independence, including through establishing businesses for example.

Access to finance becomes a barrier – because [migrants] have no real savings, credit history, credibility.

Migrant

Broader limitations

There was resistance within some responses to the overall approach espoused within the Home Office Indicators. Some respondents restated some of the broader limitations with

⁴ **Question 3:** Which of the measurements from the Indicators of Integration within Annex 2 are the most appropriate indicators to include in the framework to monitor inclusion?

more quantitative approaches to understanding migrant experiences of integration, such as those advocated by the Home Office framework. A key theme was the importance of reflecting and understanding softer, more qualitative aspects of migrant experience of integration. This included factors such as a sense of belonging,

You can measure inclusion as whether people are accessing services but what's important is how people feel, do they feel included, what are attitudes towards them.

Migrant

Some also spoke of the importance of understanding the diversity of experience of migrants in Wales. This was in recognition of the broader factors that can inform migrant experiences of integration, including the reasons why migrants moved to Wales, and the resources available to them, including amongst other things skills and expertise, proficiency in English and Welsh, and financial resources.

[Welsh Government] have to be careful of their measures because of the wide range of histories of migrants and differences in communities. I came for professional work and settled but others come for seasonal work.

Migrant

2.5 Barriers to measurement

In considering some of the challenges to understanding and measuring migrant inclusion, respondents were asked if they had encountered any barriers in the course of their work.⁵

Trust

A key theme raised by respondents was the importance of trust in supporting engagement with measurement. Where migrants are unsure of how their information would be used, this tended to lead to hesitancy amongst some migrant communities with sharing data:

Interpretation and perception of what this data means to be doing is again a barrier. People will withhold information if they don't understand why they're being asked.

Migrant

There is often reluctance to engage in any form of data gathering activity due to fears about that data being used to inform immigration decisions or to facilitate removal from the country. These concerns will need to be addressed through close working with 'trusted partners', such as those organisations in the Welsh Refugee Coalition, and

⁵ **Question 4:** Have you identified any barriers to the measurement of migrant inclusion in your work?

with regards to asylum seekers there may be opportunity to build links through the Asylum-seeking Nursing Services in dispersal cities.

Public Health Wales

Communication

Closely linked to trust, a key barrier to measurement centred on communication. This included clearly communicating the underlying purpose of information collection, as well as the substantive questions being asked. This was especially the case for those with language barriers. From these perspectives, clear communication and interpretation services were considered key enabling factors in supporting measurement.

Sensitivity

Further, some respondents highlighted the importance of sensitivity and empathy in collecting information. This included reflecting the cultural, religious and language needs of particular migrants when engaging with them. For some, this was important not only in information collection but also in the delivery of broader services and support. From these perspectives, a perceived lack of sensitivity itself created a barrier to engaging with migrants, including around information sharing.

Impact of information sharing

Respondents also raised the perceived lack of impact of information sharing and measurement in effecting change. Some expressed the view that they were not seeing observed improvements in their situation, and that efforts to collect information were ineffective. This served to lower the importance of engaging in sharing information amongst some respondents and participants:

If I saw, where I live, that putting our colour in the box makes any difference or impact, I would understand. But as it is, these questions make no difference whatsoever where I live.

Migrant

On this point, broader organisations supporting migrants felt it was a difficult task to persuade people of the benefit of sharing information. This was due to the perception that many migrants were already aware of what the barriers to integration are and what the solutions might be. From these perspectives, there was a sense that time and attention should be focused on addressing barriers rather than measuring them.

Organisational constraints

Organisations also highlighted a range of challenges and barriers to engaging in information collection. This included capacity constraints, such as in time, skills, infrastructure, and resources. From these perspectives, information was perceived by some as to be resource

intensive, including in the time taken to collect and manage information. The skills and expertise required to effectively and sensitively engage with migrants surrounding information collection was also raised. This included expertise in engaging migrants sensitively in information sharing. Skills in developing and managing effective and efficient systems and processes were also raised. Others felt that the funding some organisations received was not sufficient to engage effectively in information collection.

