

<b>Institution:</b> University of Oxford		
<b>Unit of Assessment:</b> 22A - Anthropology		
<b>Title of case study:</b> Integrating and including migrants in European city planning & policy		
<b>Period when the underpinning research was undertaken:</b> 2014-2020		
<b>Details of staff conducting the underpinning research from the submitting unit:</b>		
<b>Name(s):</b> Jacqueline Broadhead  Dr Sarah Spencer	<b>Role(s) (e.g. job title):</b> Director of Global Exchange on Migration and Diversity (JB) Director of Strategy and Senior Fellow (SS)	<b>Period(s) employed by submitting HEI:</b> 2017-present (JB)  2003-present (SS);
<b>Period when the claimed impact occurred:</b> 2014- Dec 2020		
<b>Is this case study continued from a case study submitted in 2014?</b> N		
<p><b>1. Summary of the impact</b> (indicative maximum 100 words) Research by Spencer led to the creation of an influential new holistic model of migrant integration which provides a framework to support policy making and practice. The Global Exchange on Migration and Diversity (GEM) built this model into two programmes of sustained knowledge exchange which have engaged senior officers and politicians in 28 UK and European cities. Research by Broadhead explores and shapes, in an iterative way, the understanding and design of migrant inclusion and integration policy initiatives developed by local governments. As a result, a wide range of concrete initiatives to improve integration at the local level have been developed, including: improvement of provisions for homeless migrants, new initiatives to support language provision, the provision of immigration advice, and programmes to support employment for refugees and asylum seekers.</p>		
<p><b>2. Underpinning research</b> (indicative maximum 500 words) Spencer's research (jointly developed with sociologist Prof. Katharine Charsley, University of Bristol) led to an influential model of migrant integration processes (<b>R1</b>), using the first sustained empirical evidence on the relationships between marriage migration and processes of integration (the Marriage Migration and Integration study, <b>R2</b>). The distinctively holistic model examines processes of integration across multiple interacting domains, including employment, education, social networks, extended family living, gender relations and belonging. This model sets out that integration processes:</p> <ol style="list-style-type: none"> <li>1. Are concerned with both newcomers and receiving communities, in mutual, two-way processes with a third, transnational dimension;</li> <li>2. Take place across society (not only through public policy interventions) and require a range of actors to be involved and to take shared responsibility to ensure successful outcomes;</li> <li>3. Can go forwards or backwards over time and in which an experience in one domain may impact on the experiences in another;</li> <li>4. Can be impacted positively or negatively by a wide range of factors including policy interventions, employment and welfare restrictions attached to immigration status, human capital, family and social networks and opportunity structures</li> <li>5. Takes place, mostly, at the local level.</li> </ol> <p>The ESRC-funded Marriage Migration and Integration study that further informed this model (<b>R1</b>, <b>R2</b>, <b>R3</b>) employed a mixture of quantitative and qualitative methods to investigate integration processes across the different domains of integration. Data supplied by the Office for National Statistics' Labour Force Survey (2004-2014) was a key source in the structural domain (employment, education) and on household composition. 78 semi-structured interviews with sibling pairs of British Pakistani Muslims and Indian Sikhs, in which one of the siblings married transnationally, and 5 focus groups with 25 participants, provided data on the social, cultural, civic and identity domains. Interviews were conducted in both the North (Bradford, Leeds) and South (Birmingham, Bristol, London) of England. The conceptual development of the model took forward a definition and analysis of integration Spencer had previously developed independently in research on the pressures and constraints around migration as a rapidly shifting policy area(<b>R7</b>).</p>		

The work of the Global Exchange of Migration (GEM, led by Broadhead since 2019), has ensured that the benefits of this model reaches policymakers, whilst also iteratively strengthening this model with new research. GEM developed an innovative 'city working group model' which engages local government over the long term – both as a method of achieving research impact, but also in informing and co-designing research outputs and lines of enquiry. A key example of this is exploring the range ways in which Spencer and Charsley's integration model (R1) has been adapted by local authorities. Research findings about adoption of the integration model have fed into iterations of work carried out by the GEM team with the city working groups (R4, R5, R6).

In this later research (R4, R5, R6), Broadhead outlines the role of knowledge exchange as a research methodology, and the emerging leadership role played by UK cities on integration. R4 found an emerging leadership role for UK city local government on integration, notwithstanding its low salience as a policy issue. Local government is developing new tools as part of a wider place shaping role – including exploring how strategic communications can shape city wide narratives of inclusion and its role as a convenor and 'place shaper.' The research explored the framing of integration as a policy issue at the local level, including the potential for a 'newcomer' frame to illuminate new ways of understanding the issue and develop policy responses. R5 examines the extent to which the narrative framing of integration policy impacts on service delivery, including through a detailed examination of policy making practice in London. R6 investigates how local government conceptualises and operationalises its role in integration policy and processes including in the reception of asylum seekers and refugees.

