



Migrant youth

Introduction to Migration

Guidance booklet #13

Who is this guidance for?

Migrant Youth is part of the *Introduction to Migration* series from the Integration up North project. The series provides a basic guide to migration for people working in public sector organisations: local authorities (including health services), police, fire and rescue services, probation services, Jobcentre Plus, Trades Unions and others. It should also be useful for those working in the voluntary and community sector.

The guidance aims to improve the knowledge and understanding of migration among service providers, so that they can shape their service to support the integration of new arrivals to the benefit of both the newly-arrived migrants and the wider local community. Throughout the guidance there are examples from practice across the northern region, and experiences of new arrivals in these areas. While the focus is migration to the north of England, it should be useable in other areas.

This is intended to be an easy-to-use reference document. It does not provide legal advice or a detailed guide to immigration law and policy. In such a fast-changing context, information can quickly become out of date. All information should be checked with an expert or the Home Office if in doubt. We have highlighted other sources of information and guidance where it exists, for further reading and future reference.

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The *Introduction to Migration* series was edited by Pip Tyler, with most Integration up North (IUN) case studies written by Nahida Khan. The project and guidance documents would not have been possible without contributions and advice from our migrant volunteers, migration champions in our partner organisations, and our training delegates who commented on the materials.

This publication has been produced with the financial support of the European Union's European Fund for the Integration of Third Country Nationals. The contents of this publication are the sole responsibility of Migration Yorkshire and can in no way be taken to reflect the views of the European Commission.

This document should be cited in the following way:
Integration up North (2015) *Migrant youth*. Introduction to Migration series, Guidance booklet #13. Migration Yorkshire: Leeds.

The *Introduction to Migration* series is FREE and available online at www.migrationyorkshire.org.uk/integrationupnorth

Migrant Youth was last updated in June 2015.

Contents

Introduction: why <i>Migrant youth</i> ?	page 5
Data on migrant youth newcomers to Yorkshire and Humber	page 7
Entry to the UK and immigration status	page 9
Rights, entitlements and requirements during temporary leave	page 12
The integration policy and delivery context for migrant youth	page 15
Unique challenges facing migrant youth	page 17
<ul style="list-style-type: none">• The challenge of a less supported transition to adulthood	page 18
<ul style="list-style-type: none">• The challenge of being less well-equipped to integrate	page 25
<ul style="list-style-type: none">• The challenge of greater vulnerability to risks	page 32
Adapting to migrant youth needs	page 37
Summary of key messages	page 40

List of figures

i	<i>Introducing the migrant youth featured in our case studies</i>	page 6
ii	<i>Top 10 countries of origin for migrant youth arrivals to Yorkshire and Humber in 2014</i>	page 8
iii	<i>Migrant youth arrivals to Yorkshire and Humber in 2014</i>	page 8
iv	<i>Everyday impacts of needing permission to be in the UK - Saiqa's story</i>	page 11
v	<i>Challenges facing migrant youth</i>	page 17
vi	<i>Becoming independent in the UK - Ibraheem and Saiqa's stories</i>	page 19
vii	<i>Finding information and advice - Saiqa's story</i>	page 21
viii	<i>Supporting migrant youth with mental health issues</i>	page 22
ix	<i>Language support as key to integration – Aakash's story</i>	page 23
x	<i>Decisions out of their hands - Raniya and Saiqa's stories</i>	page 26
xi	<i>Navigating new situations - Raniya and Saiqa's stories</i>	page 27
xii	<i>Entitlements for young migrant care leavers</i>	page 29
xiii	<i>Haamla service for mothers from minority ethnic communities</i>	page 31
xiv	<i>Being drawn into exploitative work conditions - Ibraheem's story</i>	page 33
xv	<i>Settling in and crossing cultures - Saiqa's story</i>	page 39
xvi	<i>Cultural awareness</i>	page 39

Introduction: why *Migrant youth*?

Key message 1: Migrant youth face a unique combination of circumstances related to being young adults and being newcomers.

This guidance booklet concerns 'migrant youth'. Migrant youth are defined here as young people between the ages of 16 and 25 who came to live in the UK during the previous ten years. This booklet focuses on migrant youth from non-EU countries (often referred to as third country nationals) that have come here to study or to join family.¹

There is very little information available about the needs of migrant youth or about working with this particular group. This booklet aims to begin to fill that gap by collating some practitioner knowledge, existing research and the stories of migrant youth themselves.

The key theme throughout this booklet is that migrant youth face a unique combination of circumstances. They face challenges common to all young people, but they also face difficulties of being a newcomer from overseas. It is this combination that makes their situation unique and means that migrant youth have a specific set of potential needs and vulnerabilities.



Examples of these unique challenges include:

- living without access to the same level of support they had in their country of origin
- family life that may be complex, unsettled or include new responsibilities as a result of moving countries or even continents
- vulnerability to certain risks associated with migration that threaten safety and well-being.

Migrant youth are often resilient and resourceful but inexperience and the absence of parents and familiar support networks, coupled with other factors associated with migration that put them at greater risk, may make it harder for them to cope with the challenges they face.

¹ Other migrant youth coming to the UK are not the focus of this booklet for the following reasons. Work is unlikely to be the primary reason for third country migrant youth coming to the UK as this would require a skilled work visa which they are unlikely to gain at a young age with little experience. Migrant youth from the EU coming primarily to work and asylum seeking youth from third countries are significant groups but are not included in the terms of the funding for this project. However, much of the information in this document should be relevant to all kinds of migrant youth in general.

The help that young migrants receive from public services and other organisations can be crucial in helping them overcome these difficulties. This in turn can have important consequences for their aspirations, their future well-being and for society as a whole. Migrant youth are important assets to society and its future. Their skills and knowledge will help to drive innovation and productivity that boosts the UK economy and creates jobs. They will help to deliver key public services and pay taxes to help fund those services. They will contribute to civic and cultural life. Their ability to fulfil this potential partly depends on overcoming the challenges they may face as young migrants.

This booklet is structured as follows:

- It opens by describing possible migration routes for migrant youth and available information about migrant youth newcomers in Yorkshire and Humber, as well as the legal framework around their arrival and stay in the UK.
- The main part of the booklet considers barriers to accessing services and how these can be tackled by service providers, structured around three key challenges we have identified as unique to migrant youth: less supported transition to adulthood, the impact of few migration choices, and greater vulnerability to migration risks.
- Case studies of migrant youth who arrived in Yorkshire and Humber illustrate these issues from a migrant perspective throughout the document; these case studies are introduced in *Figure i* below.
- Public services often advocate the value of partnership working, developing cultural awareness, and taking a holistic approach; the booklet concludes by offering suggestions about how these can be applied to working with migrant youth.

Figure i: Introducing the migrant youth featured in our case studies

Saiqa is a 20 year old woman living in West Yorkshire. She is from Kashmir (a Pakistani-administered area of Kashmir) and came to live in the UK in 2014. She came on a 'family of a settled person' visa to join her mother and stepfather already living here, and has Indefinite Leave to Remain in the UK.



Ibraheem lives in Bradford. He came to the UK on a student visa in 2006 when he was 24 and then changed his status to a work visa. He had no financial support from his family back in Pakistan.

Aakash arrived in Leeds when he was 18 years old. He arrived with his parents in 2006. The family came from India and were allowed to be here as Aakash's father had a work visa.

Raniya came to the UK to join her husband in Leeds. They had married in Pakistan but had to live apart until 2011 when her visa was granted. She was 24 when she arrived in the UK on a spouse visa.

Their stories will be told throughout this guidance booklet.

Data on migrant youth newcomers to Yorkshire and Humber

Key message 2: The main migration routes to the UK (work and study) mean that many migrants to Yorkshire and Humber are likely to be young.

Available data suggests that a significant proportion of recently arrived migrants are young:

- The average age of recent arrivals from non-EU countries is 26 (compared to an average age of 41 for the general population).²
- Approximately 30% of persons born abroad and now living in Yorkshire and the Humber were aged 18 to 24 when they arrived in the UK.³

While there is limited data about them, this section outlines some of the known information about migrant youth in Yorkshire and Humber.

Newly-arrived migrant youth (who are working or claiming benefits)⁴

In 2014 there were at least 15 000 migrant youth arrivals to Yorkshire and Humber (who applied for a national insurance number). They are the dominant age group among new arrivals, accounting for almost 40% of all new arrivals to the region.

What do we know about them?

- There is a fairly even gender balance, with 52% male and 48% female
- More lie at the upper end of the migrant youth age range (23-24 year olds)
- Most migrant youth are from EU countries of origin; 75% were from the EU while 25% were third country nationals
- The top country of origin was by far Poland (with over 4000 arrivals). The top country from outside the EU was China (with 650 arrivals). See *Figure ii* for top countries.
- The top destinations in Yorkshire and Humber were Leeds, Sheffield, Bradford and Hull, although there were over 200 migrant youth arrivals in each local authority area in the region as shown in *Figure iii*.

International students

An estimated 26 900 migrant youth are studying at Higher Education (HE) institutions in Yorkshire and Humber.⁵ HE establishments are based in six areas (Bradford, Hull, Kirklees, Leeds, Sheffield and York) and over three quarters of their international students are from outside the EU. Nationally the top nationalities of first year students are: China, India,

² C Dustmann and T Frattini (2014) The fiscal effects of immigration to the UK. *The Economic Journal* 124 (580), pp.593–643

³ Office for National Statistics (ONS): 2011 Census

⁴ The data source here is DWP National Insurance Numbers issued to foreign nationals in 2014 who had applied from an address in Yorkshire and Humber. National insurance numbers are generally issued from the age of 16 and are needed to work or claim benefits. Source: DWP Stat X-Plore tool <https://stat-xplore.dwp.gov.uk/>

⁵ Yorkshire and Humber HE institutions had 32 745 international students in the 2013-14 academic year. Nationally, 82% of students in 2013/14 were aged up to 25 (Source: www.hesa.ac.uk/stats 'All tables' download, Table 6a - Full-time HE student enrolments by level of study, subject area, sex, age group, disability status and ethnicity 2013/14). 82% of 32745 is 26 851, which assumes a similar age distribution among migrant students as UK students.

Nigeria, USA, and Malaysia - the latter growing fastest.⁶ Other migrants study at secondary and FE levels.⁷

Some of these international students will also work part time and will be part of the national insurance number data used in the preceding section. However, not all students will work and therefore there is an overlap between the two datasets, with neither showing a complete picture of migrant youth in the region.

