

The IOM Guide to the Home Office Indicators of Integration Framework 2019



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*Example of inside cover Acknowledgements
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ABOUT THE DEVELOPMENT OF THIS GUIDE

This guide is published by the International Organization for Migration – the UN Migration Agency (UK), to support capacity-building in local authorities (and regional statutory bodies with responsibility for integration) to effectively use the Indicators of Integration framework in integration strategy planning, implementation and evaluation. IOM supports policies and strategies that promote the social, economic and cultural inclusion of migrants within existing legal frameworks in countries of destination. Its focus is on the development of strategies that help migrants better integrate into new communities as well as assisting receiving communities to recognize the positive contributions that migrants can make. This two-way integration process is essential for the existence of thriving, multicultural communities.

We are pleased to support capacity-building in local authorities and partner organisations in using the Indicators of Integration 2019 framework and tools through this handbook, and hope that you will share this handbook with colleagues to promote wider understanding and use of the framework in integration work in your area.

The authors of the Home Office framework have been closely involved in the production of this handbook and the design of the pilot training sessions in late 2019 which supported the development of this guide. It is hoped that this guide will enable local authority staff, and their civil society partners, to easily navigate the framework in its application to their work. This guide has been authored by Dr Lucy Michael, with support from Oonagh O'Brien (Queen Margaret University Edinburgh), Manuel Hoff and Kyriaki Kafyra (IOM UK), and supported by a Project Advisory Group including Dr Alison Strang (Queen Margaret University Edinburgh), Professor Jenny Phillimore (University of Birmingham), Dr Linda Morrice (University of Sussex), Dr Carolyne Ndofor-Tah and Joseph Coley (Home Office Migration and Border Analysis Unit).

This guide has been written alongside a consultation with local authorities and series of pilot workshops in 2019 to assess immediate needs of local authority staff working in integration and cohesion policy development, data collection, evaluation, and refugee and migrant support.

We are very grateful to the participants in the supporting consultation and pilot workshops for their extensive feedback on content and activities.

January 2020.

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**Should we change date to February 2020?*

FOREWORD

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THE PURPOSE OF THIS GUIDE

This handbook has been designed to support your exploration and familiarisation with the Home Office Indicators of Integration 2019 framework and tools. The Home Office framework was updated in 2019 from previous versions (2004, 2008) to reflect the considerably expanded research evidence available on integration measures, and to assist in the use of that research evidence through a coherent framework with supporting toolkit. The 2019 framework is considerably expanded from the earlier version, but the principles and key indicators are consistent. New indicators have been added based on the availability of research evidence to support their reliability.

This document aims to guide you through the Indicators of Integration (IOI) framework when planning, implementing or tracking policies and strategies on integration among settled communities, migrants and refugees in the UK. We hope that this guide will help readers to find pathways into the framework and ideas for its use, no matter what your integration priorities are. The key principles are emphasised throughout the exercises in this handbook and should continue to be a directional guide in your use of the framework.

The guide will allow you to directly consult specific sections of the IOI framework at different stages of policy planning and implementation. It can be used individually or by teams who want to augment existing intervention strategies and develop professional practice in using the Indicators for future strategies.

We recommend that you download the documents listed below, and have these to hand. This guide should be used side-by-side with the documents, to help you navigate the documents for the first time, and later to help you to identify the most helpful parts of the documents for your interests. The guide contains a small number of activities, piloted in our workshops with local authorities, which you can undertake at your own pace.

It is not intended to be a substitute for the IOI 2019 framework documents. However, it does contain helpful exercises for becoming familiar with the Theory of Change approach introduced in the revised IOI framework and thereby supports successful strategic implementation of integration policies. Further, it provides context on the regional and international landscape in which the IOI framework now sits.

GETTING FAMILIAR WITH THE FRAMEWORK

WHY YOU SHOULD INCLUDE INTEGRATION INTO YOUR POLICY PLANNING PROCESSES

Integration is key to effective and comprehensive migration-management approaches. Successful integration is essential for all stakeholders, not only in terms of the benefits gained from migration, but also for the well-being and prosperity of migrants and of society as a whole. Integration is visible in communities where people, whatever their background, live, work, learn and socialise together, based on shared rights, responsibilities and opportunities' (*Integrated Communities Strategy*).

It is a process of participation across economic, social, cultural, civil and political spheres of society and can lead to an evolving, shared sense of belonging at the local and national level.¹ Migrant integration policy frameworks, and the interventions that we make to increase integration, should take into consideration the rights and obligations of migrants and receiving communities and institutions; this includes access to the labour market, health and social services, and education for children and adults.

Comprehensive approaches to migrant integration help to ensure that migrants can fully engage in the host society whether socioeconomically, politically or culturally. They allow migrants to develop their human capital during their stay, thereby fostering economic growth while building positive and diverse social relationships in the host society. Such approaches and related policies are most effective when tailored to address the specific migration context, taking into account migrant characteristics (including gender and age), duration of stay, and overall economic and societal trends in the receiving country.

Integration implies a commitment to pursuing common purpose that binds migrants and receiving communities together. Recent research in the UK on a comparison of integration outcomes shows that ethnic majority and minority groups in the UK already share a wide range of common norms, aspirations, attitudes and sense of responsibilities.²

Strategies must be simultaneously developed to strengthen awareness of receiving communities on the positive contributions of migrants, as well as the benefits of living and working together in multi-cultural settings. Open and transparent dialogue on the benefits and challenges of integration among all actors can help to reduce misperception and fear, and foster a sense of common understanding. Integration is therefore not a one-way process, with the onus being on immigrants, but rather a process that needs to involve both migrants and receiving communities, as well as all relevant actors present in communities including local and national Government. The new 2019 IOI framework reflects this new reality.

¹ Spencer, S (2011) *The Migration Debate*, chapter 6 'Integration and Citizenship'. Bristol: Policy Press.

² Lessard-Phillips, L and Galandini, S (2015) *Immigrant integration in British society*. ESRC Evidence Briefing. London: Economic and Social Research Council.

HOW DOES THE FRAMEWORK CONNECT WITH OTHER STRATEGIES?

There are a number of integration strategies currently in use in the UK and its regions, and the Indicators of Integration framework can be used in conjunction with these. It can be used as a complementary tool to inform your integration strategies and interventions. We suggest looking at regional strategies to inform your priorities and align with other local interventions (see later section) and using the IOI framework to support the design of your intervention strategies.

In England, the Integrated Communities Strategy (2019) currently uses 20 indicators to measure outcomes of integration interventions. In London, the Greater London Authority Social Integration Headline Measures use 18 indicators to cover the three main parts of social integration (relationships, participation and equality). These can both be used as part of the Indicators of Integration framework, and other indicators added from the framework to complement your planning and evaluation strategies.

In Scotland, the New Scots refugee integration strategy 2018-2022 (and the earlier 2014-17 strategy) was designed directly based on the original Indicators of Integration framework. The strategy crosses different sectors and strengthens different domains of integration, such as health, education and employment by taking a holistic approach. Users familiar with the New Scots strategy will find that the 2019 framework is an expansion of the range of indicators used previously, contains additional support for planning and evaluation, and highlights the key principles which help to support integration across the settled and migrant community. [See the section on Regional Considerations later in this Guide]

International measures of integration policy, like the MIPEX Index, are cited in the Indicators of Integration framework and provide important data for comparison and understanding.

CAN I USE THE 2019 FRAMEWORK WITH ONGOING INTERVENTIONS?

The framework can be used with existing interventions to identify key outcomes, increase focus on the essential mechanisms to achieve those outcomes, and improve evaluation throughout and at the end of any intervention. This can be a useful way too of identifying how the framework can be most effectively used in planning future projects.

Local authority staff in our training sessions have told us that they have found ways to improve communication and commitment amongst stakeholders and to increase the likelihood of achieving stated outcomes after applying the framework to existing interventions. (Later in the guide we provide examples of how participants are planning their next steps).

We recommend using an existing intervention in your area to apply the framework for the exercises provided in this guidebook. We have also provided examples of interventions used elsewhere to illustrate the use of the framework.

WHICH DOCUMENTS DO I NEED?

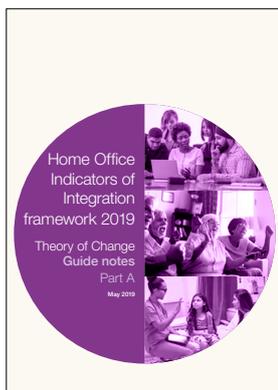
All of the documents listed below can be downloaded from the Home Office Indicators of Integration webpage. Please download and review them along with this guide. This guide is not a substitute for direct use of these documents.

There are 6 documents which you will use in becoming familiar with and applying the IOI framework.



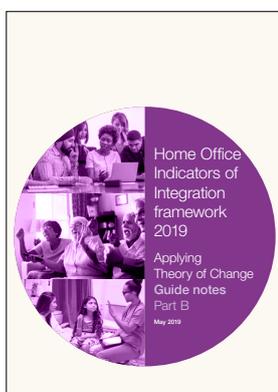
1. The Indicators of Integration (IOI) framework

This document outlines the key principles underpinning effective integration and describes the structure of the framework, good practice at local and national level, and sets out the full set of Indicators of Integration.



2. Theory of Change Guide Notes Part A

This document introduces the Theory of Change approach, as it is applied to integration, and provides examples of planning integration strategies and interventions using a Theory of Change approach.



3. Theory of Change Guide Notes Part B

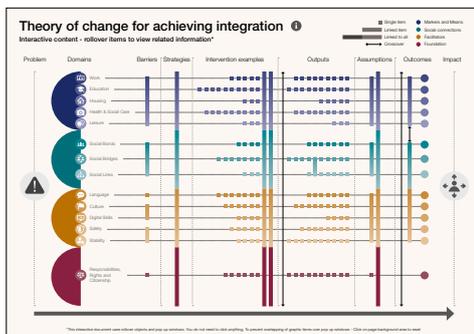
This document addresses the need to identify outcome indicators and evaluation planning for a theory of change approach. It deals in some detail with evaluation planning, provides a neat list of the full range of Indicators, and an overview of data sources available.





