

HOUSING AND SUPPORT NEEDS ANALYSIS

ASYLUM SEEKERS, REFUGEES AND MIGRANTS

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ASYLUM SEEKERS, REFUGEES AND MIGRANTS

1.0 NATIONAL AND LOCAL CONTEXT

Asylum seekers

Prior to April 2000, asylum seekers were supported in an ad-hoc and uncontrolled way. Those who declared their asylum application at their port of entry were eligible for income support, housing and council tax benefit. Other asylum seekers who presented themselves as destitute were supported by local authority social services departments. Wigan Council saw little to no asylum seekers, as most went to London or the S. East placing a huge burden on those local authorities.

The Immigration and Asylum Act 1999 gave the Home Office new powers to support Asylum Seekers directly. It aimed to provide more effective support to asylum seekers and relieve the pressure on London and the south east by dispersing asylum seekers across the country. In order to avoid overburdening any particular geographical area, the Home Office introduced the concept of a "Cluster Limit" based on 1 asylum seeker per 200 of the local population (equates to 1500 individual asylum seekers for the Wigan Borough). Wigan never hit the cluster limit; the numbers peaked at around 1100 but now stand at 500. A more recent demand forecast model developed by the Home Office suggested a future need broadly in line with the numbers accommodated in the region in December 2004. In June 2005, Wigan Council agreed that Wigan's future Cluster Limit should be in line with this, i.e. 650 individuals which allows for sensitive dispersal within borough. This number was also thought to be sufficiently large to enable sustainability for support services in the voluntary sector whilst ensuring the Borough can meet the needs of asylum seekers receiving a positive decision. Through the Housing Strategy Team, the Council has been proactively managing the dispersal of asylum seekers in the public and private sectors since the government introduced the National Asylum Seeker Service (NASS) back in 2000. In a recent consultation exercise by the Home Office, Wigan's Policy Framework for the Dispersal of Asylum Seekers was used as an example of good practice.

When, in 2006, NASS re-tendered the contracts for the provision of accommodation and support, Wigan Council decided not to submit a bid to continue to provide such a service thereby releasing 143 Council properties to address local housing needs. Wigan remains a member of the NWC(E) for strategic purposes. All asylum seekers in the borough are now supported by one of 3 private sector providers funded by NASS (& hence not eligible for Supporting People funded services).

NASS have now embarked on the New Asylum Model with the aim of speeding up the process for determining asylum claims and to improve its quality. The implications for Wigan are that if we are likely to see a higher turnover of asylum seekers in the borough, those people are more likely to require ongoing support from Supporting People funded services, i.e. as a substitute for what has been provided under the NASS contract over the last 5 years.

When asylum seekers are given a positive decision, i.e. refugee status, they are entitled to 28 days notice that their support will end and that they will be required to find alternative accommodation. The Council has been working with NASS, other members of the NWC(E) and the private sector providers on how better working practices could assist those given refugee status and help prevent them becoming homeless. Although NASS originally led on this, they unfortunately have now withdrawn from the discussions.

Main issues for Asylum Seekers...

- Have no choice where they are dispersed and generally have little or no knowledge of Wigan
- By definition are awaiting decisions which can contribute to feeling insecure or uncertainty about planning for the future
- Receive benefit payment (lower than income support) and are restricted from paid employment
- ESOL provision is to be withdrawn in July 2007 (Learning & Skills Council funding decision)

Refugees

Data is available from NASS on numbers of asylum seekers given refugee status, however information on how many choose to stay in the borough and why others leave is anecdotal. In 2005/6, 55 asylum seekers were granted refugee status. In January 2007 alone, it was 13. Over the last few years, those granted refugee status often left the borough as they had little connection, instead choosing to live where there more settled communities and more culturally orientated services. More recently, it appears that more are choosing to stay as communities begin to develop.

Main issues:

- Following positive decision NASS support withdrawn after 28 days which can lead to destitution in absence of planned transition and support
- May have weak ties to locality and strong pull factors towards established communities in other cities, for example Liverpool, Bolton or Manchester

People refused leave to remain

Access to advice is the main issue for people refused leave to remain. Those not willing to voluntarily agree to return home are likely to become destitute as they will have 'no recourse to public funds. Main issues include:

- Need to be properly informed of their legal position
- May be grounds for fresh appeal based following poor / misrepresentation

Migrant Workers

Although much of recent discussion has focussed on 8 of the 10 countries which joined the European Economic Area in 2004 (A8), as one of the 27 member states making up the European Union, the UK shares an "open door" policy which allows people to move freely within the EU. People can live and work wherever they like, and the only constraints are those imposed by working practices in each EU country. Best estimates suggest there are around 2,000 economic migrants in the borough.