Asylum seekers

Migrant youth who are asylum seekers will rarely feature in either datasets above (only in exceptional circumstances will they be permitted to work and so have a national insurance number, or will be able to attend university due to the fees involved). As an estimate, we suggest that fewer than 1000 migrant youth are supported at any one time as asylum seekers in the region.⁸

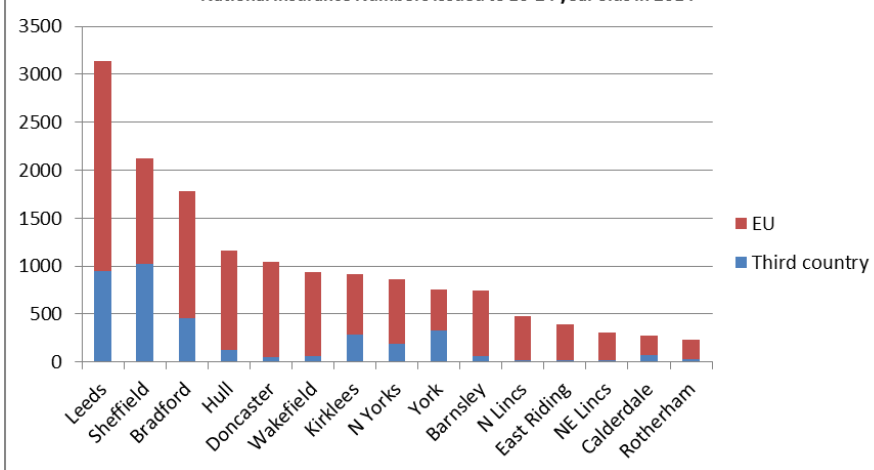
Family joiners and other gaps

We do not have data on migrant youth coming to Yorkshire and Humber specifically to join family or for other reasons, although most should form part of the datasets already covered in this section. Local organisations can also provide useful local information that help to fill gaps in our knowledge, as well as being a trusted conduit for communicating with young migrants. They include: educational institutions, voluntary and community organisations, multi-agency bodies such as local safeguarding children boards, community safety partnerships and local health watch, faith organisations and multi-faith fora.

Figure ii: Top 10 countries of origin for migrant youth arrivals to Yorkshire and Humber in 2014

Poland	4049
Romania	1869
Slovakia	822
Spain	715
Lithuania	696
China	650
Latvia	479
Pakistan	472
India	460
Czech Republic	388

Figure iii: Migrant youth arrivals to Yorkshire and Humber in 2014
National Insurance Numbers issued to 16-24 year olds in 2014



⁶ Source: www.hesa.ac.uk/stats 'All tables' download - Table 9a Top non-EU countries of domicile - first year students, compared with Table 8a Top EU countries of domicile - first year students.

⁷ Other educational institutions (schools and FE colleges) are also registered to sponsor students from outside the EU under the Points Based System. Full details at: www.gov.uk/government/publications/register-of-licensed-sponsors-students

⁸ In 2013, 6747 individuals claiming asylum in the UK were aged 16-24 (6347 main applicants, 400 dependants) i.e. 22.6% of asylum seekers. There were 3571 supported (Section 95) asylum seekers in Yorkshire and Humber at the end of March 2015; 22.6% of this figure is 807. Former unaccompanied asylum seeking children looked after by the local authority may not feature in this data. Data from: *Immigration Statistics January to March 2015*, Asylum Tables Vol.2, tab as_03 and as_04, and Vol.4 tab as_16q. www.gov.uk/government/statistics/immigration-statistics-january-to-march-2015-data-tables

Entry to the UK and immigration status

Key message 3: Third country migrant youth primarily come to the UK to study or to join family. Temporary immigration status can lead to uncertainty and may impact on integration.

Having valid immigration status, or permission to enter and remain in the UK, is central to the migration journey. Immigration status not only allows entry, this permission also specifies conditions that apply to the migrant's stay (these may include the length of their stay, options for extending their stay, applying for permission to stay indefinitely, and citizenship). These possibilities lead to uncertainty for new third country arrivals on a visa who may be concerned about visa renewal and associated costs and procedures which may include Home Office interviews.

This section focuses on the main immigration entry channels for third country migrant youth. There are four main reasons for coming to live in the UK under which third country migrant youth can apply to stay through the Home Office:

- | | | |
|-------------------------------|---|--|
| 1. To study | } | Of these four reasons third country migrant youth are most likely to be granted permission to live in the UK for reasons of study or to join family. |
| 2. To join family | | |
| 3. To work | | Applying for reasons of work is less likely for third country migrant youth due to the required skilled work background. |
| 4. To claim sanctuary. | | Migrant youth also arrive in the UK requesting sanctuary (as asylum seekers or victims of trafficking) but in small numbers. |

Immigration rules are complex and often have exceptions, so this guidance won't cover every possibility. *Understanding immigration status*⁹ outlines the general conditions under which all migrants enter, stay in or leave the UK.

Each of these four entry routes (and various sub-categories within each) has a different set of requirements and associated length of stay. These are the general rules:

To study, migrant youth can apply for a study visa at an institution (school, college or university) that is registered with the Home Office as a sponsor and be able to accommodate and financially support themselves. The length of time on their visa will reflect the length of their course. Study visas no longer usually offer a pathway to permanent settlement and so students are expected to leave the UK when they have completed their course (their visa may allow them to stay a few months after the end of the course). Exceptions cover those who completed a PhD who may apply for a 12 month visa to look for work or start a business, while those who find an employer that can sponsor them may be able to transfer to a skilled work visa.

⁹ Integration up North (2014) *Understanding Immigration Status*. Introduction to Migration series, Guidance booklet #3. Migration Yorkshire: Leeds. www.migrationyorkshire.org.uk/integrationupnorth Also see 'Appendix: Reference table on migrant entitlements', in: *Migrant rights and entitlements*, Guidance booklet #4.

To join family, migrant youth may fall into one of three groups:

- A dependent child: Under 18s can apply to join a parent who is in the UK. They can be given up to 5 years' temporary leave or permanent permission known as settlement or 'Indefinite leave to remain' (ILR) depending on the immigration status and length of leave given to their parent(s). Those with temporary leave may be able to apply for settlement at the end of their leave.
- An adult dependent relative: Over 18s can apply to join a parent who is in the UK as an 'Adult Dependent Relative' only if they have personal care needs, and are granted ILR on arrival. This is not a common route.
- A spouse: Over 18s can apply to join a spouse in the UK, if the spouse meets certain criteria (including income level and the ability to provide adequate accommodation). They usually have temporary leave for up to 5 years, then can apply for settlement.

To work, migrant youth can apply for a skilled work visa (Tier 2 of the Points Based System¹⁰) or a temporary work visa (Tier 5) which includes 'youth mobility' schemes for 18-30 year olds from certain countries to work in the UK for up to two years. Few migrant youth would qualify for a skilled work visa but if successful, this sometimes offers a pathway to settlement. Again clearly those on temporary work visas are expected to leave the UK when their leave has ended.

To claim sanctuary, migrant youth must present themselves as asylum seekers or trafficking victims to the authorities once they are in the UK. A smaller number apply as refugees from overseas under a designated resettlement scheme (e.g. Gateway Protection Programme).

- Migrant youth can seek asylum independently in the UK if they are over 18, or with family as dependents on the claim of their parent(s) if they are under the age of 18. Their immigration status is temporary until they receive a decision from the Home Office. If successful they are given ILR (in the form of refugee status or another form of leave to remain such as Humanitarian Leave (HP) and Discretionary Leave (DL)).
- Migrant youth over the age of 18 seeking sanctuary as a trafficking victim may have entered the country illegally or on a visa for a different purpose. The immigration rules allow some trafficking victims to be granted Discretionary Leave which can be extended and eventually lead to settlement.
- Migrant youth under the age of 18 seeking sanctuary alone are known as Unaccompanied Asylum Seeking Children (UASC). They usually receive limited leave until the age of 17½ and are placed in local authority care. Before their leave expires they must apply for an extension of leave which may be granted on the basis of refugee status, humanitarian protection, leave granted on family and private life grounds (Article 8) or compassionate leave. These possibilities can eventually lead to permanent settlement but may involve a period of uncertainty. UASC face certain challenges when leaving care on turning 18.

¹⁰ There are five 'tiers' in the Points Based System which are the main routes for applying to come to the UK to work or study. See *Understanding Immigration Status*, Guidance booklet #3 for more details.

- Migrant youth arriving as refugees under a resettlement scheme receive ILR for five years and can later apply for citizenship. Migrant youth wanting to apply to join family who already have refugee status in the UK is a more complex situation.¹¹

Changing immigration status

Finally, an important issue relates to changing immigration status. Most entrants to the UK are issued with a temporary form of leave. Inevitably then migrant youth who want to stay in the UK for longer than this initial status allows will have to apply for an extension or to change their immigration status. For example, someone trafficked into the UK may have been granted entry on a visa, and may later apply for asylum and be granted Refugee status with indefinite leave to remain in the UK. Someone who has entered the UK on a study visa may form a serious relationship and later apply for a family visa to be able to stay after their course has ended. Further anxiety and financial burden may fall upon migrant youth as they go through the relevant processes to change their immigration status.

Even having relatively secure immigration status may not relieve the anxieties of individual migrants. Many fear being returned to their country of origin unless they have British citizenship. Saiqa's story in *Figure iv* is illustrative of such concerns and their impacts.

Figure iv: Everyday impacts of needing permission to be in the UK - Saiqa's story

Saiqa has Indefinite Leave to Remain (ILR), a status that means she does not have to apply to the Home Office for further permission to stay in the UK. Despite the relative security of this immigration status, Saiqa's worries about jeopardising her stay in the UK continue to affect her everyday behaviour; she even has turned down the opportunity to babysit for her neighbours. She feels that only if with British citizenship would she feel safe and settled in the UK.

'Finding work has been impossible, as even cleaning I can't do because of my low levels of English. I was asked to look after my neighbours' kids whilst they are work. I did consider this as I thought it might help improve my English and I would have pocket money.

I decided against it as I thought what would happen if anything happened to children whilst I was looking after them? I don't have child care qualifications and I was scared if anything happened I could be sent back to Kashmir.'

'I was scared if anything happened I could be sent back'
- Saiqa

Saiqa has a 'family of a settled person' visa but this took three years to be granted. Waiting for a decision about her visa was a difficult and anxious time. If she hadn't been granted a visa, she believes that she would have had to agree to an arranged marriage in Pakistan to ensure her safety.

Source: The Integration up North (IUN) volunteer project

¹¹ See Table 4.3 'Asylum seekers and refugees' of the 'Appendix: Reference table on migrant entitlements', in: Integration up North (2014) *Migrant rights and entitlements*, Introduction to Migration series, Guidance booklet #4. Migration Yorkshire: Leeds. www.migrationyorkshire.org.uk/integrationupnorth

Rights, entitlements and requirements during temporary leave

Key message 4: Temporary immigration status impacts on migrant rights and entitlements in the UK. Migrant youth may be hindered in their integration efforts as a result of restricted or unknown entitlements.

Immigration status also determines access to certain entitlements including permission to work, benefits, housing and health care. These conditions, and the migrant's own understanding of these conditions, will affect their integration in the UK. Key rights and entitlements that will impact on the integration of migrant youth are summarised here.

On a family or dependent visa

- Migrant youth on a family visa usually have no recourse to public funds¹² as the sponsoring family member should be able to accommodate and support them. They cannot claim means tested benefits or tax credits (but can claim contributions based benefits once they have paid enough national insurance contributions).
- Can work without restrictions (but dependants of skilled workers on a work visa may have some work restrictions).
- Only eligible for publicly-funded (by the Skills Funding Agency, a government agency that funds skills training for Further Education) English courses known as ESOL (English for Speakers of Other Languages) after they have been in the UK for 3 years.
- Must have paid the Immigration Health Charge¹³ up front to access the NHS.

Many difficulties experienced by migrant youth are associated with family or dependent visas. These include learning English, isolation, education, training and employment.