4. Toolkit

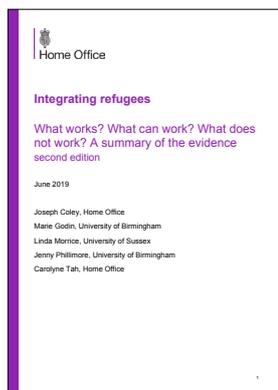
The toolkit, which identifies data sources sorted by Domains and Indicators, supports you to find both relevant data, and the relevant questions used, which you can use in your own data collection for planning and evaluation. You can download this easy-to-navigate Excel file and filter by indicator type, domain, and indicator. The toolkit does not contain data, but does contain URL links to the data sources so that you can access the latest data. The toolkit was compiled during the writing of the 2019 framework to reflect the best available data for each indicator, and may be updated in future. For a quick guide to what kind of data is available for each indicator, see the symbols next to each (section 7).



5. The Summary of a Theory of Change for Integration

This diagram highlights how the Indicators and Domains are used in the Theory of Change approach, taking account of barriers to integration, and planning for short and long term outcomes.

The summary diagram (Part A, Annex 2: The Summary of a Theory of Change for Integration) is best viewed on a computer where a mouse rollover reveals key elements of the approach. You can view it online or download it.



6. What Works in Integrating Refugees (2nd edn)

This document provides a summary of the existing evidence on integrating refugees. It draws upon the most recent research from academics and that conducted by Migration and Border Analysis in the Home Office. The document can help you to identify ways in which the indicators have been used, which you can draw on.



The Indicators of Integration framework document includes recommendations for further reading at page 57, and also in Part A at page 11 and in Part B at page 19. For more background information about how the framework was developed, these references are helpful.

THE KEY PRINCIPLES



Read with:
IOI
framework
p. 11

There are 4 key principles upon which the framework is based. These are dealt with briefly in the framework at page 11. These principles also allow us to reflect on existing or planned integration strategies to check for effectiveness and coherence.

- **Integration is multi-dimensional**

There is no single process of integration and there is no suggestion in the framework that integration must follow a particular pathway. You will need to utilise a range of domains in developing plans to support integration and these will change according to context.

- **Integration is multi-directional**

There is no homogenous society in which a minority group may be 'inserted'. Society is made up of people who diverge in multiple ways and different people who may feel marginalised in some contexts will be powerful in others. Integration requires adaptation and change by all those involved without undermining their original identity. This means that you will need to measure the adaptation of the receiving communities as well as that of newcomers.

- **Integration is a shared responsibility**

Planning should consider possible range of roles for the participants in local and national government, newcomers and members of receiving communities. Evaluation should also capture the impact of projects on all participants.

- **Integration is context specific**

There can be no universal targets for integration, since integration will look different in every context. Targets should reflect the increased capacity of all people to live, work, learn and socialise together in your local authority area, based on shared rights, responsibilities and opportunities.

You will also find it helpful to review the key assumptions (hypotheses) on integration which are supported by research evidence, detailed in Part A, page 10.

THE TERMINOLOGY OF THE FRAMEWORK

The Indicators of Integration are grouped in 14 'domains', which allow us to easily recognise the area of work and impact to which they refer. The indicators listed in each of the domains (pages 28 to 55 of the framework) are supported by research evidence for their effectiveness in measuring integration.



Figure 1. The 14 Domains. *Indicators of Integration 2019*, page 14.

TYPES OF INDICATOR



The 14 domains are divided into 5 categories: 'Markers and Means', 'Social Connections', 'Facilitators' and 'Foundation'.

- **Foundation**

The framework explicitly combines responsibilities and rights. These are measured from perspective of groups such as migrants as well as *receiving communities*. Attitudes of all groups to integration are influenced by perceptions of responsibilities, rights and entitlements. This Domain helps us to assess the existence and awareness, and enablement and fulfilment, of rights and responsibilities across all groups.

- **Facilitators**

These represent key facilitating factors for the process of integration. They HELP integration to happen. Each factor has proven to support connections between newcomers and receiving communities (e.g. common language, IT skills, etc.). Although we often focus on these being available to newcomers, their access by receiving communities is important to ensure multidirectional integration.

- **Social Connections**

Social relationships facilitate both individual and collective access to resources. Networks of relationships characterised by trust and reciprocity enable people to use and exchange resources. However, social networks can also serve to entrench divisions and inequalities due in part to differences in access to power and/or resources. These are not MARKERS, but measurement of strength of relationships and thereby apply to both migrants and settled communities.

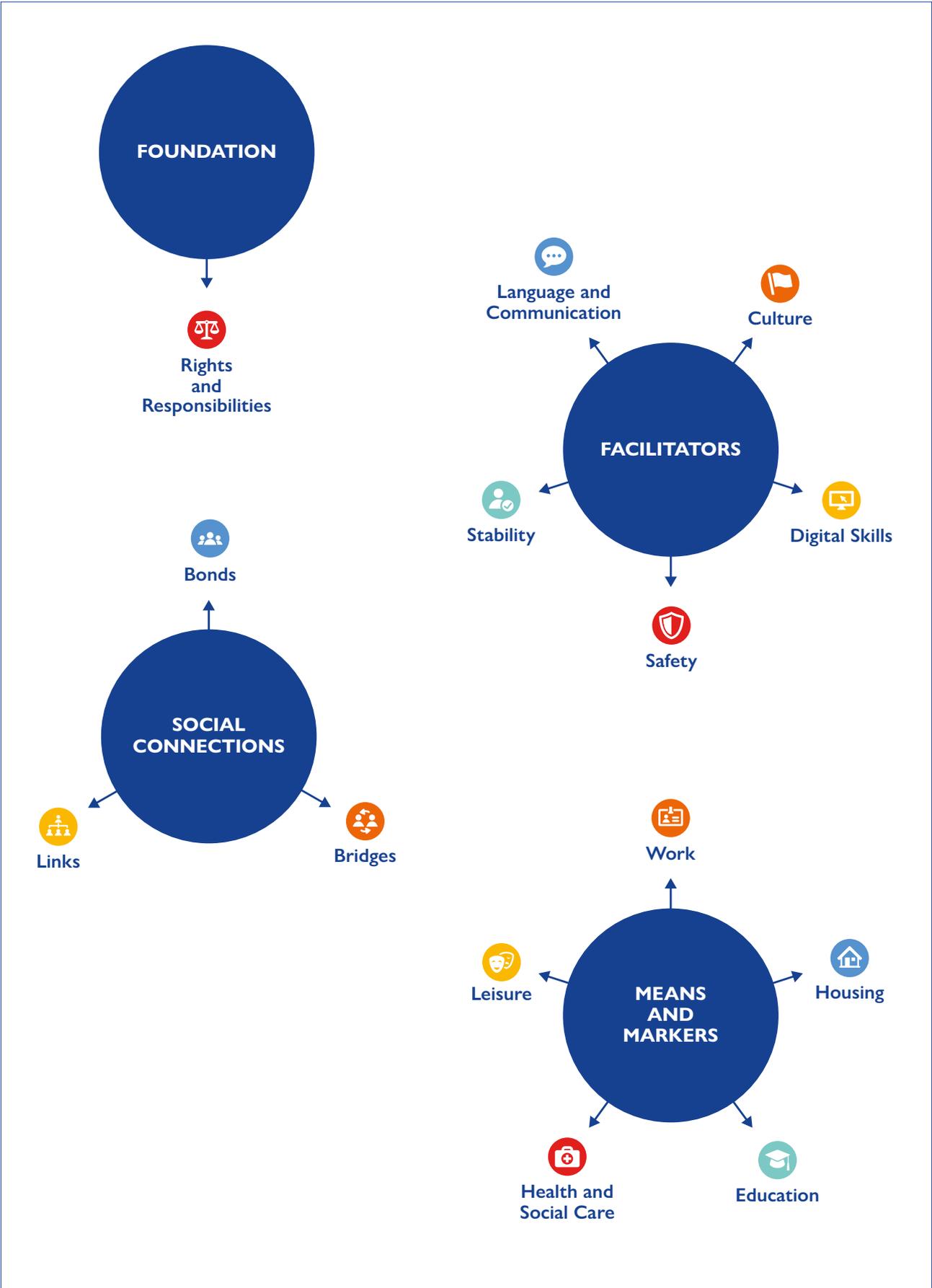
- **'Markers and Means'**

These domains represent the major areas of attainment that are widely recognised as critical to the integration process (Outcomes/Markers) and are also the MEANS by which integration can take place.

There is no hierarchy

The visual presentation of the domains can sometimes be interpreted by users as a hierarchy, rather than a series of types. There is no hierarchy amongst the domains, and best practice requires using indicators from across the different domains. This becomes clear in the examples later on how to choose indicators.

A helpful way of thinking with the framework is looking at it as a series of interconnections, as indicated in the next image.



THE SOCIAL CONNECTIONS



Read with:
Indicators
pp. 16-17

Without social connections, integration simply cannot happen. These are an essential component of every integration strategy, intervention and evaluation. Social relationships matter because they are a form of capital and contribute to resilience –we can mobilise them to access and exchange resources. Understanding the Social Connections type of domain is the most effective way to become confident in using the framework.

Some confusion became evident in our consultation and workshops, in the difference between these domains. The clearest way to think about these domains is as follows:

- **Social bonds**
People like us – this could include people from our own ethnic group, or any other identity that we share.
- **Social bridges**
People different to us – this is people we perceived as ‘different’ because of some aspect of identity we don’t share.
- **Social links**
Connections between people and society, through access to services or participation in society through, for example, voting.

FINDING THE RIGHT DOMAIN AND INDICATORS

To facilitate your familiarity with the Indicators list, we have provided a handy index for you to identify the most relevant indicators in relation to other policy areas. This will help you to connect the key words you use in your workplace with the terms used in the Indicators.

INDEX



This index can be used to find relevant issues or activities which relate to your priority outcomes or planned strategies or interventions. It will help you to find indicators you can use across the full range of domains.

The framework lists domains at pages 28 to 55 as sections 7.1 to 7.14. The numbers below reflect the domains 1-14 as indicated in the Indicators of Integration framework.