The relative complexity of some data collection approaches and frameworks were also recognised as a potential organisational constraint. Some cited the Home Office Indicators, for example, as being complex and wide-ranging which made it difficult to engage with. This also served to amplify the capacity constraints that some organisations faced. Together, these barriers presented organisations with challenges in effectively engaging with data collection.

Many third sector services simply are not resourced to purchase, and do not have the capacity nor the training to use, a case management system which would enable systematic collection of these data. Second, the way in which the third sector is almost wholly reliant on short-term funding is not conducive to enabling staff to report on this data...

South Riverside Community Development Centre, Together Creating Communities, Comunidade de Lingua Portuguesa Wrexham, and Assadaqaat Community Finance

2.6 Good practice in measurement

Alongside barriers, respondents were asked about good practice in the measurement of migrant inclusion.⁶

Engagement and building trust

A key element to good practice around information collection and sharing, as well as engaging with migrants more broadly, was the importance of building and maintaining trust. Many felt that community organisations were well placed as they had established relationships with local migrant communities. These organisations were able to:

...get to know people and teams have the right skill set of cultural understanding, global awareness, local knowledge and positive relationships. [They are able to offer a] range of services and interventions that include building good relationships with statutory services and third sector organisations to give routes for support for aspects of daily living, including housing, health services, advice & advocacy.

South Riverside Community Development Centre, Disability Can Do, and River Music

⁶ **Question 5:** Have you identified any examples of good practice in your (or others') work which use the concepts of measuring the inclusion of migrants in communities?

Within this theme respondents also highlighted the importance of communicating the value of engaging with information sharing. This was felt to be important in overcoming any negative perceptions around the value of engaging in information sharing. This could be achieved by more clearly communicating the broader objectives of information collection.

Further, some felt that it was important to communicate the findings of information collection, and how it may have led to improvements in integration, both for individuals and collectively. From these perspectives, effectively communicating the findings of measurement could improve relationships and build trust between communities, service providers and decision makers. As one participant said:

If the direction of travel is right, then slowly but surely there will be a change.

Migrant

Some also felt that ensuring and demonstrating impartiality was also important in building and maintaining trust. This included bringing in advocates or independent organisations to support in information collection. From these perspectives, this would ensure a level of anonymity, especially for more qualitative discussions around the barriers of accessing or engaging with a particular service provider.

Involving migrants

Involving communities of migrants in the coproduction of measurement and research were also seen as good practice. This presented avenues for migrants to obtain a sense of ownership and control over information sharing, and therefore would encourage engagement.

This theme is explored in more detail in section 2.10 on migrant engagement.

Innovative approaches

Others highlighted potentially innovative approaches in engaging with measurement. This included examples of action and participatory research approaches which combined information collection with other objectives, such as empowerment or in the delivery of support.

The CAPITAL project was a co-production piece working with people seeking sanctuary and social housing tenants in an area of [Welsh City]. The Home Office indicators for integration were used as one tool to measure success. The lead researcher met with participants on a number of occasions and built-up rapport with them before conducting the assessment, and also offered them opportunities to get involved with a new project and develop their skills, thus supporting as well as simply measuring.

Public Health Wales

Organisational responses

In response to some of the constraints organisations faced, respondents highlighted a range of good practice examples or potential solutions:

Capacity development

A key theme included the importance of supporting individuals and organisations in developing and sharing skills and expertise in information collection. This included in practical skills such as effective communication, as well as how to handle, organise and analyse information. It also included developing cultural sensitivities and specialist knowledge, including the circumstances and needs of particular migrant groups:

Data collection in relation to UASC [(Unaccompanied Asylum Seeking Children)] has been undertaken well in Cardiff. The UASC team are trained, culturally aware and have retained a specialism. Therefore, specialist knowledge needs to be retained and [shared] throughout other teams in Cardiff.

Cardiff County Council

Simplicity and functionality

In supporting engagement, some respondents highlighted the importance of simplicity and functionality. Frameworks and approaches that were simple and easy-to-use were more likely to lead to greater engagement. This was seen as important given the broader capacity constraints facing many organisations.