On a study visa

- International students have to be able to accommodate and support themselves and any dependants; they too have no recourse to public funds. While students can't go on council housing waiting lists and are not eligible for standard homelessness services, they can apply to housing associations and specific hard-to-let schemes.
- There are restrictions on work for some students and their dependants, relating to the number of hours they can work during term time.
- Students and their dependants are not eligible for SFA-funded ESOL classes.
- Must have paid the Immigration Health Charge to access the NHS.¹⁴

Challenges for student visa holders may include securing their immigration status which is dependent on enrolment in a course, and finding employment. They also pay overseas student fees and are not entitled to student support (e.g. student grants and loans). Restrictions such as the new health charge can cause some international students to feel unwelcome in the UK.¹⁵

¹² See *Figure iii in Migrant rights and entitlements* for an explanation of Public Funds.

¹³ The Immigration Health Surcharge came into force on 6 April 2015. It applies to most non-EEA nationals applying for limited leave. It must be paid before applicants submit their visa application. The annual fee is £200. The charge is based on the length of leave people receive, so the cost may be more than £200 up front if you get more than a year's leave.

¹⁴ The immigration health charge is reduced to £150 for students and their dependants.

¹⁵ NUS (2014) *NUS Survey of International Student's Perceptions towards the Immigration Bill*. NUS Briefing

Seeking protection

a) As asylum seekers

Asylum seekers have a different support system to other migrant groups which applies equally to migrant youth:

- Asylum seekers are not permitted to work and are provided with accommodation and cash support through the Home Office, although they will be placed in local towns and cities designated as 'dispersal' areas. Migrant youth who claim asylum when they are under 18 as an unaccompanied child (UASC) instead are supported by the local authority where they first presented.
- They cannot claim other benefits.
- Asylum seekers can access free ESOL if they have been here for six months, and are entitled to all NHS healthcare unless they are refused asylum (and their access to services becomes more limited).
- Children must attend local authority schools. Those over 18 must pay overseas fees when accessing Higher Education.

Asylum seekers have well-documented difficulties surviving on limited support and when they are waiting a long time for their case to be resolved it can negatively impact upon their skills and mental health. Migrant youth may have particular difficulties in accessing Higher Education because of the costs involved.

b) As former UASC

Migrant youth who were formerly cared for by the local authority (former UASC) face a number of challenges when they turn 18 particularly around resolving their immigration status and accessing support. Both of these issues are complex.

- Local authority support: Support for children leaving the care of local authorities is set out in the Children Act 1989 and in subsequent legislation and regulations.¹⁶ Like other children in the care of local authorities, former UASC aged 18-24 are eligible for support in making the transition to adulthood and independent living.
- Immigration status: If they were initially refused asylum, unaccompanied children are usually granted limited leave for unaccompanied asylum seeking children¹⁷ until they are 17½; they must apply for an extension before this leave expires to remain in the UK. Those who are refused may be able to appeal but may be required to return to their country of origin. Those who are successful (gaining either refugee status and ILR for 5 years, HP for 5 years or limited leave/DL to remain for 2.5 years)¹⁸ may eventually apply for permanent settlement.

It is clear that experience of the care system and the uncertainties of their immigration status can lead to a range of challenges for a migrant youth who are care leavers,

www.nus.org.uk/en/news/press-releases/international-students-feel-unwelcome-in-uk-as-immigration-bill-set-to-create-new-barriers-to-study/

¹⁶ These include: *The Children (Leaving Care) Act 2000* and the *Children and Young Persons Act* in 2008. Regulations and guidance are set out in *The Care Leavers (England) Regulations 2010* and *The Children Act 1989 guidance and regulations, Volume 3: planning the transition to adulthood for care leavers*.

¹⁷ Until April 2013 they were granted discretionary leave to remain.

¹⁸ Until 9 July 2012 it was 3 years.

particularly in relation to understanding and navigating these two systems. We return to this issue later in the guidance.

c) As refugees

Migrant youth who are refugees have the same rights and entitlements as other settled residents.

- They can live and work anywhere in the UK.
- They can access public funds and public services such as the NHS.
- They can access SFA-funded ESOL courses and pay home fees at university.

The main difficulty facing migrant youth who have refugee status may be accessing social housing (which they can only do in the place they lived as an asylum seeker) and navigating the transition between Home Office support and applying for a national insurance number and jobseeker's allowance etc.

The legal framework governing the rights and entitlements of migrants in the UK is complex and there are various exceptions to different rules. There is more detail in *Migrant rights and entitlements*, Guidance booklet #4.¹⁹

¹⁹ Integration up North (2014) *Migrant rights and entitlements*. Introduction to Migration series, Guidance booklet #4. Migration Yorkshire: Leeds. www.migrationyorkshire.org.uk/integrationupnorth

The integration policy and delivery context for migrant youth

National policy

Migrant youth are not prominent in national integration policy and practice, although ‘moral panics’ about urban unrest at different times have ensured some policy attention. Policy areas relevant to migrant youth are fractured not only between integration and young people as you might expect, but within these two areas as well:

Policy on integration and migration	Policy on young people
<ul style="list-style-type: none">• <i>Cohesion and integration</i> is led by Department for Communities and Local Government (DCLG)• <i>Visas and border control, community safety, immigration enforcement, and the asylum process</i> are led by Home Office• <i>2011 Social mobility strategy</i> is led by Deputy Prime Minister	<ul style="list-style-type: none">• <i>Youth policy</i> is led by Department for Education• <i>Youth unemployment</i> is led by Department for Work and Pensions (DWP)• <i>Training</i> is led by Department for Business, Innovation and Skills (BIS).

The UK has an overall approach to integration that does not specifically consider migrants or new arrivals; instead it focuses on settled minority groups and for several decades has emphasised antidiscrimination and promotion of good race relations. Despite the antidiscrimination approach, some migrant and minority groups continue to experience ‘persistent disadvantage’, clear in socioeconomic and educational indicators for different groups. For example the unemployment rate for black young people is twice that for white young people, and Muslim women experience greater unemployment and lower wages in the labour market.²⁰

More recently the political focus has been on:

- localism (as articulated in the 2012 national integration strategy)²¹
- mainstreaming (i.e. needs-driven policy and practice through initiatives that target the whole population. For example, youth inclusion programmes such as Positive Futures and Connexions were targeted at areas of deprivation rather than specifically migrant or minority youth, and the Ethnic Minority Achievement Grant was subsumed within an overall school grant and so is no longer ring-fenced)
- social mobility (rather than social *exclusion*)
- community cohesion (rather than focusing on particular ethnic groups).

It has been argued that since 2001, British-born Muslim communities have become the focus of integration and cohesion policy aiming to bring communities together, rather than migrants or ethnic minorities more generally.²²

²⁰ S Ali and B Gidley (2014) *Advancing Outcomes for All Minorities: Experiences of Mainstreaming Immigrant Integration Policy in the United Kingdom* <http://migrationpolicy.org/research/advancing-outcomes-all-minorities-experiences-mainstreaming-united-kingdom> See pp.4-5 and footnotes 11-12.

²¹ DCLG (2012) *Creating the conditions for integration* www.gov.uk/government/publications/creating-the-conditions-for-a-more-integrated-society

²² S Ali and B Gidley (2014) (full reference above).

Most recently, national policy on the issue of extremism and radicalisation is specifically focused on the integration of young people from a minority or Muslim background. This developed in response to the 2005 London bombings. The 'Prevent' or Preventing Violent Extremism (PVE) agenda was initiated by then Labour government as one of four dimensions of the 'Contest' strategy on terrorism, with a ring-fenced budget for particular local authorities with a significant Muslim population.

There is some debate as to how successful this programme was, and even may have *created* distrust and disengagement. Subsequently the Contest strategy was amended in 2011. The Prevent element²³ was widened to include nonviolent extremism (as it can inspire terrorism) and a demarcation was made between integration and counter extremism.

The Counter-Terrorism and Security Act 2015 brought in a duty on statutory authorities (including local authorities, NHS Trusts, prisons, probation, and the education sector) to 'in the exercise of its functions, have due regard to the need to prevent people from being drawn into terrorism'.²⁴

Local implementation

Clearly delivery of policy and services for migrant youth takes place at the local level. For example, the Education Act 2006 (Section 507B) places a duty on local authorities to provide activities and services to improve the wellbeing of young people (although the associated guidance makes no mention of those from a minority ethnic background).

The responsibility for delivering integration (and the youth element implicit within) lies mainly with individual local authorities. To complicate matters further, migrant youth will also fall across different areas of responsibility within local authorities such as community cohesion and children and young people.

A local approach with no direct funding has led to inevitable disparity in approach and delivery around the country according to their (diminishing) resources and priorities, and therefore an overall reduction in youth services. London for example, has a migrant integration strategy that identifies the education of children and young people as a core theme.²⁵ However this direct focus on migrants is unusual as most integration work is subsumed within wider initiatives. Some examples of migrant youth integration being mainstreamed can be found regarding Glasgow and London.²⁶

²³ Home Office (2011) *Prevent strategy 2011* www.gov.uk/government/publications/prevent-strategy-2011

²⁴ *Counter-Terrorism and Security Act 2015*, para 26(1) www.legislation.gov.uk/ukpga/2015/6/enacted

²⁵ Greater London Authority (2013) *London Enriched: update September 2013*

www.london.gov.uk/priorities/equalities/refugees-and-migrants/london-enriched-update

²⁶ For detailed examples from London and Glasgow, see pp.16-22 of: S Ali and B Gidley (2014) (*full reference above*)

Unique challenges facing migrant youth

Key message 5: Unique challenges facing migrant youth include a less supported transition to adulthood, being less equipped to integrate and having a greater vulnerability to risks.

Migrant youth face a unique combination of circumstances. They face challenges common to all young people but they also face difficulties of being a newcomer from overseas. This combination makes their situation unique and means migrant youth have a large set of potential needs and vulnerabilities.

Figure v gives examples of challenges that migrant youth face as young adults or as newcomers to the UK. You may be able to think of additional ones. The final column suggests the potential impact when they are experienced in combination, creating several unique challenges for this group. Migrant youth may experience more than one of these unique challenges simultaneously, furthering the barriers they face to integration.

Figure v: Challenges facing migrant youth

Challenges as young adults	Challenges as migrants	Unique challenges for migrant youth
<ul style="list-style-type: none"> • leading independent lives for the first time (financially, psychologically, in housing and employment) • pursuing education and training • seeking or experiencing employment • entering into marriage or civil partnership • experiencing parenthood and raising children 	<ul style="list-style-type: none"> • living in a new country and experiencing a new culture • learning a new language • managing without familiar support network • tensions between the culture of their country of birth and the UK • family responsibilities in the UK or country of origin • maintaining valid immigration status • visa conditions which restrict entitlements • education and work experience in another country • legal requirements to demonstrate eligibility for some entitlements 	<ul style="list-style-type: none"> • LESS SUPPORTED TRANSITION TO ADULTHOOD without the familiar network of support and possible pressure to become the breadwinner • LESS WELL-EQUIPPED TO INTEGRATE particularly if migration choices were made or influenced by others • GREATER VULNERABILITY TO RISKS due to inexperience, uncertain immigration status or social position.