<ul style="list-style-type: none"> Access to services and entitlements, 14 Access to services, healthcare, 4 Access to services, social care, 4 Access, to education, 2 Achievement, 2 Admissions to hospital, 4 Advice, 14 Advocacy, 4 Alcohol, 4, 10 Amenities, 3 asking for help, 7 Attendance, healthcare 4 Awareness of consumer / patient rights, 8 Awareness of key institutions, 1, 2, 3, 4, 5,8, 9, 10, 11, 12, 14 Awareness of rights, 1, 2, 3, 4, 5,8, 9, 10, 11, 12, 14 Awareness of supports, 1, 2, 3, 4, 5, 8, 9, 10, 11, 12, 14 Awareness, preventative health, 4 Background, different, 7 Background, similar, 6 Barriers to employment, 1 Behaviour, 10, 14 Belonging, 13 Belonging to neighbourhood / local area, 6, 7 Belonging, at school, 2 Benefit payments, 3 Benefits, social care, 4 Birth, 4 	<ul style="list-style-type: none"> Bullying, 12 Care, 4 Care, antenatal, 4 Celebration, 10 Childcare facilities, 7 Children, 12 Children, 2 Citizenship, 13 Cohesion, 7 College, 2 Comfortable with diversity, 10 Committees, 8 Community organisation, 6, 8 Community safety, 3 Computers, 11 Consultation, 14 Conversation in English, 9 Crime, 12 Crime, 4 Cultural activities, 10 Cultural exchange, 10 Cultural expression, 10 Cultural institutions, 10 Culture, 10 Dentist, 4 Digital access, 11 Digital skills, 11 Disease, 4 Diversity, 10 Diversity, of schools, 2 Divisions, 7 Doctors, 4 Domestic abuse, 4 Education, 2 Eligibility to work, 1, 14 	<ul style="list-style-type: none"> Employment, 1, 13 English language, 9 Entrepreneurship, 1 Equity, 14 ESOL, 9 Ethnic representation, 8 ethnic segregation, 7 Exclusion, school, 2 Expectations, 10, 14 Family reunification, 13 Family, communication with, 11 Fear, 12 Feeling safe / secure, 4 Festivals, 10 Friends from different backgrounds, 7 Friends with similar backgrounds, 6 Friends, 6, 7, 10 Friends, communication with, 11 Future, 13 Getting on well, 7, 10 Government information, 11 GP, 4 Happiness, 4 Harassment, 12 Hate crime, 12 Health, 4 Helplines, 11 Hobbies, 5 Homelessness, 3 Homelessness, 4 Hospitals, 4 Housing, 3, 13, 14 ICT, 11
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GET FAMILIAR WITH THE INDICATORS



Read with:
IOI
framework
pp. 28-55

It is essential before we go any further that you familiarise yourself with the list of Indicators. This will help you to understand the choices we make in selecting indicators for planning and evaluation, and the differences between the 14 domains.

The list of indicators ('the bank of indicators') is also provided as a plain list for your convenience as Annex 2 of the Theory of Change Guide Part A. This is helpful when you want to look across the full range of indicators together in planning your strategy or evaluation.

THINKING WITH THE FRAMEWORK



Read with:
Part A
Annex 2

The first exercise will help you to understand how the framework supports thinking about integration requires you to consider an intervention strategy you are familiar with. This can be a very simple example.

Step One

Using one domain each from *Markers and Means*, *Social Connections* and *Facilitators*, identify the key elements of the intervention strategy. We often work directly on areas that look like those mentioned in *Markers and Means*. However, you will find that it is most effective to start with the *Facilitators* and *Social Connections*, and then select the appropriate domain from *Markers and Means*.

We have provided a completed example for you on the next page for illustration.

How many domains should you connect?

It can be difficult initially to select only the most important domain from each type. Often, we can think of multiple domains that are relevant. However, it is important that for now, you choose only the most important to the outcomes. This helps you to define what the purpose and core activities are in the example you are using.

Step Two

Now write down the primary *Rights and Responsibilities* that are highlighted by the project, again specifically related to integration. This helps to focus on the core activities and purpose too. Use the list of Indicators under this Domain to help identify those relevant to integration, and choose the most important for the project you are exploring.

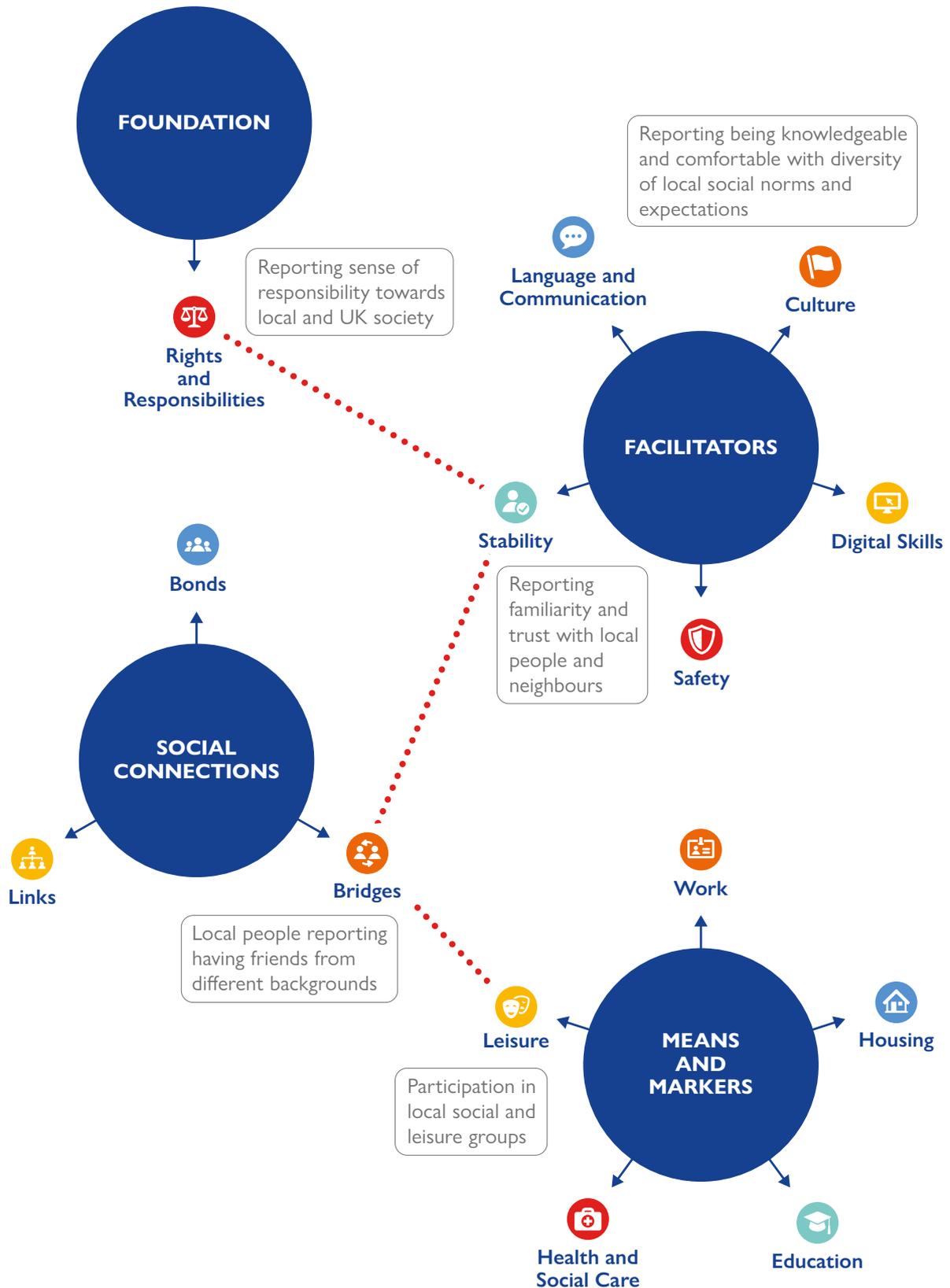
Example: Friendship Club

In the following example, participants in our workshops described a 'Friendship club' where anyone resident in the city could gather once a week to drink coffee and chat and meet new people. The club also had social events, volunteering opportunities, conservation projects, art projects, outings, adult informal football teams, and an annual holiday. It was a popular referral spot for newcomers to the area and highlighted by institutions supporting migrants.

It looks like the group could reflect many of the indicators. For example, the participants asked, is the group teaching newcomers about local cultural norms (culture)? Or is it just about building friendships (stability)? (We have shown both in the diagram below). On reflection, the group felt that the friendship club had the opportunity to communicate established and new cultural norms through friendship, but that was not its primary purpose.

Exercise 1

The facilitator is simply friendship (domain: stability). It also offered the opportunity to look at multiple indicators under 'social bridges', including asking neighbours for help, and under 'rights and responsibilities', since newcomers would learn about access to participation, services and citizenship. These are, however, dependent on other more obvious indicators (which we have shown in the diagram below). The red line shows the group's identification of the key domains for this project.



PLANNING, IMPLEMENTATION AND EVALUATION

PLANNING FOR SUCCESS



Read with:
Part A
pp. 6-10

The Indicators of Integration 2019 framework is designed to support your planning and evaluation of interventions to increase integration. The Guide Notes Part A and Part B contain a range of tools and explanations to help you to apply the framework to work in your region.

The ways that you combine the indicators together with your assumptions about integration needs and the outcomes you anticipate from your intervention can be viewed as your 'theory of change'.

The Theory of Change approach helps you to develop statements of intended outcomes, and a flexible sustainable set of interventions with increased stakeholder commitment at all stages.

Building your theory of change for integration is a practice of identifying outcomes and outputs before confirming your activities, using the key principles to assess the effectiveness of planned interventions and involving a range of stakeholders from the start. The theory of change allows you to be flexible even when resources or opportunities change, and to work with other stakeholders to adapt interventions to reach your intended outcomes.

Integration strategies should consider the entire community

While refugee strategies are increasingly referencing the Indicators of Integration framework, it is important to remember that the framework is designed to measure the integration of receiving communities and newcomers, rather than the assimilation of newcomers. In your planning, always consider the role of both migrants and receiving communities and reflect how you have included them in your activities and policies.