Many small organisations lack capacity to record integration outcomes... a simple online questionnaire that could be used by NGOs to collect their own data. They could enter a baseline for someone engaging with their services and then record outcomes at later intervals. With the right technology this would be able to identify distance travelled for individuals...

University of Birmingham

Relevance and flexibility

Alongside simplicity, others felt that broad overarching frameworks risked diluting the relevance of information collection for some organisations. From these perspectives, some organisations had specific information requirements to support their work. They may also be focused on supporting migrants in achieving specific outcomes, such as across health or education. This served to limit the relevance, and therefore the value of engaging with broad ranging frameworks that collected information across multiple domains.

Some questions are relevant for some services to ask, but not for others. The group felt that the Welsh Government needs to be clear about which services should be asking which questions, and that each service needs to understand and be able to explain to service users why each question is relevant.

South Riverside Community Development Centre, Together Creating Communities, Comunidade de Lingua Portuguesa Wrexham, and Assadaqaat Community Finance

In supporting engagement from these perspectives, implicitly they suggested that flexibility could be important in encouraging and supporting engagement. This would serve to make information gathering more focused and, possibly effective.

Resources

Further, respondents also highlighted the importance of funding in creating room for engagement in information collection. This included the provision of funding that allows not only for service provision but also additional elements such as capacity building and data collection. Some also advocated for more long-term funding and grants, including in promoting stability and in supporting organisations to retain learning and experience.

2.7 Tool presentation

In ensuring that the subsequent framework tool was user-friendly, respondents were asked about how they would like it be presented.⁷

Concise and easy to use

Respondents reiterated the importance of a simple and accessible framework underscoring any subsequent tool. This would enable those less familiar with the tool or data collection more generally, to confidently engage with the tool. Suggestions included the importance of clear and concise communication on how to use the tool, as well as limiting the scope of the information that needed to be collected. It was also suggested that the tool should also be simple to use and access, with some advocating the use of online platforms or apps to support engagement:

We suggest that the tool needs to be concise and easy to read. It should include easy to read graphics and require a minimal response, so that it can be completed relatively quickly. It should be available electronically (both via a website and App) with a facility to print.

Pontyclun Refugee Support Group

⁷ **Question 6:** How would you like to see the tool setting out a method of measuring inclusion presented to ensure it is user-friendly?

Language considerations and formats

Some raised the questions of reflecting different languages within a subsequent tool. Some organisations were working with a diverse range of migrants with different backgrounds, languages, and Welsh and English proficiency. From these perspectives, reflecting this diversity and presenting any data collection tools or questions in multiple languages would be valuable in any subsequent tool.

Languages - we know about Polish, Lithuanian, Arabic, Pashto and Dari, but there will be many more.

Carmarthenshire County Council

There was also the possibility that written materials or questionnaires may not be accessible to all. This included those who may struggle to read and write. From these perspectives, scope with the subsequent tool for other forms of engagement, including face to face or video or audio questions may be appropriate.

For tools to be effective they need to be simple to use and understand. A short, clear form with no more than 2 sides would be best. Ideally a tick box form, with both a written and an audio question set that can be in a variety of different languages.

Individual

Inclusion of guidance

Some felt that including broader guidance surrounding the tool would be valuable. This could include guidance on how to use the tool, and brief outline of effective practice in engaging migrants around information sharing. This would support organisations in practically engaging with the tool and to build skills and confidence.

Clarification of responsibilities

A more peripheral theme included further clarification on the roles and responsibilities of different stakeholder groups in the collection and analysis of data supporting measurement. Some had interpreted the proposals as involving both Government and other organisations. The inclusion of administrative data, for example, would suggest that government agencies had a role. Clearer distinctions within individual indices featuring in the framework as to where information would come from was thought to be helpful in engaging with information collection.

Privacy and data protection

One respondent highlighted the importance of ensuring privacy and data protection in any subsequent tool. This was considered important if elements of the subsequent online tools developed as part of the proposed framework.

Any tool needs to be compliant with Council digital technical infrastructure [and] be compliant with data protection and equal opportunities requirements/legislation. LAs would need additional resources to record information onto this tool, while also having to record most of this on their own systems.