### 3. References to the research (indicative maximum of six references)

R1. Spencer, S. & Charsley, K. (2016) Conceptualising integration: a framework for empirical research, taking marriage migration as a case study, *Comparative Migration Studies* 4:18. <http://doi.org/10.1186/s40878-016-0035-x> [output type: D]

R2. Charsley, K., Bolognani, M., Ersanilli, E., Spencer, S. (2020). *Marriage Migration and Integration*. Palgrave MacMillan. <https://www.palgrave.com/gp/book/9783030402518> [output type: A]

R3. Charsley, K., Bolognani, M., & Spencer, S. (2016). Marriage Migration and Integration: interrogating assumptions in academic and policy debates. *Ethnicities*. <https://doi.org/10.1177/1468796816677329> [output type: D]

R4. Broadhead, J. (2020) Building inclusive cities: reflections from a knowledge exchange on the inclusion of newcomers by UK local authorities. *Comparative Migration Studies* 8:14 <https://rdcu.be/b3lhD> [output type: D]

R5. Broadhead, J. (2019) 'The place of social integration in policy making and practice at the Greater London Authority 2016-2019', *Hommes et Migration* <http://www.hommes-et-migrations.fr/index.php?/numeros/8187-londres-et-ses-migrations> [output type: D]

R6. Oliver, C., Dekker, R., Geuijen, K and Broadhead, J. (2020). Innovative strategies for the reception of asylum seekers and refugees in European cities: multi-level governance, multi-sector urban networks and local engagement. *Comparative Migration Studies* 8:30 <https://doi.org/10.1186/s40878-020-00189-y> [output type: D]

R7. Spencer, S (2011) *The Migration Debate*. Bristol University Press.[Available upon request] [output type: A]

**Funded by:** ESRC (PI: Charsley, Co-I: Spencer, *Marriage, Migration and Integration* GBP255,000, 2013-2016); Open Society Foundations (PI: Spencer, *Action towards Inclusion in European cities*, USD234,000 2014-2016); Paul Hamlyn Foundation (PI: Spencer *More and Better: Inclusive Cities: Partnership, Participation and Opportunity at the Local Level*, GBP220,891, 2017-2019; *Inclusive Cities: Phase Two* (PI Broadhead ) GBP249,133.53, 2019-2022.

### 4. Details of the impact (indicative maximum 750 words)

The Global Exchange on Migration and Diversity (GEM) takes a 360-degree approach to knowledge exchange which sees GEM research feed into an iterative process of working with city-level policymakers, and reciprocal feedback into research. This approach has been applied in 28 cities, and as a consequence has led to **improvements in the understanding of migrant integration as a policy area**, which in turn, has resulted in **benefits for policymakers and vulnerable migrant groups, both in the UK and other parts of Europe.**

The research feeds into this knowledge exchange process in three key ways. The first is that the design of the ‘city working group’ model is a practice-based application of the core elements of the holistic migrant integration model developed by Spencer and Charsley (**R1, R2, R3**). The second is that the GEM team (including Spencer and Broadhead) facilitated the organisation of city working groups and contribute to them directly: they brought together the local authorities, and worked closely with them over a sustained period on developing policy and practice on a range of issues that affect the integration of migrants. In bringing these policymakers together, the city representatives could pool their individual experiences (sharing best practice internationally), and the groups provide a mechanism for research (**R4-R6**) to reach these policymakers more deeply, to develop their understanding around particular challenges and solutions, and to support the salience of integration as a policy issue at the local level. As well as improving conceptual understanding, by extension, the process also supports the development of new policy and tangible changes at the local level. Third, the adoption of the model (**R1**) is the subject of research (for example on the leadership role of local government in migrant inclusion, **R4, R5, R6**) which then feeds back into the city working group, ensuring that city policymakers benefit from an evaluative element that can provide the basis for future discussion and action. Key changes in local policy approaches and practice are most apparent as a result of two GEM-led programmes that used the city working group model: Action Towards Inclusion (2014-2016) and Inclusive Cities (2017-present).

### **Improving migrant inclusion policy and practice in European cities**

The Action Towards Inclusion programme (2014-2016) worked intensively with **16 European cities** (in Austria, Denmark, Finland, Germany, Italy, Malta, Norway, Portugal, Spain, Switzerland, the Netherlands, and the UK) to secure reforms in city practices across Europe that address the exclusion of marginal communities from services and civic life. Informed by earlier research by Spencer (i.e. **R7**), it took place at the same time Spencer and Charsley’s ESRC project (2013-15), and was informed by an early version of the model later published as **R1**. The city working group model in this case comprised of one representative from each city with responsibility for a key area of policy or practice. The cities were then convened in three thematic working groups: Cohesion and Belonging; Parental Engagement in Schools; and Homelessness and Destitution Amongst Excluded Migrants. The model helped these city representatives facilitate a mutually positive sense of local belonging, via action-oriented learning exchange within their groups. Each of the cities participating in these working groups produced individual City Action Plans on the relevant theme, authored by local policymakers and published by GEM as the secretariat (e.g. **E1, E2, E3**).