HOW TO USE THEORY OF CHANGE

A representation of how and why a complex change process (the impact of your intervention on people's behaviour) will succeed under specific circumstances.

Assumptions

First, we state the assumptions on which we are basing our work: "The barrier to integration in this case is..."

Evidence

Second, we collect evidence to support that assumption. This might be in the form of qualitative evidence from NGOs or statutory bodies, statistics from local surveys, or from the census. It is important to ensure that the evidence directly supports the assumption above and does not represent something else.

For example, a group of colleges in one local authority want to put in place interventions to address lower attainment on the part of newcomer students. Evidence of lower performance is required, but is not enough on its own. Effective planning for the outcome of higher attainment will also require evidence on the barriers to attainment affecting the target population. Statistical disaggregation of results by course might help to pinpoint where barriers lie. Focus groups with newcomer students would be an effective way of finding out about barriers they face.

Where evidence suggests that the assumptions are incorrect, or that the current focus is not on key barriers, we change the focus of our intervention.

Stakeholder commitment

Third, we ensure that stakeholders are involved in the identification of barriers, have access to the evidence supporting our assumptions, and are part of the group designing the intervention. This is key to ensure that:

1. there are no hidden barriers which will prevent the intervention being effective, and
2. that all of those identified in the key principles as sharing responsibility for integration are involved from the start; including institutions, receiving communities and newcomers.

Targets

Fourth, the design includes key targets against which the intervention can be measured while it is ongoing. These targets should be based upon the Indicators of Integration – you can select the most appropriate indicators. The exercise below will help you to do become familiar with that process. The toolkit provides data sources for the bank of indicators.

Staying on-track

Fifth, the targets above should be planned with and linked to key activities. This will help to keep the intervention on track. Where the intervention is not as effective as hoped, it is possible to use the indicators to identify ways in which the intervention might be more focused on the key outcome. For this reason, it is important that the indicator(s) and targets are closely aligned. Stakeholder commitment to the selected indicator(s) will ensure that the project can be adjusted to focus on the key outcomes – too often we find that stakeholders (including the designers of interventions) are more committed to the format of the intervention than the planned outcome. This helps to alleviate this risk.

Evaluation

Finally, the evaluation should be planned before the intervention begins. Evaluation should be carried out at intervals during the intervention (using the targets and indicators above), as well as at the end of the process. Help on evaluation and data collection is provided at Part B, pages 13 to 18.

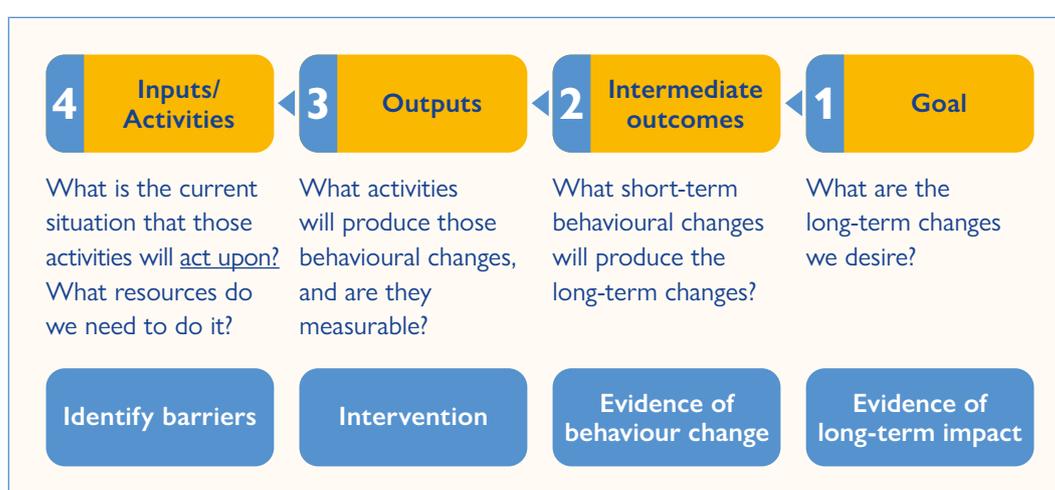
This approach works because:

- You work backwards (start with the vision)
- It maximizes the value of participation

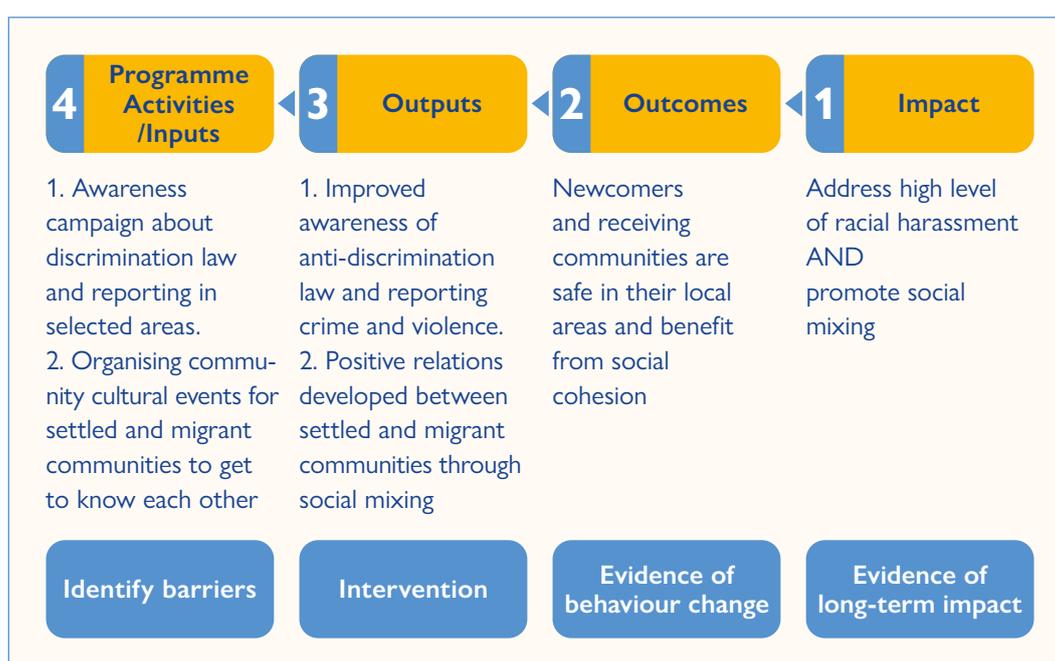
- It is a “living” and changing framework that improves as you learn
- Your “theory” explains why what you do will work.

AN EXAMPLE USING THE THEORY OF CHANGE APPROACH

This approach is laid out below to show you the key stages. Starting from the end goal (our integration outcome), we work backwards to design the most effective activities. While there are many different activities we can choose from to increase integration across the 14 domains, it is important that these are aligned to the integration outcome we select as priority. You will note the arrows point backward in the direction of our planning process.



Please turn to Part A, Annex 1, Page 12, for an example of a case study on addressing high levels of racial harassment and promoting social mixing. The Annex provides detailed examples of the case studies. We provide a visual representation of Case Study 1 below to help you to see the Theory of Change approach in practice.



DESIGNING (OR RE-ENGINEERING) YOUR INTERVENTION STRATEGY



Use The Bank of Outcome Indicators of Integration, Annex 2, Part B pp. 22-26

This is an exercise to help you to become used to using the Theory of Change approach, and to let you see the difference it makes to your planning and evaluation approaches, as well as (most importantly) to the impact of your integration strategy. The primary reason for using this approach is that it helps you to focus on the key objective of your project/strategy, and design flexible interventions which can help you to reach that objective. Unlike other more rigid planning models, a Theory of Change approach allows you to stay on track, even when resources, opportunities or stakeholders change, because it ensures that there is investment in the most important outcomes and measures.

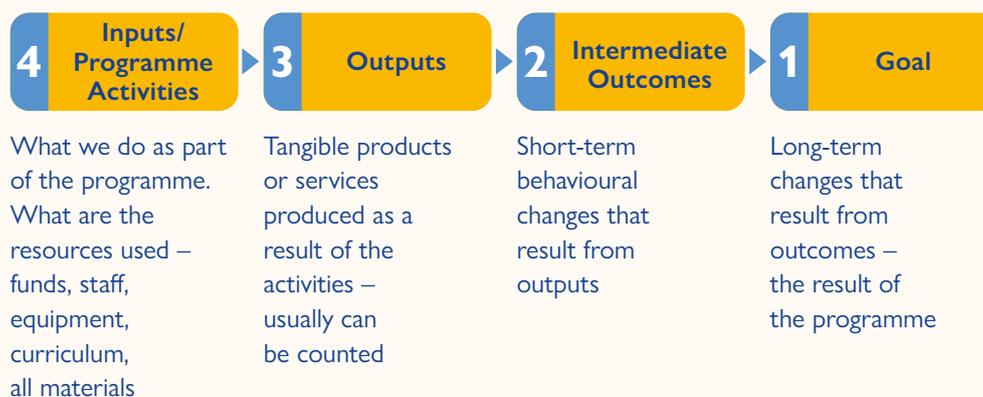
Part 1

We would like you to read the following short case study, and briefly plan an intervention to address the integration problems you identify.

A small population of isolated women migrants with limited English language skills are struggling to keep up attendance at ESOL classes. ESOL classes are for short periods of time and focus on more formal language skills. Because of caring responsibilities, attendance is uneven. They have few social connections outside the family to practice English. Language barriers also prevent them being in employment, so they have few other spaces in which to practice English or to initiate conversation.

The first part of the exercise does not require you to do anything new. Just follow your usual process. Planning processes integration work often look like this. Does yours?

Planning for change



Exercise 2

What's the integration problem you identify?

Which domain is most relevant to this problem?

What initiative would you suggest to address this problem?

State 2 key outputs from your project.