Newport City Council

2.8 Additional support

Organisations working with migrants were asked what support they would benefit from in helping them to measure integration.⁸

Capacity development

A key theme included support in building capacity within organisations to effectively engage with information collection. Suggestions included additional resources and guidance, such as through the tool, through to professional development opportunities, such as seminars or training events. The focus of training varied across responses. Some highlighted that training could focus on using the tool and the framework itself, whilst others thought it would be valuable to build confidence and skills in sensitively engaging with migrants.

Training on clear indicators of the data collection and how that can be incorporated into the existing data collection in the local authority. [This is important] so that they do not stand alone and collected separately.

Cardiff County Council

Ongoing migrant awareness and cultural competence training and the resources for this in terms of staff back up and other training related costs, IT support and extra staff to record and analyse.

Newport City Council

Resources

Some organisations again reiterated the importance of additional resources in helping them to engage with information collection. In addition, one organisation advocated for greater investment in research, including evaluations and case studies, in building understanding and sharing learning.

More evaluations, more case studies, more funding.

Local Authority

⁸ **Question 7:** What additional support would your organisation be likely to need to measure the inclusion of migrants in your day-to-day work?

2.9 Data

Respondents were then asked whether there was anything that the Welsh Government could do to improve the availability, consistency, completeness and usability of migrant data that is collected and reported.⁹

Increasing efficiency and reducing duplication

A key theme included improving how existing data was used in supporting our understanding of migrant integration. Making the most of available data, for example, would ensure that there is no duplication of effort, and that any subsequent data collection efforts complement existing datasets. From these perspectives, it was recognised that there was much existing data that was already recorded, it was a question of finding ways of making it more applicable in working with migrant communities.

Accessibility

In an allied theme, a few respondents suggested that it would be valuable to make existing data more accessible. This would enable organisations to more routinely monitor and understand progress in supporting migrants:

We would suggest that there needs to be a limited number of measures that are consistently collected and regularly reported on. The data should be easily accessible to all and for those that are able, be in a format that allows manipulation so that data can be examined across different fields.

Pontyclun Refugee Support Group

These issues and themes were explored in more depth in section 2.11 on innovations in measurement.

2.10 Migrant engagement

Respondents were then asked what could be done to build trust and engagement of migrants in measurement, including in providing information.¹⁰

Responses often reflected on or restated similar themes that were raised in the question on good practice (section 2.6). This included in drawing on trusted organisations in communicating and working with migrants. Cultural sensitivity, for example, was seen as important in promoting engagement. The independence of community organisations with existing ties to migrant communities was also felt valuable, including in reassuring those hesitant to share information. It was also suggested that lived experience or deep cultural ties

⁹ **Question 8:** How can we, as a government, improve the availability, consistency, completeness and usability of migrant data that is collected and reported?

¹⁰ **Question 9:** How can we improve the willingness of migrants to provide us with their information?

of those collecting information from migrants was valuable in building trust and supporting engagement:

If I need to engage east European community, I would have one or two people from that part of the world who understand the culture, religion, values.

Migrant

Additionally, clear communication on the purpose and impact of information sharing was felt to be valuable. It was also important to articulate how information would be used in order to reassure migrants who were hesitant in sharing information:

In our experience, it is essential to be clear and direct about how information is used, and to draw and articulate very clear boundaries around who has access to that information. Any uncertainty results in less willingness to provide information.

Public Health Wales

Improving the quality of engagement

More broadly, respondents cited the importance of improving the quality of engagement with migrants across some services and support. This was not always specific to data collection, but to broader public services as a whole. From these perspectives, migrants reported very different experiences of accessing public services. This included thoughtful and kind engagement and support, for example, especially from some schools. Others reported that they had experienced barriers in their engagement with organisations, including experiences of cultural insensitivity.

2.11 Innovations in measurement

Respondents were then asked if they were aware of any innovative approaches to the measurement of migrant integration, including in data and how it is handled.¹¹

Drawing on existing data

Alongside more innovative approaches to measurement, a key theme included making better use of existing data. From these perspectives, these required innovations in how data was communicated and shared. Most often, this included suggestions around aggregated data on a limited number of key variables that could be shared easily and regularly.