The needs of this group and individuals are diverse. For example the needs of the Slovak Roma community which is beginning to settle in the borough are more akin to the needs of the resident Roma community than other eastern European workers. Whilst it is often reported that the Migrant Workers are often under utilised, there are also many who have poor literacy skills in their own language.

- Can have job insecurity affecting income and eligibility for benefits
- Tendency towards lower priced private rented accommodation and possible issues of overcrowding or poor housing conditions
- No designated support within mainstream services
- Needs of individuals are diverse

2.0 CURRENT SUPPLY

2.1 CURRENT PROVISION

Asylum seekers are eligible for section 95 (NASS) accommodation if they appear to be destitute or are likely to become destitute. 504 asylum seekers were being accommodated and supported in Wigan at January 2007 by 3 private sector providers (funded by NASS).

Section 4 support for unsuccessful asylum claimants who are unable to return due to factors beyond their control or medical reasons. NASS are currently unable to provide details of how many asylum seekers were being supported under s.4.

Asylum Seekers granted refugee status and certain migrant workers are eligible for Supporting People funded services. There are currently no specialist services funded by Supporting People in the borough, but refugees and migrant do access other supporting people services.

2.2 CURRENT LEVEL OF PROVISION: REGIONAL AND NATIONAL COMPARISON

Owing to the low level of provision throughout the country the ODPM has not released any comparative data, however information is available about the total number of units and grant within the UK. There is a total of 4,305 units which accounts for £17,759,462 Supporting People Grant

3.0 WHAT IS THE LEVEL OF NEED?

3.1 The reasons for refugees becoming homeless and the types of assistance required in order to establish and maintain a tenancy are outlined in the Report of the Housing Advice Development Worker into the Causes of Homeless and the Need of Socially Excluded Groups. In addition to the services needed by most groups of homeless people, refugees have the additional needs around access to interpreters and the need for a smooth transition from NASS or other temporary accommodation to permanent accommodation

3.2 PREVALENCE FIGURES

The following table indicates the number of people from BME communities, Asylum Seekers and migrants living in Wigan:

Population (Census - 2001)	Number of BME (Census - 2001)	Number of Asylum Seekers (January 2007)	Estimated number of Migrant Workers (January 2007)
301,415	3,909	508	2,000

NASS Data

At January 2007, there were 508 asylum seekers in Wigan (compared to 561 in January 2006 and 635 in January 2005). As mentioned above, under the new asylum model, decisions are likely to be made more quickly and as such although the snapshot picture suggests a fall in numbers, analysis of numbers of new arrivals (i.e. overall turnover) appears to have remain unchanged.

13 asylum seekers were granted refugee status in Wigan during January 2007 compared to 55 in the whole of 2005. It is not know how many of these people choose to stay in Wigan once they have received a positive decision, however the best indicator of support needs currently available is for those that present as homeless.

Homelessness Data (2005/06)

Primary Need	Secondary Need	Decision	Number
Dependant Children	Former Asylum Seeker	Not Homeless	1
		Accepted Full Duty	3
Former Asylum Seeker	None identified	Not eligible	1
		No Priority	2
	Vulnerable 'other'	Accepted Full Duty	1
Total Homeless Presentations from former asylum seekers			8

SUPPORTING PEOPLE CLIENT RECORD DATA

Every Supporting People funded service (except for sheltered housing) is required to complete a client record form for each new service user. The aggregated data for Refugees is shown in the tables included in Appendix A.

3.5 CONSULTATION

We have sought to consult with refugees through:

- trying to make contact with a few local groups
- CVS sending questionnaires to the BME Network
- Wigan Eastern European Migrant Workers Study
- Close working relationship with public, private and voluntary sector agencies that work with asylum seekers, refugees & migrants.

We intend to work with the BME network to identify more appropriate methods for consultation during the next 12 months.

4.0 CURRENT PROVISION: ARE CURRENT SERVICES MEETING LOCAL NEEDS AND PRIORITIES?

4.1 ASSESSMENT AS AT MARCH 2005

Further needs analysis/consultation to be undertaken, through the BME network, to determine if there are any unmet supported housing needs amongst refugees.

4.2 ASSESSMENT AS AT JANUARY-MARCH 2007

As can be seen from the appendices, refugees are accessing Supporting People services, however the level of need is uncertain as very little data is available on the numbers of refugees remaining or coming to Wigan. The greatest gaps would appear to be around advice, destitution etc rather than housing support.