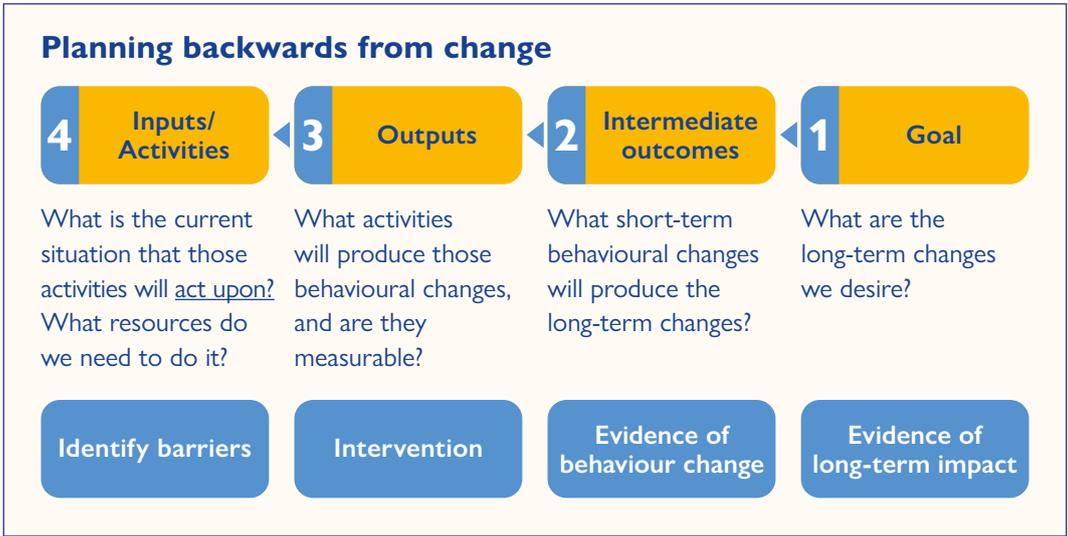
What is the Outcome (measurable impact on integration) of your strategy?

Use the Bank of Indicators of Integration (Annex 2) to find an appropriate Indicator to reflect this outcome. Which one have you chosen and why?

What's the long-term difference (impact) that your intervention will make?

Part 2

In this part of the exercise, we will start applying a Theory of Change approach. Taking the same example, this time we work backwards from our goal to align our outputs and interventions more directly.



What's the long term difference (impact) that your intervention will make?

Are you happy that the domain you have identified is still the most important/relevant to your purpose? If not, what is it now?

What is the Outcome (measurable impact on integration) of your strategy?

Exercise 2

Use the Bank of Indicators of Integration to find an appropriate Indicator to reflect this outcome. Which one have you chosen and why?

State 2 key outputs you need to achieve this outcome.

What initiative would you suggest to address this problem?

How does this initiative differ from the one you suggested in Part 1?

Example:

How does your attempt compare with ours? Let's find out.

In short, the Theory of Change approach requires you to ask a number of key questions:

- What is the strategy you are using or planning?
- What outcomes does the strategy aim to achieve?
- What intermediate steps lead to those outcomes?
- What assumptions are associated with each link in the causal chain?
- How can we measure outcomes?

The above exercise has given you an opportunity to work through these questions. Below we provide a sample answer for the exercise, which shows how the product of your planning can change as a result of using this approach.

This answer is drawn from our workshop participants' answers, and shows a typical change in using the new approach.

Part 1

What's the integration problem you identify?

These women have few social connections outside family (possibly affecting confidence attempting English) and need flexibility in accessing ESOL education. Opportunities to engage flexibly could be investigated by ESOL providers, including at-home initial tuition for those with caring responsibilities to encourage them into formal classes and help find essential supports. but other means of supporting language use and social connections might also help.

Which domain is most relevant to this problem?

Language

What initiative would you suggest to address this problem?

Wraparound childcare for ESOL classes, with initial at-home tuition to help with confidence attending ESOL classes. Addition of social activity to follow ESOL classes with volunteer programme to help build social connections ('coffee, cake and chat').

State 2 key outputs from your project.

1. More consistent attendance at ESOL classes.
2. More social connections with English speakers.

What is the Outcome (measurable impact on integration) of your strategy?

More opportunities for identified women to learn and speak English.

Use the Bank of Indicators of Integration (Annex 2) to find an appropriate Indicator to reflect this outcome. Which one have you chosen and why?

% regularly attending ESOL classes or equivalent adult English language learning

What's the long term difference (impact) that your intervention will make?

Stronger language skills amongst identified group

Part 2

When workshop participants applied the Theory of Change approach, and identified the most important elements (for them) of integration, we found a marked difference in their approach.

What's the long term difference (impact) that your intervention will make?

The identified group will have more confidence and opportunities to use English on a day-to-day basis.

Are you happy that the domain you have identified is still the most important/relevant to your purpose? If not, what is it now?

Yes, but since social connections are key to integration and opportunities to use English, we would like to keep Social Bridges in mind.

What is the Outcome (measurable impact on integration) of your strategy?

Participants will have conversations regularly with local English language speakers.

Use the Bank of Indicators of Integration to find an appropriate Indicator to reflect this outcome. Which one have you chosen and why?

% participating in initiatives to provide language practice outside of classes (e.g. through social activities, with mentors or through volunteering).

We changed to this indicator because it allowed us to think about the supports necessary to build longer-term social connections to support longer-term sustainable language learning between learners and local volunteers, and the ways this would support wider social connections and sharing of knowledge about new and local cultures with one another through English (we acknowledge this might be through Scottish or Welsh in some areas). We felt ESOL participation in itself was not a sufficient indicator especially given the barriers to participation for this particular group.

State 2 key outputs we need to achieve this outcome.

1. Regular interactions with local English speakers
2. Supported informal language practice with flexible access

What initiative would you suggest to address this problem?

A friendship & language club or café would allow participants to attend as they are able, with volunteers to practice English language with. This might include a range of social activities to motivate participation of newcomers and local residents and a drop-in space at set times with café style to ensure regular access. Volunteers will need support, perhaps from an ESOL qualified person, as well as staff to support the administration of social activities and supervise the 'café' space. This would ensure that English language practice was available at a wide range of levels from beginner, and would connect newcomers with other recently arrived residents as well as long-time residents. This offers a range of secondary benefits to newcomers as well as language practice.

How does this initiative differ from the one you suggested in Part 1?

The Part 1 suggestion focused primarily on the ESOL classes mentioned in the example, and offered positive supports such as childcare and opportunities for informal practice. However it is only sustainable to the extent that the identified group can and do attend the classes, and the interactions with volunteers are quite narrowly focused. This new proposal offers an alternative which may encourage the identified group into ESOL but also offers the key social connections which support long-term language skills development and sustainable interactions with other local residents. We could also use other indicators to help measure progress, such as '% people who do not have English as a first language reporting ability to hold simple conversation with a local language speaker (e.g. a neighbour)'; or even '% confident to ask their neighbours of all backgrounds for help' (both of these are found under Social Bridges).

One example from our workshop used a 'whole family' approach, with children's play spaces on site. Another was women-only, which did not address childcare issues, but ensured focused time for women to develop friendships and language skills without the burden of managing child supervision at the same time.

Both groups agreed that consultation with the women concerned was key to the design of the initiative, since those decisions were key to ensuring participation and enjoyment.

ADDITIONAL TOOLS OF THE INDICATORS OF INTEGRATION FRAMEWORK

Download:
The Summary of a Theory of Change for Integration

An additional resource that is helpful at this stage is the Interactive Theory of Change tool, which you can scroll over with your mouse to explore key barriers, potential outputs, assumptions, and outcomes by domain.

This tool will help you to explore a range of different domains, and get some ideas for analysing existing interventions or strategies, and planning new ones. It is not a comprehensive information source, but a diagram that shows how the domains differ in respect of key barriers and so on.

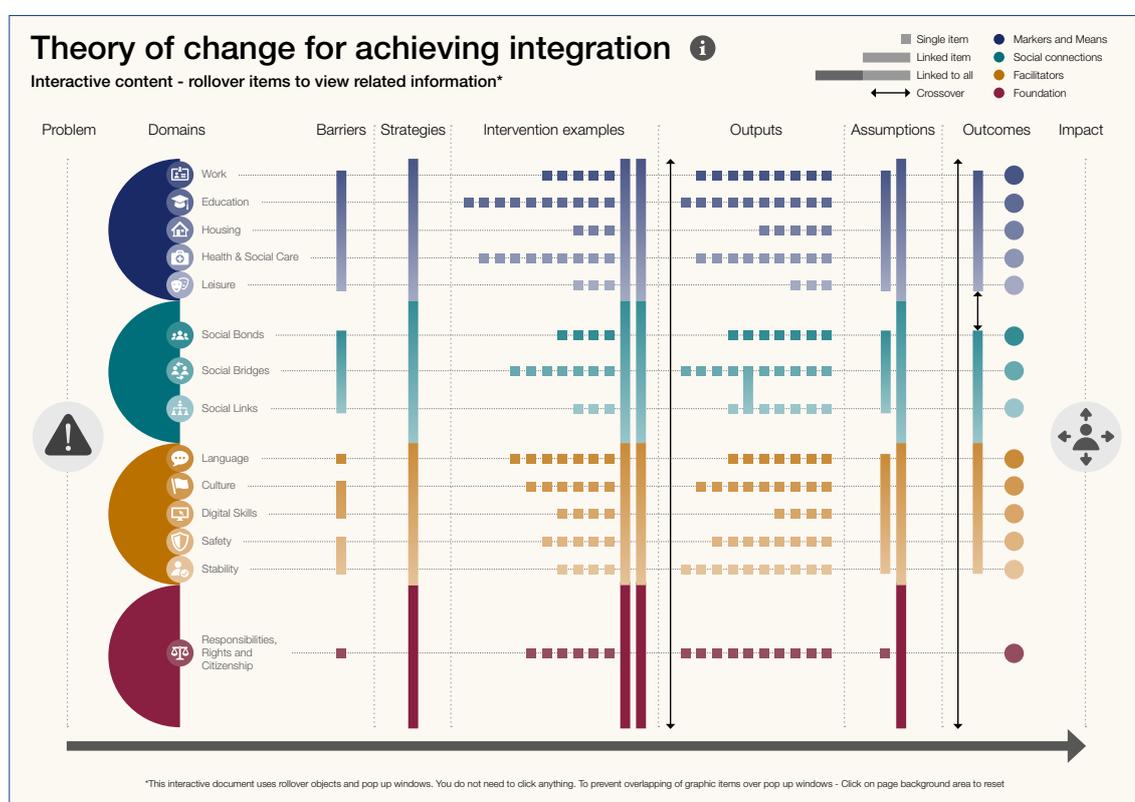


Figure 2. From Part A, page 9 (image of Interactive Theory of Change).