The impacts of these disadvantages are manifold. For example, early school leaving among non-EU born pupils are nearly twice the usual rate, and unemployment and 'NEET' (Not in Education, Employment or Training) rates across Europe are significantly higher for migrants and second generation migrants than their peers.²⁷ Not only does the individual face disadvantage, but their delayed or hindered integration is also detrimental to society.

These unique challenges and their impact on integration and access to services are explored in the following sections.

²⁷ SIRIUS (2014) *A Clear Agenda for Migrant Education in Europe*. www.sirius-migrationeducation.org/a-clear-agenda-for-migrant-education-in-europe/

The challenge of a less supported transition to adulthood

Young migrants making a transition to more independent living in the UK will not always have access to the same level of support as they would have had in their country of origin. Family may still be based overseas, while family in the UK may also be unfamiliar with British systems.

Reduced familial support will affect migrant youth in different ways according to whether they are living independently for first time (as spouses, new parents or former unaccompanied children leaving care), living with migrant parents who are less familiar with UK systems, living with relatives, or in relatively anonymous student housing.

Types of support that may be lacking include: financial security, a place to live temporarily or permanently, knowledge and advice about services, relationships and having children, or simply a sympathetic ear.

Examples of challenges in this context include:

- Finding information about rights, entitlements and services for themselves or family members
- Coping with change alone or without their most trusted confidantes
- Being relied on to provide a voice for other household members, particularly if they are more fluent in English
- Being asked to interpret at appointments where they are exposed to distressing or sensitive information, or to effectively become the spokesperson for the family
- Feeling pressure to start supporting themselves financially or even their family members (instead of being the dependant).

Two real-life examples about the struggles of transition experienced by migrants who came to live in Yorkshire in their early twenties are outlined in *Figure vi*.

From a public service and community perspective, this matters because making the transition to adulthood as a young migrant could unnecessarily delay their integration in the UK. Their reduced knowledge about services and rights and entitlements and how to find information about them will have a consequential effect of reduced access to services. Underemployment, reduced confidence, isolation and poor mental health are possible consequences.

This section considers three key aspects of making the transition to adulthood for migrant youth:

- a) The importance of accessing information and advice
- b) Coping with change and mental health issues
- c) Securing education, employment or training.

Figure vi: Becoming independent in the UK- Ibraheem and Saiqa's stories

Both Ibraheem and Saiqa were determined that they would no longer be a burden to their families when they migrated to the UK as young adults. Ibraheem explains: *'I came on my own. I had been a student in Pakistan for all of my life and did not have to work; my parents financed everything for me. They also supported me to come to the UK for further study. I was always conscious that my parents spent so much money to ensure that I get the best start possible in life.'*

'My mother and step father do not earn much and it would have been unfair of me to expect them to pay for my education. I was grateful enough for them to get to the UK and allow me to live with them.'

- Saiqa

'I wanted to prove to my parents that their hard work had paid off and that it was my turn now to support them.'

- Ibraheem

Their choices in the UK were hindered by their difficulties in becoming independent. Saiqa wanted to improve her English in order to get a job, but could not pay for ESOL classes.

Ibraheem struggled to find work to support his study. *'I was hoping to support myself during my studies. I was trying extremely hard not burden my parents any further as they had already done enough for me.'* In fact he felt that not only should he be financially independent but should now provide for his family back in Pakistan.

Ibraheem eventually found work on a very low wage.

Saiqa not only wanted to be financially independent of her family, but was keen to not be dependent on the state. She could only begin learning English through claiming jobseekers allowance, and felt compromised about having to claim benefits in order to access the course. She explains: *'The only way to get free ESOL would be to apply for job seekers allowance. I now go to college four days a week. I feel bad and I wish I was not on benefits, but I can't learn English any other way. I feel bad as I have just come to this country and I am applying for benefits already. I wish there was a way to go to the ESOL classes and not get the benefits.'*

Source: The Integration up North (IUN) volunteer project

a) Information and advice

Key message 6: Migrant youth need general service information and specialist advice but they may struggle to access or pay for it.

Information provision: Migrant youth will be unfamiliar with many aspects of life in the UK but may not have their usual sources of information - their family and friends – available. Family in the UK too may lack knowledge themselves. Information available may be aimed at their parents, despite the roles taken on by migrant youth in this country, and migrant youth may be disempowered by the lack of information provided directly to themselves. Saiqa for example, relied on her mother’s incomplete knowledge of the UK before accessing services herself (see *Figure vii*).

Immigration advice: Migrant youth tend to be in the UK on temporary visas, so are likely to need frequent immigration advice.²⁸ Students may need to extend visas, those on family visas may need to apply for an extension or indefinite leave to remain, and unaccompanied asylum seekers face uncertainty regarding their immigration status and future in the UK when they turn 18. Reductions in legal aid²⁹ may mean that migrant youth struggle to access immigration advice and may incur debts to pay for it themselves on top of visa renewal fees etc. They are less likely to have resources for additional costs of migration like this, unlike older adults who may have savings or have anticipated these when deciding to relocate to the UK.

Entitlements advice: ‘No recourse to public funds’ is a common condition of leave to remain for visa holders, preventing access to a range of entitlements that are publicly funded (such as income-based jobseeker’s allowance, housing benefit and council tax benefit). This condition can be mistakenly interpreted to mean any publicly funded entitlement. Public funds do not include benefits based on National Insurance contributions. These include: Guardian’s allowance, maternity allowance, statutory maternity pay, statutory sickness pay and bereavement benefit.³⁰ Errors can have serious implications for young migrants who are deprived of crucial support. Specialist advice may be advisable in some cases. See ‘Sources of information and support’ for migrants themselves and for advisers in *Migrant rights and entitlements*.³¹

Clear and accessible information and advice is important in overcoming these barriers. Local advice services, websites, printed information about public services and welcome packs are helpful sources of information. They will also need to be made available in places that migrant youth are likely to access such as colleges, jobcentres and ESOL classes.

²⁸ Immigration advice can only be provided by a service that is accredited by the Office of the Immigration Services Commissioner (OISC) and displays the OISC logo. It is illegal for anyone to provide advice on immigration matters unless they are OISC registered. Immigration rules are extremely complex and advice from a non-specialist may result in poor decisions on the best course of action. A directory of accredited advisers is available on the OISC website at www.gov.uk/government/organisations/office-of-the-immigration-services-commissioner

²⁹ The Legal Aid Sentencing and Punishment of Offenders Act 2012 excludes all immigration-rated cases from legal aid except asylum and trafficking cases. It is possible to apply for exceptional case funding (legal aid for cases that are normally not covered by it but where failure to provide legal aid would breach a person’s human rights) but it is complicated to access and very few cases have been successful so far in obtaining it.

³⁰ This is taken from a government guidance document and is not an exhaustive list. Fuller guidance, including exceptions, can be found at www.gov.uk/government/publications/public-funds

³¹ Integration up North (2014) *Migrant rights and entitlements*. (full reference above)

Figure vii: Finding information and advice - Saiqa's story

Saiqa did not find information about services that could help her for some time after she arrived in the UK. Although her mother had lived for several years in the UK, she too struggled to find out information to help her daughter. These delays simply made it harder for Saiqa to fill her days meaningfully and settle into her new life in Yorkshire.

'I did not have any idea of where to find any information. I never thought of using the internet'

- Saiqa

'Getting reliable advice and guidance has been hard ... In the first few months I did not have any idea of where to find any information. I never thought of using the internet until my cousin told me to use it. I did try but because my English was not good I did not benefit from it.'

'My mum spoke to her friends and went to the local community centre to ask for advice on what I should do. They did have youth advisors, but their advice was more suitable mainly for those who have good level of English. They were stuck for ideas for me, newly arrived, no English and also low level of education from Kashmir. It's hard for them to communicate with me also as I am very shy and I do not speak very much. I take my time getting to know people and trusting them, that's mainly why I didn't really trust their advice.'

'My mum told me what to do and I took my advice from her. As I have been here a few months now, I know where to go for advice and I trust the advice I get. The college is really good and gives you advice that is good for you. I also find the benefits people give good advice as they want you to be independent as soon as possible and will do anything to help you ... I didn't know before that you needed to have a national insurance number to work and you have pay tax, I thought it was like Kashmir, where you work and keep all the money. I found out when I applied for benefits what the point of the national insurance number was.'

Source: The Integration up North (IUN) volunteer project

b) Coping with change and mental health issues

Key message 7: Becoming an independent adult and making future plans while undergoing changes and navigating the migration process can be very challenging and may lead to mental health problems among migrant youth.

The process of migration introduces complex changes into people's lives (e.g. language, culture, family and social relations, status, climate, diet, etc.) which can cause feelings of loss and grief. Those who have just undergone adolescence may find it especially hard to manage the changes of social expectations on them between one culture and another, particularly if they begin their adolescence in one culture and end it in another. Migration can challenge their beliefs and value systems and the way they behave. It can also threaten their sense of identity and cause a great deal of stress in the period of transition when old habits are discarded and new ones are not yet formed.

We know that difficulties in accessing education and employment opportunities, pressure to send money back to the family in the country of origin, uncertainty over immigration status, cultural and social marginalisation and racism can impact on mental wellbeing of young migrants.³² Some groups show more prevalent mental health problems. For example, young immigrant women from India have consistently higher suicide rates than male Indian immigrants or young indigenous women. Causes include family conflict, domestic violence, depression and anxiety. Young people of Caribbean origin aged 16-29 have particularly high hospital admission rates for schizophrenia.³³

Mental health is understood differently across cultures and many cultures have systems of assessing and treating health problems which are very different to the approaches in the UK. In addition, the manner in which distress is expressed can be very different and not easy to translate while Western approaches to treatment may be inappropriate. Mental health problems can also carry shame and stigma and make young people reluctant to seek help. *Figure viii* summarises possible difficulties faced by migrant youth with mental health issues and suggests ways of overcoming these.

Figure viii: Supporting migrant youth with mental health issues

Barriers to accessing mental health services

- Language and lack of interpreting services
- Feelings of shame and stigma
- Different cultural understanding of mental health problems
- Lack of specialist and culturally appropriate services
- Practical problems taking precedence over mental health issues
- Prejudice and confusion felt by mental health services providers

Ways of overcoming barriers to accessing mental health services

- Provision of culturally appropriate mental health services
- Using professional interpreters
- Providing information about mental health services in different languages and formats
- Cultural competency training for mental health staff

Some strategies for supporting migrant youth

- Help them access education, training and employment opportunities
- Support access to other services (e.g. housing, GP, etc.)
- Provide cultural orientation (providing information about practical things and cultural differences)
- Facilitate access to social, cultural and leisure activities
- Encourage forming relationships with peer groups and establishing links with broader community
- Link with specialist mental health services.

³² LG Carta et al (2005) *Migration and mental health in Europe* (the state of the mental health in Europe working group: appendix 1). *Clinical Practice & Epidemiology in Mental Health* Vol.1 Issue 13
www.ncbi.nlm.nih.gov/pmc/articles/PMC1236945/

³³ LG Carta et al (2005) (full reference above)

c) Education, employment and training

Key message 8: Migrant students may benefit from additional support at their educational institution to enable them to adapt to studying and living in a new country.