5.0 GAPS AND PRIORITIES

5.1 GAPS - MARCH 2005

Given the lack of information available, it is impossible to know if there is a need for additional specialist services. However, the view of the Asylum Seekers Team, which employed a refugee support worker, was that there was no need for additional staffing

5.2 2005/6 SERVICES FOR REFUGEES HAVE BEEN PLACED IN BAND 3

Priority will be reviewed once further needs analysis has been completed.

5.3 REVIEW OF GAPS AND PRIORITIES: JAN – MARCH 2007

Wigan and Leigh Housing no longer provide accommodation or support to asylum seekers and as such no longer employ a refugee support worker. The whole of this provision is being provided by the private sector (funded by NASS).

The Asylum Seekers Providers Forum which was initially set up to improve communication between agencies working with Asylum Seekers has now been renamed to the Refugees & Migrants Forum to reflect the change in emphasis of need and priorities. As part of this rebranding, an overarching strategy is being developed. The priorities for this group are:

- 'Welcome to Wigan' (Orientation and information about facilities and services in the borough)
- Advice Services (for those who have reached the end of the Asylum Seeker process)
- Destitution (for failed asylum seekers, new refugees and migrant workers)

6.0 KEY STRATEGIC PLANNING GROUP

Refugees & Migrants Forum (Housing Strategy chair)

7.0 USEFUL DOCUMENTS

- North West Region Refugee Homelessness Prevention Protocol (draft)
- A New Model for National Refugee Integration Services in England (consultation paper)
- Wigan Eastern European Migrant Workers Study
- Annual Report of Homeless and Vulnerable Persons Team, Margaret Somers, Specialist Health Visitor.

8.0 RELEVANT LINKS

9.0 ACTION PLAN

OBJECTIVE	TASK	BY WHOM	BY WHEN	PROGRESS
Strategic planning	Develop Refugee & Migrants Strategy	Housing Strategy	2005/6	Determine priorities via R&MF. Sub-groups formed: <ul style="list-style-type: none"> • Wigan Welcome – Led by Friendly Faces • Advice – Led by PCT (BME Strategy development team) • Destitution – to be led by vol. sector
Needs Assessment	Undertake further needs analysis/consultation	SP Team/Housing Strategy	ongoing	
	Ensure SP services are able to meet diverse needs	SP Team	ongoing	Regular monitoring via QAF
Joint working	Continue to lead on R&MF	Housing Strategy	Ongoing	Quarterly meetings established an well attended by all sectors
	Work with BME network to identify needs	SP Team/Housing Strategy	Ongoing	Initial discussions with CVS who support BME network. Initial consultation undertaken at BME network event
Information	Develop better (more reliable) data sources	SP Team/Housing Strategy	November 2006	Migrant Workers study informed by Freedom of Information Request to DWP.
			Ongoing	Working with PCT on combining information sources to develop better picture.
Training	Determined by the above			Cultural diversity training planned for Supporting People Providers Forum

SUPPORTING PEOPLE WITH CLIENT RECORD DATA: REFUGEES

Every supporting People funded service (except for sheltered housing) is required to complete a client record form for each new service user. The aggregated data for refugees is shown in the tables included below.

TABLE	DATA
	Primary needs, secondary needs and ethnic origin
Table 1	Number of people with primary or secondary need defined as refugees
Table 2	Secondary needs of refugees - up to 3 can be selected
Table 3	Ethnic origin of refugees
	Types of SP services used
Table 4	Type of SP service occupied by refugees e.g. supported housing, foyer, floating support etc
Table 5	The designation (by client group) of SP services occupied by refugees
	Previous accommodation occupied
Table 6	The type of accommodation occupied by refugees immediately prior to receiving SP support
	Referrals
Table 7	The types of Organization which referred refugees to SP services
	Number of refugees accessing SP services requiring assistance under a range of statutory frameworks:
Table 8	Care Management
Table 9	Care Programme Approach
Table 10	Probation Service or Youth Offending Team
Table 11	Drug Intervention Programme
Table 12	Statutorily homeless and owed a main homeless duty
	Number of refugees accessing SP services who have been assessed as a high risk under:
Table 13	Care Programme Approach (enhanced)
Table 14	Multi Agency Protection Panel
Table 15	Number of refugees accessing SP services subject to the requirement of an Anti Social Behaviour Orders
	Local Connection
(Table 16)	Geographical location of the accommodation occupied by refugees immediately prior to receiving support

SUPPORTING PEOPLE WITH CLIENT RECORD DATA: REFUGEES

Table 1 **Number of people with primary or secondary need defined as refugees**

	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Primary client group designation of Refugees with support needs	8	4	4	3	
Secondary client group designation of refugees with support needs	0	0	2	1	
Total number Refugees	8	4	6	4	