Download:
What Works in Integrating Refugees

For more ideas on interventions specifically with refugees and the principles on which they work, we recommend reviewing the 'What works in integrating refugees (2nd edition)' report.

This document provides a summary of the existing evidence on integrating refugees. It draws upon the most recent research from academics and that conducted by Migration and Border Analysis in the Home Office.

THE TOOLKIT



An accompanying toolkit is published alongside the framework document providing detail on comparable data available in the public domain. The Indicators of Integration framework refers to a range of publicly available data throughout. You will note that on pages 28-54, the Indicators are accompanied by a series of symbols.

Key:

- Official Statistics – data published by government
- ▲ National Survey – survey by government or another at national level
- No Data Located – currently there is no available data you can use (although there has been data produced on this indicator in integration research)
- ★ Other Data – data produced by other organisations (may be publicly available or restricted)

Larger representative samples can be useful to give context to data at local level. To facilitate international comparisons, data from international and pan-European surveys has been included in the toolkit where possible.

There are 4 main components to the toolkit:

- UK source overview
- UK questions and data information
- International indicators comparison
- International data sources

Users can filter by domain, and by indicator.

Example questions/data sources are provided for each indicator including:

- Information on how the data can be disaggregated
- Source
- Level of data
- Collection frequency
- Links to technical information
- The data/information source

We recommend downloading and reviewing the toolkit contents to familiarise yourself with the available data as this will help in building robust assumptions at the outset of your strategy /intervention design and support a reliable evaluation strategy. The file is in MS Excel format and can be easily stored on your PC. Updates may be available in future.

HOW TO WORK WITH STAKEHOLDERS

We established in the previous exercise that having input from a range of key stakeholders is essential to a well-designed intervention. In the example above, we might imagine a range of stakeholders including:

- Members of the target newcomer group
- Residents of the same or similar ethnic or national identity who already have good language skills
- Local residents of other backgrounds with interest in this type of activity
- Clubs or societies in the area that can provide complementary social activities and benefit from new members (sports, leisure, arts, environmental, etc.)
- ESOL providers
- Local authority and other public sector staff supporting newcomers (eg health, housing, education, resettlement, etc)

It is important that you consider the widest possible range of stakeholders for your intervention, since the main goal of any integration intervention is long-term mutual adaptation of receiving communities, institutions and newcomers.

How you involve each of these stakeholders during the project will depend on the intervention and the planned forms of evaluation. However, at design stage, we recommend that you provide direct opportunities for input for members of the targeted newcomer group(s) and receiving communities and institutions who will participate. It may be necessary to engage an interpreter to support this part of the process as well as later activities if your intervention concerns language. Targeted newcomer group(s) can offer key insights both for design of interventions and planned evaluation strategies. You should have gender and age considerations in mind when engaging with stakeholders to ensure inclusiveness as well as addressing disability, sexuality or income disparities which might cause exclusion of some of the targeted group(s).

Do your stakeholders include institutions and members of receiving communities?

If your intervention strategy is already under way, and you can identify key stakeholders who were not involved in the initial design, you can include them in your evaluation to support sustainable outcomes and strongly effective next steps.

Example:

One example brought to our workshops was a project that trained newcomers in ICT skills and job applications, as well as mentoring in applying for jobs with the local authority. The project was well-designed for the purpose of building skills, motivating job aspiration and building confidence amongst newcomers.

Discussion in the workshop however identified a number of potential barriers to sustainable integration outcomes. Since hiring managers had not been involved in the design of the project, there was no mutual understanding of the barriers for newcomers to finding a job. In our workshops, participants suggested some key modifications to ensure the success of the intervention:

- Circulate information about the project amongst hiring managers and to members of upcoming appointment panels, with opportunities to ask questions about recruitment and appointment considerations.
- Adapt or establish mentoring programmes in the local authority to help successful applicants, both newcomers and other community members, and ensure that information about performance, pay and promotion were well understood and available to all.
- Seek feedback from hiring managers in advance of any extension or design of similar projects.

Integration is a shared responsibility!

The principle of shared responsibility should be at the heart of your intervention strategy. Responsibilities might vary depending on the strengths and resources of stakeholders, and the involvement of actors might differ from project to project. It is important however to ensure that relevant stakeholders are committed to the intervention strategy you are designing, so that the responsibility for integration is clearly communicated over the longer term. This is where it is helpful to align your strategy with existing activities and resources, to create pathways into sustainable services and social connections, and reduce the risk of your initiatives being short-lived and not sustainable.

For example, you would find it more sustainable to resource language and childcare support for migrants into existing activities in the local area than to recruit and train staff and volunteers, promote activities and address language and childcare barriers for a new initiative. Identifying a range of stakeholders who will take the work forward over the long-term is key to finding and strengthening these potential pathways.

We therefore suggest to include stakeholders from the beginning in the design of your intervention and ensure that stakeholders agree on common outcomes. Whilst activities can change depending on resources or participants, jointly agreed integration outcomes should remain the primary focus. Suggested issues to agree with stakeholders are:

- Desired integration outcomes
- Actions needed to produce outcomes
- Interactions with existing interventions and stakeholders
- Logic of the process
- Responsibility for each of the actions and completion of each relevant stage

DEVELOPING AN EFFECTIVE EVALUATION STRATEGY

Evaluation usually means the analysis of a project's success after the project is finished. Based on the collected data in a baseline study, you describe and analyse achievements that have been reached through your project activities. Carrying out the evaluation throughout the strategy or project, however, is more beneficial to its success.

Key to getting an effective evaluation strategy is to design it from the beginning, along with your activities. Using the Theory of Change approach above will help you to identify which Indicators are appropriate, and the Toolkit will help you to identify what data exists at national, regional or local levels for comparison. Designing the evaluation methodology during the planning stage will allow you to assign sufficient resources to it and collect necessary data throughout. With a strategy in place and assigned roles, the evaluation and the connected data collection can take place at an ongoing basis and will not be an overwhelming task at the end.

It is important to consider evaluation as an asset to your integration strategy or intervention(s), even though it too requires resources. Effective evaluation throughout the strategy or project will help you to identify strengths and weaknesses of your approach, and to adapt your activities to ensure you achieve your priority integration outcomes. Monitoring and evaluation discussed during the strategy or project also create transparency and trust with stakeholders.

Data helps improve our assumptions

In planning your evaluation strategy, we suggest the following:

- Collect robust data and quality evidence from well-recognised sources to inform your assumption statements.
- Formulate assumptions to help capture evidence on causality.
- Recognise the limitations of your assumptions or evidence related to the data available.
- Feed this data into project design and baseline studies
- Document assumptions on a regular basis
- Test how assumptions play out in practice through ongoing monitoring, evaluation and learning

We strongly suggest that you also seek guidance on evaluation from planning staff in your local authority, and consult dedicated guides to designing evaluation like those published by UKES (evaluation.org.uk).

A useful tool is provided in Annex 3, Part B, which gives an overview of statistical and qualitative data available in the UK with which you might compare your area or sample.

It is useful to familiarise yourself with the range of data already available in your area, as this can provide sample questions for your own data collection (using the same question as in another survey allows for direct comparison, if appropriate), guidance on sample sizes or other considerations, and an understanding of what is known in the area already. You can use this to guide your own assumptions as you design your intervention or strategy, and your evaluation.



Read with:
Part B:
Overview
of Data
Sources,
Annex 3
pp. 27-30

Measuring change

In measuring integration, we find it most useful to measure the rate of progress in an area or across different groups, while recognising that progress will likely be slower for those with multiple disadvantages.

What targets should we use then? We suggest that integration has been achieved where there is a reasonable parity between opportunities, experiences and outcomes for different people. Baseline data can be used to establish the difference between places, or between groups of people, and to establish through discussions with stakeholders what progress might look like in your local context.

You can use outcome measures to compare groups such as migrants or refugees with equivalent cohorts in the settled population. Long term, expectations for such groups should be related to expectations for other members of the local population.

In those measures, it is good practice to acknowledge diversity within and between groups on the basis of gender, age, sexuality, disability, class, length of residence, education, and income. For example, some groups may have significantly different profiles based on the above, leaving aside ethnicity, nationality, language or migration history.

Measurements are not intended to imply that all participants will necessarily need or wish to achieve the implied outcome. Stakeholder engagement is helpful to ensure that integration aims are shared by all parties at the outset, and different aspirations or needs are understood in constructing baseline data. It is important to be cautious in assigning any cultural explanations to aspirations since both receiving communities and newcomers can be subject to stereotyping on these lines.

Which measures should we collect?

The updated Indicators of Integration framework features a set of 14 domains, all of which are core to integration. None are mandatory for use in designing your strategy or intervention. We do however highly recommend the inclusion of social connections as these play a central role in integration.

Your choice of measures will be guided by:

- The priorities in a particular context
- The key questions to be answered
- The practical and resources constraints on data collection and handling

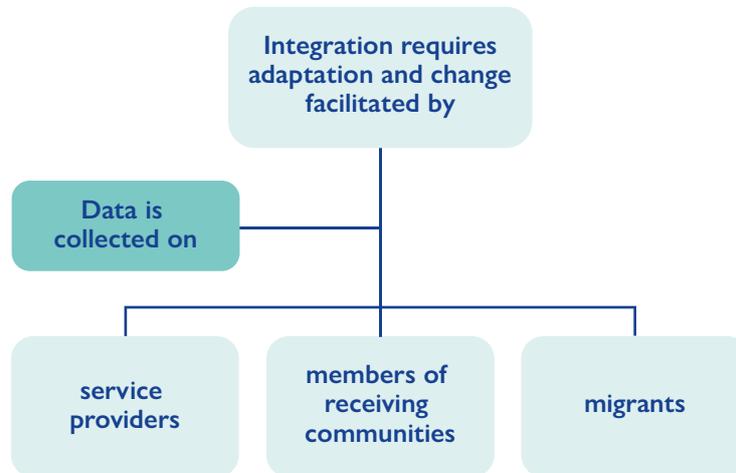
Providers of particular targeted services (housing, employment, etc.) should use a range from across framework to measure impact on integration, since selecting indicators only from specific domain of service provision will only measure direct service provision, not impact on integration.