Many migrant youth will be in education or training. Studying in a new country may be a stimulating and rewarding experience, but it also poses challenges for those transitioning to adulthood in a different country without nearby family, including:

- Competence in English that may not be adequate for all social and academic purposes, including presentations, discussions and written work – a lack of language proficiency is thought of as a proxy for student integration³⁴
- Unfamiliarity with the expectations of UK institutions and educational methods
- Cultural differences that affect social and professional relationships
- Relying on benefits or part-time work to support themselves while studying
- Complex or unsettled personal circumstances, support networks which are limited or of limited use in supporting their studies.

What can education providers do to support international pupils and students?

Recommendations for schools around education of migrant pupils can be drawn from *A Clear Agenda for Migrant Education in Europe*.³⁵ Aakash's story in *Figure ix* provides a good example of how a local ESOL class made an important difference to his academic progression, employment prospects and more broadly his integration into the community.

Figure ix: Language support as key to integration - Aakash's story

Aakash initially found moving to Leeds daunting, particularly as he knew very little English. He was homesick for India and the family and friends he had been left behind.

Shortly after arrival, he began attending free ESOL classes at a local community centre. Aakash progressed quickly, assisted by an encouraging teacher who would often offer him individual study sessions and careers advice. He combined his studies with voluntary and paid work, which helped him to practice his conversational skills. Aakash completed his GCSEs then progressed to an IT qualification. He is currently studying for A levels and working part-time.

Aakash hopes to get a job in IT after he has finished his education. He now feels settled here. He is well known in the community due to working in a local shop, and regularly stops in the street to talk to other residents. His long-term ambition is to become an MP for Leeds, representing the area he has grown to love.

Source: Kipling (2014)³⁶

*'ESOL classes
boost your
confidence.
You know how
to speak, how
to read, how
to write, they
help you out.'*

- Aakash

³⁴ H Siarova and M A Essomba (2014) *Language support for youth with a migrant background: policies that effectively promote inclusion*. Sirius Network Policy Brief Series, Issue no.4. Migration Policy Institute

www.migrationpolicy.org/research/language-support-youth-migrant-background-policies-effectively-promote-inclusion

³⁵ SIRIUS (2014) (full reference above)

³⁶ Kipling, K (2014) *Making British citizens: The role of citizenship ceremonies and tests in integration and belonging*. Unpublished PhD fieldwork, University of Leeds.

Further Education providers are more likely to serve migrant youth who are already in the UK when they choose to enrol, and may already be settled in the UK. Colleges often provide information and advice services than can assist them. Additional measures include:

- Good internal links between advisers and course teachers whom students may look to for support or may notice signs of distress e.g. absence or changes in behaviour
- Good external links with agencies who can provide additional or specialist support, advice agencies, faith organisations and community groups
- Good working relationships between key public services such as JobcentrePlus and the Work Programme, the health service and police.

Higher Education institutions serving international students on study visas provide specialist support, often in the form of information and advice both before arrival and during their stay. These resources also can help to ensure international students are aware of social and recreational opportunities that can help them to settle in to their new environment. International student support services exist at universities across Yorkshire and Humber.³⁷

Key message 9: Migrant youth may prioritise work under any conditions in order to become financially independent or breadwinners to support their families.

Like other migrants, migrant youth may face barriers to employment such as poor communication skills, recognition of qualifications and unfamiliarity with UK systems (as described in *Migrants and work*³⁸) yet they also have the disadvantage of little or no previous work experience to their age. Like in Ibraheem's story in *Figure vi*, finding a job may be a priority for additional reasons such as to demonstrate financial independence or support other family members. To help overcome these barriers, services can:

- emphasise volunteering, work placements and internships
- help migrant youth understand that low pay, low skill jobs may be a normal step on many career paths, and emphasise that such work can improve communication skills, build confidence and gain familiarity with conditions in the work place
- promote mentoring and other opportunities to expand their horizons and networks
- address cultural influences that may impede employment, such as avoiding eye contact and the fact that qualifications do not speak for themselves in job interviews
- encourage migrant youth to see and portray their experiences of another culture and language as assets rather than impediments
- be aware of specialist employment, training and education services available to young people such as Connexions and similar services, National Careers Services,³⁹ Apprenticeships⁴⁰ and local employment projects.

³⁷ Leeds Beckett University www.leedsbeckett.ac.uk/international-students/
Sheffield Hallam University www.shu.ac.uk/international/student-support.html
University of Bradford www.brad.ac.uk/international/current-students/
University of Huddersfield www.hud.ac.uk/international/
University of Hull www2.hull.ac.uk/international/international.aspx
University of Leeds www.internationalstudentsupport.leeds.ac.uk/
University of Sheffield www.sheffield.ac.uk/ssd/international

³⁸ Integration up North (2014) *Migrants and work*. Introduction to Migration series, Guidance booklet #11. Migration Yorkshire: Leeds. www.migrationyorkshire.org.uk/integrationupnorth

³⁹ <https://nationalcareersservice.direct.gov.uk>

⁴⁰ www.gov.uk/further-education-skills/apprenticeships

The challenge of being less well-equipped to integrate

Key message 10: Migrant youth may not be as well prepared for life in the UK as other migrants, which can hinder their integration and access to services.

This section discusses how some migrant youth may have been unprepared to move to the UK, and how that impacts on their lives and integration in the community. A key factor here is if the decision to migrate to the UK was not wholly in the hands of the individual themselves. Two examples then illustrate the difficulties that might arise: for migrant youth leaving care and for migrant youth who are new mothers.

The decision to migrate

For many migrants the decision to migrate involves other people. In fact the decision to migrate may not have been an active choice for the migrant themselves. This is not necessarily sinister; migration is often a family or household decision. Examples relevant to migrant youth include:

- Migrant youth who move with their family unit; the decision is likely to have been made by their parent(s) who have moved to the UK for a variety of reasons (work, study, marriage, claim asylum etc).
- Migrant youth who arrived alone in the UK as children; they may have been forced to flee persecution or war alone, they may have become separated from their families during the journey or they may have been trafficked here
- Migrant youth who are newlyweds; in order to live together one party must follow the other who has a job or citizenship in the UK.

Two examples from our Yorkshire migrants follow in *Figure x*.

Pre-migration preparations and expectations

In some cases these kinds of migration decisions mean that migrant youth are less well prepared for moving to the UK than they might otherwise have been. For example:

- They may have had to move quite suddenly
- They may not have been aware of the cultural and social differences that they needed to anticipate
- They may not have had the opportunity to learn or improve their English before arrival
- They are unlikely to understand the complexities of UK systems and processes.
- Their expectations of the UK may be quite different from reality; they may be too low⁴¹ or too high and have different impacts on their integration (entitlement to benefits, ESOL, legal aid may not be claimed).

⁴¹ It has been shown first generation migrants may have higher levels of satisfaction regarding integration experiences, partly due to having lower expectations (Maxwell 2010 cited in University of Salford (2015) *Integration up North Research: Interim Briefing Note* www.migrationyorkshire.org.uk/userfiles/file/publications/iunresearchbriefingnote-finaljan2015.pdf)

Figure x: Decisions out of their hands - Raniya and Saiqa's stories

Neither Raniya nor Saiqa had total control over their migration to the UK. The decisions around Raniya's marriage and her move to the UK were made with her family. *'In 2007 my maternal aunt and her family came to visit Pakistan from the UK. My cousin and I got on really well and to my surprise they put forward a marriage proposal which my family and I happily accepted. I was only 20 years old and although I was married my family decided not send me to the UK till 2011.'*

In contrast, Saiqa moved to the UK because she had no remaining family in Kashmir. Her divorced mother had remarried a UK resident and Saiqa lived with her grandmother in Kashmir for some years. When her grandmother died, Saiqa was only 15 and felt vulnerable. She explains: *'I was on my own. It is far too dangerous for a young unmarried girl to live on her own in Kashmir. It would be easy for anyone to break into the house and cause harm. People talk about you if you are on your own and say that you must not have a good character. My mum advised that I should live with the neighbour till either she returned or they will try to get me to move to the UK and join them.'*

The decisions around Raniya and Saiqa's migration to the UK were further removed from their control when it came to processing their applications. Saiqa waited three years for her visa (due to appeals). If she had been unsuccessful, she felt her only option was to get married very young in Kashmir. *'It was a very difficult time for me. I did not know what was going to happen. If my visa was refused again my mum would have been left with no choice but get me married to protect me. I would not have had much option.'*

For Raniya, her visa was granted before her baby daughter's. She was unable to keep her family together during this period. *'I applied for both our visas at the same time but unfortunately my daughter did not get a visa at the same time as I did. The conditions of my visa meant that I had to travel to the UK within 28 days otherwise my visa would be cancelled. I had no choice but to leave my 6 month old in Pakistan with my mum and sister. She was a year old when she got her visa; it was a very hard time for me I missed her dearly. I desperately wanted to go back and stay with her until her visa was granted.'*

Source: The Integration up North (IUN) volunteer project

Migrant youth who are less prepared to move to the UK may then find it more difficult to adapt to these changes in their life:

- Family life will have changed. It may be different, complicated, unsettled, or across borders and may include new responsibilities to support family members.
- Young wives may have an expected role around the home.
- Students may find a significant discrepancy between the education system in their country of origin and in the UK to which they need to adapt.
- Older children in families may feel tension between being a member of a 'traditional' family and having a new peer group who live or behave in a different way.
- Asylum seekers who had little choice but to flee from their country of origin may also face the possibility of a forced return. They are then caught between adapting to a new life in the UK and returning to their country of origin.

This unpreparedness could hinder integration in the UK and delay their access to public services. The case studies in *Figure xi* feature everyday examples of how unpreparedness for life in the UK has been a barrier to integration for migrant youth. The section then goes on to focus on two specific groups as more detailed examples: migrant youth leaving care and migrant youth who are new mothers.

Figure xi: Navigating new situations - Raniya and Saiqa's stories

English language

Saiqa and Raniya both struggled because of the mismatch between education in their country of origin and the UK. Neither had anticipated this difficulty nor its effects upon their integration into their new communities in Yorkshire.

Raniya had not completed her education in Pakistan, and was unaware that her illiteracy would make her very dependent on others in the UK: *'My husband would come to visit regularly [from the UK to Pakistan but] he never really advised on the life I could expect in the UK and never really encouraged me to learn English. I have started ESOL classes. My spoken English is very weak and I do find it hard even holding a pen. I do find the classes very hard and do get bored. I really want to learn now and become less dependent on all my family.'*

Saiqa had missed a lot of school due to caring for her grandmother; lacking English skills has meant she has struggled to find work and communicate. *'Problems started for me when my grandmother became ill and she needed full time care. I stopped going to school. Life in the UK is very hard for me as I did not study enough. I'm finding it hard to learn to speak and I feel shy because of my accent.'*

Accessing services

As a result of their incomplete education abroad, both women have found it difficult to use services in the UK, with potentially serious consequences. Saiqa explains: *'I went to the doctor with my mum as we were both ill. She had a bad cough and I had high temperature and a cold. When we got home we realised that my mum was given sleeping tablets, she didn't ask for them, I'm sure they were given by mistake. She was feeling sleepy after taking them and asked a neighbour to explain what they are for. I was not given any medication and was told to rest.'*

'There was a time when I was really ill and I had to take my stepdad with me. I found that really difficult and embarrassing and I did not speak much. I felt really bad for my dad and for wasting the doctor's time. It's hard when you can't go to the doctor on your own as you can't explain simple things to them. I realised then that I can't go on my own even if I needed to.'