Tables 2-16 provide additional information about the circumstances and needs of refugees as a primary need. need (e.g. 2005/6 – 4 people as indicated in the above table)

Table 2 **Secondary needs of refugees - up to 3 can be selected**

	<i>Number Of Refugees</i>				
<i>Secondary need</i>	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Older people with support needs	0	0	0	0	
Older people with mental health needs	0	0	0	0	
Frail elderly	0	0	0	0	
Mental health problems	0	0	0	0	
Learning disabilities	0	0	0	0	
Physical disabilities	0	0	0	0	
Single homeless with support needs	4	0	2	0	
Alcohol problems	0	0	0	0	
Drug problems	0	0	0	0	
Offenders or at risk of offending	0	0	0	0	
Mentally disordered offenders	0	0	0	0	
Young people at risk	0	0	0	0	
Young people leaving care	0	0	0	0	

	Number Of Refugees				
Secondary need	2003/4	2004/5	2005/6	2006/7 Q1 – Q3	2007/8
Older people with support needs	0	0	0	0	
Women at risk of domestic violence	0	0	0	0	
People with HIV/AIDS	0	0	0	0	
Homeless families with support need	0	0	0	2	
Teenage parents	0	0	0	0	
Rough sleepers	0	0	0	0	
Traveler	0	0	0	0	
Complex	1	0	1	0	

Table 3 What is the ethnic origin of refugees accessing SP services?:

	Number of Refugees				
Ethnic Origin	2003/4	2004/5	2005/6	2006/7 Q1 – Q3	2007/8
White: British	0	0	0	0	
Irish	0	0	0	0	
Other	1	1	2	1	
Mixed: White & Black Caribbean	0	0	0	0	
White & Black African	0	0	0	0	
White & Asian	1	0	0	0	
Other	0	0	0	0	
Asian or Asian British: Indian	0	0	0	0	
Pakistani	0	1	0	0	
Bangladeshi	0	0	0	0	
Other	0	0	0	0	
Black or Black British: Caribbean	0	0	0	0	
African	4	1	1	1	
Other	2	1	2	0	
Chinese or other ethnic group: Chinese	0	0	0	0	

	<i>Number of Refugees</i>				
<i>Ethnic Origin</i>	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Other ethnic group	0	0	1	1	
Refused	0	0	0	0	
Total	8	4	6	3	

Table 4 What types of Supporting People services are occupied by Refugees?

	<i>Number of Refugees</i>				
<i>Type of Service</i>	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Supported housing	4	2	4	1	
Residential care home	0	0	0	0	
Adult placement	0	0	0	0	
Supported lodgings	0	0	0	0	
Women's refuge	0	0	0	0	
Foyer	0	0	0	0	
Teenage parent accom	0	0	0	0	
Direct access	2	1	2	1	
Floating support	2	1	0	1	
Outreach service	0	0	0	0	
Resettlement service	0	0	0	0	
Total	8	4	6	3	

Table 5 What is the designation (by client group) of services occupied by Refugees?

<i>Designation of service</i>	<i>Number of Refugees</i>				
	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	
Older people with support needs	0	0	0	0	
Older people with mental health needs	0	0	0	0	
Frail elderly	0	0	0	0	
Mental health problems	1	0	0	0	
Learning disabilities	0	0	0	0	
Physical disabilities	0	0	0	0	
Single homeless with support needs	3	0	2	0	
Alcohol problems	0	0	0	0	
Drug problems	0	0	0	0	
Offenders or at risk of offending	1	0	2	0	
Mentally disordered offenders	0	0	0	0	
Young people at risk	0	0	0	0	
Young people leaving care	0	0	0	0	
Women at risk of domestic violence	0	0	0	0	
People with HIV/AIDS	0	0	0	0	
Homeless families with support need	3	3	2	2	
Teenage parents	0	1	0	0	
Rough sleepers	0	0	0	0	
Traveler	0	0	0	0	
Generic	0	0	0	1	
Total	8	4	6	3	

Table 6 What types of accommodation were occupied by Refugees immediately prior to receiving the SP service?