Data linking

¹¹ **Question 10:** Are there any innovative data/evidence options we need to explore further, such as new data linkage opportunities?

One respondent pointed to recent developments in experimental datasets that seek to combine available administrative data from various sources. It was suggested that it may be valuable to explore these possibilities, including with the Office of National Statistics.

Conversely, a common thread across some responses was the importance of ethics and transparency in implementing innovations in measurement. This included privacy and data protection, as well as informed consent. This was considered central in building trust around measurement.

Story telling

One respondent raised the importance of more in-depth, qualitative story telling techniques in supporting more quantitative measures of integration. From this perspective, case studies and exploratory research was valuable in contextualising the experiences of migrants in integrating into their communities.

2.12 Children's experiences

Respondents were then asked whether children's experiences should form part of the final tool.¹²

There was near universal agreement that children's experiences of integration were important and should be included in the tool. This tended to centre on the critical importance of integration and the impact of inclusion and exclusion on the lives of young people.

Participants overwhelmingly were of the view that it is essential for the experiences of children of migrants to form part of the final tool – both those who have moved to Wales with their parent(s), as well as those born in Wales. This is primarily because children's experience of inclusion (or exclusion), especially in their formative years, can have a significant impact on their well-being, choices, and quality of life.

South Riverside Community Development Centre, Trefnu Cymunedol Cymru, Comunidade de Lingua Portuguesa Wrexham, and Assadaqaat Community Finance.

What was less clear was how this could be achieved in practice, with relatively few offering suggestions.

Sensitivity

A few respondents highlighted that it would be important to approach engaging and understanding children's experiences sensitively. They suggested that this could be achieved by engaging young people in schools. This suggests that issues such as child protection and broader ethical questions regarding including children in information collection would be important to consider:

¹² **Question 11:** Should the experiences of the children of migrants to Wales form part of our final tool?

We support the inclusion of the experience of migrant children within the final tool but propose that this could perhaps be captured more holistically within an educational setting

Pontyclun Refugee Support Group

2.13 Welsh language

Respondents were finally asked if the proposals had any impact on opportunities for people to use Welsh.¹³

Welsh language materials

In supporting the Welsh language, the provision of materials including accompanying tools surrounding the framework would need to be provided in Welsh and English. This would support organisations engagement with migrants in Welsh.

Impacts on Welsh language

Of those that discussed the impacts of the proposals on the Welsh language, all stated that they did not feel it would have an adverse impact. One respondent highlighted that some were positively engaging with learning Welsh, particularly the children of migrants:

We do not think that the proposals would have any direct effect on opportunities for people to use Welsh. There are a number of examples where migrant families (particularly children) have learnt Welsh and English simultaneously on settling in Wales. We would suggest that there could be a positive effect on the Welsh language, with many families keen to embrace the Welsh culture.

Pontyclun Refugee Support Group

2.14 Other points

Respondents were finally offered the opportunity to reflect on any other issues or points that they wished to raise.¹⁴ They offered a diverse range of observations and suggestions. This included reiterating points raised across the consultation, for example, including the challenges of building trust in information sharing. One respondent restated the importance of supporting migrants and highlighted the challenges of providing coherent support. Another raised the challenges of providing support in the context of Wales, where certain aspects of

¹³ **Question 12:** We would like to know your views on the effects that these proposals would have on the Welsh language, specifically on opportunities for people to use Welsh and on treating the Welsh language no less favourably than English. What effects do you think there would be? How positive effects could be increased or negative effected be mitigated?

¹⁴ **Question 13:** We have asked a number of specific questions. If you have any related issues which we have not specifically addressed, please use this space to report them:

policy were not devolved. From this perspective, this served to fragment engagement with migrants, especially in distinguishing from UK and Welsh approaches to support. Another respondent highlighted the importance of speed in supporting migrants, outlining that they felt often support was slow in materialising.

wavehill™

social and economic research
ymchwil cymdeithasol ac economaidd

01545 571711

wavehill@wavehill.com

wavehill.com