Unpreparedness for life in the UK has also hindered Raniya's use of services and communication with service providers. She has never been shopping alone and does not feel confident enough to use public transport by herself. She also needs help reading food labels. Raniya's family registered her with a GP and accompany her to appointments; she has never been alone. *'I find it embarrassing that I have to discuss my medical issues with family members when I go to the doctors. My family members would feel bad for me if I had to go on my own. I would not feel confident or comfortable going on my own anyway. The doctors here in the UK are very good, they are helpful and make you feel comfortable. I have never used interpreter or language line as someone from my family always comes with me. The midwives and health visitors always try to see me on my own even it is for a short time. I think it's good as if I was having any problems I could somehow let them know.'*

Source: The Integration up North (IUN) volunteer project

'I still find life here in the UK very hard. I wish I knew how difficult it is here without an education. In Pakistan I never felt it; you just get by without noticing. I really feel it here. I feel like a burden on everyone around me even though they are all very supportive.'
- Raniya

Migrant youth care leavers

Migrant youth who were in local authority care as a child enter into the ‘leaving care’ system when they turn 18. They face simultaneous pressures:

- *Becoming adults*: They are transitioning to adulthood as described in the previous section. They often have complex needs and face challenges of young adulthood without family and friends, living in a strange country and often surrounded by people who do not speak their first language or share their culture. They may be traumatised by their experiences and find it difficult to overcome these. Neither group may have had any choice in coming to the UK.
- *Navigating the immigration system*: Migrant youth may be subject to a change or review of their immigration status as described earlier. The young person may not understand the rules fully but may be unable to seek family or friends to help understand or advise. This uncertainty and range of possible outcomes inevitably add a burden on the individual and may affect their willingness or ability to integrate, due to anxiety or not daring to hope that they might stay in the UK.
- *Navigating the leaving care system*: Migrant youth leaving care are entitled to the same support as other care leavers but may experience inconsistencies in the support they receive due to the conflict between being potentially seen as unlawfully in the UK (if they have been refused asylum) but also as care leavers entitled to support.⁴² The government’s Leaving Care Strategy⁴³ and associated guidance documents⁴⁴ make it clear that the entitlements of migrant youth who qualify are the same as other care leavers. A statutory guidance document, *Care of unaccompanied and trafficked children*⁴⁵ highlights the fact that immigration needs and other issues should be taken into account in meeting the requirements of leaving care support. Some of these entitlements are outlined in *Figure xii*.

Of course not all migrant care leaver needs will be met through leaving care support and other services may also provide additional support. For example, a Jobcentre Plus leaving care ‘marker’ is designed to assess needs, ensure access to priority employment and benefit support, and promote cooperation between local authority and Jobcentre Plus staff.⁴⁶ This should help ensure that staff take the circumstances of migrant care leavers into account.

⁴² Recent enquiries by two Parliamentary Committees identified an apparent conflict between the Immigration, Nationality and Asylum Act 2002 which excluded support for refused asylum seekers who had failed to comply with removal and those classified as ‘unlawfully in the UK’, and the Children Act 1989 which stipulated that all young people who qualified as care leavers were entitled to the same support. See:

Joint Committee on Human Rights (2013) *Human Rights of unaccompanied migrant children and young people in the UK*. First Report of Session 2013–14. HC 196 www.publications.parliament.uk/pa/jt201314/jtselect/jtrights/9/9.pdf

House of Commons Education Committee (2012) *Destitution Among Asylum-Seeking and Migrant Children: Oral Evidence*. HC149 www.publications.parliament.uk/pa/cm201213/cmselect/cmeduc/149/149i.pdf

⁴³ HM Government (2013) *Care Leaver Strategy: A cross-departmental strategy for young people leaving care*. www.gov.uk/government/publications/care-leaver-strategy

⁴⁴ DfE *The Children Act 1989 Guidance and Regulations Volume 3: Planning Transition to Adulthood for Care Leavers* www.gov.uk/government/publications/children-act-1989-transition-to-adulthood-for-care-leavers

⁴⁵ Department for Education (2014) *Care of unaccompanied and trafficked children: Statutory guidance for local authorities on the care of unaccompanied asylum seeking and trafficked children*. www.gov.uk/government/publications/care-of-unaccompanied-and-trafficked-children

⁴⁶ HM Government (2014) *Care leaver strategy: one year on progress update*. www.gov.uk/government/publications/care-leaver-strategy

Figure xii: Entitlements for young migrant care leavers

General care leaver entitlements	Leaving care support specifically for migrants
<ul style="list-style-type: none"> • a personal adviser⁴⁷ • a pathway plan based on a needs assessment⁴⁸ • personal education plan as long as the young person is in full or part-time education • financial assistance with employment, education and training (including a higher education bursary if the young person is at university) • assistance in general (may include accommodation if the young person's welfare requires it) • vacation accommodation for higher education if needed • the responsible authority is under a duty to keep in touch with them. 	<ul style="list-style-type: none"> • planning for multiple possible outcomes depending on the resolution of immigration status, with both short term objectives while immigration status is uncertain and longer term goals for the event that leave is granted • pathway plans should address funding arrangements for education and training and how a young person's immigration status may limit education, training and employment opportunities • planning for recent arrivals may require additional support in understanding systems and institutions in the UK • addressing the high risk of isolation • those found to require Refugee Status or, more rarely, Humanitarian Protection are not guaranteed that further leave to remain will be granted at the end of the initial five year period, but care and pathway planning should primarily focus on longer term residence in the UK, in the same way as for any other care leaver • the need for close cooperation between social worker or personal adviser, Home Office Caseworker and legal representation • taking into account restricted entitlements to employment and education that may result from immigration status.

Other useful resources for practitioners on migrant youth leaving care include advice services and written guides:

- *The Migrant Children's Project*⁴⁹ run by the Coram Children's Legal Centre operates an advice service for all migrant children
- *The Children's Panel Advice Service*⁵⁰ is run by the Refugee Council. It offers advice to separated children, their carers and professionals.
- *Seeking Support: A Guide to the Rights and Entitlements of Separated Children*.⁵¹ (see picture, right)
- *Working with Children Leaving Care*⁵² and other case studies⁵³ from the Roma MATRIX project which discuss supporting migrant youth care leavers who are Roma.

⁴⁷ A personal adviser provides advice and support to all young people leaving care and should keep themselves informed about the young person's wellbeing and progress. They can help with drawing up the pathway plan, participate in the review of the pathway plan, liaise with the responsible authority regarding its implementation, etc.

⁴⁸ The assessment identifies what need the young person has and the pathway plan set out the details about how these needs will be met. These are central parts of the leaving care services and may include: accommodation, life skills, education and training, employment, financial support, etc.

⁴⁹ www.seekingsupport.co.uk/

⁵⁰ [www.refugeecouncil.org.uk/what we do/childrens services/the childrens panel - advice service](http://www.refugeecouncil.org.uk/what_we_do/childrens_services/the_childrens_panel_-_advice_service)

⁵¹ Coram Children's Legal Centre (2012) *Seeking Support: A Guide to the Rights and Entitlements of Separated Children*.⁵¹ 4th edition. www.seekingsupport.co.uk/

⁵² Roma MATRIX (2015) *Working with Children Leaving Care*. Roma MATRIX: Good Practice Guide 3. <https://romamatrix.eu/working-children-leaving-care-roma-matrix-good-practice-guide-3>

Maternity care for new mothers

Key message 11: Young migrant mothers and their children may be particularly at risk of poor health outcomes.

Barriers to using maternity services

Young migrant spouses may have their children in the UK or bring them to the UK when they join their partner. Migrant women and their infants are at greater risk of poor health outcomes due to the barriers they may face in accessing maternity services, including:

- poor understanding of available antenatal care and its importance
- difficulty in communicating with staff because of language difficulties and a lack of suitable interpreters
- negative attitudes on the part of health care professionals
- fear of disclosure by victims of gender-based violence
- unwillingness to see a male doctor for cultural or religious reasons.⁵⁴

Other barriers for migrant mothers include the fact that NHS charging practices may deter them from obtaining maternity care, and differing levels of awareness among health staff regarding immigration status and its impact on entitlements (for example, many maternity-related benefits are not included in the 'No Recourse to Public Funds' condition on leave to remain as described earlier).⁵⁵

These barriers may be exacerbated for young, newly arrived mothers if they migrated due to their marriages. They may not be prepared for using the UK healthcare system, nor have had the opportunity to learn English.

These barriers will only continue to rise without intervention since the proportion of births to migrant mothers is at 27% and rising. 13% of births to non-UK born mothers in 2013 (estimated to be around 24 000 nationally) were to young adults (aged under 25 years, most in the 20-24 age group).⁵⁶ The maternal mortality risk is higher for non-White ethnic groups, particularly Black African and Black Caribbean women.⁵⁷ The report identifying this risk had concerns about use of suitable interpreters including cases where family members acting as interpreters were perpetrators of violence. In particular it highlighted newly-arrived brides

⁵³ For example, Roma MATRIX (2015) *Helping a young person leaving care through group and individual training – the 'Moving Ahead' project*. Case Study: Children leaving care, Slovakia. <https://romamatrix.eu/helping-young-person-leaving-care-through-group-and-individual-training-moving-ahead-project> and

Providing holistic mentoring to a young Roma person leaving care. Case Study: Mentoring, Slovakia. <https://romamatrix.eu/providing-holistic-mentoring-young-roma-person-leaving-care>

⁵⁴ *Pregnancy and complex social factors*, NICE clinical guideline 110, National Institute for Health and Clinical Excellence, September 2010 www.nice.org.uk/guidance/CG110/resources

⁵⁵ NHS London (2012) *Policy Briefing on Maternity Services for Members of Refugee and Migrant Populations* www.london.gov.uk/priorities/health/publications/commissioning-maternity-services-for-refugee-and-migrant-women

⁵⁶ In 2013 there were 185,075 live births to non-UK born mothers. 13% or approximately 24 060 of these were to young adults. www.ons.gov.uk/ons/rel/vsob1/parents--country-of-birth--england-and-wales/2013/stb-births-by-cob-2013.html#tab-Live-Births-to-UK-and-Non-UK-Born-Women

⁵⁷ The 2011 CMACE report examined all maternal deaths between 2006-2008), found that maternal mortality risk for Black African women is 3.85 times higher compared to White women, while for Black Caribbean women it is 3.75 and Asian women 1.44 times higher.

as needing closer attention from healthcare professionals, especially where they do not have family in the UK and do not speak English.⁵⁸

Improving maternity care for migrant mothers

The following measures can improve access to maternity care for migrant women, and an example from Leeds is outlined in *Figure xiii*:

- Improving communication by providing interpreters and translated information in a range of formats (leaflets, posters, pictorial resources, DVDs etc.)
- Linking up with other agencies (statutory, voluntary and community) to create a network where pregnant women can be referred and signposted
- Providing bi-lingual community workers
- Promoting maternity services in community settings (e.g. shopping centres)
- Providing maternity services in community settings (e.g. Children's Centres, churches, etc.) or at home
- Helping women access free English lessons and mainstream services

Maternity Action provides free, downloadable information sheets on entitlements to benefits and healthcare for women with different forms of immigration status, and have pages translated into Polish, Portuguese and Spanish.⁵⁹

Figure xiii: Haamla service for mothers from minority ethnic communities

Haamla is a unique service based at the Leeds Teaching Hospital which was set up to address poor health outcomes for mothers and babies from black and minority ethnic communities and provides essential support for pregnant women and their families. It aims to improve access to maternity services by empowering women and enabling them to make informed choices during pregnancy and birth.