<i>Type of accommodation</i>	<i>Number of Refugees</i>				
	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Local Authority general needs tenancy	1	0	2	0	
RSL as above	0	1	0	0	
Private sector tenancy	0	1	1	0	
Tied housing or rented with job	0	0	0	0	
Owner occupation	0	0	0	0	
Supported Housing	2	0	1	0	
Direct access hostel	0	0	0	0	
Women's Refuge	0	0	0	0	
Foyer	0	0	0	0	
Housing for older people	0	0	0	0	
Residential care home	0	0	0	0	
Hospital	0	0	0	0	
Prison	0	0	0	0	
Approved probation hostel	0	0	0	0	
Children's home/foster care	0	0	0	0	
Bed and breakfast	0	0	0	1	
Short life housing	0	1	1	0	
Living with family	0	1	0	0	
Living with friends	1	0	0	0	
Mobile Home/Caravan	0	0	0	0	
Any other temp accom	3	0	0	0	
Rough sleeping	0	0	0	0	
Other	1	0	1	2	
Total	8	4	6	3	

Table 7 Who referred Refugees to SP services?

Referring agency	Number of Refugees				
	2003/4	2004/5	2005/6	2006/7 Q1 – Q3	2007/8
Nominated by local authority	4	1	1	0	
LA Housing Department referral	1	2	3	1	
Social services	0	0	0	0	
Probation service/prison	0	0	0	0	
Community Mental Health Team	0	0	0	0	
Voluntary agency	0	0	0	0	
Self referral/Direct application	2	1	1	2	
Nominated under MoveUK	0	0	0	0	
Client applied for internal transfer	0	0	0	0	
Moving from another RSL	1	0	0	0	
Health service/GP	0	0	0	0	
Youth Offending Team	0	0	0	0	
Police	0	0	0	0	
Other	0	0	1	0	
Total	8	4	6	3	

Tables 8-12 show the number of Refugees accessing sp services requiring assistance under a range of statutory frameworks:

- **Care Management (Table 8)**
- **Care Programme Approach (Table 9)**
- **Probation Service or Youth Offending Team (Table 10)**
- **Drug Intervention Programme (Table 11)**
- **Statutorily homeless and owed a main homeless duty (Table 12)**

Table 8 How many Refugees accessing SP services have been accepted under the Care Management (Social Services) framework?

	<i>Number of Refugees</i>				
<i>Care Management Framework</i>	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Yes				0	
No	5	3	6	3	
Don't know	3	1	0	0	
Total	8	4	6	3	

Table 9 How many Refugees are subject to the Care Programme Approach (mental health)?

	<i>Number of Refugees</i>				
<i>Care Programme Approach</i>	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Yes	0	0	0	0	
No	5	3	6	3	
Don't know	3	1	0	0	
Total	8	4	6	3	

Table 10 How many Refugees accessing SP services are under the supervision of the Probation Service or in receipt of services provided by YOT?

	<i>Number of Refugees</i>				
<i>Probation Service/YOT</i>	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Yes	0	0	0	0	
No	5	3	6	3	
Don't know	3	1	0	0	
Total	8	4	6	3	

Table 11 How many service users accessing SP services receive support provided by a Drugs Intervention Programme Worker

	<i>Number of Refugees</i>				
<i>Drugs Intervention Programme</i>	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Yes	n/a	n/a	n/a	0	
No	n/a	n/a	n/a	3	
Don't know	n/a	n/a	n/a	0	
Total	n/a	n/a	n/a	3	

Table 12 How many Refugees are Statutorily Homeless and owed a Main Homelessness Duty?

	<i>Number of Refugees</i>				
<i>Statutorily Homeless</i>	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Yes	3	2	3	3	
No	2	1	3	0	
Don't know	3	1	0	0	
Total	8	4	6	3	

Table 13 How many Refugees accessing SP funded services are subject to the Care Programme Approach(enhanced)?

	<i>Number of Refugees</i>				
<i>Care Programme Approach(enhanced)?</i>	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Yes	0	0	0	0	
No	5	3	6	3	
Don't know	3	1	0	0	
Total	8	4	6	3	

Table 14 How many Refugees accessing SP services are subject to the Multi Agency Public Protection Arrangements?

	Number of Refugees				
MAPPA	2003/4	2004/5	2005/6	2006/7 Q1 – Q3	2007/8
Yes	0	0	0	0	
No	5	3	6	3	
Don't know	3	1	0	0	
Total	8	4	6	3	

Table 15 **How many Refugees accessing SP services are subject to requirements under an Anti Social Behaviour Order (ASBO)?**

	Number of Refugees				
ASBO	2003/4	2004/5	2005/6	2006/7 Q1 – Q3	2007/8
Yes	0	0	0	0	
No	0	0	0	3	
Don't know	0	0	0	0	
Total	0	0	0	3	

Table16 **Previous Local Authority**

	Number of refugees				
	2003/4	2004/5	2005/6	2006/7 Q1 – Q3	2007/8