Read with:
Part B,
pp. 13-17

What data collection measures should we use?

In any intervention, there are multiple opportunities for collecting data as part of normal monitoring processes as well as the data collection methods you design into your evaluation plan.



A full range of data collection methods is laid out in Part B (see Table 3). Our specific recommendations for data collection are:

- Consider the fullest range of data available (reports, records, plans likely to be produced as part of the ongoing intervention activities) as well as generating data specifically for your evaluation (for example through surveys, focus groups or interviews).
- Involve stakeholders in different aspects of data production and collection to promote active and collaborative engagement of community members, service providers and policy makers in the design, development and evaluation of services and research. At the design stage, stakeholders may select measures appropriate to their circumstance. Each set of measures then can be designed to fit into a larger evaluation framework to provide a reliable measure against the Indicator(s) selected.
- Participants can help to design easy and reliable feedback mechanisms (e.g. end of activity notes, quizzes, feedback posters, feedback boxes, creative outputs, or even simple answers to 'what is your next development priority' in skills classes). Participant feedback should be sought from all participants, including newcomers, other participating residents, activity volunteers and/or staff. Co-production of data is also a chance for receiving communities to tell their story of participation and measure adaptation to newcomers.
- Periodic data collection might also be sought from partner organisations, although do bear in mind that statistical data from statutory bodies can often involve delays in publication, and be aggregated at a different scale which makes comparison difficult. Discussing available and/or collectible data with partners is important at the design stage.

Example: In our 'language café' example above, we would seek feedback from all participants, not just our newcomers, and it would be best if a range of participants were involved in the design of feedback mechanisms. You could even add more feedback mechanisms after the start of the intervention programme if you identified easy ways to collect this information.



Data analysis

Analysis of data will depend on the types of data you are collecting. We recommend that you make contact with data scientists in your local authority to discuss your approach at design stage. They will be able to advise on robust analysis. Consider keeping stakeholders involved in analysis as they submit data throughout the project. Analysis should be carried out as part of your regular review activities, and not left to the end of the project. This will ensure that your strategy or intervention can be adjusted if data highlights any unanticipated issues in the connection between your intervention(s) and the intended integration outcomes.

Good data analysis should take account of the following:

- Consider changes in local and national context over relevant time period
- Identify key areas of change and rates of change for relevant groups
- Identify barriers to change
- Remember lower rates of service access may be positive if service no longer required by subgroup

In addition, it is necessary to follow good practice in building explanations, including being prepared to:

- Account for demographic change
- Consider sample changes
- Address assumptions about causality

You can use the template provided in Annex 1, Part B to put together an evaluation plan. You will need to have a clear outline of your stated outcome(s) and selected indicator(s) before beginning. This template will help you to clarify how you intend to collect data, the sample(s), frequency and analysis processes required.

Annex 1: Evaluation planning	
<p>Use this table to record the outcomes from your programme's Theory of Change (TOC) for putting together an evaluation plan. You can match your outcomes to outcomes from the TOC for Integration Outcomes Framework that is relevant for your programme and beneficiaries. From the Indicators of Integration Toolkit, you can use the question bank to add indicators in the third row or survey/interview questions in the fourth row. You can also add any sources of data that are not in the Indicators of Integration Toolkit, such as programme management information.</p> <p><i>Table 5: Source: Adapted from Taylor et al., 2005 and Financial Capability, n.d.</i></p>	<p>Data collection methods/related activities (What methods will you use to gather additional information?)</p>
<p>Your Theory of Change Outcome</p>	<p>Sample (How many individuals you will collect data from?)</p>
<p>Theory of Change for Integration Outcome</p>	<p>Responsibility (Who will collect this data?)</p>
<p>Indicators</p>	<p>Data collection and analysis process (Which activities of your programme will help to achieve a particular outcome?)</p>
<p>Data source and frequency of data collection, questions (What information do you already have? What additional information will you need?)</p>	<p>Timeline (When this needs to be done by?)</p>

Figure 3. Part B, Annex 1 Evaluation Planning.

We recommend that you also review the range of data collection methods laid out in Part B (see Table 3), and that you use this annex as part of a discussion process to support an inclusive evaluation strategy, rather than completing it in advance of discussions with stakeholders. Do try filling it out yourself to get some practice before you share it with others! You may find that you need to give some explanations to partners about the evaluation process.

In designing your sample, and your data collection methods, it is worth thinking of these as containing several different methods (and also possibly samples) depending on the outcomes you intend to measure. For example, some samples might be representing participants in a particular intervention, while other samples represent the wider local community. In the section called 'Sample' therefore you would state all of the different samples you will need.

IMPRESSIONS FROM LOCAL AUTHORITIES

Participants in our workshops reflected on how they can use the framework to develop the robustness of their integration strategies and interventions, and this is what they told us.

I will update my project plan and use it for designing next stages.

It can be used in our work plans (for starters!)

I will be informing data intelligence colleagues.

I will inform commissioned organisations about the indicators toolkit.

I will share with the team and try using it for future projects.

I have recommended it for the development of our corporate survey.

These approaches can inform other work areas e.g. tackling poverty work, inclusion and diversity.

We will embed it within our monitoring and evaluation of projects that exist, and in planning stages.

I will meet with our Equalities Officer and Community Cohesion Coordinator to discuss mainstreaming this.

We will compare to the system we are using at the moment in regard to data collection.

We have started to use this to identify gaps in support and areas for implementation.

We will redo our assessment frameworks in order to better map progress.

We aspire to use the suite of indicators to measure the ongoing progress of the Syrian Integration Project.

I will discuss with my line manager about how we can incorporate into VPRS planning and delivery, but also wider integration goals of the council.

We will review the terms of reference of our strategic resettlement group and also contract terms of refugee support services contract (review targets).

We will look at how IOI may fit within the framework for Integrated /City of Sanctuary.

We will try to influence policy makers not to simply focus on means and markers.

I will ask to give a presentation on this at our next Strategic Equality Plan Monitor Group.

I will use the framework to inform future engagement approaches.

It's given us ideas for data evidence collection.

I plan on using this to evaluate proposed integration projects.

BARRIERS TO USING THE INDICATORS OF INTEGRATION FRAMEWORK

Participants identified six key areas where they found barriers to using the IOI framework as fully as they would have liked. Through the workshops, we identified ways in which the updated framework could be used to address these potential barriers. We have provided examples of the barriers they mention in the table below (no means an exhaustive list!).

Using the table below, make a note of the challenges you face in your workplace, and how you might plan around these.

	What challenges are there in your organisation?	How can you plan around them?
Leadership & coordination	<p>Lack of understanding of the IOI framework across local government divisions.</p> <p>Lack of coordination across sectors.</p>	<p>Inform colleagues on the framework, including this guide and engage with RSMPs on potential information sessions.</p> <p>Consider the establishment of coordination mechanisms adapted to the local context.</p>
<i>Your notes</i>		
Priority setting	<p>Intense pressure on range of services at arrival point of refugees in resettlement scheme makes prioritisation difficult.</p>	<p>Use the Indicators along with the Theory of Change approach with a range of stakeholders to work with others (including arriving families) to agree a shared set of priorities and pathways to sustainable integration.</p>
<i>Your notes</i>		

Resources (inc. Time)	Balancing needs of arriving refugee families with other clients on existing resources makes it difficult to argue for more extensive interventions for newcomers.	Designing interventions that bring newcomers and receiving communities together will increase the sustainability of integration efforts and meet more needs across the whole community without creating competition.
Your notes		
Commitment to evaluation	<p>No established practice of evaluation for existing strategies.</p> <p>Rationalising the potential time spent gathering and analysing data.</p>	<p>Design your evaluation strategy at the same time as planning your intervention or strategy to measure and monitor effectively. This allows you to plan resources for evaluation and design it into activities.</p> <p>Remind colleagues that this helps you adapt your strategy to achieve your desired outcomes.</p>
Your notes		
Efficacy of monitoring and/or data collection systems	<p>Determining the appropriateness of various indicators to a meaningful assessment of the programme.</p> <p>Ineffective evaluations that don't highlight errors or good practice.</p>	<p>The new toolkit will help you to identify data available to support the measurement of relevant indicators and comparison in your local area. Use the Theory of Change approach and planning evaluations from the start.</p> <p>Ensure stakeholders understand the purpose of evaluations for integration and the use of baseline data (even in simple terms) at the outset.</p>
Your notes		

<p>In-house understanding of IOI framework</p>	<p>As there is no guidance or strategy on integration monitoring, most people are unaware of IOI and there is no expectation that it can be used as a means of measuring or monitoring progress in integration.</p>	<p>Use this handbook to increase your own confidence, and help a small number of immediate colleagues to do the same, as well as find potential users across your local authority working on integration outcomes who could also become familiar with it.</p> <p>Building a small network in your local authority (even across different departments) will help to provide discussion groups for assessing existing strategies or designing new ones, as well as helping to disseminate the benefits of the IOI framework to external stakeholders.</p>
<p><i>Your notes</i></p>		

REGIONAL STRATEGIES

Northern Ireland, Scotland and Wales all have their own national Strategic Migration Partnerships, while there are nine regional Strategic Migration Partnerships across England. All have considered migration and integration since 2000.

England

In March 2018, the Government published an *Integrated Communities Strategy green paper for consultation*³. The strategy highlighted the importance of English language proficiency for effective integration, before setting out concerns with the current system of English language learning. On English language provision, the Green Paper proposed a new community-based English language programme, a new network of community-based conversation clubs and work with local authorities in the Integration Areas to improve access to English language provision, and a new infrastructure fund open to other local authorities. An ESOL strategy is forthcoming at time of publication.