Haamla's Bi-lingual Maternity Support Workers provide advocacy support and information at home, at Children's Centres or in the hospital. Haamla's Volunteer Doulas offer one to one practical and emotional support during pregnancy, birth and for up to six weeks after the baby is born.

Source: Leeds Teaching Hospital⁶⁰

⁵⁸ *Saving Mothers' Lives: Reviewing maternal deaths to make motherhood safer: 2006–2008*, by Centre for Maternal and Child Enquiries (CMACE), 2011 www.hqip.org.uk/assets/NCAPOP-Library/CMACE-Reports/6.-March-2011-Saving-Mothers-Lives-reviewing-maternal-deaths-to-make-motherhood-safer-2006-2008.pdf

⁵⁹ These are available at: www.maternityaction.org.uk/wp/advice-2/mums-dads-scenarios/3-women-from-abroad/ and www.maternityaction.org.uk/wp/advice-2/languages/

⁶⁰ *Haamla service*, Leeds Teaching Hospital www.leedsth.nhs.uk/a-z-of-services/leeds-perinatal-centre/what-we-do/haamla-service/

The challenge of greater vulnerability to risks

Key message 12: Migrant youth may be particularly vulnerable to trafficking, exploitation and domestic abuse due to less control over some aspects of their lives.

Young people can have little power or control over some aspects of their lives. For migrant youth, factors such as their inexperience of the world, uncertain immigration status or social position can mean that they are more likely to be exposed to certain risks. For example:

- Those on temporary visas may worry about jeopardising their temporary immigration status which may lead them to take underpaid work or not report domestic abuse
- Children or new spouses may lack independence in their household, which in turn may mean they are unable to seek external support when they need it, prolonging their difficulties.
- Those who have travelled alone may not have trusted adults to turn to for advice about their migration journey or their choices in the UK.

This section outlines some of those risks: trafficking, exploitation, and other safeguarding issues (such as domestic abuse, female genital mutilation and honour-based violence). It also considers young migrants as victims of crime (including hate crime) and those at risk of becoming radicalised.

Trafficking and exploitation

In contrast to the usual routes and reasons for coming to the UK, migrant youth may be trafficked en route or while in the UK. 'Trafficking in persons' is a legal term that describes a wide range of conduct resulting in exploitation. In essence, trafficking is control over a person for the purposes of exploitation, usually differentiated into sexual exploitation and labour exploitation. It is both a serious crime and a human rights violation. Trafficking can involve the movement of victims across borders or it can take place in the one location and involve no movement at all.

The limited reliable data on this largely hidden crime means it is difficult to say how many migrant youth might be subject to trafficking.⁶¹ It is generally acknowledged that many trafficking victims go undetected.

We suggest that migrant youth are particularly vulnerable to trafficking partly due to their inexperience of travel, other places and cultures. They may travel without trusted family members or friends, or an agent may have been paid to help with travel arrangements.

It can be very difficult for victims to escape traffickers and service providers should be aware of the signs that may identify trafficking victims; there are guidelines that help identify the

⁶¹ The National Crime Agency publishes data on child and adult potential victims of trafficking but without further age differentiation. For example, 22% of potential victims identified in 2013 were children and 60% were adults (18% were unknown). National Crime Agency (2013) *The nature and scale of human trafficking in 2013: NCA Strategic Assessment*. www.nationalcrimeagency.gov.uk/publications/399-nca-strategic-assessment-the-nature-and-scale-of-human-trafficking-in-2013/file

signs of trafficking among adults and among children so service providers may want to consider both sets of indicators when working with migrant youth.

Services can refer suspected cases of trafficking to the National Referral Mechanism (NRM) for an assessment, but there is now a statutory duty to also report all potential cases to the National Crime Agency (although their details can be anonymised). While under 18s must be referred to the NRM, over 18s need to give their consent. Migrant youth may need support to understand the potential implications of such a decision, for example on their immigration status. Trafficking victims who remain in the UK can face many challenges in recovering from their experiences and may need support from specialist agencies. For more information about trafficking for labour exploitation, see guidance booklet #9.⁶²

Exploitation comes in many forms, and low level exploitation can take place among migrant youth who are keen to find paid work as described in Ibraheem's story in *Figure xiv*. For example, they may not have the life experience to recognise exploitative conditions, the work experience or education to find legal work in the UK or the independence or support networks to seek advice or alternative employment.

Figure xiv: Being drawn into exploitative work conditions - Ibraheem's story

We saw earlier that Ibraheem felt an urgency to find work in order to be financially independent and even support his parents back in Pakistan. Despite having a good education and English language, he felt compelled to take work that paid far below the minimum wage.

'Despite my level of education and good English skills, I really struggled to find work. Things were getting very desperate for me. I was trying extremely hard not burden my parents any further as I felt they had already done enough for me. I finally found a job. A friend recommended that I go to all the petrol stations I know and ask if they have any vacancies. The interview was an experience I will never forget. They asked me how long I had been looking for a job, how much I had earned in previous jobs and how much I was expecting to be paid and for how many hours. When I answered the manager just laughed at me and told me I had no skills, no experience and I should go home to Pakistan (he was also from Pakistan).'

'He then told me what they offered, I was shocked. I now realise that they were looking for people who were extremely desperate for employment and would then be willing to accept any type of job under any condition. I was desperate and I did accept an hourly rate of £2.50 and also working voluntarily for one day a week without pay. They said this would show commitment and help secure future progress within the company. I had payslips but they showed part time hours, not what I was actually working.'

Ibraheem was unable to secure a less exploitative job for over a year. His next job was also low paid, but he felt that the working conditions were much better.

'Eventually I did manage to leave but things did not improve that much. I had a got myself a job at a local takeaway. The pay was not that much extra, but if I took into consideration the free day I had to work without pay then it was much better. They also were more understanding about my studies and gave me time off when I needed it. They gave me wage slips and also showed part time hours.'

Source: The Integration up North (IUN) volunteer project

⁶² Integration up North (2014) *Trafficking for labour exploitation*. Introduction to Migration series, Guidance booklet #9. Migration Yorkshire: Leeds. www.migrationyorkshire.org.uk/integrationupnorth

Other safeguarding issues

Key message 13: Migrant youth who are victims of domestic abuse may need assistance with a range of issues including immigration status and the domestic violence rule and concession.

Migrants who have been granted leave to enter or remain as spouses or partners may find themselves vulnerable to domestic abuse. Recently arrived spouses and partners are often young and may lack sufficient English, support networks or knowledge of their rights and where to go for help. Spouses and partners may not have leave to remain in their own right.

- The *Domestic Violence Rule* enables migrants whose relationship has broken down to apply for settlement in their own right. For the first five years in the UK they have no recourse to public funds. The *Domestic Violence Concession* enables victims to access benefits while applying for settlement. Although these provisions exist, they are unlikely to be known about by the victim. In addition to support as victims of domestic violence, they may also need immigration advice and access to benefits.
- Honour-based violence is violence perpetrated against individuals (most often women) who are perceived to have violated the 'honour' of a family and/or community. It is associated with cultural backgrounds shared by some recent migrants. Victims are predominantly young and due to the element of control associated with the concept of 'honour' may find it difficult to seek help.
- Forced marriage is now both a civil and criminal offence, following a change to the law in 2014. Again this may affect young migrants more than others due to the reduced choices they may have around leaving home and becoming independent.
- Female genital mutilation (FGM) is practised in cultures to which some migrants belong. It has been a crime in the UK since the Female Genital Mutilation (FGM) Act was enacted in 2003. It makes it a crime to circumcise a woman or child for cultural or non-medical grounds or to take a UK national or resident abroad in order to carry out, aid and abet or procure FGM. While FGM is mostly practiced on girls up to the age of 15, migrant youth may still need support in dealing with the legal, health-related or psychological consequences of FGM.

For more information on these safeguarding issues, see *Safeguarding adult migrants*, guidance booklet #12.⁶³

⁶³ Integration up North (2014) *Safeguarding adult migrants*. Introduction to Migration series, Guidance booklet #12. Migration Yorkshire: Leeds. www.migrationyorkshire.org.uk/integrationupnorth

Crime and community safety

Key message 14: Male migrant youths may be particularly at risk of experiencing hate crime.

Vulnerability to crime or radicalisation

As *Migration, community safety and policing* points out,⁶⁴ criminality among migrants is lower than among the general population. There is also evidence that this is also true of young migrants.⁶⁵

Young migrants are vulnerable to hate crime since race is the most common motivator of hate crime⁶⁶ and young people aged 16-24, particularly men, are most at risk.⁶⁷ Resources promoting hate crime reporting are available, for example through Stop Hate UK's resources include a poster aimed at young people, a reporting poster in 46 languages, and a poster to encourage reporting of hate crime aimed at the Roma community.⁶⁸



The government Prevent strategy suggests that individuals with certain characteristics or behaviours may be more vulnerable to radicalisation. Some of these descriptions may be relevant (but not exclusive) to certain sections of migrant youth, as they refer to age, second/third generations, (perceived) discrimination and socio-economic disadvantage.⁶⁹

Engaging with vulnerable young migrants

Given that migrant youth may be vulnerable to hate crime or radicalisation, as well as their own experience of police and the authorities in their country of birth, they can present particular challenges with regard to crime and policing. For example, engaging with migrant youth may require a different approach, young migrants may have different information needs and they may be more exposed to crimes such as trafficking. Like other new arrivals, migrant youth may face barriers when encountering the police service as victims, perpetrators or members of the community. These include:

- Language
- Unfamiliarity with police practice and procedures in the UK
- Lack of knowledge about rights and entitlements
- Unfamiliarity with UK laws and social norms
- Distrust of police based on experiences in their country of origin.

⁶⁴ Integration up North (2014) *Migration, community safety and policing*. Introduction to Migration series, Guidance booklet #8. Migration Yorkshire: Leeds. www.migrationyorkshire.org.uk/integrationupnorth

⁶⁵ Delinquency and crime among immigrant youth – an integrative review of theoretical explanations, Xi Chen and Hua Zhong, *Laws* Vol. 2, pp. 210-232

⁶⁶ Five motivating factors are monitored by police: race, religion, gender identity, disability and sexual orientation.