- As members of the Cohesion and Belonging group, Brighton and Hove drew on an early iteration of Spencer’s model (**R1**) to undertake a Needs Assessment of the city’s migrants, **the first consultation exercise of its kind with this community in Brighton**, gathering both statistical data and feedback from the city’s migrant community. Brighton has over 280,000 residents, and around 18% of city residents (50,000 people) were born outside the UK (ONS 2016). 22 community researchers were recruited to gather information on communities, with whom the local authority had previously had little contact, for example Chinese and Albanian communities. This methodology has been used as an example of best practice by Public Health England (**E1**). Reflecting upon the Needs Assessment process, Brighton and Hove’s representative stated that, ‘[Action Towards Inclusion] gave me a wider perspective on the integration process and the ability to site my work in a more theoretical framework including comparisons with other cities – which I have been able to incorporate in my communications, reports and recommendations to colleagues.’ (**E1**) Community Safety Manager – Refugees and Migrants, Brighton and Hove City Council.
- The Parental Engagement in Schools group brought together GEM researchers with senior officials in six different European cities to consider their responses around migrant parent engagement in schools, particularly for groups at risk of exclusion. The project shared research evidence on the topic and asked officials to share their own experiences of planning reforms in their cities. As detailed in their City Action Plan (**E2**, authored by the representative from the Agency for School Counselling, Landesinstitut Hamburg), **Hamburg developed a training and mentoring programme designed to boost the**

**involvement of migrant parents in their children's schooling**, including training programmes for teachers and parents to improve intercultural awareness between these groups in response to the increase in refugees resident in the city (E2). 90% of teachers who took part in the scheme reported feeling better qualified in communicating with parents from migrant backgrounds, and 92% of parents who participated reported feeling more involved and better able to help their children participate in school (E2).

- The Homeless and Destitution group had 5 cities, including Vienna. By directly applying the early model of integration (R1), as well as synthesized academic literature on migrant destitution and exclusion they were able to design and implement new strategies that improved their assistance to migrants unable to access mainstream housing, for example using video translation software. Vienna produced an Action Plan (E3) authored by the Head of the Homelessness Assistance Unit from the Vienna Social Fund (representing the City of Vienna). The 2017 update to this report showed that the city had begun replacing night shelters with a new model of accommodation known as 'Chancenhäuser'; **allowing homeless people unconditional access, immediate advice and support**, including special counselling offered to those without access to standard state housing support. (E3)

### **Developing city-wide approaches to migrant inclusion in the UK**

**Inclusive Cities** (2017-present) works with 12 UK cities to develop a step change in their approach to the inclusion of newcomers at the local level. This knowledge exchange programme supports local authority leaders and their partners to develop (with support from researchers) their policy and practice around integration— an area of policy which often has low salience and where resources and capacity are severely restricted (R4). The primary focus is in **influencing the understanding of and planning concerning integration as a policy area** – drawing in insights from Spencer and Broadhead's research (R1-R6) and building on these with the input from policy makers and elected officials to create long term and sustained change.

The 12 participant cities are Bristol, Cardiff, Glasgow, Liverpool, Peterborough, London (the original six founder cities) as well as Belfast, Birmingham, Brighton, Newport, Sheffield, and Newry, Mourne and Down (as a region) who joined in the second cohort. Each city committed to developing a city-wide action plan, fundamentally shaped by the underpinning research (R1) and detailing their work on inclusion (formal commitment by the cities can be seen in signed agreement letters, E4). The researchers used findings and feedback from the process of working with these cities to develop the Inclusive Cities Framework (E5) designed by Broadhead which is now being formally used by all 12 cities to inform and shape their city wide approach to migrant inclusion.

Participants of Inclusive Cities completed an anonymous survey in Jan 2019 (E6). It highlighted the ways in which the programme had enabled them to **improve their understanding** to create change locally. One city participant stated: *'the methodology and process of IC has been very useful.... [our city] has lots of experience in delivering cross-sectoral action plans, however this has had a significant impact very quickly as it has been incorporated into a City wide strategy with strong political leadership in less than 2 years of it being established'* (E6). Another city reported *'the background papers have been excellent, I often use them as quick-reference guides when drafting documents or preparing for local meetings'* (E6). A third city reports the programme has **improved the efficacy** of conversations in local government and led to **provisions for vulnerable migrants** that they directly accredit to participation in the programme: *'Conversations are much more joined up on a number of migration-issues thanks to Inclusive Cities. In terms of outcomes, we now have a support group for foster carers of UASCs [unaccompanied asylum-seeking children], a pathways model for ESOL [English to Speakers of Other Languages] and employment, and we are piloting a project to offer wraparound support for refugees to engage with Council-run Job Fairs'* (E6). A fourth city, describing similarly developed ESOL and employment provision, said that the programme helped them to secure funds: *'We have attracted £160K [GBP160,000] towards new programmes...and a review of mental health support for refugees'* (E6). To date, 6 of these action plans have been signed off by the local authorities and published. A selection of tangible changes in city practice and policy following participation in Inclusive Cities include:

- Liverpool's participation in Inclusive Cities has helped them to create their **first strategic plan for integration in the city**: the 'Our Liverpool' Refugee, People Seeking Asylum and Vulnerable Migrant Strategy. The Strategy sets out the vision of Liverpool as '*a welcoming city where refugees, people seeking asylum and vulnerable migrants are able to rebuild their lives from the day they arrive*' (E7). Liverpool has a population of almost 500,000 inhabitants. As a port city, it has a long history of both inward and outward migration – as of 2018, 11.5% of the population in Liverpool is foreign born and the city is home to over 1,500 asylum seekers, one of the highest relative levels in the UK. The strategy sets out targeted objectives in a wide range of migration inclusion policy areas as identified in Spencer and Broadhead's research. The actions identified in the strategy are credited to participation in the Programme: '*Liverpool then went on to participate in the Inclusive Cities project, a UK wide learning exchange programme facilitated by Oxford University. The action plans from this, with its focus on English language learning and communicating an inclusive narrative, dovetail with the actions plans for this Strategy*' (E7). The work on the city's messaging had already begun, with the strategy also crediting the overarching 'Our Liverpool' welcome message for the city, as being '*developed through the Inclusive Programme*' (E7, E8).
- Bristol's Inclusive Cities Action Plan reflects benefits to how the thinking on inclusion and integration undertaken in the course of producing the Plan was already leading to change in the city. By 2019, Bristol Council had **established a new legal advice project** targeted at enabling young people in care with uncertain immigration status and subject to immigration control to access support by establishing '*a process to identify undocumented young people and ensure they access appropriate legal advice*' (E9). The Action Plan notes that the project has **secured funding** from the Paul Hamlyn Foundation through a partnership with Bristol Refugee Rights. Launched later in 2019, the project supported 44 young people in its first year ('Young People's Immigration Project', E10a). Following the publication of the Action Plan, the role of Inclusive Cities was fixed in Bristol's Refugee and Asylum Seeker Strategy (E10b), in the 'Influencing the System' strand: '*Lead the Inclusive Cities project in Bristol, convening key stakeholders in the city to make progress on the inclusion of newcomers*' (E10). The implementation of the Inclusive Cities Action Plan for Bristol is now a **formalised measure of success** for the council.
- Cardiff has used the Inclusive Cities process, via an Action Plan, to begin to implement its ambition to become a multilingual smart city in which migrants are equipped with the language skills necessary to thrive in their day-to-day lives. It has **secured funding** from Welsh Government to establish REACH – a co-ordinated gateway for the provision of English for Speakers of Other Languages that ensures an effective assessment of need, and allocation of appropriate and timely provision of services run by Cardiff and Vale College (documented in Action Plan, E11 and as a case study in the Inclusive Cities Framework E5)

##### 5. Sources to corroborate the impact (*indicative maximum of ten references*)

E1. Corroborator 1, Community Safety Manager, Refugees and Migrants, Brighton and Hove City Council.

E2. Hamburg City Action Plan – Action Toward Inclusion (Corroborator 2).

E3. Vienna City Action Plan with 2017 update - Action Towards Inclusion.(Corroborator 3)

E4. Letters confirming Inclusive Cities participation and commitment from senior leaders in 11 out of 12 participating cities – Belfast, Birmingham, Bristol, Cardiff, Glasgow, Liverpool, London, Newport, Newry Mourne & Down, Peterborough, Sheffield. (Bristol and Glasgow representatives are also Corroborators 4 and 5).

E5. Inclusive Cities Framework - [Inclusive cities framework FINAL web.pdf \(ox.ac.uk\)](#)

E6. Survey Report – Results from Anonymous Survey of Inclusive Cities participants (2019)

E7. Liverpool City Council 'Our Liverpool' Strategy (2019)

E8. Inclusive Cities Action Plan for founder city Liverpool

E9. Bristol Refugee and Asylum Seeker Inclusion Strategy (2020)

E10a. Impact Report, Bristol Refugee Rights (voluntary organisation) (2020)

E10b. Inclusive Cities Action Plan for founder city Bristol

E11. Inclusive Cities Action Plans for founder city Cardiff