The *Integrated Communities Action Plan*⁴, published in 2019, sets out 70 actions the government will deliver to promote integration nationally. It includes activities across e.g. English language learning, strengthening leadership, supporting refugees, and working with schools to promote the integration agenda. The Strategy identifies and will monitor 20 selected indicators of integration in England, focusing on social connections, education, work, hate crime and segregation measures (to be reviewed in 2020). Five local integration areas set up a Local Integration Partnership to bring local partners together, including businesses and the social sector and faith sectors. Each identified local integration priorities and the most effective ways to address them.

In London, the *Greater London Authority Social Integration Headline Measures 2019* uses 30 indicators (expanded from an initial 18 in 2018) to cover the three main parts of social integration (relationships, participation and equality).⁵ It includes measures of discrimination, wellbeing and stability as well as citizenship.

Scotland

Although Scotland does not have a social cohesion strategy, it has published refugee strategies and ESOL strategies. Scotland's *New Scots Refugee Strategy*⁶ (first published in 2014) is based on the original 2004 Indicators of Integration framework, and sees integration as a long-term, two-way process, involving positive change in both individuals and host communities, which leads to cohesive, diverse communities. It recognises that, for approaches to integration to succeed, they must be about working in and with local communities, as well as with refugees and asylum seekers. The updated strategy 2018-22 focuses on education, housing, healthcare and employment. Asylum seekers are beneficiaries of integration strategies in Scotland from the moment of arrival.

The first national *ESOL Strategy for Scotland*⁷ was published in 2007, updated in 2015 by Education Scotland. ESOL forms a vital part of work to support refugees and asylum seekers through the *New Scots Refugee Strategy*. Here you can see the detailed coordination mechanism that supports the implementation of the strategy:

³ <https://www.gov.uk/government/consultations/integrated-communities-strategy-green-paper>

⁴ <https://www.gov.uk/government/publications/integrated-communities-action-plan>

⁵ <https://data.london.gov.uk/dataset/social-integration-headline-measures>

⁶ <https://www.gov.scot/policies/refugees-and-asylum-seekers/new-scots/>

⁷ <https://www.gov.scot/policies/languages/english-for-speakers-of-other-languages/>

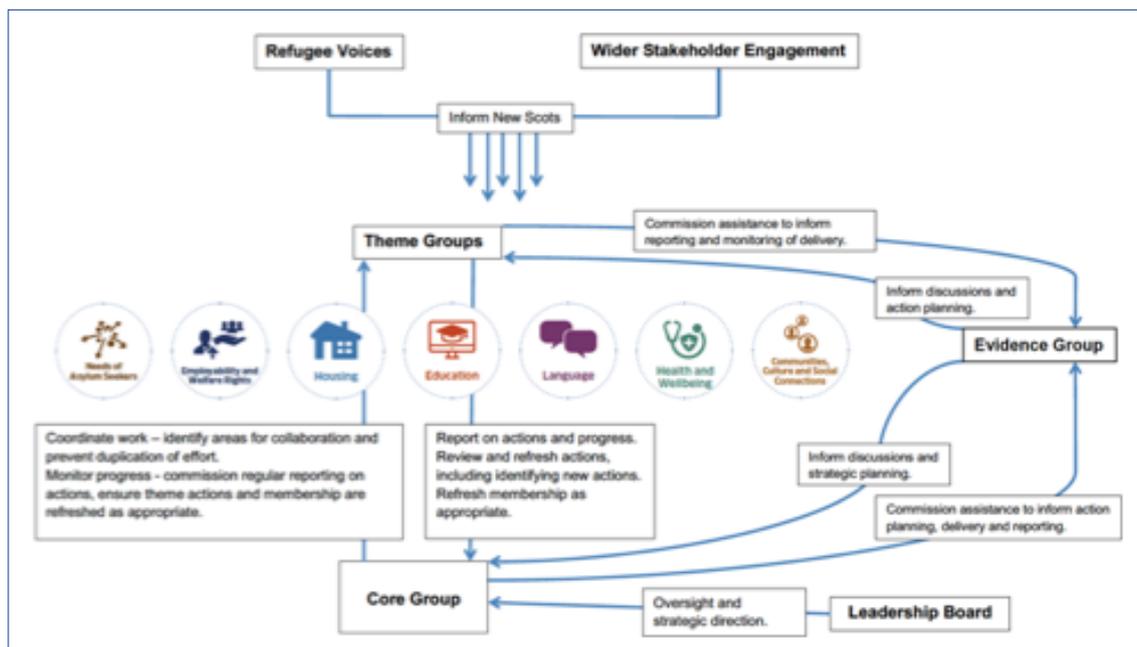


Figure 4. New Scots Refugee Strategy.

Wales

Councils have a range of statutory equalities duties, most notably those included in the Equality Act 2010. Although policy on migration is not devolved, the Welsh Government has responsibility towards migrants, asylum seekers and refugees living in Wales under its housing, health, education, social service functions and through its community cohesion agenda.

The Welsh Government Community Cohesion Strategy *Getting on Together*⁸ was launched in 2009 and focuses on policy and service areas that have a significant impact on how well a community gets on together including housing, learning, community, equality and the prevention of extremism. This strategy was explicit in support for immigration and a desire to counter prejudice.

Asylum seekers are considered to be beneficiaries of integration strategies in Wales from the moment of arrival. Policies towards migrants in Wales are developed in the context of the Welsh Government's strategic agenda, specifically the Programme for Government (2011), and within the framework of UK, European and international legislation.⁹ Local authorities have received Community Cohesion Funding from the Welsh Government (WG) since 2009.

The first ESOL *Policy for Wales*¹⁰ was published in 2014 and updated in 2019. It explicitly names 'being able to communicate with confidence' as a central component of integration. The Wales Strategic Migration Partnership 3-Year Strategic Plan 2018-21 already recognises migration and managing the impact of migration in the devolved context as a shared responsibility requiring collaboration and involvement of partners across sectors in developing and implementing policies around migration.

⁸ <http://www.wasacre.org.uk/publications/wag/E-communitycohesionstrategy.pdf>

⁹ Wales Migration Partnership. 2014. Migration and Community Cohesion in Wales.

¹⁰ <https://gov.wales/sites/default/files/publications/2018-11/english-for-speakers-of-other-languages-esol-policy-for-wales.pdf>

Northern Ireland

Responsibility for integration strategy lies with the regional government, rather than local authorities in Northern Ireland. However local authorities have obligations to carry out Good Relations activities, and fund many of the integration activities currently taking place. Asylum seekers are considered to be beneficiaries of integration strategies in Northern Ireland from the moment of arrival.

The most recent Racial Equality Strategy 2015-20 contains a series of actions aimed at tackling racial inequalities; eradicating racism and hate crime; and promoting race relations and social cohesion along with the community relations strategy *Together: Building a United Community*. The forthcoming Refugee Strategy has directly incorporated the Indicators of Integration framework. The framework and Indicators can be used to support integration planning in Community Relations as well as in Good Relations. These strategies should be considered collectively in designing interventions for integration.

Northern Ireland publishes an annual Good Relations Indicators report which helps to measure integration in receiving communities and attitudes towards ethnic minorities¹¹.

The Department for the Economy funds the delivery of ESOL Formal Language Training through local further education (FE) colleges, free to all asylum seekers, refugees and those granted humanitarian protection. Voluntary and community organisations also deliver mainly informal English classes. An ESOL NI Regional Co-ordination point was established with an ESOL NI website and online platform in 2018. Northern Ireland does not have an ESOL strategy in 2019.

¹¹ <https://www.executiveoffice-ni.gov.uk/topics/statistics-and-research/good-relations>

GLOBAL BEST PRACTICES¹²

The International Organization for Migration has collected a series of best practices to support government institutions in confronting common challenges and promoting policy coherence between migration and other policy sectors, in particular with regards to integration policies.

Local integration policies lie at the intersection of responsibilities and funding sources between different levels of government. This can be a challenge, but also an opportunity for strategic partnerships to improve the impact of integration-related policies. Below you find a few recommendations:

<p>Balance mainstreamed services with targeted assistance to specifically vulnerable groups</p>	<p>Including migrant population into mainstream government services can optimise the use of limited resources to benefit both migrant and settled communities in your area and convey a positive message of inclusion.</p> <p>This process needs to take into account local structures and needs, whilst also recognising the need for targeted assistance for particularly vulnerable population, such as refugees and asylum seekers. Conducting needs assessments and mapping of available services and capacities of mainstream services to respond specific needs of different target groups can help you to decide on the areas that can best be mainstreamed throughout existing government services.</p>
<p>Establish coordination mechanisms to clarify responsibilities</p>	<p>Coordination mechanisms on integration policies area key to ensure policy coherence but need to adapt to each context. In order to identify the possibilities in your local authority you can:</p> <ol style="list-style-type: none"> 1. Conduct a stakeholder mapping to see who is working on integration policies in your LA 2. Designate an institution in your LA with a mandate to set up and coordinate an integration policy network with all actors 3. Develop terms of reference for a coordination mechanism adapted to your local needs.

¹² For more information you can consult For more information, you can consult the IOM whitepaper on “Mainstreaming migration into local development planning and beyond”, as well as the tools compiled by the IOM and other UN partners under www.migration4development.org, as well as through the IOM-led EU initiative ADMIN4ALL under <https://admin4all.eu/>.

<p>Develop capacities of public servants and service providers on integration</p>	<p>Knowledge and capacities on integration policies can vary across government institutions. Liaise with your national and local counterparts to identify needs and opportunities for capacity development and knowledge management.</p>
<p>Formulate a local integration strategy, coherent with other national and local policies</p>	<p>A local integration strategy can ensure policy coherence with broader policies and programmes.</p> <ol style="list-style-type: none"> 1. Conduct a local situation analysis, including a consultation process with migrant and settled communities 2. Define goals and objective linked broader policy plans or regional and national integration strategies, for instance using the IOI Framework as a tool. 3. Identify and propose funding and implementation mechanisms across government institutions.
<p>Recognise the role of non-government actors</p>	<p>Identify local civil society initiatives and non-government service providers that can support your policies and programmes.</p>
<p>Ensure participation of migrants</p>	<p>Make sure you establish mechanisms through which migrants can participate in the design and delivery of local policies and programmes.</p>

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