⁶⁷ Home Office, Office for National Statistics and Ministry of Justice (2013) *An Overview of Hate Crime in England and Wales* www.gov.uk/government/uploads/system/uploads/attachment_data/file/266358/hate-crime-2013.pdf

⁶⁸ Some resources are free. See: www.stophateuk.org/resources/

⁶⁹ All taken from: Home Office (2011) *Prevent strategy 2011* www.gov.uk/government/publications/prevent-strategy-2011

One way that police can reach migrant youth is by engaging with organisations and institutions that serve young migrants such as FE colleges, universities, other training institutions and ESOL classes, faith organisations, sports clubs, employers and trade unions in industries known to employ migrants, migrant-led community organisations and other voluntary organisations may enable contact with migrant youth. These contacts can be useful in understanding how well they understand the laws and customs in the UK, their rights and entitlements, police procedures and practice and explore cultural factors that may enable more effective policing.

Responding to potential radicalisation among migrant youth

Key message 15: There is a new duty on statutory services to prevent people from being drawn into terrorism. Public service staff should be aware of the processes in their organisation to identify, assess and refer vulnerable people.

The anticipated new duty on statutory services in relation to Prevent was outlined earlier in the section on 'The integration policy and delivery context'. The Prevent strategy builds on an earlier specific police-coordinated, multi-agency partnership called 'Channel' operating across the UK that identifies and supports people who are at risk of radicalisation and supporting or committing terrorist acts.

There are a number of resources available to improve knowledge and awareness among staff in public services about radicalisation:

- **Guidance and assessment framework:** The guidance on Channel⁷⁰ suggests that statutory organisations should identify vulnerable people carefully and against a range of possible indicators.⁷¹ The vulnerability assessment framework covers three dimensions: *Engagement with a group, cause or ideology; Intent to cause harm; and Capability to cause harm*. There are a range of factors that can contribute to vulnerability associated with each of these three dimensions. Many local authorities have processes in place to identify, assess and refer vulnerable people.
- **Training:** A two-hour workshop (Workshop to Raise Awareness of *Prevent* or WRAP) has been delivered to front line staff across all sectors. More information can be found by emailing WRAP@homeoffice.x.gsi.gov.uk. Prevent training has been provided across Yorkshire and Humber, for example at the University of Sheffield by South Yorkshire Police, and at the Housing Advice Support Network in North Lincolnshire delivered by Humberside Police.⁷²
- **Resources:** Local community engagement tools are available from the NPCC Prevent website⁷³ including: group exercises, an internet safety kit aimed at young people and a newsletter about good practice in community engagement.

⁷⁰ Home Office (2012) *Channel: Protecting vulnerable people from being drawn into terrorism: A guide for local partnerships* www.gov.uk/government/publications/channel-guidance

⁷¹ A short list of the indicators *Channel: Vulnerability assessment framework* (2012) is available at: www.npcc.police.uk/NPCCBusinessAreas/PREVENT/Channel.aspx

⁷² *Community Engagement Bulletin* August 2013, Issue 18 accessed at (now unavailable): www.acpo.police.uk/ACPOBusinessAreas/PREVENT/CommunityEngagementTools.aspx

⁷³ NPCC *Community engagement tools* www.npcc.police.uk/NPCCBusinessAreas/PREVENT/CommunityEngagementTools.aspx

Adapting to the needs of migrant youth

Key message 16: Specific services aimed at migrant youth are rare. Disseminating information through other service providers can help to reach this group, and developing further cultural awareness among staff can make a service more accessible.

This section introduces some cross-cutting messages for service providers. These suggestions can help to enhance the accessibility and effectiveness of most services.

Reaching migrant youth

One of the first barriers to integration for a young migrant is a lack of knowledge about local services. Making information and advice available to migrant youth may be achieved by disseminating information via organisations and institutions that are likely to be in contact with young migrants. These include:

- Migrant organisations
- Mainstream advice agencies such as the Citizens Advice Bureau
- FE and HE colleges, often with international student support services
- Connexions or similar youth education, training and employment services
- Sports and recreation activities
- Businesses that serve migrant youth
- Faith communities
- ESOL classes at colleges and other organisations
- Ante-natal care providers

These are useful channels for disseminating printed information or for arranging information sessions. Some migrant youth may find face-to-face, oral communication more accessible. Tailored materials that focus on the specific needs of migrant youth may be effective. Translated materials may be helpful for groups with little English. Service providers are making increased use of social media to communicate with service users. These media may be particularly effective in reaching young migrants, particularly as many will be using these channels to keep in touch with their country of origin community.

Delivering appropriate services

As highlighted already throughout this guidance booklet, there are a number of practical actions that services and practitioners can take to better respond to migrant youth in their community. Practitioners could become familiar with the indicators of trafficking for example.

Services could consider the kind of advice and support that migrant youth might need given the unique challenges that they face as they try to settle into a new life in the UK (around the transition to adulthood, being unprepared for life in the UK and being vulnerable to risk).

One study of migrant youth in Leeds who were forced migrants made suggestions about service provision that appear successful with this group:

- 'Young people often prefer to access holistic support from one individual they trust in an organisation, with a friendly informal and flexible approach to access'
- 'Overcoming social isolation and segregation appear to be strongly linked to asylum seekers' and refugees' ability to access mainstream services.'⁷⁴

These could be starting points for services to consider when designing or adjusting their service model.

Cultural considerations⁷⁵

Even if migrant youth are aware of accessible services, they may find cultural differences hinder their integration and service use.

Being culturally sensitive is important when working with young people from different cultural backgrounds, who themselves may not appreciate the cultural differences in the UK. Cultural differences affect our behaviour and perceptions which can cause misunderstandings and impact on service provision. For example, in some cultures:

- people may speak more loudly, gesticulate and touch each other a lot more than is common in the UK. This might lead to service providers thinking that they are angry or even having a fight.
- girls and young women may not be expected to go alone to social venues, bring back boyfriends, smoke, drink or, in some instances, even work
- friendships between young men and women may be unacceptable, but courtships and marriages are arranged by families
- respect for the elderly or those in authority may be expressed by not looking people in the eye and never addressing them just by their first names.

Some of these points contrast with many aspects of life in the UK and can cause tensions within families and between young people, their peers and service providers, as shown in Saiqa's story in *Figure xv*.

Knowing the usual cultural norms of different groups is a helpful start but this will not predict the behaviour of every person. It is impossible to give a definite description of any one cultural group. Ultimately it is important to keep an open mind. *Figure xvi* provides some tips for interacting successfully with migrant youth from other cultures.

⁷⁴ A Sirriyeh (2006) *Young Forced Migrants and the Transition to Independent Living: A case study*. Research Findings. Centre for Ethnicity & Racism Studies, University of Leeds.

⁷⁵ This section draws on information from Brislin, R: *Understanding Culture's Influence on Behaviour*, Harcourt College Publishers, (2000) and *Cultural Aspects of Working with Refugees*, Refugee Council training.

Figure xv: Settling in and crossing cultures - Saiqa's story

The norms around socialising are quite different in the UK compared to Kashmir. Saiqa noticed that in the family's terraced house in Yorkshire there is little room for family get-togethers and so she feels more isolated here. She also misses spontaneous visiting of friends: *'Although people are very nice here, they are very busy. If you want to go to see someone then it has to be arranged beforehand and you can't just turn up. In Kashmir it's not like that.'*

Saiqa found her English language was a significant barrier to accessing services. Her natural shyness has also meant she feels it has been difficult to make friends. Wanting to integrate with her peer group has caused her to feel torn between her indigenous culture and theirs. *'Everyone hangs around in shisha bars [a fruity flavoured tobacco smoked in a hookah (water pipe) is a 'shisha'] and have boyfriends and girlfriends. Many of the young people can only speak English and so it has been hard to make friends. I find that they look down on people who are not born here, we are like second class people, no one really cares for you and they don't have time for you.'*

She explains how she has amended her behaviour to fit in with friends. *'I was at home for nearly six months not knowing what to do and getting bored. That is when I started smoking and hanging around just wasting time as I had nothing else to do. My mum does not know but I hope I will give it up very soon. I also have a boyfriend and I know my mum and stepdad would be very disappointed if they found out, but it's just the way life is here. I don't have a physical relationship with my boyfriend even though he would like to have one. It's very hard in my culture to deal with things if anyone found out. I know that if I got pregnant or caught a disease then I would go to the doctor on my own. I might even have to tell my mum, I know she would be hurt but she would help me.'*

Source: The Integration up North (IUN) volunteer project

Figure xvi: Cultural awareness

What is cultural awareness?

Cultural awareness is about sensitivity to the possibility that not all behaviour should be interpreted according to one's own cultural expectations. Consider the following:

- Recognising that an individual does not represent the whole nation, ethnic group or community and that there will be many differences within that group depending on that person's education, social class, upbringing etc.
- Acknowledging that there are many other ways of doing things and thinking and that they all have a built-in bias, including our own
- Being non-judgemental about how other people do things
- Avoiding stereotypes and keeping an open mind.

How can we interact successfully with young people from other cultures?

Approaches that can be helpful when interacting with young people from other cultures include:

- *Cultural flexibility:* Modifying own behaviour when communicating with young people to meet the demands of various situations found in other cultures.
- *Enthusiasm about interacting with people from different cultures:* People who look forward to meeting people from other cultures and find it stimulating will be more successful.
- *Using 'cultural informants':* These are people who are familiar with another culture who can provide useful information which may prevent difficulties or misunderstandings.
- *Effective conflict resolution:* It is important to try and understand someone's behaviour which may appear unusual rather than assume that the person is rude.



Migrant youth

Summary of key messages

- 1: Migrant youth face a unique combination of circumstances related to being young adults and being newcomers.**
- 2: The main migration routes to the UK (work and study) mean that many migrants to Yorkshire and Humber are likely to be young.**
- 3: Third country migrant youth primarily come to the UK to study or to join family. Temporary immigration status can lead to uncertainty and may impact on integration.**
- 4: Temporary immigration status impacts on migrant rights and entitlements in the UK. Migrant youth may be hindered in their integration efforts as a result of restricted or unknown entitlements.**
- 5: Unique challenges facing migrant youth include a less supported transition to adulthood, being less equipped to integrate and having a greater vulnerability to risks.**
- 6: Migrant youth need general service information and specialist advice but they may struggle to access or pay for it.**
- 7: Becoming an independent adult and making future plans while undergoing changes and navigating the migration process can be very challenging and may lead to mental health problems among migrant youth.**
- 8: Migrant students may benefit from additional support at their educational institution to enable them to adapt to studying and living in a new country.**
- 9: Migrant youth may prioritise work under any conditions in order to become financially independent or breadwinners to support their families.**
- 10: Migrant youth may not be as well prepared for life in the UK as other migrants, which can hinder their integration and access to services.**
- 11: Young migrant mothers and their children may be particularly at risk of poor health outcomes.**
- 12: Migrant youth may be particularly vulnerable to trafficking, exploitation and domestic abuse due to less control over some aspects of their lives.**
- 13: Migrant youth who are victims of domestic abuse may need assistance with a range of issues including immigration status and the domestic violence rule and concession.**
- 14: Male migrant youths may be particularly at risk of experiencing hate crime.**
- 15: There is a new duty on statutory services to prevent people from being drawn into terrorism. Public service staff should be aware of the processes in their organisation to identify, assess and refer vulnerable people.**
- 16: Specific services aimed at migrant youth are rare. Disseminating information through other service providers can help to reach this group, and developing further cultural awareness among staff can make a service more accessible.**